

Proposed Extension to Barton Moss Secure Care Centre, Salford

Planning Policy Compliance Statement

September 2022

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1. Introduction

- 1.1 This Planning Policy Compliance Statement (referred to hereafter as the “Statement”) has been prepared by Euan Kellie Property Solutions on behalf of Salford City Council (“SCC”) in respect of their site at Barton Moss Secure Care Centre, Barton Moss, Salford (“the Site”). It supports an application which seeks planning permission for an extension to the existing facilities (“the Proposed Development”).
- 1.2 The purpose of this Statement is to provide a clear justification for the Proposed Development by demonstrating compliance with the relevant Development Plan, along with other material considerations.

About Barton Moss Secure Centre

- 1.3 Barton Moss Secure Care Centre (“the Existing Facility”) is a 27-bed unit managed by Salford City Council’s Children’s Services. At the current time, all beds are contracted to the Youth Custody Service (“YCS”).
- 1.4 The centre is one of 14 individually managed Secure Children’s Homes (“SCH”) throughout England and Wales encompassing a range of services within a secure environment that support the individual needs of the children in its care. They provide placements for boys and girls aged between 10 and 17 and include full residential care, educational facilities and healthcare provision.
- 1.5 SCHs provide care for vulnerable young people in a high quality, safe and therapeutic environment. They operate with a high staffing ratio; the overarching aim is to encourage residents to develop a range of personal skills, supported by changes in behaviour and attitude that will enable individuals to manage safely and responsibly on exit.
- 1.6 The Existing Facility provides education and learning, as well as access to sports and other activities. Residents often have complex histories and often display challenging behaviour and many have experienced significant trauma. Therefore, in addition to education and learning, all SCHs also provide residents access to a range of mental health and associated professionals to build self-esteem and equip them with strategies to enable their successful reintegration into the community.
- 1.7 It is this healthcare element which the Applicant is looking to expand the Existing Facility, and why an extension (the Proposed Development) is required. Further details are provided within **Chapter 4** of this Statement.

Application Documentation

1.8 This Statement should be read alongside all other documents submitted with the planning application which, at the time of writing, includes:

- Planning Application Form and Certificates.
- Site Location Plan (Red Line Plan) prepared by Tim Beech Architects ("TBA").
- Proposed Site Plan prepared by TBA.
- Proposed Elevations prepared by TBA.
- Proposed Boundary Treatments Plan prepared by TBA.
- Preliminary Ecological Appraisal Report prepared by Brookes Ecological, including Newt EDNA survey.
- Arboricultural Impact Assessment plus Tree Survey prepared by Brookes Ecological
- Tree Protection Plan prepared by Brookes Ecological.
- Tree Constraints Plan prepared by Brookes Ecological.
- Noise Assessment prepared by AD Acoustics.
- Phase I (Desktop) Site Investigation Report prepared by Salford City Council.

Contact Details

1.9 For further information in respect of this Statement please contact:

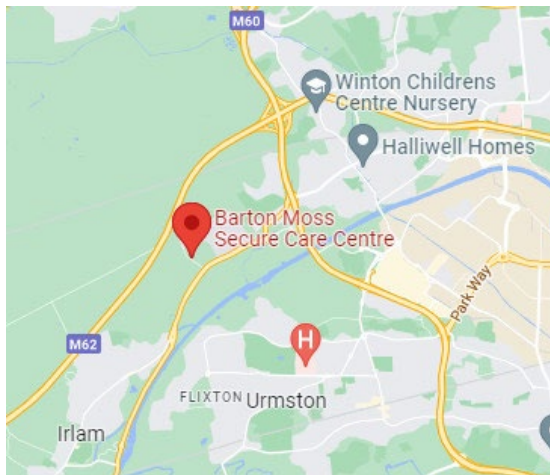
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2. The Site and Surroundings

The Application Site

2.1 The Site falls within the administrative boundary of Salford City Council ("SCC").

2.2 **Figure 2.1** shows the Site in a sub-regional context whilst **Figure 2.2** shows the current site within the local context (indicative area of Site marked with a red line).



^ Figure 2.1 Sub Regional Context



^ Figure 2.2 Local Context

2.3 The Site is located immediately to the north of the Existing Facility and extends to circa 0.6 acres (0.25 hectares). The Site Plan included in **Figure 2.3** indicates the location of the Proposed Development:



^ Figure 2.3 Proposed Site Plan for current application (copyright Tim Beech Architects)

- 2.4 The Site is accessed off Barton Moss Road (from the A57 Liverpool Road) and currently comprises areas of hardstanding and the fire access road for the Barton Aerodrome as shown in **Figure 2.4** below which has been taken from Google Maps.
- 2.5 The Site was previously leased to the Aerodrome and the previous use of the hardstanding on the Site is not known.



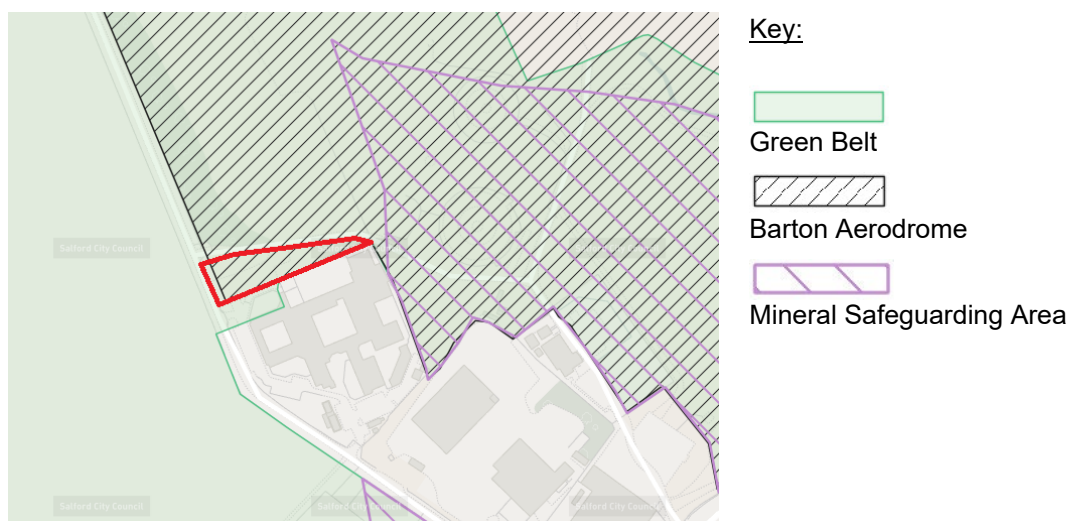
^ Figure 2.4 Indicative site area for current application (image taken from Google Maps)

Planning Policy Designations

- 2.6 The purpose of this section is to introduce the key planning policy designations. Detailed information is set out in **Chapter 5**.

Adopted Planning Policy

- 2.7 Turning to planning policy designations, the Site falls within the Green Belt and Barton Aerodrome, as set out SCC's adopted Unitary Development Plan (see **Figure 2.5**).



^ Figure 2.5

Emerging Planning Policy

Salford Local Plan: Development Management Policies and Designations

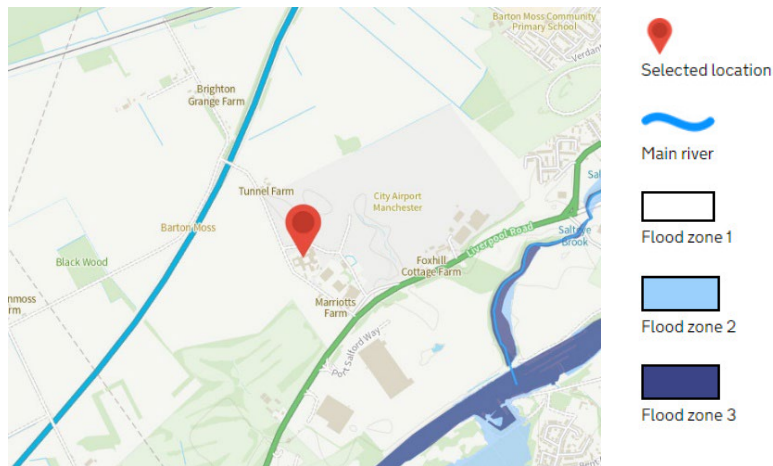
- 2.8 The Publication Salford Local Plan: Development Management Policies and Designations ("SLP:DMP"), was submitted to the Secretary of State for examination on 30 June 2021. The Hearing Sessions have been undertaken and the updated SLP:DMP (following main modifications) was published for further consultation on Monday 30 May 2022, with comments invited until Monday 11 July 2022. Following this consultation, the Salford Local Plan is expected to be formally adopted in Autumn 2022.
- 2.9 However, in accordance with paragraph 48 of the National Planning Policy Framework the weight that can be given to the Local Plan currently is limited. Following the end of the period for comments, SCC will consider the comments made to determine the extent to which there are unresolved objections to the policies in the Plan. Those policies with less significant (or no) objections will be capable of carrying more weight than those with significant unresolved objections.
- 2.10 The Site is still located within the Green Belt in the emerging Local Plan, as show in **Figure 2.6** below. The site is also located within the Barton Aerodrome Allocation and Consultation Zone (Policy AP11) and an area identified as the Greater Manchester Wetlands Nature Improvement Area.



^ Figure 2.6 Emerging Local Plan

Other Relevant Designations

- 2.11 Having consulted the Environment Agency website, the Site falls within Flood Zone 1 and is therefore not at risk from flooding (see **Figure 2.7** overleaf).

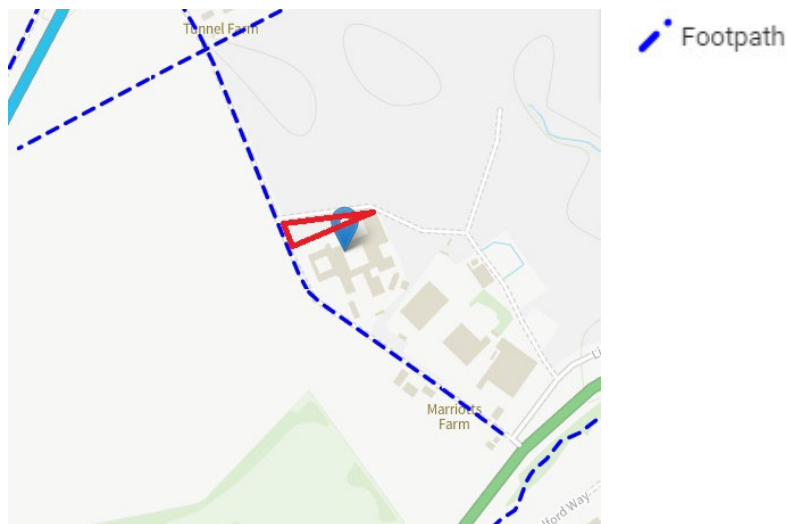


^ Figure 2.7 (taken from Environment Agency website)

- 2.12 It is relevant to also note that the Site is not within or in close proximity to a Conservation Area. In addition, there are also no designated heritage assets on the Site. It should however be noted that Barton Aerodrome, which is located immediately adjacent to the Site, is an historic airfield of national importance, and many of the original buildings have survived, three of which are Grade II listed. The original grass runways have also been retained.

Public Rights of Way

- 2.13 Barton Moss Road travelling along the western boundary of the Site comprises the Eccles Definitive Footpath 31 which provides a footpath "From Liverpool Road Along Barton Moss Road in a Northerly Direction To The British Railway - With A Dead-End Branch To The Motorway"¹. This joins the Eccles Definitive Footpath 30a, adjacent to the M62 (along Twelve Yards Road) as shown in **Figure 2.8** below.



^ Figure 2.8 (taken from SCC website¹)

¹ https://map.salford.gov.uk/?lyrs=v_def_row&UPRN=10007888857#18/53.46883/-2.39687

Planning History

Applications at the Site

- 2.14 There have been a number of applications submitted in respect of the site, as summarised in **Table 2.1** below:

Application Reference	Validation Date	Details	Decision
12/61360/FUL	24 Jan 2012	Variation of condition 10 (approved plans) on planning permission 10/59506/FUL to allow the replacement of the self-contained flat unit with a store, workshop and cycle storage area.	Approved 20 April 2022
12/61348/NMA	20 Jan 2012	Material amendment to planning permission 10/59506/FUL for the flat accommodation building to be omitted and replaced by the workshop and cycle storage building	Approved 23 January 2012
11/60842/FUL	2 Sep 2011	Erection of single storey extension to sports hall, erection of a canopy over existing courtyard and erection of a two storey building to provide workshops and a 4 bed step down unit	Approved 26 October 2011
10/59506/FUL	22 Oct 2010	Partial demolition together with extensions and alterations to form ten additional secure bedrooms and associated facilities to existing secure care centre	Approved 19 January 2011
09/58374/FUL	26 Nov 2009	Erection of 2 no. single storey extensions to existing building	Approved 20 January 2010
09/58258/FUL	26 Oct 2009	Partial demolition together with extensions and alterations to form four additional secure bedrooms and associated facilities to existing secure care centre	Approved 22 January 2010
09/58194/FUL	05 Oct 2009	Erection of a two storey extension to existing sports hall	Approved 31 March 2010
09/57740/FUL	08 Jun 2009	Erection of 2m high perimeter fence together with a section of 5m high fencing, new entrance gates and barriers together with additional car parking area and erection of a single storey generator extension building	Approved 3 August 2009

Application Reference	Validation Date	Details	Decision
07/54588/FUL	20 Apr 2007	Construction of a new car park	Approved 13 June 2007
06/53436/DEEM3	08 Sep 2006	Erection of a two storey extension to existing sports hall gym	Approved 3 November 2006

^ Table 2.1 Relevant Planning History for the Site

Relevant Case Law

- 2.15 Previously, the most utilised Court judgments in relation to Green Belt assessment were the Judgments in Timmins² and Heath and Hampstead³ which distanced the assessment of openness from a visual impact and instead favoured an approach where the impact on openness is solely assessed on the physical increase in the size of a development.
- 2.16 Consequently, until recently, many decision makers in assessing whether there would be a loss of openness resulting from a development would only consider the increase in the amount of built-form proposed (typically the floorspace and total building volume only).
- 2.17 This approach has now been superseded following the Court of Appeal Judgment of Turner⁴ in 2016. The judgement concluded that both Timmins, and Heath and Hampstead went too far in dismissing the visual aspect of openness and that this, alongside the physical size increase of a development, does play a part in assessing the impact on the openness of the Green Belt.
- 2.18 Following the judgment in Turner, the correct approach to assessing the impact of a development on the openness of the Green Belt is therefore a twofold approach looking not only at the increase in the amount of built development, but also the visual impact of development in terms of how it reduces or increases openness.
- 2.19 Following this, there have been two further notable appeal decisions which have provided further clarifications in considering visual impact within the assessment of openness: Smug Oak Lane, St Albans⁵ (June 2016) and Englemere House, Ascot⁶ (September 2016).

² R (Timmins) v Gedling Borough Council [2014] EWHC 654 (Admin)

³ R (Heath and Hampstead Society) v Camden LBC [2007] EWHC 977 (Admin)

⁴ John Turner v Secretary of State for Communities and Local Government & East Dorset Council [2016] EWCA Civ 466

⁵ Ref: APP/B1930/W/15/3028110

⁶ Ref: APP/T0355/W/16/3144940

- 2.20 Both appeal decisions confirm that, when looking to assess the perceived visual impact of a development on openness, a decision maker should not be looking at whether the proposed development would simply appear larger than the existing, but rather an assessment should be made on whether there would be a *perceived change* in the openness of the site from both its immediate and wider context.
- 2.21 In essence, it should be considered whether the site is viewed, or perceived, as being more 'built-up' than the 'existing' scenario, from both public and private vantage points.
- 2.22 This sentiment was echoed in the more recent Euro Garages Ltd High Court Judgement⁷ (July 2018) which has provided further clarity on the interpretation of the openness of the Green Belt in relation to the 'Previously Developed Land' exception criteria within Green Belt Policy, and perceived impacts.
- 2.23 The judgement grapples with the meaning of 'preserved' and clearly concludes that Green Belt policy requires an assessment of whether the openness of the Green Belt is harmed by the proposals to a *greater extent* than that the openness has already been impacted by any 'existing' development:
- "One can conclude that greater impact occurs where the openness of the Green Belt is not preserved. In that context "preserved" does not mean not changed but means not harmed. So whether there is greater impact involves, in application, an assessment of the harm occasioned by the change [...]"*
- 2.24 Consequently, an essential part of assessing the impact of openness from the Proposed Development will be understanding what impact it will have on the openness of the Greenbelt. It is only then that an assessment of whether the openness of the Green Belt is harmed by the proposals to a greater extent by the Proposed Development, can be made.
- 2.25 The assessment of this 'baseline' position, will require a consideration of both the physical and spatial elements of built form and / or activity, in addition to the visual and or perceived impact on the Green Belt.
- 2.26 **Chapter 3** will now describe the Proposed Development which is the subject of this planning application.

⁷ Ref: Euro Garages Ltd V The Secretart of State for Communities and Local Government & Anor, England and Wales High Court (Administrative Court) (11 July 2018).

3. Proposed Development

- 3.1 The application seeks consent for the following:
- “Construction of two-storey (ground plus one storey) extension to existing Barton Moss Secure Centre to provide 6 no. beds, gardens, spaces for teaching and recreation, landscaping, car parking, diversion of Fire Road, and other associated works”*
- 3.2 The Proposed Development will comprise an extension of the Existing Facility. It will accommodate children that have been placed in care on Welfare grounds, and these additional children will be accommodated within the Proposed Development.
- 3.3 The Proposed Development will be served by existing staff but will also create a need for additional staff. Whilst exact final staff numbers have yet to be confirmed, it is anticipated that there will be no more than 12 additional members on site at any one time.
- 3.4 Children in the new building will also be able to utilise the existing facilities, however, there may be some children that are particularly vulnerable and may not be able to mix with children in the Existing Facility.
- 3.5 The Proposed Development will also provide two additional classrooms, and 21 car parking spaces are proposed (a net gain of 18 spaces).
- 3.6 Further details of the proposed development are included within the plans and Design and Access Statement prepared by Tim Beech Associates.

Pre-Application Discussions

- 3.7 In accordance with local and national planning policy, pre-application discussions have taken place with the Local Planning Authority and Barton Aerodrome.
- 3.8 The initial meeting with the Local Planning Authority was undertaken in October 2018 to discuss the need for the development and subsequent approach to any planning application.
- 3.9 This has been supplemented through the development of the proposals and this planning application with a variety of emails including confirmation of the associated planning application validation requirements with Planning Officer Danielle Sammy in February 2022.
- 3.10 With regards to discussions with Barton Aerodrome, discussions have taken place with the Aerodrome manager whom have no concerns regarding the application and are supportive of the proposals.
- 3.11 **Chapter 4** will now provide details of the need for the Proposed Development which is the subject of this planning application.

4. Need for the Proposed Development

Secure Care Homes

- 4.1 The Existing Facility is a Secure Children's Home ("SCH"). There are 14 individually managed SCHs in England & Wales. These provide a range of services within a secure environment to support the individual needs of children that have been placed in care. The SCHs provide full residential care, educational facilities and healthcare provision.
- 4.2 The homes care for vulnerable young children between the ages of 10 and 17, and provide a high quality, safe and therapeutic environment. The level of care that is required necessitates a high staff to child ratio.
- 4.3 Young people placed in SCHs frequently have complex histories and display challenging behaviour. Many have suffered significant trauma. Input from a range of mental health and associated professionals is offered to young people to enable them to develop their self-esteem and to provide them with strategies to cope with everyday life.
- 4.4 SCHs aim to encourage children to develop a range of personal skills supported by encouraging and developing changes in behaviour and attitude that will allow children to be re-integrated back into society on leaving the SCH.
- 4.5 Due to the high and complex level of care and high staff ratios SCHs offer a limited number of spaces. The smallest home will provide care for only 6 children whilst the largest unit can offer up to 36 places.
- 4.6 Children are placed in care in a SCH via two routes. The first of these is the youth justice route and is applicable to children that have committed a crime that is usually serious in nature. The second route is the Welfare route where children are placed in care for their own protection, either from themselves or others. Some SCHs only cater for children via the Youth Justice route, some only cater for children via the Welfare route and some cater for children from both routes.
- 4.7 Children being admitted to secure accommodation via the youth justice route can also be admitted to Secure Training Centres ("STC"). These centres provide more of a custodial environment than the SCHs. They are not suitable for children with welfare needs and there is no alternative provision for secure welfare beds.

The Existing Facility

- 4.8 Barton Moss SCH ("the Existing Facility") currently caters for children admitted via the youth justice route.
- 4.9 the Existing Facility can currently house up to 27 young people with three of these places being allocated to 'Step -Up' provision. This is for children that will be shortly leaving the establishment and allows for them to take the first steps in reintegrating themselves back into society. Children using the Step-up facility may for instance attend an educational campus off site.
- 4.10 The Existing Facility is well equipped and includes a 'school' which is used exclusively by children at Barton Moss. The school aims to deliver a full curriculum. The Existing Facility also includes a sports hall and all-weather sports pitch. Each living unit has an external courtyard. Barton Moss SCH operates on a 24/7 basis every day of the year.
- 4.11 It is understood that the Existing Facility was opened in its current form in 1995. Since then, it has been subject to a number of alterations and extensions, as set out in **Table 2.1**.

The Need for the Proposed Development

- 4.12 There is a chronic national shortage of SCH bed spaces⁸. Currently there are 50-60 children across the Country waiting for a welfare placement, and there are no welfare facilities in the Greater Manchester Area.
- 4.13 The nearest local authority homes offering welfare beds are in Sheffield, Leeds & Nottingham and these cater for both youth justice and welfare placements, so availability of welfare beds is extremely limited.
- 4.14 This shortage of welfare bed spaces means that children from the Greater Manchester area struggle to find a placement and when they do it will not be near to their hometown. Consequently, some children from the Greater Manchester area have been placed as far away as Devon and Scotland.
- 4.15 Barton Moss is the only SCH in the Greater Manchester area, and as such is well placed to respond to the current shortage of places through the extension of the Existing Facility. This extension would also allow the new welfare facilities to utilise the existing educational and recreational facilities in place at Barton Moss SCH and benefit from an existing, experienced staff base.
- 4.16 The provision of a new SCH to accommodate the Welfare beds in an alternative location would be difficult to achieve within the timescales required. This is because of land acquisition issues and the fact that any new SCH will need to provide all the support facilities for education, health and welfare, recreation, and admin support. In addition, any new stand-alone facility would also need the recruitment of a complete new team of staff mean that provision of a new SCH would not be achievable in the short term (within the next 5 years) and is not a viable option.
- 4.17 The Association of Greater Manchester Authorities ("AGMA") are fully supportive of the proposed strategy in that it will provide local welfare bed spaces that they will be able to utilise, and Barton Moss SCH is therefore uniquely placed to provide this facility.

Site Operations

- 4.18 There are 120 members of staff employed at the Existing Facility, however they are never all on site at once. The site operates around two daytime shifts consisting of an early shift and a late shift. In addition to this there is a dedicated night shift. Teachers and Admin staff would normally only be on site during normal office hours. The Existing Facility also has a health team, but they do not attend the site full-time as they also cover another site.
- 4.19 In terms of visitors, generally each child only receives one or two visits a week from family or friends. In addition to this there are also professional visits, which occur for each child at least once every six weeks and sometimes more frequently. On average there are circa 15 professional visitors attending the Existing Facility in a typical week.
- 4.20 Contractor maintenance visits also occur and average out at circa one visit per week. The Existing Facility is managed by the centre management at Barton Moss SCH under the umbrella of SCC's Children's Services Department. There are currently circa 75 car parking spaces at the Existing Facility.

⁸ <https://www.local.gov.uk/about/news/number-children-waiting-secure-childrens-home-place-doubles-year>

4.21 **Chapter 5** of this Statement will now set out the Local Planning Policy relevant to the application.

5. Local Policy Considerations

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning decisions to be made in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.2 The Site is located within the administrative control of Salford City Council ("SCC"). The relevant Development Plan therefore comprises SCC's adopted UDP. Each will be considered in turn.

Adopted Local Plan

Saved Unitary Development Plan Policies

- 5.3 SCC's Unitary Development Plan ("UDP") was adopted on 21 June 2006. SCC then received the consent of the Secretary of State to save many of the UDP policies beyond 21 June 2009⁹. These policies will gradually be replaced as development plan documents are adopted.
- 5.4 As outlined in **Chapter 2**, the Site falls within the designated Green Belt and **UDP Policy EN1 'Development Affecting the Green Belt'** is therefore relevant. In addition, the Site is located within an area which is covered by the 'Barton Aerodrome' allocation and **UDP Policy A14 'Barton Aerodrome'** is therefore relevant. Each will be considered in turn below.

UDP Policy EN1 'Development Affecting the Green Belt'

- 5.5 UDP Policy EN1 states:

"Other than in very special circumstances, inappropriate development will not be permitted within the Green Belt.

The construction of new buildings within the Green Belt will be considered to be inappropriate unless it is for the following purposes:

- i. agriculture and forestry (unless permitted development rights have been withdrawn);*
- ii. essential facilities for outdoor sport and outdoor recreation, for cemeteries, and for other uses of land which preserve the openness of Green Belt and do not conflict with the purposes of including land within it; or*
- iii. limited extension, alteration or replacement of existing dwellings, provided this would not result in disproportionate additions over and above the size of the original building, or, in the case of replacement, the new building is not materially larger than the one it replaces.*

The reuse of buildings within the Green Belt will not be considered to be inappropriate providing:

- a. it does not have a materially greater impact than the present use on the openness of Green Belt and the purposes of including land within it;*

⁹ <http://www.salford.gov.uk/udp-saved-policies.htm>

- b. any extension of, or uses on surrounding land associated with, the reused building do not conflict with the openness of Green Belt and the purposes of including land in it (for example, because they involve extensive external storage, or extensive hardstanding, car parking, boundary walling or fencing);
- c. the buildings are of permanent and substantial construction, and are capable of conversion without major or complete reconstruction; and
- d. the form, bulk and general design of the buildings are in keeping with their surroundings.

The carrying out of engineering and other operations and the making of material changes in the use of land are inappropriate development unless they maintain openness and do not conflict with the purposes of including land in the Green Belt.

Planning permission will not be granted for development within or conspicuous from the Green Belt that might be visually detrimental by reason of its siting, materials, or design, even where it would not prejudice the purposes of including land in the Green Belt."

- 5.6 It should be noted that as the UDP is over 5 years old, the weight attributed to the saved policies of the UPD will be dependent on their degree of consistency to the NPPF.
- 5.7 It is noted that Policy EN1 is not entirely in aligned with the NPPF Greenbelt Policy and whilst it still carries some limited weight, it is considered that National Planning Policy in relation to the Green Belt should be afforded greater consideration in these circumstances (see **Chapter 6**).

UDP Policy A14 'Barton Aerodrome'

- 5.8 As illustrated by **Figure 2.4** UDP Policy A14 is relevant. This states:

"Barton Aerodrome will be retained and protected for general aviation purposes. Development at or close to the aerodrome which is incompatible with any existing or potential aviation operation will not be permitted.

Planning permission will be granted for development that would improve aviation facilities, provided this would not have an unacceptable impact on residential amenity, nature conservation and the safe and efficient operation of the highway network, and is otherwise compatible with other policies in the Unitary Development Plan."

Other Relevant UDP Policies

- 5.9 Other relevant UDP policies are summarised in **Table 4.1**.

Policy	Summary
ST3: Employment Supply	This policy outlines that the Council will seek to ensure a good range of local employment opportunities.
DES1: Respecting Context	This policy states that development will be required to respond to its physical context and respect the positive character of the local area in which it is situated and contribute towards a local identity and distinctiveness.
DES 2: Circulation and Movement	The policy states that development should be fully accessible to all people including the disabled, and be accessible by public transport.
DES 7: Amenity of Users and Neighbours	This policy states that all new development, alterations and extensions to existing buildings will be required to provide potential users with a satisfactory level of amenity in terms of space, sunlight, daylight, privacy, aspect and layout.

Policy	Summary
	Development will not be permitted where it would have an unacceptable impact on the amenity of occupiers or users of other development.
DES8: Alterations and Extensions	This policy states that planning permission will only be granted for alterations or extensions to existing buildings that respect the general scale, character, rhythm, proportions, details and materials of the original structure and complement the general character of the surrounding area.
DES9: Landscaping	This policy states that hard and soft landscaping should be provided where appropriate that is of a high quality and would enhance the design of the development, not detract from the safety and security of the area and would enhance the attractiveness and character of the built environment.
A 2: Cyclists, Pedestrians and the Disabled	The policy states that development proposals will be required to make adequate provision for safe and convenient access by the disabled, other people with limited or impaired mobility, pedestrians and cyclists.
A 8: Impact of Development on Highway Network	This policy states that development will not be permitted where it would i) have an unacceptable impact upon highway safety ii) cause an unacceptable restriction to the movement of heavy goods vehicles along Abnormal Load Routes.
A 10: Provision of Car, Cycle, Motorcycle Parking in new developments	This policy states that there should be adequate provision for disabled drivers, cyclists and motorcyclists, in accordance with the Council's minimum standards; maximum car parking standards should not be exceeded; and parking facilities should be provided consistent with the provision and maintenance of adequate standards of safety and security.
EN17: Pollution Control	This policy states that development proposals that would be likely to cause or contribute towards a significant increase in pollution will not be permitted unless they include mitigation measures commensurate with the scale and impact of the development. Consideration will also be given to the cumulative effect of pollution, having regard to the effects of existing sources of pollution.
EN19: Flood Risk and Surface Water	This policy states that any application for development that it is considered likely to be at risk of flooding or increase the risk of flooding elsewhere will need to be accompanied by a formal flood risk assessment. It should identify mitigation or other measures to be incorporated into the development or undertaking on other land, which are designed to reduce that risk of flooding to an acceptable level.

^ Table 5.1

Emerging Local Plan

Salford Local Plan: Development Management Policies and Designations

- 5.10 As presented in **Chapter 2**, The Publication Salford Local Plan: Development Management Policies and Designations ('SLP:DMP'), was submitted to the Secretary of State for examination on 30 June 2021. The Hearing Sessions have been undertaken and the updated SLP:DMP (following main modifications) was published for further consultation on Monday 30th May, with comments invited until Monday 11 July 2022. It is expected that following this consultation, the plan will be formally adopted during Summer 2022.
- 5.11 As set out above, and outlined in **Chapter 2**, the Site falls within the designated Green Belt and **SLP:DMP Policy GB1 'Existing Green Belt'** is therefore relevant. In addition, the Site is located within an area which is covered by the 'Barton Aerodrome' allocation and **SLP:DMP Policy A11 'Barton Aerodrome'** is therefore relevant. Each are considered in turn below.

SLP:DMP Policy GB1 'Existing Green Belt'

5.12 Policy GB1: Existing Green Belt' confirms that the Green Belt will be afforded strong protection in accordance with national planning policy.

5.13 It goes on to state:

"The positive use of the Green Belt will be supported where this is consistent with its Green Belt status and the purposes of its designation. In particular, the enhancement of its green infrastructure functions will be encouraged, such as improved public access and habitat restoration, helping to deliver environmental and social benefits for the residents of Salford and providing the high quality green spaces that will support economic growth.

A positive approach will be taken to the provision of essential infrastructure within the Green Belt, where it would be consistent with maintaining the openness of the Green Belt and the purposes of including land within it."

SLP:DMP Policy A11 'Barton Aerodrome'

5.14 Policy A11 'Barton Aerodrome' states the following:

"Barton Aerodrome will be protected and improved as a general aviation facility, in a way that maintains the amenity of the surrounding uses.

Development that would have an unacceptable impact on the operational integrity, safety or heritage value of the aerodrome will not be permitted.

Development shall protect and enhance the Foxhill Glen Site of Biological Importance (BG2/20)."

5.15 Other relevant policies of the SLP:DMP include the following:

Policy	Summary
F3: Inclusive Places	Policy F3 requires all places and developments to be as inclusive as possible, capable of adapting to a broad range of changing needs and ensuring no one is excluded because of disability, age, gender, sexuality, ethnicity or social class.
CC1: Climate Change	Policy CC1 requires development to support Salford becoming carbon neutral by 2038, through (where relevant) minimising carbon emissions; maximising carbon storage and sequestration; mitigating and adapting to the impacts of climate change; and, responding to the economic and policy changes that are likely to accompany climate change, including by: • Reducing the reliance on the private car (in accordance with policies A1 and A2); and, • Protecting high grade agricultural land (in accordance with policy GB2)
EF1: Efficient use of land	Policy EF1 requires developments to use land efficiently. Support will be given to the use of suitable previously developed land and appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land. The density of a development shall: 1) Respond to the local context, character and distinctiveness; and 2) Reflect the accessibility of the site: a) By public transport, cycling and walking; and b) To public services, community facilities, amenity and recreation provision. The highest density development shall be in the most accessible locations.

Policy	Summary
PC1: Planning Conditions and Obligations	Policy PC1 states that development that would have an unacceptable adverse impact or would result in a material increase in the need or demand for infrastructure, services, facilities and/or maintenance for which other sources of funding have not been secured in full, will only be granted planning permission subject to planning conditions and/or planning obligations that would ensure adequate mitigation measures are put in place.
A1: Supporting Sustainable Transport	Policy A1 states that development shall: 1. Help to reduce the overall need to travel through its location, density and mix of uses; 2. Enable a modal shift towards more sustainable forms of transport such as walking, cycling and public transport; 3. Minimise any adverse impacts on transport networks; and 4. Be phased with the provision of sufficient transport infrastructure and services.
A3: Walking and Cycling	Policy A3 requires development and transport infrastructure schemes to contribute to the delivery of walkable and cyclable neighbourhoods, and support a significant increase in the proportion of journeys made by walking and cycling,
A7: Motor vehicle parking provision and drop-off facilities in new developments	Policy A7 requires the amount of parking provided within new developments shall: 1. Ensure that the development is inclusive and accessible to all users; 2. Support the efficient use of land; 3. Reflect the type, mix and use of the development; 4. Have regard to the accessibility of the development by modes of transport other than the private car; 5. Not discourage the use of more sustainable modes of transport such as walking, cycling and public transport; 6. Not lead to a level of off-site car parking that would have an unacceptable impact on: a) The safe and efficient operation of the highway network; or b) The environmental quality or residential amenity of the local area 7. Not exceed the maximum car parking standards set out in Annex C of the Local Plan.
D1: Design Principles	Policy D1 requires all development to achieve a high quality of design, consistent with the ten characteristics set out in the National Design Guide (or any subsequent amendments). All Design and Access statements shall clearly explain how development delivers all of the above principles, and the other design-related policies of this plan.
D2: Local Character and Distinctiveness	Policy D2 seeks to ensure new development will protect, enhance and respond to any positive character and distinctiveness of the local area, and contribute towards local identity. New buildings shall use a consistent architectural style, individual elements adding up to a coherent whole, designed to relate to the positive context of its surroundings. Buildings shall have a sufficient texture, depth and detailing to provide visual interest, particularly at street level where buildings will need to relate to a human scale.
D3: Layout and Access	Development proposals should ensure it is easy and safe to physically access, move through and around, having regard to its function and useability. Proposals should be of a scale, height and massing sufficient to provide enclosure to surrounding spaces, whilst not being intimidating or unduly dominating the skyline or townscape;

Policy	Summary
	and principal frontages should be located to face the most important public space or highway, ensuring it is easy to identify and access.
D4: Spaces	Policy D4 requires all spaces to be accessible, where appropriate, to everyone who wants to use them and be designed to have a clear purpose and role, which is apparent to all potential users.
D5: Amenity	Policy D5 requires all development to ensure that it: 1) Provides all potential users with an acceptable level of amenity; and 2) Does not have an unacceptable impact on the amenity of the users of other buildings and spaces. Amenity includes, but is not limited to, issues of: A. Space, both internal and external, and public and private B. Layout C. Aspect D. Privacy E. Sunlight F. Daylight G. Temperature and microclimate H. Pollution The policy also provides details on separation distances and microclimate considerations.
D6: Design and Crime	Policy D6 requires development to be designed to minimise fear of crime and reduce opportunities for crime and antisocial behaviour; In particular, development shall be designed to: A. Allow for natural surveillance of public spaces, means of access and parking areas; B. Encourage activity within public areas; C. Avoid new, and where possible remove existing, places of concealment; and D. Avoid having a hostile appearance. Opportunities should be considered for taking advantage of existing public CCTV coverage to maximise safety and security in new development.
D8: Alterations and extensions to Existing Buildings	Policy D8 states that alterations and extensions to existing buildings shall: A. Respect the general scale, character, rhythm, proportions, details and materials of the original building; B. Retain and avoid masking any key architectural features of the original building; C. Ensure that the resultant building appears as an attractive and coherent whole; and D. Where a heritage asset would be affected, either directly or in terms of its setting, sustain and where appropriate, enhance the significance and setting of that asset. This does not preclude the use of innovative designs or contrasting materials, which in some circumstances may be more appropriate than copying the approach in the original building.
G11: Development and Green Infrastructure	Policy G11 requires all development to protect and enhance the green infrastructure network in Salford

Policy	Summary
G16: Trees Woodland and Hedgerows	Policy G16 seeks to ensure the protection of existing trees, woodland and hedgerows. It requires the extent of tree cover across Salford to be increased, with an emphasis on native species that support wildlife and carbon sequestration, and the vital role that trees and hedgerows make to environmental quality will be protected and enhanced.
BG2: Development and Biodiversity	Policy BG2 requires all development shall deliver a net gain in biodiversity value. All major development shall deliver at least a 10% net gain in biodiversity value. Development shall avoid having any adverse impact on the nature conservation value of the following hierarchy of sites, with the weight afforded to their protection reflecting their position in the hierarchy (greatest weight first) along with legislative and national policy requirements. Where an adverse impact on biodiversity is unavoidable then this shall be minimised as far as possible and appropriate compensation provided for any remaining adverse impacts. Where compensation is needed, an offsetting mechanism based on the Defra Natural England biodiversity offsetting metric will be used to calculate requirements.

^ Table 5.2

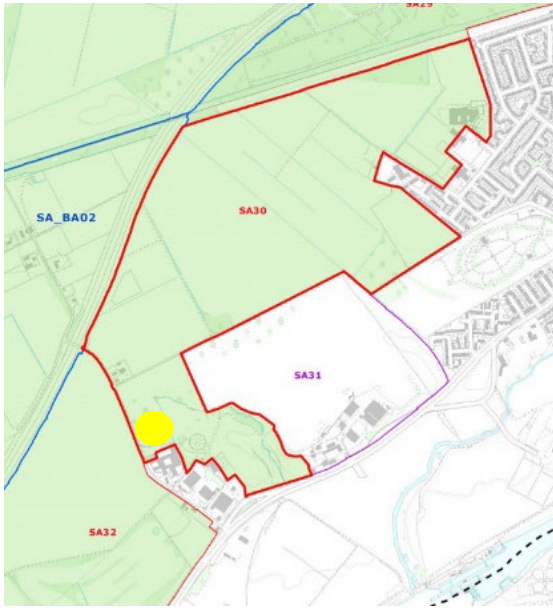
Other Local Strategies and Documents

Places for Everyone

- 5.16 A Joint Committee, comprising Manchester City Council, Bolton, Bury, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan Councils has been formed to prepare 'Places for Everyone' ("PfE Plan"), a joint development plan for jobs, new homes, and sustainable growth across their boroughs.
- 5.17 The PfE Plan was made available for public consultation between 9 August 2021 and 9 October 2021. Following the consultation, the Greater Manchester Combined Authority ("GMCA") will review the responses consider how to review the plan in light on the comments, and are expecting to submit the Plan for examination in public in 2022, with a view to the plan being adopted in 2023.
- 5.18 Once complete the PfE Plan will set out the scale and distribution of housing and employment growth across the conurbation for the next 20 years. It will identify strategic land allocations for housing and employment and also key infrastructure requirements to support this growth.
- 5.19 As part of the preparation PfE Plan (along with the SLP:DMP) there has been a review of the Green Belt in Salford, and it is proposed to remove some Sites so that they can be brought forward for development, and to include other Sites which have not previously been included within the Green Belt. It is understood, however, that it is not proposed to remove the Site.

Green Belt Assessment 2016

- 5.20 As part of the preparation of the GMSF an assessment of the Greater Manchester Green Belt was undertaken by LUC, on behalf of the ten Greater Manchester Authorities.
- 5.21 The overall aim of the Study was to assess the extent to which the land within the Greater Manchester Green Belt performs against the purposes of Green Belts, as set out in the National Planning Policy Framework ("NPPF").
- 5.22 It is useful to consider the information relating to the Application Site which is detailed in the Green Belt Assessment. The Site is included within a larger parcel of land Ref. SA30, as shown in **Figure 5.1** (the Site marked with a yellow dot) overleaf:



^ Figure 5.1 Site SA30 taken from Appendix 1 of the Green Belt Assessment 2016

- 5.23 The description of this wider parcel of land is as follows:

“This parcel is located western settlement edge of Peel Green (part of Eccles), within the Salford Borough area. The parcel contains flat land comprising predominantly large arable fields enclosed by remnant hedgerows. Built development includes The Salford City Academy school and associated playing fields in the north, a detached property and features associated with the City Airport and Heliport. There are no large roads running through the parcel, though the M62 motorway defines the northern boundary.”

- 5.24 The parcel of land is identified as comprising some built form and is also part of a broader site and it is therefore difficult to identify the precise role that this parcel of land (and the Site) plays in contributing to the five purposes of the Green Belt.
- 5.25 **Chapter 6** of this Statement will now set out the National Planning Policy and Guidance relevant to the application.

6. National Planning Policies

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that the determination of planning applications must be made in accordance with the 'Development Plan' unless 'material considerations' indicate otherwise.
- 6.2 The Courts have held that the Government's statements of planning policy are such 'material considerations' which must be taken into account, where relevant, in decisions on planning applications.

National Planning Policy Framework

Background

- 6.3 The revised National Planning Policy Framework ("NPPF") was published by the Ministry of Housing, Communities & Local Government ("MHCLG") on 20 July 2021 and is a significant material consideration in planning decisions. The updated document seeks to place a greater emphasis on design and creating 'beautiful places'.

Introduction

- 6.4 The NPPF Introduction (Section 1) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. The policies in the Framework should be taken into account in dealing with applications from the day of its publication [paragraph 212].
- 6.5 The NPPF is set out over 17 Sections along with Annex 1, Implementation and Annex 2, Glossary, and covers 217 paragraphs. Paragraph 3 states that 'the Framework should be read as a whole (including its footnotes and annexes)'.
- 6.6 It is relevant to note that the NPPF goes on to outline in paragraph 6 that other statement of government policy may be material when preparing plans or deciding planning applications, such as relevant Written Ministerial Statements and endorsed recommendations of the National Infrastructure Commission.

Achieving Sustainable Development (Section 2: ¶ 7 to 14)

Three Overarching Objectives

- 6.7 Paragraph 7 of the NPPF informs that the United Kingdom, as a member of the United Nations, has agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030.
- 6.8 The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and, achieving this means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that objectives can be taken to secure net gains across each of the different objectives. These objectives are defined as follows:

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed, beautiful and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 6.9 Importantly the NPPF states that planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in so doing “take local circumstances into account, to reflect the character, needs and opportunities of each area”.

Presumption in favour of sustainable development

- 6.10 Paragraph 11 of the NPPF states that plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means:

- a) *“approving development proposals that accord with an up-to-date development plan without delay; or*
- b) *where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date [footnote 7], granting permission unless:*

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed [footnote 6]; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”

Decision-Making (Section 4: ¶ 38 to 59)

- 6.11 Section 4 of the NPPF provides guidance regarding the decision-making process. It states, in paragraph 38, that Local Planning Authorities should approach decisions on proposed development ‘in a positive and creative way’, and should look to use the full range of planning tools to secure developments ‘that will improve the economic, social and environmental conditions of the area.’

Pre-application engagement and front-loading

- 6.12 The NPPF promotes pre-application engagement and front-loading and states that “early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties”.

Determining applications

- 6.13 Paragraph 48 of Section 4 provides guidance regarding the weight that should be given by LPAs when determining applications against emerging plans; it states:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given) [in line with Footnote 22].

Planning conditions and obligations

- 6.14 Paragraphs 55 to 59 of Section 4 provide guidance regarding the use of planning conditions and obligations, along with the submission of viability assessments.

- 6.15 Paragraph 57 provides guidance on when planning obligations should be sought, stating that this is only necessary where they meet the following tests:

- a) *“Necessary to make the development acceptable in planning terms;*
- b) *Directly related to the development; and*
- c) *Fairly and reasonably related in scale and kind to the development”*

Protecting Green Belt land (Section 13: ¶ 137 to 151)

The Five Purposes of Green Belt

- 6.16 Section 13 of the NPPF sets out the Government's policies regarding Green Belt land. The policy sets out the five purposes of Green Belt, which is:

- a) *“to check the unrestricted sprawl of large built-up areas;*
- b) *to prevent neighbouring towns merging into one another;*
- c) *to assist in safeguarding the countryside from encroachment;*
- d) *to preserve the setting and special character of historic towns; and*
- e) *to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.”*

Proposals affecting the Green Belt

- 6.17 Paragraphs 147 to 151 set out the policies that relate to proposals affecting the Green Belt. The NPPF states that a LPA should regard the construction of new buildings as inappropriate in the Green Belt (paragraph 149); in line with this, it states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances (paragraph 151).

- 6.18 Exceptions to this rule are set out in paragraph 149:

- a) *buildings for agriculture and forestry;*
- b) *the provision of appropriate facilities (in connection with the existing use of land or a change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;*
- c) *the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;*
- d) *the replacement of a building, provided the new building is in the same use and not r than the one it replaces;*
- e) *limited infilling in villages;*
- f) *limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception Sites); and*
- g) *limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:*
 - *not have a greater impact on the openness of the Green Belt than the existing development; or*
 - *not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to*

meeting an identified affordable housing need within the area of the local planning authority.

- 6.19 Paragraph 150 goes on to present ‘other forms of development’ which are “not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it”. These are:

- a) mineral extraction;*
- b) engineering operations;*
- c) local transport infrastructure which can demonstrate a requirement for a Green Belt location;*
- d) the re-use of buildings provided that the buildings are of permanent and substantial construction;*
- e) material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and*
- f) development brought forward under a Community Right to Build Order or neighbourhood Development Order.*

Promoting Healthy and Safe Communities (Section 8: ¶ 92 to 103)

- 6.20 Section 8 seeks to achieve healthy, inclusive and safe places which:

“a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and

c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.”

- 6.21 In order to provide the social, recreational and cultural facilities and services that community needs, the NPPF states that planning policies and decision should plan positively for the provision of shared spaces, community facilities (including local shops, sports venues, open spaces, and other meeting places including public houses and places of worship) and other local services. It also seeks to guard against the unnecessary loss of valued facilities and services, and ensure that established shops, facilities and services are able to develop and be modernised and retained for the benefit of the community (paragraph 93).

Promoting sustainable transport (Section 9: ¶ 104 to 118)

- 6.22 Section 9 seeks to ensure that sustainable transport modes are promoted through both the plan making process as well as in the determination of planning applications.
- 6.23 In terms of decision-making, paragraph 110 confirms that proposals should be assessed on the basis that there are appropriate opportunities to promote sustainable transport modes, safe and

suitable access, and that any significant impacts on the highway network or on highways safety can be cost effectively mitigated.

6.24 Importantly paragraph 111 states:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

6.25 In light of this, paragraph 110 states that development should: give first priority to pedestrian and cycle movements as well as high quality public transport; address the needs of people with disabilities and reduced mobility; create places that are safe, secure and attractive; allow for the efficient delivery of goods and access by emergency service vehicles; and, be designed to allow for electric cars to be charged.

Making Effective Use of Land (Section 11: ¶ 119 to 125)

6.26 Section 11 of the NPPF states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding the environment and ensuring safe and healthy living conditions. Strategic policies should set a clear strategy for accommodating objectively assessed needs, in a way that “makes as much use as possible of previously-developed or ‘brownfield land’ [in line with Footnote 47]”.

6.27 Paragraph 120 is noteworthy and states that planning policies and decisions should:

- a) *“encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside;*
- b) *recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production;*
- c) *give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;*
- d) *promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure)⁴⁸; and*
- e) *support opportunities to use the airspace above existing residential and commercial premises for new homes. In particular, they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well-designed (including complying with any local design policies and standards), and can maintain safe access and egress for occupiers.”*

6.28 Guidance in respect of ‘achieving appropriate densities’ is set out in paragraphs 124 and 125 of Section 11; the latter stating that planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) *“the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;*
- b) *local market conditions and viability;*

- c) *the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;*
 - d) *the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and*
 - e) *the importance of securing well-designed, attractive and healthy places.”*
- 6.29 Paragraph 125 specifically states that “area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places”.

Achieving Well-Designed Places (Section 12: ¶ 126 to 136)

- 6.30 Section 12 of the NPPF provides design guidance and states that *“the creation of high quality beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve”*.
- 6.31 Paragraphs 128 and 129 provides guidance for Local Planning Authorities in terms of creating local design guides and codes. The NPPF advises that design guides *“can be prepared at an area-wide, neighbourhood or site-specific scale” and that “landowners and developers may contribute to these exercises”*.
- 6.32 Paragraph 130 is noteworthy and states that planning policies and decisions should ensure that developments:
- a) *“will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
 - b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
 - c) *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
 - d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
 - e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
 - f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*
- 6.33 Paragraph 131 outlines the importance of tree contributing to character and quality of urban environments, as well as mitigating and adapting to climate change. Specifically it states that “planning policies and decisions should ensure that new streets are tree-lined” and applicants and local planning authorities should work with tree officers to ensure this.
- 6.34 Paragraph 134 outlines that *“great weight should be given [when determining applications] to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings”*. Furthermore, it clarifies that development should be refused where it fails to reflect local design policies and government guidance on design.

Meeting the Challenge of Climate Change, Flooding and Coastal Change (Section 14: ¶ 152 to 173)

- 6.35 Section 14 sets out guidance for ensuring the planning system supports the transition to a low carbon future in a changing climate, taking into account flood risk and coastal change. This includes encouraging the re-use of existing resources, including the conversion of existing buildings, and supporting renewable and low carbon energy and associated infrastructure.

Conserving and Enhancing the Natural Environment (Section 15: ¶ 174 to 188)

- 6.36 Paragraph 174 introduces Section 15 and sets out that planning policies and decisions should contribute to and enhance the natural and local environment.
- 6.37 The NPPF states that plans should protect and enhance biodiversity and geodiversity. Paragraph 180 goes on to state that LPAs should apply the following principles when determining planning applications:
- a) *“if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;*
 - b) *development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;*
 - c) *development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and*
 - d) *development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.”*
- 6.38 Paragraph 180 clarifies that if *“if significant harm to biodiversity resulting from development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused”*.
- 6.39 In terms of ground conditions and pollution the NPPF states in paragraph 183 that planning policies and decisions should ensure that a *“site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination”*.
- 6.40 Paragraph 185 goes on to state that planning policies and decisions should also *“ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development”*.
- 6.41 Paragraph 186 states that planning policies and decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones, and the cumulative impacts from individual sites in local areas.

6.42 Similarly, paragraph 187 is relevant:

“Planning policies and decisions should ensure that new development can be integrated effectively with existing businesses and community facilities (such as places of worship, pubs, music venues and sports clubs). Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or ‘agent of change’) should be required to provide suitable mitigation before the development has been completed.”

Conserving and enhancing the historic environment (Section 16: ¶ 189 to 208)

6.43 Paragraph 189 introduces Section 16 of the NPPF and states that heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Proposals affecting heritage assets

6.44 Paragraph 192 outlines that when determining applications, LPAs should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

6.45 The paragraph goes on to state that ‘as a minimum’ the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

6.46 Paragraph 194 states that LPAs should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.

6.47 Paragraph 197 states that in determining applications, LPAs should take account of:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness.

6.48 Paragraph 198 asserts that when considering applications to remove or alter historic statue (whether listed or not), local planning authorities should consider the importance of their retention in situ, as well as the historic and social context.

Considering potential impacts

- 6.49 Paragraph 199 states that when considering the impact of a Proposed Development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 6.50 According to paragraph 200, any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.
- 6.51 Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, LPAs should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- a) the nature of the heritage asset prevents all reasonable uses of the Site; and*
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
 - d) the harm or loss is outweighed by the benefit of bringing the Site back into use.*
- 6.52 Following on from this, paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 6.53 Paragraph 203 outlines that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 6.54 Paragraph 206 states that LPAs '*should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.*' Importantly, proposals that '*preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.*'
- 6.55 Paragraph 207 sets out that '*not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance.*' The loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Annex 2: Glossary

Previously Developed Land

6.56 This is defined as:

'Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape.'

National Design Guide

6.57 The National Design Guide was published on 1 October 2019 by the Ministry of Housing Communities and Local Government, and illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice.

6.58 The Guide, which is a material consideration, sets out that well-designed places have individual characteristics which work together to create its physical Character. The ten characteristics set out in Part 2 of the Guide are: context; identity; built form; movement; nature; public spaces; uses; homes and buildings; resources; and, lifespan.

National Planning Practice Guidance

6.59 On 6 March 2014 the DCLG published the National Planning Practice Guidance ("NPPG") web-based guidance. In line with Section 38(6) of the Planning and Compulsory Purchase Act 2004 this guidance is a material consideration that should be taken into account during the determination of planning applications.

6.60 Having introduced the Application Site, background to and details of the Proposed Development which are the subject of this application along with the relevant local and national planning policy, **Chapter 7** will now present a justification for the Proposed Development within the Green Belt.

7. Justification for Development in the Green Belt

Policy Context

- 7.1 As outlined in **Chapter 2** the Site falls within the designated Green Belt. It is therefore important to demonstrate, as a matter of principle, that the Proposed Development is 'appropriate' or that there are 'very special circumstances' which outweigh any harm resulting from 'inappropriate' development, on the basis that this application seeks approval for the development of new buildings within the Green Belt.
- 7.2 Whilst it is considered that SCC UDP Policy EN1 'Development Affecting the Green Belt' should be afforded limited weight due to the age of the UDP and the policy's inconsistency with the Framework, this policy, along with the provisions of Section 13 of the NPPF have been taken into account within the following assessment.
- 7.3 UDP Policy EN1 states the construction of new buildings within the Green Belt will be considered to be inappropriate.
- 7.4 Further the policy notes that planning permission will not be granted for development that might be visually detrimental by reason of its siting, materials, or design, even where it would not prejudice the purpose of including land in the Green Belt.
- 7.5 Within UDP Policy EN1, no exception criteria is identified, however the policy notes that new buildings will be inappropriate development unless they maintain openness and do not conflict with the purposes of including land in the Green Belt.
- 7.6 Paragraphs 147 to 151 of the NPPF sets out the national policy for proposals affecting the Green Belt. Paragraph 147 states:
- "Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances."*
- 7.7 Exceptions to this policy are identified within paragraphs 149 and 150. Paragraph 149 provides details of exceptions relating to the construction of new buildings including bullet c) which states:
- "A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:*
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building"*
- 7.8 Paragraph 150 provides details of other forms of development' which are *"not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it"*.
- 7.9 Given that the Proposed Development comprises an extension to an existing building (the Existing Facility) it is therefore necessary to demonstrate, in line with exception criteria c) of NPPF Paragraph 149 that it *"does not result in disproportionate additions over and above the size of the original building"* and that, in line with UDP Policy EN1, it will maintain openness and not conflict with the purposes of including land within the Green Belt.

Policy Compliance

7.10 With consideration to this policy context, the main matters in relation to demonstrating how the Proposed Development meets both Local and National Green Belt Policy are therefore as follows:

- i. Conformity with the identified NPPF exception criteria (Paragraph 149, bullet c))
- ii. Considering any harm to the Green Belt (by way of impact on Openness or by conflict with the purposes of including land within it) caused by the Proposed Development; and
- iii. Consideration of the Very Special Circumstances which exist in relation to the Proposed Development.

7.11 Each of these points will now be considered in turn:

i. Conformity with the identified NPPF Exception Criteria

7.12 With consideration to the proposed development, these works are considered to fall within exception c) of Paragraph 149 of the NPPF as follows:

“c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building”

7.13 The development comprises an extension to an Existing Facility which is not located in the Green Belt. The extension to the building will however extend into the area of adjoining Green Belt.

7.14 The existing building comprises 5,466 sq.m (GEFA) and provides accommodation for 27 no. of Children. Whilst the building has been historically extended (as detailed in **Table 2.1** and shown in **Figure 7.1** and **Figure 7.2** below), these extensions have not fallen within the Green Belt.



^ Figure 7.1 2009



^ Figure 7.2 2022

7.15 As outlined within **Chapter 3**. The extension of the building proposed in this application is limited to 1,403 sq.m (25%) and will provide accommodation for a further 6 children only.

7.16 As such, it can be concluded that these extensions do not result in *‘disproportionate additions over and above the size of the original building’*. Furthermore, the extension will be constructed from matching materials and once complete, will be indiscernible from the Existing Facility.

- 7.17 It should be noted that although the existing building (that is the Existing Facility as originally constructed) has already been extended, the Existing Facility is not located within the Green Belt.
- 7.18 As a result, it can be concluded that this element of the Proposed Development therefore complies with the Green Belt exception criteria in this regard and can be considered to be 'appropriate' development.

ii. Any other harm to the Green Belt

Impact of the Proposed Development on the Openness of the Green Belt

- 7.19 Local Plan Policy EN1 states that development must '*maintain the Openness of the Greenbelt*'. The '*openness of the Green Belt*' is not defined in the UDP, or the NPPF, however it is accepted that different factors are capable of being relevant, including the existing built form, vegetation, topography, boundaries, and visual impact (which itself is subjective and dependent on a whole range of things including the sensitivity of receptors). It is accepted that the openness of the Green Belt has both a spatial and visual aspect.
- 7.20 As outlined in **Chapter 2**, a number of recent judgements including the High Court Judgement, Euro Garages, July 2018, have provided clarity on the interpretation of the Openness of the Green Belt in relation to the 'Previously Developed Land' exception criteria within Green Belt Policy.
- 7.21 The aforementioned judgement is clear that within Green Belt policy, 'preservation' does not simply mean unchanged, and therefore an assessment of whether the openness of the Green Belt is impacted or harmed by the proposals *to a greater extent* than that the openness has already (previously) been impacted.
- 7.22 Consequently, as case law has established, the impact on the Openness of the Green Belt resulting from the Proposed Development, is a critical consideration in Green Belt assessment.
- 7.23 Further, with regards to this assessment, the Turner (2016); Smug Oak Lane, St Albans (June 2016) and Englemere House, Ascot (September 2016) judgements have superseded the previous approach to Green Belt assessment and have confirmed that any such assessment must consider both the physical and spatial elements of built form and / or activity, in addition to the visual and or perceived impact on the Green Belt from public and private viewpoints.
- 7.24 This is consistent with Local Plan Policy EN1 which also emphasises the importance of the visual and perceived impact on the Green Belt, noting:
- "Planning permission will not be granted for development within or conspicuous from the Green Belt that might be visually detrimental by reason of its siting, materials, or design, even where it would not prejudice the purposes of including land in the Green Belt."*
- 7.25 Consequently, before considering the impact on the openness from the Proposed Development, the visibility of the Site is considered in detail overleaf.

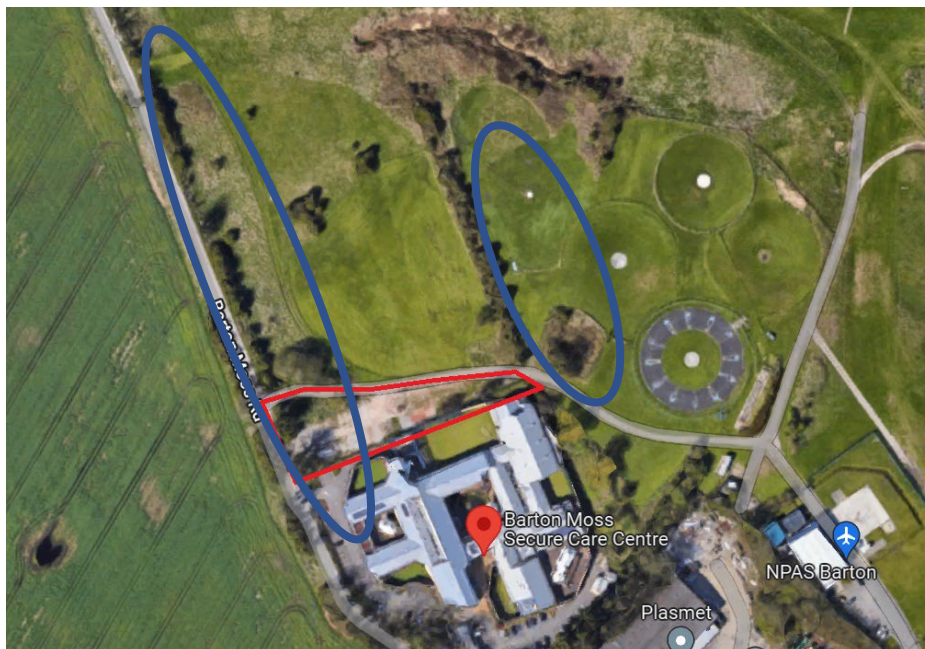
Existing 'Openness' of the Site

- 7.26 The Site itself sits within an area adjacent to the Existing Facility which has previously been used as an area of hardstanding and is delineated from the wider Green Belt beyond by the existing fire access road.
- 7.27 The Site and immediate area are largely influenced by the Existing Facility, and the adjacent Barton Aerodrome which both have an urbanising influence on this part of the Green Belt.

- 7.28 The proposed Site of the extension is therefore considered to have limited openness, and alternatively has a strong urban character, with a greater affinity with the Existing Facility than the open areas beyond.
- 7.29 With consideration to the visibility of the Site, as shown in **Figure 7.2** and **Figure 7.3**, the mature vegetation along the Site boundaries provides a strong sense of enclosure, severing the Site from the wider, open parcel of land to the north, east and west and acts to provide visual screening, minimising the views of the application Site from Barton Moss Road – a public right of way; and curtailing all longer distance views of the Site including those from the nearest property to the north west of the Site.
- 7.30 The Proposed Development is also heavily screened to the South due to the presence of the Existing Facility.



^ Figure 7.3 View looking East from within the Site boundary adjacent to Barton Moss Road



^ Figure 7.4 Aerial Image taken from google maps showing the line of trees adjacent to the Site boundary to the east (approximate Site boundary shown with a red line and band of trees limiting view in/out of the Site across the Green Belt circled in blue).

Impact on Openness

- 7.31 From a purely spatial / volumetric consideration, the Proposed Development comprises an extension to the Existing Facility and the spatial and volumetric proportion of built form on the Site will therefore increase, and it is therefore accepted that from a purely spatial and volumetric consideration, the Proposed Development will have an impact on the Openness of the Green Belt.
- 7.32 Notwithstanding this conclusion, when turning to the visual and perceived impact of the Proposed Development on the Openness of the Greenbelt, as noted above the views towards the Site from residential properties and the PROW along Barton Moss Road are very limited as a result of the screening provided by intervening mature vegetation, both along the boundaries of the Site, and in the locale. Similarly, the Site is not visible from properties at greater distances from the Site, and the Site itself is largely enclosed.
- 7.33 As a result, the Proposed Development will only be visible by traffic and pedestrians as they travel directly past the Site on Barton Moss Road, and the proposed built form is unlikely to be visible from any of the longer views from Barton Moss Road nor any longer distance views.
- 7.34 In addition, the Proposed Development will be viewed in the context of the Existing Facility at Barton Moss Road, which comprises a much larger development. The Proposed Development will be designed to 'match' the Existing Facility and will have a greater affinity with the urban character of the existing building than the Green Belt beyond.
- 7.35 The extension will increase the footprint of built form by approximately 25%, and in the context of the existing building to the South, it is considered that the Proposed Development will be imperceptible within the limited views of the Site.
- 7.36 This lack of visibility reduces the visual and perceived impact of the developed elements of the Site, thereby reducing the overall impact of the Proposed Development and any glimpsed views are in the context of the Existing Facility.
- 7.37 As such, with consideration to the character of the area, the context of the application Site and the inability to view the Site from the neighbouring private and public viewpoints, it is considered that the Proposed Development will have limited perceived and visual impact on the openness of the Greenbelt.

Conclusions

- 7.38 On balance, taking the spatial, volumetric, visual, and perceived impacts as a whole, it is considered that the proposed development, by virtue of its siting, surroundings and character, will not have a greater impact on the Green Belt than the existing development.

Conflict with the purposes of including land within the Green Belt

- 7.39 In addition to the consideration of impact on openness, NPPF paragraphs 149 and 150 require that development does not conflict with the purposes of including land within the Green Belt. The purposes, as set out in NPPF paragraph 138, are:

a) To check the unrestricted sprawl of large built-up areas;

- 7.40 The Proposed Development will not result in unrestricted sprawl of large built up areas.
- 7.41 The Site contains a number of 'urbanising features' including the fire emergency access road and an area of hardstanding. The extension of the building is limited to this area only, and does not encroach significantly into the 'undeveloped' gap between the Existing Facility and the closest neighbouring buildings to the north west.

7.42 As such the Proposed Development is not considered to dilute the role of the intervening gap between the existing building and the neighbouring properties in inhibiting ribbon development along Barton Moss Road.

7.43 As a consequence, it is concluded that the Proposed Development is not contrary to this purpose of including land within the Green Belt.

b) To prevent neighbouring towns merging into one another

7.44 The Proposed Development is of a size and scale which would not result in neighbouring towns merging into one another. It includes a single building extension and the extent of the Site boundary is limited so will not appear as a standalone area of urban development.

c) To assist in safeguarding the countryside from encroachment;

7.45 The Site does not have the characteristics of countryside as a result of existing urban encroachment from the Existing Facility and Barton Aerodrome. As a result it is considered that the Site lacks a strong rural character.

7.46 As a result, it is not considered that the Proposed Development will be contrary [to a greater extent than the extant situation] this purpose.

d) To preserve the setting and special character of historic towns; and

7.47 The is not relevant to the Site or the Proposed Development.

e) To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

7.48 The Proposed Development relates to an extension to the Existing Facility and by virtue of this fact it cannot be located within the urban area – albeit it is located immediately adjacent to the existing urban area and is therefore not an isolated development.. The Proposed Development is not therefore considered to conflict with this purpose.

iii. Very Special Circumstances

7.49 Notwithstanding the conclusion that the Proposed Development has no greater impact on the Openness of the Green Belt, should the Local Planning Authority be minded to conclude that the Proposed Development results in some harm to the Green Belt, it is considered that very special circumstances (“VSC”) exist and any potential harm to the Green Belt by reason of inappropriateness, and the limited harm resulting from the proposal, is clearly outweighed by ‘other considerations’.

7.50 Planning policy does not define VSC and there is no comprehensive list of ‘other considerations’ which might constitute such circumstances. Case law has however established that VSC can be comprised of a number of ‘other considerations’ which individually may not be considered to be ‘very special’, but collectively, amount to VSC.

7.51 Consequently these ‘other considerations’ comprising the VSC are set out below.

The Need for this Facility

7.52 As set out in **Chapter 4**, there is a national shortage in SCH places and an urgent need for additional beds. There is a chronic national shortage of SCH bed spaces¹⁰. Currently there are

¹⁰ <https://www.local.gov.uk/about/news/number-children-waiting-secure-childrens-home-place-doubles-year>

50-60 children across the Country waiting for a welfare placement, and there are no welfare facilities in the Greater Manchester Area.

- 7.53 The Proposed Development will therefore provide urgently needed additional bedspaces for those in Greater Manchester and beyond.

Contribution to the Local Economy

- 7.54 As set out within **Chapter 4**, the Existing Facility supports a large number of staff, a number of which reside within the local area. The Proposed Development will not only continue to support these jobs but will also lead to the creation of new jobs to facilitate the growth in the number of Children residing at the facility.

- 7.55 The Proposed Development is therefore in accordance with adopted UDP Policy ST3 'Employment Supply' due to the jobs which are supported on Site.

Consideration of Alternative Locations

- 7.56 The Existing Facility has been located on the site since 1995 and is unique as it provides the only SCH facility within Greater Manchester.
- 7.57 For the reasons set out within **Chapter 4**, namely the significant shortage and resultant need for welfare bedspaces within SCHs, there is an urgent need for the provision of new bedspaces in Greater Manchester.
- 7.58 The Proposed Development will provide additional bedspaces as well as supporting teaching/recreational accommodation, along with staff welfare and other facilities. The Proposed Development will operate as a true extension and benefit from all of the features and facilities providing by the existing development.
- 7.59 This will ensure the Proposed Development can benefit from economies of scale which would not be possible if a new standalone facility would have to be built to accommodate the additional demand. This includes staff resource as well as supporting/ancillary services.
- 7.60 As a result, it is concluded that there are no alternative existing SCH in Greater Manchester that can respond to this need in the timescales required (with a new facility expected to take in excess of five years to come forward) and as such, there are no alternative locations for the delivery of these much needed bedspaces.

Green Belt Assessment Conclusions

- 7.61 The Green Belt Assessment concluded that the Proposed Development falls within the NPPF exception criteria listed at Paragraph 149 c) and as a result the Proposed Development is considered to be 'appropriate' development within the Green Belt.
- 7.62 Notwithstanding this conclusion, the Proposed Development has been assessed and is not considered to result in a greater impact to the Openness of the Green Belt than the Existing Facility, and will not conflict with the purposes of including land within the Green Belt.
- 7.63 Without prejudice to this conclusion, should the Local Planning Authority conclude that there is any limited impact to the Openness of the Green Belt, it is considered that by virtue of the nature of the Proposed Development; and the lack of alternative Sites for such development, 'Very Special Circumstances' exist in this instance, and these VSC clearly outweigh the limited harm resulting from the Proposed Development.
- 7.64 Consequently, it is concluded that the Proposed Development is in accordance with Local Plan Policy EN1 and the provisions of Section 13 of the NPPF.
- 7.65 **Chapter 8** will now provide an appraisal of the other planning considerations relevant to this application.

8. Other Planning Considerations

8.1 Notwithstanding the aforementioned Green Belt Policy, the following technical matters are also considered to be a key consideration in the determination of the application:

- Impact on Barton Aerodrome;
- Residential Amenity;
- Ecology and Biodiversity;
- Access, Parking and Highways; and
- Flood Risk and Pollution Control.

8.2 These have been summarised in turn below and overleaf.

Impact on the Barton Aerodrome

8.3 As set out within **Chapter 5**, the Site is located within land allocated for Barton Aerodrome and UDP Policy A14, 'Barton Aerodrome' and SLP:DMP Policy A11 'Barton Aerodrome' are both therefore relevant. Both policies seek to protect the Site for use by the Airport.

8.4 SCC has engaged with Barton Aerodrome who has confirmed that they are entirely supportive of the Proposed Development and that the Site is not required from an operational perspective.

8.5 The development is therefore partially in accordance with 'UDP Policy A14' and emerging SLP:DMP Policy A11.

Residential Amenity

8.6 Saved UDP Policy DES7, Amenity of Users and Neighbours, and Paragraph 130 of the NPPF emphasise the need for the new development to provide a high standard of amenity for existing and future users. Emerging SLP:DMP Policy D5 'Amenity' reflects this.

8.7 UDP Policy EN17 'Pollution Control' states that development proposals that would be likely to cause or contribute towards a significant increase in pollution to the air, or disturbance by reason of noise, odour, artificial light, will not be permitted unless they include mitigation measures commensurate with the scale and impact of the development.

8.8 Furthermore, NPPF Paragraph 127 emphasises that Planning decisions should '*create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users*'.

Neighbouring Residential Amenity

8.9 There are no sensitive receptors in close proximity of the Site, with the neighbouring residential property located on Barton Moss Road approximately 240m to the North West of the Site; and 200m to the South West.

8.10 The siting and orientation of the buildings and structures on Site is such that appropriate separation distances to the surrounding residential properties can be achieved.

8.11 Consequently, it is considered that the Proposed Development raises no further concerns in relation to overlooking, loss of privacy and overshadowing and is therefore in accordance with UDP Policy DES7, emerging SLP:DMP Policy D5 and Paragraph 127 of the NPPF.

Acoustic Impact

- 8.12 A Noise Assessment has been prepared by ADC Acoustics. This has considered the current noise levels at the Site to confirm whether there are likely to be any unacceptable noise impacts arising from or impacting on the Proposed Development.
- 8.13 The Noise Assessment concludes that the Site is subject to high levels of background noise emanating from the local road network including the nearby M60 Motorway and traffic using the A57 Liverpool Road. It is also subject to intermittent noise from the activities associated with Barton Aerodrome.
- 8.14 In terms of managing noise sources to the Proposed Development, the report concludes that outdoor living areas have high walls and the proposed building itself, which will provide substantial acoustic barriers. At least reasonable conditions should be achievable overall, and the vast majority of the time desirable conditions should easily be achieved.
- 8.15 It also confirms that a partly open window should provide desirable internal conditions for ground floor rooms overlooking the enclosed areas, i.e. protected by high walls. However, for other rooms, BS8233 criteria for “desirable” or “reasonable” conditions, will only be met with closed windows. It is understood that mechanical ventilation will be provided which will make closed windows a realistic option for occupants if they choose.
- 8.16 The Proposed Development is therefore in accordance with UDP Policy DES7, Amenity of Users and Neighbours, UDP Policy EN17, Pollution Control, emerging SLP:DMP Policy D5 as well as Paragraph 180 of the NPPF.

Design

- 8.17 Policies DES1 and DES8 of the UDP state that development should respond to its physical context, respect the positive character of the local area in which it is situated, and contribute towards local identity and distinctiveness.
- 8.18 Furthermore, Section 12 of the NPPF outlines the Governments fundamental desire for the creation of high-quality buildings and places which represents a key aspect of sustainable development in creating better places and community functionality and this is supplemented by the recently published National Design Guide.
- 8.19 The Proposed Development has been designed in line with the form and materiality of the Existing Facility.
- 8.20 The internal layout of the Proposed Development has been driven by the required functionality of the extension, providing six individual bed spaces accommodated across two separate areas which can be isolated and operated individually as required. Additional recreation space is provided with access directly from the bedspaces and additional supporting accommodation for staff is also provided.
- 8.21 The Proposed Development complements the Existing Facility whilst accommodating all functional requirements of the SCH. As such, the Proposed Development is therefore considered to be in accordance with UDP Policies DES1, DES2 and DES8; SLP:DMP Policies D3, D4, D5, D6 and D8; and Section 12 of the NPPF, Achieving Well-Designed Places.

Ecology and Biodiversity

- 8.22 UDP Policy ST13 states that development that would result in an unacceptable impact on any of the city's natural environmental assets will not be permitted. Furthermore, the Council's adopted Nature Conservation and Biodiversity SPD expands on the policies of the UDP relating to the issues of nature conservation and biodiversity, and seeks to ensure that all stakeholders have a clear understanding of how those policies should be implemented and their desired outcome.
- 8.23 The NPPF incorporates measures to conserve and enhance the natural and local environment, including 'Biodiversity and Geological Conservation'. Paragraph 174 of the NPPF requires that in determining planning applications significant harm resulting from a development should be avoided, adequately mitigated, or, as a last resort compensated for; and opportunities to incorporate biodiversity in and around developments should be encouraged.
- 8.24 A Preliminary Ecological Appraisal ("PEA") has been prepared by Brookes Ecological to understand the potential ecological constraints associated with the Proposed Development. The PEA is based on a desk study of designated wildlife sites and records of protected or notable species, and an extended Phase 1 Habitat Survey carried out in May 2022.
- 8.25 The PEA concludes that the Site is mostly comprised of habitats of limited ecological value. Mature tree lines and hedgerows are of moderate ecological distinctiveness and will be retained as part of the Proposed Development.
- 8.26 The PEA identifies that there are two ponds located within 500 metres of the Site. Pond 1 is a heavily terrestrialised and shaded pond located circa 20 metres to the east. Pond 2 is circa 260 metres to the south, and is located within a disused golf course with a recent lack of management likely contributing to the overgrown nature of this pond.
- 8.27 Both ponds were sampled for GCN eDNA on the 9 June 2022, returning a negative result for both indicating a likely absence of GCN. Further species surveys are not considered necessary in support of a planning application.
- 8.28 In terms of biodiversity net gain, the Site has been assessed as having a Biodiversity Metric score of 2.04 Habitat Units and 0.83 Hedgerow Units. A small loss on Site is anticipated in association with initial proposals however it is anticipated this could be offset by habitat creation and/or enhancement on Site.
- 8.29 The Proposed Development is therefore considered to be in accordance with UDP Policy ST13; emerging SLP:DMP Policy BG2 'Development and Biodiversity' as well as Section 15 of the NPPF, Conserving and Enhancing the Natural Environment.

Access, Parking and Highways

- 8.30 The UDP includes a number of Policies in relation to Highways matters including: Policy ST5 which emphasises the ambition for transport networks to be maintained and improved through development proposals, highway improvement schemes and traffic management measures; Policy DES2 which requires developments to provide inclusive access for all; Policy A2 which supports developments that make adequate and convenient provision for pedestrians and cyclists; Policy A8 which prohibits development that would have an unacceptable impact on highway safety (including the movement of Heavy Goods); and Policy A10 which requires developments to provide for disabled drivers, cyclists and motorcyclists.
- 8.31 Section 9 of the NPPF also states that developments should only be prevented on highways grounds if there would be an unacceptable impact on highway safety or where residual cumulative impacts would be severe.

- 8.32 Any impact upon the Highways will be limited to, staff and visitors arriving and departing from the Site. As set out in **Chapter 3**, it is anticipated that circa 12 additional members of staff will be required to respond to the additional number of children on the Site, and the Proposed Development includes 21 car parking spaces (a net gain of 18 spaces).
- 8.33 The Site is accessible by a range of sustainable transport modes, including by cycle and by foot from the local area. It is also possible to access the Site by bus, from the A57 Liverpool Road, and then by foot – it is approximately circa 300 metres or 4-minutes walk from the bus stop on Liverpool Road to the Site.
- 8.34 Access to the Site by those with disabilities will be possible through the use of ramp access, and once inside the Site movement by those less able bodied, or in a wheelchair will be possible.
- 8.35 The Proposed Development is therefore considered to be in accordance with all relevant local and national transport planning policy, including UDP Policies A2, A8, A10, DES2; emerging SLP:DMP Policies F3, A1, A3, A7, D1, D3, and D8 and Section 9 of the NPPF, Promoting Sustainable Transport.

Trees and Landscaping

- 8.36 An Arboricultural Impact Assessment has been prepared by Brooks Ecological and is submitted with the planning application.
- 8.37 The report concludes the Proposed Development requires one group, one small section of one group and eight individual trees to be removed. This loss will be mitigated by replacement tree planting within the associated landscaping scheme.
- 8.38 The Proposed Development is therefore considered to be in accordance with UDP Policies DES 9; emerging SLP:DMP Policies GI1 and GI2 and Section 15 of the NPPF, Conserving and Enhancing the Natural Environment.

Flood Risk and Contamination

- 8.39 Policy EN18 of the UDP seeks to ensure that development would not have an unacceptable impact on surface or ground water. This is accompanied by Policy EN19 of the UDP which states that any application for development that it is considered likely to be at risk of flooding or increase the risk of flooding elsewhere will need to be accompanied by a formal flood risk assessment. It should identify mitigation or other measures to be incorporated into the development or undertaking on other land, which are designed to reduce that risk of flooding to an acceptable level.
- 8.40 As set out within **Chapter 2** of this Statement, the application Site is located within Flood Zone 1 and is therefore at low risk of flooding.
- 8.41 In addition, a Phase 1 Site Investigation Report has been submitted with the application. This report confirms, subject to suitably worded conditions, that there are no technical reasons why the development cannot proceed.
- 8.42 The Proposed Development will not result in any other form of pollution control, and is consistent with existing, nearby uses. The Proposed Development is therefore consistent with UDP Policy EN17; EN18, emerging SLP:DMP Policies F4 and PH1 and Section 15 and 16 of the NPPF (see **Chapter 6** for details).
- 8.43 **Chapter 9** will now present a summary and the conclusions of this Statement.

9. Summary and Conclusions

- 9.1 This Statement has been prepared to support a planning application which seeks planning permission for an extension to the existing Barton Moss Secure Care Centre.
- 9.2 S38(6) of the Planning and Compulsory Purchase Act 2004 states that planning applications should be determined in accordance with the development plan unless material considerations indicate otherwise.
- 9.3 As outlined within this statement, both Local and National Planning Policy make allowances for 'inappropriate' development in the Green Belt, where VSC can be demonstrated.
- 9.4 It has been established in **Chapter 7** that whilst the Proposed Development is considered to be 'appropriate' development in the Green Belt, however should the LPA be minded to disagree with this assertion, it is acknowledged any resulting 'harm' from the Proposed Development is very limited. Further, there are a number of clear and compelling considerations, which collectively amount to VSC in this instance. These VSC clearly outweigh the limited harm that has been identified and the development is considered to wholly accord with Green Belt Policy.
- 9.5 Further, turning to the relevant Development Management Policies, as detailed in **Chapter 8**, there are no technical considerations which would restrict the Proposed Development.
- 9.6 Specifically, there will not be any impact on the amenity of nearby residents, other rural businesses, or recreational users of the area; there will be limited traffic movements to and from the Site which is accessible by both pedestrians and cyclists and will be adequately served by car parking; the Site falls within Flood Zone 1 and is at low risk of flooding; and the Proposed Development will not result in any other form of pollution control and is consistent with existing, nearby uses.
- 9.7 To conclude, the Proposed Development complies with development plan when taken as a whole and the relevant National Planning policies. Any adverse impacts of granting permission will be clearly and demonstrably outweighed by the benefits of the Proposed Development and in granting permission, the Proposed Development will continue to make a positive and meaningful contribution to Salford.
- 9.8 With consideration to the above, it is therefore respectfully requested that planning permission be granted.