

11. Land for new homes

HO1 – Scale, phasing and distribution of new housing development

- HO1.1** The Council will seek to ensure that a suitable range of sites are made available across Trafford, to help meet the needs of all sectors of the local community in securing well designed and high quality homes. This includes the provision of affordable housing (including social rent), accessible and adaptable homes and accommodation which is suitable for members of the local community with specialist needs.
- HO1.2** The following strategic matters of scale, phasing and distribution of new housing development will be taken into consideration in releasing land for new homes. The release of land for new homes will be subject to the capacity of the urban area and infrastructure to accommodate the development and the need to protect the environment.

Scale and phasing

HO1.3 In line with the Greater Manchester Spatial Framework, between 1 April 2020 and 31 March 2037 (the Plan Period) a minimum of 18,546 net additional dwellings will be delivered in Trafford, or an average of around 1,091 per year¹.

HO1.4 The phasing of Trafford's housing requirement is stepped across the plan period as set out in table 2.

Table 2: Trafford's housing requirement up to 2037

	1st April 2020 – 31 st March 2025	1 st April 2025 – 31 st March 2030	1 st April 2030 – 31 st March 2037
Dwellings to be delivered per year	591	1,091	1,448

HO1.5 The Council will regularly monitor the level of housing being delivered across the plan period. If at any point a cumulative shortfall in housing delivery is identified compared to the phased requirements in HO1.4, the Council will seek to determine the reasons for under performance and take development management action to augment the supply of deliverable sites to improve performance.

Distribution

HO1.6 The locations where significant new housing development is to be primarily directed over the plan period in Trafford will be in the following Areas of Focus as identified in this Local Plan:

- Pomona Island (Policy AF1) – around 2,400 dwellings
- Trafford Wharfside (Policy AF2) – around 2,000 dwellings
- Trafford Centre Rectangle (Policy AF4) – around 1,900 dwellings
- Town Centres (Policy AF5) – around 700 dwellings
- Civic Quarter (Policy AF6) – around 2,700 dwellings
- New Carrington (Policy AF7) – around 4,300 dwellings (subject to a sub-regional Plan)

¹ Greater Manchester Spatial Framework (2020)

g) Timperley Wedge (Policy AF8) – around 1,700 dwellings (subject to a sub-regional Plan)

HO1.7 Sites identified for housing within these Areas of Focus will be delivered in a phased approach across the plan period, in line with the phasing in policy HO1.4. The development requirements relating to each individual Areas of Focus are set out in the Area of Focus policies. The phasing and distribution of Trafford's housing land supply is set out in the adopted Strategic Housing Land Availability Assessment.

HO1.8 In addition to these Areas of Focus, development will be directed within Trafford's Places as set out in Table 2. Higher levels of development in individual places will be permitted where this is consistent with the overall strategy of the plan.

Table 3: Net additional homes by Trafford Place

Please note these figures are subject to change based on the progress of any sub-regional plan.

Place	Net additional homes
Trafford Wharfside and Pomona Island	4,509
Old Trafford	4,381
Trafford Centre	1,920
Urmston	230
Stretford	1,029
Mersey Valley	0
Carrington and Partington (including the New Carrington GMSF 2020 Allocation)	5,061
Rural Communities	1
Sale	544
Altrincham (including the Timperley Wedge GMSF 2020 Allocation)	2,837
Windfall allowance*	777
Total	21,289

* This allowance accounts for smaller sites which come forward for development outside of the identified land supply but is not broken down by place.

HO1.9 The Council will support the provision of new housing that makes as much use as possible of previously developed land or “brownfield land”, within the existing urban area. This will be achieved through new build, conversion and sub-division of existing properties.

HO1.10 The Council will seek to ensure the efficient use of land, concentrating higher density development in the most sustainable locations, close to services and facilities as well as public and active transport links; where it can be demonstrated that it is consistent with other policies in the Development Plan.

HO1.11 In less sustainable locations in Trafford, housing development will only be acceptable where appropriate provision to meet local infrastructure needs will be delivered. The Council will avoid the development of isolated homes in the countryside unless one or more of the circumstances set out in national planning guidance apply.

HO1.12 The development of greenfield land will only be considered favourable where it can be demonstrated that the proposed development:

- a) will be capable of creating sustainable communities;
- b) will contribute significantly to the Development Plan's overall objectives; and
- c) will not compromise the Council's achievement of its brownfield land priority over the plan period and that without its release, the Council's 5 year housing land supply could not be delivered.

HO1.13 The best and most versatile agricultural land will be protected where appropriate. Any risk of soil contamination will be avoided in all circumstances during the construction phase of development.

HO1.14 Housing development will be resisted where it would undermine an existing well performing use or where it would have a negative impact on a protected area or character area.

HO1.15 The Council will not support the net loss of housing given the need to increase the supply of housing in Trafford, in line with national and Greater Manchester objectives.

Justification

Scale and phasing

There is a requirement to plan to meet the housing needs of a growing population and support the government's objective of significantly boosting the supply of homes. The housing requirement is a central part of any Local Plan. It is a way of helping to ensure that there is a continued and sufficient supply of new homes to meet the needs of people wanting to live in Trafford and supports a more inclusive Borough.



The amount of new housing that Trafford needs to provide is driven by demographic changes and the proposed scale of economic growth in Greater Manchester. If insufficient new homes are provided to meet increasing demand, then there is a risk that affordability levels will worsen and people will not have access to suitable accommodation that meets their needs in Trafford. The construction of new housing is also an important part of the Trafford economy, providing large numbers of jobs and securing the redevelopment of derelict and underused sites.

Trafford is expected to have one of the highest levels of population growth in Greater Manchester outside the two cities of Salford and Manchester. This projected demographic change largely mirrors the pattern of recent and forecast economic growth.

The housing requirement shown in this draft Trafford Local Plan was set in the GMSF (2020) and is 18,546 homes in total. The GMSF sought to meet the Local Housing Need figure for the whole of Greater Manchester, redistributing the figures between the 10 GM local authorities in accordance with the GMSF Spatial Strategy. It is anticipated that the rate of housing delivery will be reasonably even across the whole plan period in line with the stepped phasing set out in this policy. Nevertheless, there is likely to be significant peaks and troughs in net completions due to changing wider economic and housing market conditions, and depending on when large housing schemes are completed. Housing completions will be monitored regularly throughout the plan period. It is anticipated that housing delivery will increase later in the plan period.

As the response to the Covid19 pandemic continues the impact that this has on housing delivery will be assessed and where necessary policies monitored and reviewed to reflect any required changes.

Distribution

The location of new dwellings within Trafford will have to respond to a wide variety of objectives. For example, minimising the need to travel, maximising the reuse of previously developed land, responding to opportunities for higher densities and ensuring that all sectors of communities have access to new housing.

A large proportion of new housing is being directed to the Areas of Focus. However, opportunities for new housing have also been identified across many other places in Trafford, helping to provide a wide range of options for existing and future residents.

The distribution of land identified in table 1 reflects both the aspirations of the Manchester City Region and the Council's wider objectives, including those of the Trafford Housing Strategy 2018-2023 (June 2018), in particular the need to provide affordable family accommodation. It has been complied taking into account data contained within the Strategic Housing Land Availability Assessment (SHLAA) 2020.

The precise distribution of new housing within Trafford will be influenced by the sites that become available in different locations, and so the distribution of new homes could deviate from that shown in table 1. The distribution shown reflects the proposed allocations in the GMSF 2020 as well as Local Plan allocations.

Directing new housing towards previously developed sites within the existing urban area will help to address existing dereliction and poorly used sites, as well as reducing the need to release greenfield and Green Belt land for development. Previously developed sites are often in relatively sustainable locations, close to facilities and served by existing infrastructure. The sites are identified within the Brownfield Register.

Promoting appropriate density requirements, helping to ensure that developments maximise the use of available land and reduce the amount of land required to meet needs is a key issue. Promoting higher density development in the most sustainable locations in Trafford, including town centres and key public transport hubs, such as Metrolink, where appropriate.

Given the need to deliver housing in the future, it will put pressure on land which has not previously been needed for housing. Housing development will be resisted in areas that have existing well performing uses, character areas and areas of protection. For example employment areas, environmental designation, conservation areas, residential gardens, open space, countryside and greenfield land.

Q8. Do you agree with draft policy HO1 in relation to the distribution of development, concentrating higher densities in the most accessible locations? If not, please explain why (providing supporting evidence where appropriate).

HO2 – Land release for new residential development

HO2.1 The sites allocated on the Policies Map and listed in Appendix 2 will be released for residential development in a phased manner over the Plan Period.

HO2.2 Proposals for residential development will be permitted on these sites provided that they meet the following criteria:

- a) The proposal takes into account the site's ability to meeting the scale, phasing and distribution of housing development as set out in policy HO1;

- b) Appropriate provision is made for meeting housing need in line with policies HN1;
- c) The development makes efficient use of the site,
- d) Be of an appropriate scale and density that would not result in (individually or cumulatively) over development of the existing settlement and/or surrounding area, in a manner that protects or enhances the distinctiveness and character of the area/s;
- e) The proposal takes into account the physical environment of the site and its surroundings;
- f) The historic environment is conserved and enhanced;
- g) There is a high standard and quality of design, and complies with the design principles set out in policy IP5 and any adopted Council supplementary planning guidance;
- h) Nationally described space standards are met;
- i) New dwellings are built to the ‘accessible and adaptable’ standards² and in line with policy HN6 unless specific site conditions make this impracticable;
- j) New dwellings are well served by public transport, walking and cycling routes, utilities and digital infrastructure;
- k) They constitute sustainable development and would help the Council to meet its Carbon Neutral priorities; and
- l) Due regard has been paid to all other relevant Policies in the Development Plan.

HO2.3 In delivering residential development, the Council will require, where necessary, and in accordance with the Development Plan and supplementary planning guidance, the applicant to demonstrate that required site specific mitigation, (including affordable housing and open space) will be delivered in addition to necessary developer contributions to enable the delivery of key infrastructure.

HO2.4 Small-scale development sites, identified as having a capacity/site size of less than 10 units, are not specifically allocated on the Policies Map and identified in Appendix 2. These are identified in the Council’s Strategic Housing Land Availability Assessment. It is anticipated that these sites will come forward during the plan period without the need to specifically allocate them.

HO2.5 The best and most versatile agricultural land will be protected where appropriate. Any risk of soil contamination will be avoided in all circumstances during the construction phase of development.

Justification

Land release for new residential development will need to be in conformity with policy HO1 in terms of the scale, phasing and distribution of new housing.

The pressure for housing development remains strong in many parts of Trafford, particularly in southern areas. This demand must be carefully managed, to ensure that the qualities and characteristics that attract people to the area in the first place are retained and that the demand can be accommodated without placing excessive pressure on existing infrastructure and services and undermining the spatial priorities of the Local Plan.

To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

² Part M4(2) of the Building Regulations Approved Document M – Access to and use of buildings: Volume 1 Dwellings

In meeting the minimum of 18,546 net additional dwellings to be delivered in Trafford over the period 2020-37, the sites allocated on the Policies Map and listed in Appendix 2 will be released for residential development in a phased manner over the Plan period. This is in addition to the GMSF 2020 allocations for housing at New Carrington and Timperley Wedge.

Appendix 2 provides a summary table of all housing sites (with a 10 units and more threshold); where these sites are to be delivered as part of mixed use developments, this is indicated and the uses specified where appropriate. It also details the phased release of these sites and the broad density assumptions to be applied to the site, although it is acknowledged that at the detailed design stage, these may need to be reviewed to reflect site specific considerations.

Site areas are approximate and are expressed as the gross area of the site. The area that is suitable for development may be smaller due to constraints such as trees, landscape features, flood risk, access or heritage assets. Similarly site capacities are approximate, based on the site density assumptions set out in this policy and will ultimately be determined by site specific characteristics.

The supply of housing land for the period 2020-2037 is made up of a number of different components. On top of the Local Plan allocations for residential development, other smaller sites are identified in the Strategic Housing Land Availability Assessment. Trafford benefits from a number of existing planning permissions for housing, many could be implemented in the early phases of the plan period.

Qualifying developments will be subject to the Trafford Community Infrastructure Levy (CIL). CIL identifies critical infrastructure which is needed to assist in the delivery of the Trafford Local Plan. However, in addition to contributing to the CIL, and dependent upon the scale of development proposed, applicants are also likely to be required to enter into site specific Section 106 agreement for the provision of, for example, affordable housing, on site open space/outdoor sports provision and new access arrangements. It should be noted that the exact details of site specific contributions will need to be determined at planning application stage.



The amount of housing development coming forward within the plan period will be monitored. Depending on the cumulative scale of development, suitable intervention measures may be taken, in accordance with policy HO1, to achieve the required housing trajectory and the previously developed land trajectory.

Q9. Do you agree with our proposed approach of only allocating for major residential development, as define in the National Planning Policy Framework?

HO3 – Release of other land for residential development

HO3.1 Proposals for residential development, that are not otherwise allocated under Policy HO2, will be permitted provided that they meet the following criteria:

a) Are not on sites that are:

- I. Protected as some form of greenspace, such as open space, sports facilities, school playing fields and green infrastructure, unless the provisions of Policy OS1 can be satisfied,

- II. Any other type of greenfield land to those listed at HO3.1a(i);
 - III. Allocated for some other use in the Local Plan; or
 - IV. Allocated as Green Belt.
- b) Are well located in relation to the existing built up area;
 - c) Are appropriately located in terms of access to existing community facilities and/or deliver complementary improvements to the social infrastructure (inc schools, health facilities, leisure and retail facilities) to ensure the sustainability of the development;
 - d) Are accessible by walking, cycling or frequent public transport to a local, district or town centre;
 - e) Do not prejudice the development or redevelopment of adjoining land, and have a significant detrimental impact on the amenities and their occupants;
 - f) The proposal takes into account the site's ability to meet the scale, phasing and distribution of housing development as set out in policy HO1;
 - g) Appropriate provision is made for meeting housing need in line with policies HN1;
 - h) Makes efficient use of the site;
 - i) Be of an appropriate scale and density that would not result in (individually or cumulatively) over development of the existing settlement and/or surrounding area, in a manner that protects or enhances the distinctiveness and character of the area/s;
 - j) The proposal takes into account the physical environment of the site and its surroundings;
 - k) The historic environment is conserved and enhanced;
 - l) There is a of a high standard and quality of design, and complies with the design principles set out in policy IP5;
 - m) Nationally described space standards are met;
 - n) New dwellings are built to the 'accessible and adaptable' standards³ and in line with policy HN6 unless specific site conditions make this impracticable; and
 - o) Due regard has been paid to all other relevant Policies in the Development Plan.

HO3.2 Where development proposals would involve the use of domestic gardens, due regard will need to be paid to local character, environment, amenity and conservation considerations.

HO3.3 In delivering the release of other, non-allocated land, for residential development the Council will require, where necessary, and in accordance with the Development Plan and supplementary planning guidance, the applicant to demonstrate that required site specific mitigation, (including affordable housing and open space) will be delivered in addition to necessary developer contributions to enable the delivery of key infrastructure.

HO3.4 The Council will refer housing development proposals for a Habitats Regulations Assessment (HRA) that fall within a 5km radius of Manchester Mosses Special Area of Conservation.

HO3.5 The best and most versatile agricultural land will be protected where appropriate. Any risk of soil contamination will be avoided in all circumstances during the construction phase of development.

HO3.6 A development on greenfield land (including domestic gardens) statement should be prepared for housing developments on greenfield land within the urban area of 10 dwellings or more or with a site of 0.5 ha or more when the number of dwellings is not yet known; in addition any greenfield land outside of the urban area The

³ Part M4(2) of the Building Regulations Approved Document M – Access to and use of buildings: Volume 1 Dwellings

statement should demonstrate how the provisions of the scale, phasing and distribution of new housing have been met.

Justification

Release of other land for residential development will need to be in conformity with policy HO1 in terms of the scale, phasing and distribution of new housing.

The development of these sites, together with the development/redevelopment of unused land and redundant buildings will make a valuable contribution to meeting the Borough's housing land requirement together with urban regeneration. However, their development must not be detrimental to the amenity of neighbouring uses.

Given the need to deliver housing in the future, it will put pressure on land which has not previously been needed for housing.

Innovation in housing development will be supported where it is consistent with the principles of good design and contributes to local distinctiveness, including the use of modern methods of manufacturing that can help to improve the speed of delivery and increase building standards.

Q10. Do you agree with the draft Land for New Homes policies HO2 and HO3? If not, please explain why (providing supporting evidence where appropriate).