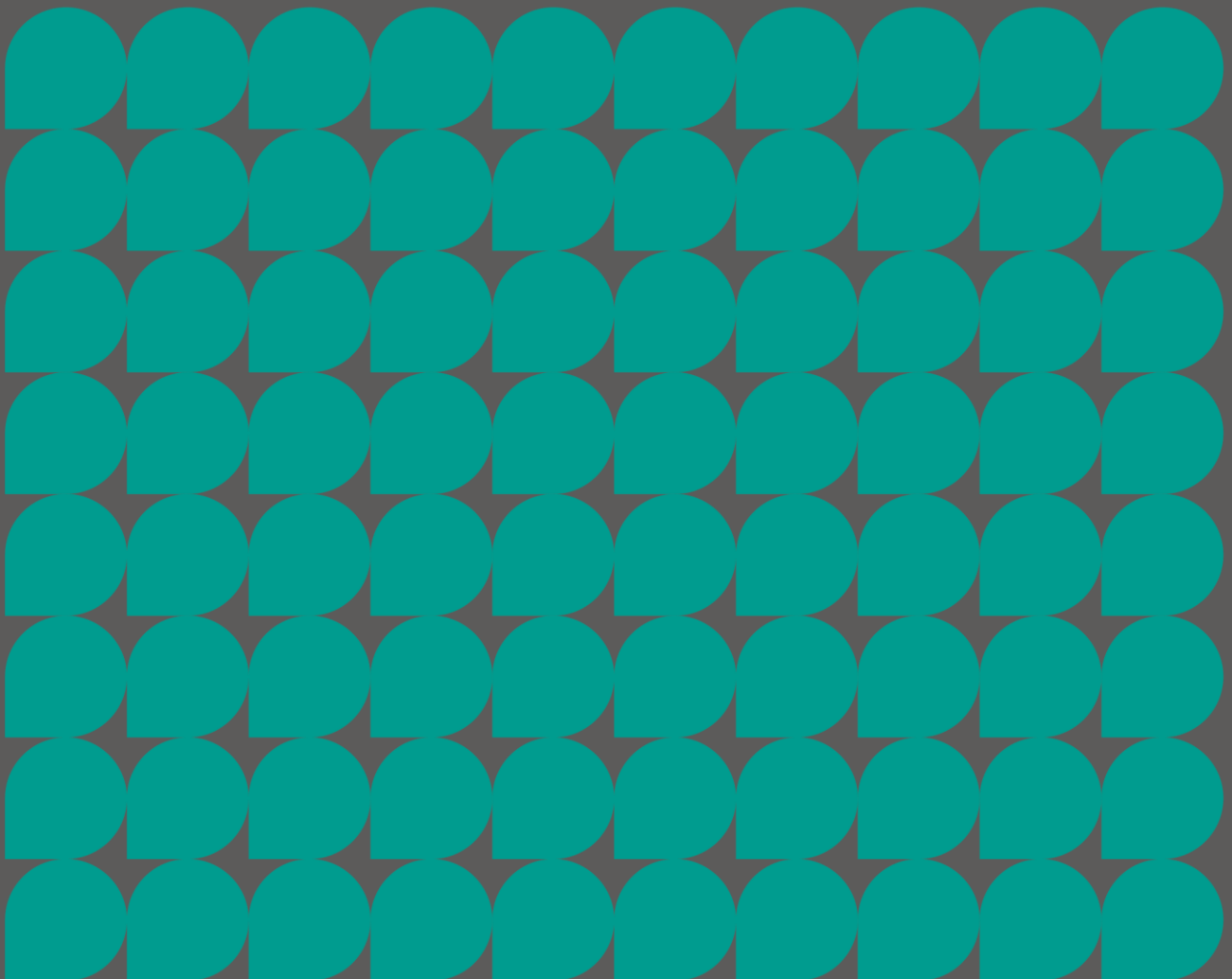


Places for Everyone

JPA35 North of Mosley Common Allocation Topic Paper

July 2021



Contents Page

Section A – Background	4
1. Introduction	4
2. North of Mosley Common Overview.....	5
3. Site Details	6
4. Proposed Development.....	7
5. Site Selection.....	7
6. Planning History	9
7. GMSF 2019 Consultation Responses	10
8. GMSF 2019 Integrated Assessment	12
9. GMSF 2020 Integrated Assessment	13
Section B – Physical	14
10. Transport.....	14
11. Flood Risk and Drainage.....	15
12. Ground Conditions	16
13. Utilities.....	17
Section C – Environmental	19
14. Green Belt Assessment	19
15. Green Infrastructure	21
16. Recreation.....	22
17. Landscape	22
18. Ecological/Biodiversity Assessment	22
19. Habitats Regulations Assessment.....	24
20. Historic Environment Assessment.....	24
21. Air Quality	25
22. Noise.....	26
Section D – Social	28
23. Education	28
24. Health	29
Section E – Deliverability	30
25. Viability	30
26. Phasing.....	30

27. Indicative Masterplanning	30
Section F – Conclusion.....	31
28. The Sustainability Appraisal	31
29. The main changes to the Proposed Allocation.....	31
30. Conclusion.....	32
Section G – Appendices	33
Appendix 1: Site allocation boundary	34
Appendix 2: Proposed policy, Places for Everyone (2021)	35
Appendix 3: Indicative masterplan	38
Appendix 4: Previous draft policy, as proposed in GMSF 2020	39
Appendix 5: Previous draft policy, as proposed in GMSF 2019	42
Appendix 6: Bibliography	44

Section A – Background

1. Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31 October 2016, ending on 16 January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on 11 December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.
- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed

over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE 2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

2. North of Mosley Common Overview

- 2.1 The Mosley Common site is well positioned in relation to Salford and Manchester and offers an attractive location to the west of the conurbation to help meet the city region's housing need.
- 2.2 This site benefits significantly from the Leigh Guided Busway (the busway) which crosses the site providing direct, sustainable and rapid public transport access to employment, leisure and retail services both within and on the route to Manchester City Centre. The busway opened in April 2016 and has strong patronage with extra services added in 2017 to meet demand. There is an opportunity to create a new stop within the site to serve the development and increase the frequency of the service. Higher residential densities are

considered appropriate for this site and could be achieved close to any new stops and also the existing stop on Sale Lane to the west of the site.

- 2.3 Walkden railway station is located within 2km of the northeast of the site and a number of bus routes, in addition to the guided services, connect the site to the wider area. Both Walkden town centre in Salford and Tyldesley local centre are within 2km of the site and provide a range of retail and community facilities. These services will benefit the development and complement associated community facilities provided on the site.
- 2.4 The site is well connected to the highway network with direct access to the A577 to the west and a short distance from the A580 to the south, which is the main non-motorway route between Manchester and Liverpool. However, the A577/A580 junction is regularly congested at peak times, as such the development will be required to contribute significantly towards the delivery of highway capacity improvements at this junction. Contributions will also be required towards highway improvements at Bridgewater Road and B5232 Newearth Road, and A5082 Mort Lane and A6 Manchester Road, as applicable.
- 2.5 The site forms a logical eastern extension to Tyldesley and maintains a substantial Green Belt gap with Walkden to the north east. It is a relatively flat and unconstrained site with capacity for around 1,100 homes in a sustainable location.

3. Site Details

- 3.1 As shown in Appendix 1, the site is located in the south-east of the borough close to the boundary with Salford. It lies to the east of Tyldesley and is north of the existing Mosley Common built-up area. In Salford, Walkden is located to the north, Ellenbrook to the east and Boothstown to the south.
- 3.2 The site has an area of 61.26 ha and is located in the Green Belt. It is predominantly greenfield in nature. The busway runs through the site splitting it into northern and southern areas. The majority of the site is not identified as best and most versatile agricultural land, but there are two small, isolated areas of Grade 3a agricultural land in the northern area.
- 3.3 The northern area is primarily rough pastoral grassland with a number of mature trees and hedges, but also includes a small number of residential properties, stables, farm buildings and land that is used for the storage of building supplies and equipment. The area is bordered by residential development to the west and linear residential development to the east, where there is also a woodland cemetery. Grassland borders the north with the busway and grassland to the south. Industrial uses are located beyond the busway to the south west.
- 3.4 The southern area consists of rough pastoral grassland with occasional trees, hedges and stables. Honksford Brook and Public Rights of Way run through the area. St John's Mosley Common Church of England Primary School and established residential development form a border to the south, with further

residential development being constructed to the west. Playing fields lie to the east and the busway and grassland to the north.

- 3.5 The site allocation boundary was amended in GMSF 2020 from that proposed in GMSF 2019. This amended boundary has been carried forward into PfE 2021. Land in the south west of the site proposed for allocation in GMSF 2019 has been excluded due to planning permission (A/18/86280/RMMAJ) being granted for residential development as part of a wider mixed-use scheme. This excluded land does not form part of the allocation but is proposed for removal from the Green Belt.

4. Proposed Development

- 4.1 The proposed development at North of Mosley Common in PfE 2021 remains the same as that proposed in GMSF 2020. PfE 2021 proposes around 1,100 new homes, which is a reduction from the 1,200 homes identified in GMSF 2019, reflecting the amended allocation boundary. This assumes a 50% net developable area to take account of existing and proposed infrastructure, open space provision and other site constraints. Residential densities of 35 – 50 dwellings per hectare are proposed, with higher densities close to bus stops on the busway.
- 4.2 In terms of educational provision, new primary education facilities will be required on-site, as a new school and/or as an expansion to St John's Mosley Common Primary School which lies adjacent to the site, unless it is determined by the Council that this provision is not needed. New health facilities will be provided on site, or an equivalent financial contribution if appropriate, to meet demand generated by the development.
- 4.3 The proposed site allocation policy is included at Appendix 2.

5. Site Selection

- 5.1 This allocation is part of a larger Green Belt site that was submitted to the GMCA as part of the call for sites exercise. It is located within an Area of Search (WI-AS-8) derived from the site selection criteria, within which potential allocations in the Green Belt can be identified. It is considered that allocations within them will represent the best fit with delivering the PfE Spatial Strategy. The site is considered to be free of significant constraints.
- 5.2 The majority landowner Peel Holdings (Land and Property) Ltd (Peel) support the allocation but their site submission (Ref: 1453733880688) also includes additional land to the north and east that has not been allocated, including some land that lies outside of the borough in Salford. They have commissioned a range of technical studies for the allocated land and the wider site as part of an initial masterplanning study.
- 5.3 The additional land is not needed because sufficient housing land has been identified in Wigan to meet its PfE target to achieve the overall spatial strategy.

The allocation of the additional land would also cause greater harm to the Green Belt by increasing urban sprawl, reducing the gap between Tyldesley, Walkden and Worsley, and encroaching further into the countryside. There is some mitigation in the form of proposed additions to the Green Belt in Salford and a proposal for a country park as part of the extended site, but the additional land is not needed to meet housing requirements and its allocation would result in greater Green Belt harm.

5.4 A site submission (Ref: 1472736186952) was also made for land at neighbouring Parr Bridge Works, but a planning application has been approved for mixed-use development of the site, which includes most of this land. The remainder of this submission is included within the proposed allocation. The proposed allocation also includes the majority of the land put forward as part of site submission Ref: 1519065979670 on land off City Road but excludes land in use as a woodland cemetery and some land in existing residential use.

5.5 As a site within the Green Belt, exceptional circumstances need to be demonstrated for the proposed allocation to be brought forward in PfE. These exceptional circumstances are considered to outweigh any harm to the Green Belt identified from the site's release. Section 14 of this Topic Paper provides a summary of the Green Belt harm assessment for this site. The exceptional circumstances case takes the form of:

- A strategic level case: high level factors that have influenced and framed the decision to alter boundaries; and
- A local level case: specific factors relevant to the proposed release that complement the strategic case.

5.6 The October 2020 paper on the case for exceptional circumstances to amend the Green Belt boundary sets out the strategic level case for Green Belt release. It also sets out the headline issues that make up the local level case for each allocation. The local level case for Mosley Common is summarised below.

5.7 This allocation is considered to satisfy two of the seven site selection criteria for justifying release from the Green Belt, as follows:

Criterion 1 – Land which has been previously developed and/or land which is well served by public transport

5.8 This site is predominantly greenfield but is well served by public transport because the busway runs through the site providing direct sustainable and fast public transport access to employment, leisure and retail services in Manchester City Centre and local services in Leigh. There is an existing stop on the busway to the west of the site at Sale Lane and another further to the east at Newearth Road, Ellenbrook. The area is also served by local bus services and Walkden railway station is approximately 2 km away, providing links to Manchester and Wigan.

Criterion 6 – Land where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long-term viable sustainable travel

5.9 There is potential to provide an additional stop on the busway to serve the site and for contributions to be made towards increasing the busway capacity at peak times. This is reflected in the proposed allocation policy, which requires the development to provide an additional stop on the busway and/or new/improved pedestrian and cycle links to existing busway stops. Higher residential densities are proposed close to stops on the busway to exploit the opportunities that it provides and to help support delivery of long term viable sustainable travel.

5.10 Release of this site from the Green Belt will also provide the following benefits:

- The provision of 1,100 homes in a sustainable location that will make a significant contribution to housing supply in Wigan and provide a housing offer that will support economic growth in the northern part of Greater Manchester.
- The provision of a mix of housing types and tenures to meet local needs, including market and affordable housing. In accordance with current Local Plan Core Strategy Policy, the Council will seek the provision of 25% affordable housing if viable. This would equate to around 275 affordable homes, which would make a significant contribution towards meeting the significant affordable housing need that exists, as evidenced by the 2020 Wigan Housing Needs Assessment.
- A range of infrastructure benefits, some of which could serve the wider local area, due to the scale of the site. The proposed allocation policy requires the provision of new community and health facilities on site, potentially as part of a new local centre, or an equivalent financial contribution. It also requires the provision of new primary education facilities on-site, as a new school and/or as an expansion to St John's Mosley Common Primary School, unless it is determined by the Council that it is not needed.

5.11 In summary, this allocation accords with the PfE spatial strategy, it provides a wide range of benefits, and it is being actively promoted for residential development.

6. Planning History

6.1 This site has been subject to a number of planning applications and prior notifications, but most relate to small scale residential development, extensions and agricultural use. Since 2000 the only significant application on the site itself has been DT/05/0001 where the Secretary of State directed that planning permission was deemed to be granted for the busway, as provided for in the

Greater Manchester (Leigh Busway) Order 2005. Prior to 2000 an outline application (A/76/04769) for 867 houses incorporating the majority of allocation site was refused by GMC in 1976. In 1988 an application (A/86/26087) for open casting, coal washing and associated activities (which was larger than the allocation site boundary and incorporated land in 3 districts) was submitted, but the resulting appeal against non-determination was dismissed.

- 6.2 An application (A/17/83702/OUTMES) has been granted for 154 dwellings, 3 Class A1 units up to 2,169 sqm, 1 Class D2 unit of 753 sqm, 3 Class A3 cafes and restaurants up to 1,144 sqm, 1 children's day nursery (Class D1) and 1 life centre (GP Practice and ancillary services within D1) of up to 1,255 sqm on land to the west of the site, south of the busway. This application involved the relocation of a scrap metal processing business (Maxilead) to a new site with less potential for the operation to impact on the amenity of neighbours and more potential for it to grow.
- 6.3 Reserved matters approval (A/18/86280/RMMAJ) has been granted for the residential element of this scheme, which is partly in the Green Belt (111 of 154 dwellings) and lies adjacent to the allocation boundary. The Green Belt element of this scheme was included within the proposed site allocation boundary of the site in GMSF 2019, but it has now been removed as the site is under construction (Bellway Homes). However, this land is proposed for removal from the Green Belt, albeit outside the allocation. as part of PfE to avoid the creation of a small detached built-up parcel of Green Belt between the allocation and the rest of the Mosley Common settlement. Bellway Homes has also been granted planning permission for an additional 71 homes as a second phase to this development on adjacent land off Bankfield Road (A/20/90460), approved June 2021.
- 6.4 In 2020 reserved matters approval (A/19/87702/RMMAJ) was granted for phase 1 of the commercial element of the scheme on the land to the west of the site, including a children's nursery, a food store and five class A1/A3/D2 (flexible use) units with associated parking.

7. GMSF 2019 Consultation Responses

- 7.1 In total, 149 comments were submitted regarding the site allocation during the 2019 consultation. These covered a number of planning themes, most notably the impact on traffic, Green Belt harm and the impact on social infrastructure capacity. A summary of the comments received are set out below:

Highway capacity:

- A significant amount of housebuilding is already ongoing or planned in the area which is already putting the road network under considerable strain.
- The proposed allocation will only add to the existing congestion problems, particularly at the A580/Mosley Common junction, and there is little space to improve the network to ease congestion.

- The significant level of traffic that the site will generate will worsen already poor air quality, further impacting on the health and wellbeing of local residents.

Public transport:

- The busway seems to be the only reason for selecting the site.
- A new busway stop will have little impact because buses are already full at Tyldesley and there is no capacity on the route to increase service provision.
- The park and ride facility is always full resulting in many people parking on local roads. It is also difficult to access due to traffic congestion.
- Mosley Common is poorly served by public transport and is not within walking distance of the busway or the nearest train stations at Atherton and Walkden; which have insufficient car parking provision.

Housing need:

- Too many homes are already proposed in the east of the borough. Housing should be built elsewhere by building at higher densities in the urban areas and focusing more on brownfield sites and vacant properties.

Green Belt:

- The proposed allocation and the baseline supply sites in the area would result in urban sprawl and the merger of Tyldesley, Mosley Common, Astley, Boothstown, Walkden, Little Hulton and Worsley, removing a critical Green Belt gap and significantly altering the character of the area.

Infrastructure capacity:

- The area is poorly served by shops, services and employment. Local schools, GP surgeries and dentists are at full capacity and will not be able to accommodate demand from the site.

Environment:

- Development of the site will affect the natural drainage and will increase flood risk. Honksford Brook already floods regularly. Natural flood storage measures and sustainable drainage systems should be incorporated to reduce flooding downstream in Tyldesley.

- Wildlife habitats for a variety of species, including protected species, will be lost, as will the recreational value of the site for walking, cycling and horse riding.
- Part of the site should be reserved for an extension to New Manchester Woodland Cemetery.
- The site was previously mined for coal. There are numerous mine shafts, and the area is affected by subsidence, including properties on Commonside Road.

7.2 A more detailed summary of the issues raised, together with the Council's response, is set out in the GMSF Statement of Consultation (October 2020).

8. GMSF 2019 Integrated Assessment

8.1 The Integrated Assessment (IA) of GMSF 2019 identified many positive impacts in relation to this allocation policy, with very positive effects identified in relation to:

- Ensuring an appropriate quantity of housing land to meet the objectively assessed need for housing
- Ensuring the transport network can support and enable the anticipated scale and spatial distribution of development
- Improving transport connectivity
- Supporting healthier lifestyles and supporting improvements in determinants of health
- Promoting sustainable modes of transport

8.2 The 2019 IA also made some recommendations in terms of enhancement and mitigation measures. In response to the 2019 IA recommendations the policy was amended to:

- Refer to the need for a masterplan to be agreed with the Council (clause 1)
- Promote safe and convenient access for pedestrians and cyclists to local services and amenities (clause 6).

8.3 Other recommendations would be addressed when the allocation policy is read in conjunction with plan thematic policies.

8.4 In addition, in response to the 2019 IA, a change was made to the thematic policy on supporting long term economic growth (JP-J 1) which now requires local labour and training agreements to be secured through planning obligations or other mechanisms, in line with the IA objective to help ensure sustainable economic growth and job creation.

9. GMSF 2020 Integrated Assessment

9.1 The 2020 IA assessed the GMSF 2020. It provided a narrative detailing how the recommendations from the 2019 IA were considered in the development of the 2020 draft. It concluded that when the plan was read as a whole, no further changes were necessary to the allocation policy.

9.2 The 2020 IA addendum report provided a broad consideration of the impacts of final changes to policies. It concluded that, as recommended mitigation measures were addressed by changes to thematic policies and no changes made to this allocation policy, it would not score differently in relation to the IA Framework.

9.3 A 2021 PfE IA Addendum has been produced which reviews the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

Section B – Physical

10. Transport

- 10.1 A Locality Assessment Report has been prepared which demonstrates that the transport impacts of the draft site allocation can be accommodated on the surrounding highway network without severe impacts.
- 10.2 Transport modelling work has been undertaken using the Greater Manchester Variable Demand Model (GMVDM) to understand the transport implications and requirements of all PfE allocations, including North of Mosley Common.
- 10.3 The GMVDM, a multi-modal transport model, provides estimates of future transport demand, including projected travel behaviour changes and new patterns that the PfE Plan is likely to produce. These include changes in choice of routes, mode, and time of travel, and changes in journey destinations for some activities such as work and shopping.
- 10.4 The transport modelling work includes:
- A 'Reference Case' scenario, in which the transport model accounts for background growth in addition to baseline housing and employment sites provided by the districts.
 - A 'with PfE' scenario, in which the 'Reference Case' scenario is supplemented by North of Mosley Common and all other PfE allocations
- 10.5 For North of Mosley Common, the transport assessment examined the capacity of thirteen junctions within close proximity to the allocation, and demonstrates that the majority are operating at, or exceeding operational capacity, in both the 'Reference Case' and 'with PfE' scenarios during network peak periods.
- 10.6 The assessment concludes that the following junctions may require mitigation to lessen the impact of additional traffic as a result of North of Mosley Common and all other PfE allocations. It should be noted that the schemes are not designed to solve pre-existing congestion on the local network:
- Manchester Road East/Armitage Avenue
 - Bridgewater Road/Newearth Road
- 10.7 Mitigation schemes have been developed and tested to address the network congestion impacts on the local road network. The schemes have been shown to mitigate the impact of the allocation trips and to restore the network to a similar state as that found in the Reference scenario. However, at a cumulative level with other PfE allocations, it has not been possible to mitigate the entire PfE impact due to land constraints or costs associated with major infrastructure works. Further detailed work will be necessary to identify the specific

interventions required to ensure the network works effectively based on transport network conditions at the time of the planning application.

- 10.8 In respect of the wider A580 East Lancashire Road corridor, the priority is to provide public transport improvements and not wide-scale traffic capacity improvements.
- 10.9 The busway runs west-east through the allocation and the proposals include a new busway stop at the centre of the site. Funding will also be provided towards the costs of additional guided buses to increase capacity on the route.
- 10.10 The busway services have proven very popular since their introduction, providing a reliable, frequent and attractive journey option to key sites in the Regional Centre including significant employment areas, the Universities, the Oxford Road healthcare area, and leisure destinations enabling residents to commute without using private cars.
- 10.11 There are a number of nearby local centres, and a larger range of shops and facilities can be accessed at the two nearby town centres of Tyldesley and Walkden, both located approximately 2km from the allocation. There is a good existing network of off-road cycle routes, with further investment and improvement planned, and several bus routes running close to the allocation.
- 10.12 National Cycle Route 55, which runs west-east through the allocation on the same direct alignment as the busway, provides good quality cycling and walking opportunities to nearby Tyldesley and Wigan town centres, and to Walkden Rail Station approximately 2km away, which provides frequent services to Manchester and Wigan.
- 10.13 Based on the information contained within the Locality Assessment Report, it is concluded that the traffic impacts of the allocation would not be severe. Whilst the modelling work does indicate that some junctions will experience capacity issues, they are not significantly worse than those experienced in the reference case situation and are not directly attributable to the North of Mosley Common allocation.
- 10.14 At this stage, the modelling work is considered to be a 'worst case' scenario as it does not take full account of the extensive opportunities for active travel and public transport improvements in the local area, particularly the proposed new busway stop and increases to existing service capacity. On this basis, it is considered that the allocation is deliverable from a transport perspective.
- 10.15 Following a further round of modelling work undertaken as part of the transition from the GMSF to the PfE Plan, a number of junctions were re-assessed to check the validity of conclusions reached in the initial Locality Assessment for the allocation. The updated assessments have not identified any significant changes and on this basis, the conclusions arrived at in the Locality Assessments are still considered to be valid.

11. Flood Risk and Drainage

- 11.1 A flood risk review of the site allocation has been undertaken as part of the SFRA Level 2 report (2020). This confirms that 92% of the site is within Flood Zone 1 (low risk) with around 7% within Flood Zone 3 (a 1 in 100 or greater annual probability of river flooding) with the extent primarily following Honksford Brook. The area within Flood Zone 3 is proposed as green infrastructure and will not be developed for residential uses.
- 11.2 Around 3% of the site is at high risk of surface water flooding, with an additional 6% at medium risk. This however is primarily included within the areas at fluvial risk, therefore, if the fluvial areas are avoided then the surface water risk will be accounted for as well. Additionally, as the land alongside the Brook is also within riparian tree planting areas, steering potential development away from these areas will further see sources of flood risk mitigated.
- 11.3 Given its size, the site has potential to create significant volumes of runoff if infiltration is not possible. This could place areas downstream at increased risk of flooding, which could be mitigated effectively by safeguarding areas for flood storage within the allocation.
- 11.4 A full drainage strategy would be required, to ensure there is no increase in surface water flood risk elsewhere as a result of the new development. This will require surface water modelling based on the proposed layout and investigation into appropriate Sustainable Drainage System techniques. As the site is currently greenfield, infiltration Sustainable Drainage Systems should be possible, subject to ground investigation and contamination testing, consistent with clause 9 of the revised policy and in line with PfE Policy JP-S 5 Flood Risk and the Water Environment.

12. Ground Conditions

- 12.1 Areas of this site are associated with previous uses such as mining, brick making, and transport/haulage, and there are some small-scale commercial uses still on site. These uses have implications for the ground conditions on the site.
- 12.2 The site promoters (Peel) commissioned LK Consult Ltd (LKC) to undertake a preliminary risk assessment of the site which split the site into different areas. The risk assessment also considered additional land that does not form part of the proposed allocation. The assessment found a number of potential contamination sources associated with previous and current site uses. With the exception of risk from hazardous gas, which is considered to be high in some areas north of the busway, the risk of pollutant linkages (between a contaminant and receptor by means of a pathway) was found to be low to moderate. The areas identified deemed to be high risk would require gas monitoring.
- 12.3 LKC considered that the assessment provided sufficient information on the potential contaminative status of the site to allow the validation of any future

planning application, and for conditional planning approval to be granted. Such conditional approval would likely require standard prescriptive conditions requiring a site investigation, risk assessment and, if appropriate, a remedial strategy to be completed to the satisfaction of the Council prior to the commencement of any development. LKC state that a Phase 2 intrusive survey should be carried out across the site to investigate the identified potential pollutant linkages further. LKC would suggest that this is done at the preplanning stage, or once conditional planning approval is granted.

- 12.4 Taking account of the previous/current uses on the site and the information provided in the LKC assessment, the Council would recommend the submission of a preliminary risk assessment (Contaminated Land Report 11 - Model Procedures for the management of land contamination) in support of any development proposals at the planning application stage. Should there be issues of contamination, ground instability, or other ground condition challenges, these would need to be addressed by the application or by planning condition. It is likely that a standard contamination condition would be recommended.

13. Utilities

- 13.1 The site is immediately adjacent to an established urban area where a range of services are available. This includes water, gas and electricity mains, alongside telecommunications infrastructure. The development can therefore be connected to key utilities. Any upgrades required to accommodate new homes can be made alongside the delivery of the development.
- 13.2 With regard to water, United Utilities recognise that they have a duty to connect all new homes to the network. However, they would urge early engagement with prospective developers requiring the need for masterplanning, including a holistic drainage strategy for the entire site.
- 13.3 There is a water main following the road network in the central to western part of the site and United Utilities state that consideration should be given to establish points of connection as early as possible. There is no sewer/wastewater network within the site, and it will be necessary to ensure the foul and surface water drainage proposals are part of a wider holistic strategy, which coordinates the approach to drainage, including making use of the potential for SUDS.
- 13.4 With regard to electricity, National Grid state that specific development proposals within Wigan are unlikely to have a significant direct effect upon their electricity transmission system; and that generally, improvements to the system to provide supplies to the local distribution network are generally as a result of overall regional demand growth, rather than site specific developments.
- 13.5 With regard to gas, National Grid owns and operates the high-power gas transmission system in England. Gas leaves this system and enters the distribution networks and is delivered to sites and networks. Cadent are the gas

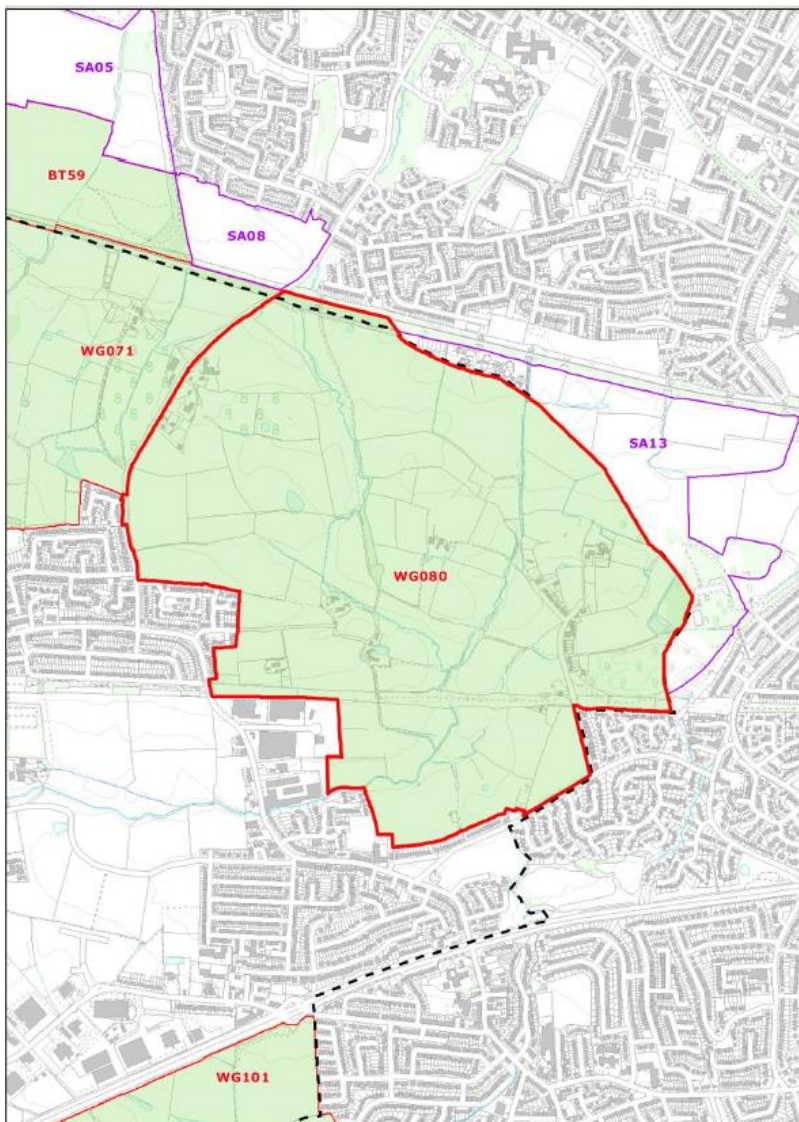
network operator and they indicate that the nearest gas main is 50 metres from the site boundary, and it is a Medium Pressure main. This main will require reinforcement as part of the site works to increase its capacity to support the proposed load.

Section C – Environmental

14. Green Belt Assessment

- 14.1 The proposed allocation lies entirely within the Green Belt and its development would result in the loss of 64.58 hectares of Green Belt land. This includes 61.26 hectares within the site allocation boundary and an additional 3.32 hectares as incidental Green Belt loss outside of the allocation on the adjacent site that has planning permission for residential uses. No Green Belt is proposed to be retained with the allocation boundary.
- 14.2 The Stage 1 Green Belt Study, undertaken by LUC in 2016, assessed the whole of the Green Belt in Greater Manchester in terms of its *contribution* to the five purposes of the Green Belt, as set out in the National Planning Policy Framework (NPPF). The North of Mosley Common allocation forms part of Green Belt parcel WG080 as shown in Figure 1.

Figure 1: Green Belt Parcel WG080



- 14.3 The study concludes that this parcel plays an important role in checking the unrestricted sprawl of Tyldesley and Worsley; providing a strong sense of openness; preventing the neighbouring towns of Tyldesley, Walkden and Worsley from merging; and safeguarding the countryside from encroachment. It makes no contribution to the setting and 'special character' of a historic town(s).
- 14.4 The 2020 Green Belt Harm Assessment, also published by LUC, forms part of Stage 2 of the Green Belt assessment process, and assesses the harm to the Green Belt purposes of releasing the site allocation from the Green Belt for development.
- 14.5 This assessment finds that the overall harm to Green Belt purposes from the release of this allocation varies from 'low-moderate' on the land south of the busway, 'moderate-high' on the north-western part of the site to 'high' on the north-eastern part of the site. The impact on adjacent Green Belt varies from 'minor' to 'no/negligible. In response, the proposed allocation policy includes a clause that requires development of the site to provide a robust landscaped boundary with open countryside in the Green Belt to the north.
- 14.6 In terms of cumulative harm, the assessment states that release would constitute significant urban sprawl (Purpose 1), reduce the gap between settlements (Purpose 2) and encroach on the countryside (Purpose 3). However, there is mitigation in the form of proposed additions of Green Belt in Salford at Logistics North Country Park and at West of Burgess Farm which would help to prevent the potential for urban sprawl, help to offset the reduction in the gap between settlements and help to prevent countryside encroachment.
- 14.7 In 2021 a further review of the overall harm to Green Belts was undertaken in an addendum report showing changes to allocation boundaries proposed in PfE 2021. In the case of North of Mosley Common no boundary changes were made and the allocation proposed within PfE 2021 remains the same as in GMSF 2020, as presented in Appendix 4.
- 14.8 An amendment was made in GMSF 2020 to the allocation boundary to exclude land at Parr Bridge Works with planning permission for development from the allocation, but this amendment was not reported in the 2020 Green Belt Harm Assessment. This is reported in the 2021 addendum, which states that there is no change in the area to be released from the Green Belt, only to the extent of that area which is included within the allocation boundary. The assessment concludes that the area to be excluded from the allocation forms part of a larger area that was rated at low-moderate harm in the 2020 assessment and that the boundary alteration makes no difference to the harm assessment for the area remaining within the allocation.
- 14.9 National policy states that plans should set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land. The 2020 Stage 2 Green Belt Study – Identification of Opportunities to Enhance the Beneficial Use of the Green Belt identifies opportunities to

enhance green infrastructure on remaining Green Belt within 2km of the allocation sites.

14.10 At North of Mosley Common the assessment identifies opportunities and projects in relation to:

- Improvements to public rights of way and cycle routes
- Improved community access to playing fields and the cemetery
- Enhancements to existing habitats and linkages through to others
- Safeguarding significant belts and wedges of Green Belt from future development and improvements to planting and hedgerows.

14.11 Detailed proposals will be worked up at the appropriate stage in the development process, supported by the proposed allocation policy and relevant thematic policies, such as Policy JP-G 9 of PfE 2021 which seeks to achieve biodiversity net gain. The proposed allocation policy requires public rights of way to be retained, enhanced and created to connect with the wider locality and a number of existing and proposed routes are shown on the indicative masterplan in Appendix 3. The allocation policy also requires the provision of a robust landscaped boundary with open countryside in the Green Belt to the north and the protection and enhancement of the environs of Honksford Brook to create a green infrastructure corridor.

14.12 There are three proposed additions to the Green Belt within 2km of the site located at Land west of Burgess Farm to the north-east, Wharton Playing Fields to the north and Cutacre Country Park to the north-west. These additions will help to safeguard this land from future development. Further information in relation to green infrastructure, recreation, landscape and biodiversity is found in the relevant sections of this Topic Paper.

14.13 Whilst the 2020 Green Belt harm assessment concludes that release of this site would result in harm to the Green Belt, particularly in the northern part of the allocation, the Council considers that the benefits of the proposed allocation significantly outweigh its overall harm, including its Green Belt harm, representing exceptional circumstances in accordance with national planning policy.

15. Green Infrastructure

15.1 New and enhanced green infrastructure will be provided as part of the development of this site. The site includes deciduous woodland, hedgerows, occasional mature trees and priority ponds.

15.2 The most important hedgerows in relation to this allocation are those that border the original historic roads and public rights of way and include a mix of British

native species including mature ash and oak. All affected hedgerows over 20 metres in length will need to be surveyed to determine if they meet the criteria of 'important' hedgerows under the Hedgerow Regulations 1997. There are currently no hedgerow retention notices in place on the site.

- 15.3 Trees in the southern part of the site are growing in hedgerows, with scattered groups of mature trees throughout the whole site. There are riparian trees alongside Honksford Brook and interconnecting tributaries. Many of the larger trees are in good condition and are visual components of the landscape setting and should be retained and protected as part of any development. There are currently no tree preservation orders affecting the site.
- 15.4 Honksford Brook, which is classed as a main river, crosses north-south across the site and is a priority green infrastructure asset. As such the habitat corridor will be protected and enhanced. Clause 10 of the policy requires the provision of a robust landscaped boundary with the Green Belt to the north of the site.

16. Recreation

- 16.1 The development will be required to provide new amenity green space and play facilities on-site to meet the needs of new and existing residents, in line with local planning policy. The site benefits from the presence of Mosley Common Playing Fields, which lie immediately to the east.

17. Landscape

- 17.1 The 2009 Wigan Landscape Character Assessment describes the site to be in a fragmented area of 'Undulating Enclosed Farmland'. Key characteristics of such areas include fragmented areas of land that are mainly enveloped by urban, suburban and industrial development, medium sized fields with hedgerow boundaries comprising a mix of pasture and cereal crops, the presence of small ponds, and a lack of woodlands.
- 17.2 The 2018 Greater Manchester Landscape Character and Sensitivity Assessment (LUC) (LUC) identifies the allocation within the Reclaimed Land / Wetlands landscape character type and within the Lever Edge and Tyldesley landscape character area. The overall sensitivity assessment concludes that residential development within this character area would have low to moderate harm on the landscape.

18. Ecological/Biodiversity Assessment

- 18.1 Natural England highlight that the site provides opportunities to secure net gains for nature and local communities in terms of green infrastructure, deciduous woodland, priority ponds and protected species.
- 18.2 Deciduous woodland is present in the centre of the site and is of national importance as a Priority Habitat listed under Section 41 the Natural

Environmental and Rural Communities (NERC) Act 2006. Priority ponds are also located throughout the site. In accordance with paragraph 174b of the NPPF the allocation needs to promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species, and identify and pursue opportunities for securing measurable net gains for biodiversity.

18.3 The Ecological Assessment, prepared by TEP on behalf of the site promoter Peel, identifies that the site is heavily dominated by species-poor semi-improved grassland and arable monoculture. The majority of the site is therefore of low ecological value. However, some smaller areas of the site comprise habitats of higher value, including:

- The network of semi-permanent ponds and brooks across the site, including the Honksford Brook.
- The network of hedgerows and scattered trees across the site.
- The existing agricultural buildings which have the potential to accommodate bat roosts.

18.4 In addition, the New Manchester Woods and the ponds north of Cleworth Hall, lie in close proximity to the proposed allocation and are designated as Sites of Biological Importance.

18.5 The SBIs and other high value habitats will need to be maintained as biologically diverse areas alongside the new homes and protected by appropriate buffers. A masterplan prepared by the site promoter suggests that they can be integrated and enhanced as part of a substantial green infrastructure network. The site's development will be expected to achieve a 10% net gain in the biodiversity value of the site, consistent with Policy JP-G 9 of PfE 2021. Key habitat creation proposals could include:

- The management of invasive species and thinning of self-seeded planting within the SBIs, such that the woodland can flourish.
- The creation of new nature parks to the east and north of the development.
- Additional tree and hedgerow planting which will mitigate for any losses, whilst expanding the level of coverage across the Site.
- The establishment of a SuDS scheme, including large permanent wetland areas.

18.6 A detailed ecological assessment will be required to support any future planning applications or masterplanning activity for this site, as set out in clause 1 of the revised site allocation policy.

19. Habitats Regulations Assessment

- 19.1 The Habitats Regulations Assessment (HRA) of the GMSF Thematic Policies and Strategic Sites (December 2018) forms stage 1 and part of stage 2 of the HRA process – screening and Appropriate Assessment. The North of Mosley Common site allocation was ‘screened in’ given its location within 5km of the Special Area of Conservation (SAC) at Manchester Mosses.
- 19.2 The assessment confirmed that although there is no direct pathway to the SAC, potential effects could occur through increased recreational pressure and through diffuse air pollution. However, it is noted that the part of the Mosses closest to the site is not developed for recreational use and that there is a significant degree of separation between the allocation and the European site. Increased recreational use arising as a result of the development is therefore considered unlikely.
- 19.3 The assessment concluded that sufficient safeguards exist, such that there is no justification for removing the site from consideration as a potential development site. However, a more detailed assessment may be required if detailed development plans come forward.
- 19.4 The GMCA and TfGM are responding to Natural England’s comments on the draft HRA (2020) by commissioning additional air quality modelling to more accurately assess the implications of changes in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.
- 19.5 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:
- Rixton Clay Pits (SAC)
 - Midland Meres & Mosses – Phase 1 Ramsar
 - Rostherne Mere (Ramsar)
- 19.6 The following sites require Stage 2 Appropriate Assessment:
- Manchester Mosses (SAC)
 - Peak District Moors (South Pennine Moors Phase 1) (SPA)
 - Rochdale Canal (SAC)
 - South Pennine Moors (SAC)
 - South Pennine Moors Phase 2 (SPA)

20. Historic Environment Assessment

- 20.1 The screening assessment undertaken by the Greater Manchester Archaeological Advisory Service (GMAAS) in July 2019 suggested that this site should be screened in. No designated heritage assets were identified within the allocation, nor were any identified further afield. However, the assessment

found limited potential for prehistoric remains concentrated around Honksford Brook and high potential for the archaeological remains of the Manchester – Wigan Roman Road. There was also considered to be potential for remains relating to post-medieval farmsteads and some potential for historic hedgerows.

20.2 The screening assessment recommended further work including:

- A targeted survey to identify any prehistoric potential around Honksford Brook, as well as the Roman Road;
- A historic hedgerow survey;
- Historic building assessments and further research of the farmstead complexes; and
- Targeted intrusive work, including demolished farmsteads

20.3 Further to the screening assessment, the site promoters Peel commissioned consultants Nexus Heritage in 2019 to undertake a high level archaeological assessment of the site.

20.4 Based on the information available, this confirmed that the likely form of development has no potential to adversely impact the significance or the setting of any designated heritage assets as a consequence of changes that would be made to the current landscape. The same would apply for the settings of non-designated heritage assets in the vicinity of the site.

20.5 The assessment also identified some known and predicted non-designated heritage assets of low heritage significance within and adjacent to the site. It concluded that their significance is unlikely to result in a presumption in favour of their preservation. However, a planning application may need to be supported by one or more reports on the heritage assets (or potential heritage assets) and any planning permission may be qualified by a condition requiring the implementation of a programme of heritage attendances such as archaeological investigations, historic building recording and/or specific design parameters to allow preservation in situ of archaeological remains.

21. Air Quality

21.1 The site promoters (Peel) commissioned Air Quality Consultants Ltd to undertake a baseline air quality assessment of Land at Parr Fold, which includes the allocation site and wider land that does not form part of the proposed allocation. This was completed in March 2019.

21.2 The assessment found that existing conditions within the study area show acceptable air quality with background concentrations of nitrogen dioxide below the annual mean objective but noted that the allocation site lies close to part of the Greater Manchester Air Quality Management Area (AQMA). The closest

parts are located on Sale Lane approximately 30–100 metres west and along Mosley Common Road and the A580 East Lancashire Road, which are approximately 75 metres and 270 metres away respectively.

- 21.3 The main air quality constraint identified related to the impact of traffic emissions from the adjacent road network and railway line on future residents. Provided these air quality constraints are taken into account within the scheme design, the assessment found that the site was suitable for housing.
- 21.4 It was recommended that consideration be given to the location of new properties with respect to the adjacent road network and the railway line in any future masterplan to ensure that national air quality objectives are not exceeded. In addition, it highlighted that it would be necessary to carry out a detailed air quality assessment to consider both the impact of the proposed development on existing local air quality conditions as well as the impact of existing pollution sources on the proposed development itself. It concluded that with appropriate mitigation measures implemented as required, there should be no air quality constraints to the development of the site for residential use.
- 21.5 Taking account of the site's location and the information provided by the consultants, the Council considers that a full air quality assessment in support of any development proposals should be submitted at the planning application stage. The location of properties in relation to the road network and railway line will need to be considered from an air quality perspective in the masterplan that is required by the allocation policy.

22. Noise

- 22.1 Peel commissioned Cundall to undertake a desktop review of noise issues and considerations for the allocation site, including a wider area of land that does not form part of the proposed allocation.
- 22.2 This identified key noise sources affecting the site, primarily road and rail noise, with the addition of industrial noise from the warehouses to the south-west of the site. However, the most significant source of noise identified within the industrial zone was the Maxilead scrap metal processing business, which has now relocated. In addition to prevailing conditions from adjacent land uses, consideration would also need to be given to the potential impact of future developments, such as new or expanded transport links.
- 22.3 The review recommends that acoustic impacts are considered at an early stage in a masterplan to allow a co-ordinated approach to be developed and design strategies implemented from the outset. Detailed acoustic assessments would need to be prepared and submitted alongside any future applications. The review states that any noise impacts should be able to be adequately controlled by use of appropriate mitigation measures, therefore there should be no significant issues which would prevent housing delivery across the site. It considers that in principle, the site is suitable for residential use.

22.4 Taking account of the site's location and the information provided in the review, the Council considers that a noise assessment in support of any development proposals should be submitted at the planning application stage. The location of properties in relation to the road network, railway line and industrial uses will need to be considered from a noise perspective in the masterplan that is required by the allocation policy.

Section D – Social

23. Education

- 23.1 The site promoters (Peel) commissioned Educational Facilities Management (EFM) to undertake an Education Briefing Report for 1,690 dwellings at land at Mosley Common. This included land outside of the proposed allocation, some of which lies in Salford.
- 23.2 In terms of primary provision, the EFM report identified 20 primary age schools within a 2 mile walking distance of the development, 3 of which are located in Wigan and 17 located in Salford. It is reported that primary schools in Wigan are generally operating at capacity and despite including primary school places in Salford in the consideration, there is unlikely to be sufficient spaces in the area to meet the needs arising from this site. It is noted however that the schools in Salford may help to provide some flexibility, particularly in the timing of provision.
- 23.3 The report concludes that the development of up to 1,690 dwellings could give rise to a need for 2 or more forms of entry. It considers that it would be prudent to identify a potential site of 2.5 ha for primary provision (shown as residential land) which would be sufficient to deliver a two-form entry school with space for a future expansion to 3 forms of entry if required.
- 23.4 In terms of secondary provision, the EFM report identified 6 secondary schools within a 3 mile walking distance of the development. Two are located in Wigan, 1 in Salford and 3 in Bolton. Admissions are increasing in these schools and applications are expected to exceed capacity. The report states that it is to be expected that whether a school in Wigan is to be enlarged, or a new secondary school proposed, this development is asked to contribute proportionately towards it.
- 23.5 The Council agrees that additional primary provision is required to meet demand generated by the development. However, the proposed allocation is for 1,100 dwellings, which is less than the 1,690 dwellings considered in the report, so it results in less additional demand for school places. The Council considers that provision could best be achieved by expanding the existing St John's Mosley Common Church of England Primary School, which is adjacent to the site, from single form entry to a two form entry school. It is estimated that 0.81 ha of land would be required for this expansion. Alternatively, a new school could be provided on site.
- 23.6 It is not considered necessary for secondary provision to be made on the site. However, financial contributions towards off-site secondary education provision, through a planning obligation or planning condition, will be required at the planning application stage.

24. Health

- 24.1 The policy requires development of this site to provide new health facilities on site, or an equivalent financial contribution, if appropriate, to meet additional demand generated by the development. The mixed-use development that has been permitted at Parr Bridge Works, adjacent to the allocation, includes the provision of a 'life centre' which consists of a GP Practice and ancillary services. The delivery of this facility has not yet been confirmed, but its provision will need to be considered as part of the assessment of health provision in the locality.

Section E – Deliverability

25. Viability

- 25.1 The Viability Assessment, undertaken by Three Dragons, concludes that the proposed development at North of Mosley Common, including all necessary mitigation, has a scheme residual value of £26.51 million. This equates to more than 10% above the benchmark land value with a 'headroom' of 16%. Headroom is what is left after all the known costs have been taken away from the total value of the scheme. On this basis, the assessment deems the scheme viable and able to proceed in viability terms.

26. Phasing

- 26.1 It is envisaged that the site will be delivered fully within the plan period at a rate of up to 120 homes per annum on up to 3 development parcels. This has considered the availability of the site, prevailing residential delivery rates in the area, and the aspirations of the site promoter/landowner.

27. Indicative Masterplanning

- 27.1 The site promoters have produced an indicative masterplan for the site (as well as masterplan options for an extended site), which shows how the site could potentially be developed. This is included at Appendix 3. This shows housing parcels, locations for proposed vehicular access, internal roads, existing public rights of way and proposed key pedestrian routes, a proposed new stop on the busway, existing and proposed green infrastructure and waterbodies / watercourses, a possible location for a primary school and farmsteads that could be retained.

Section F – Conclusion

28. The Sustainability Appraisal

- 28.1 Sustainability Appraisal (SA) has been incorporated into the IA of PfE and has informed plan preparation. The IA identified many positive impacts in terms of this allocation policy, but also made some recommendations in terms of enhancement and mitigation measures. These recommendations have been addressed through revisions to the policy, as set out in sections 8 and 9 of this Topic Paper or are addressed when the policy is read in conjunction with the PfE thematic policies, particularly with regard to accessibility, deprivation, climate change and sustainable construction methods, because the plan should be read as whole. Taking account of the IA findings, this allocation is considered to accord with relevant economic, social and environmental objectives.
- 28.2 In 2021 a further IA Addendum was published, but it does not provide additional analysis in relation to the North of Mosley Common allocation.

29. The main changes to the Proposed Allocation

- 29.1 The site allocation boundary has been amended from that proposed in GMSF 2019 to exclude land proposed for allocation in the south west of the site that now has planning permission for mixed-use development. Reflecting this change, PfE 2021 proposes around 1,100 new homes, which is a reduction from the 1,200 homes identified in GMSF 2019. This excluded land does not form part of the allocation but is proposed for removal from the Green Belt.
- 29.2 The policy wording has been updated to reflect the above, key mitigation outcomes from the 2019 Integrated Assessment, consultation responses and updated evidence. The proposed policy now:
- Requires a masterplan to be agreed with the Council, to ensure a co-ordinated approach to the development and ensure that the design and layout takes account of key constraints and opportunities presented by the site and incorporate any necessary mitigation measures
 - Requires safe and convenient access for pedestrians and cyclists to local services and amenities
 - Has separate clauses for education and health provision, which were previously merged
 - Requires that good quality road access is provided into the site, including from Mort Lane, Bridgewater Road and Silk Mill Street; with at least two choices of connection into and out of the site for residents to the north of the guided busway and for residents to the south of the guided busway,

with exceptions only where a small extension of an existing cul-de-sac is appropriate.

- 29.3 With the exception of minor amendments to improve clarity to the road access clause, all of these changes were made in GMSF 2020, including the reduction from 1,200 to 1,100 homes. The proposed policy in PfE 2021 is included at Appendix 2.
- 29.4 The proposed development at North of Mosley Common in PfE 2021 remains the same as that proposed in GMSF 2020, although the policy wording has been subject to amendment to provide clarification in relation to road access into the site.

30. Conclusion

- 30.1 The proposed site allocation in PfE 2021 is now for 1,100 homes. As a site within the Green Belt, exceptional circumstances need to be demonstrated for it to be brought forward as an allocation. The exceptional circumstances case takes the form of a strategic high level case and a local level case and is detailed in the October 2020 paper on the case for exceptional circumstances to amend the Green Belt boundary and section 14 of this Topic Paper. This allocation is considered to satisfy two of the seven site selection criteria for justifying release from the Green Belt and it provides a range of additional benefits. These exceptional circumstances are considered to outweigh any harm to the Green Belt identified from the site's release.
- 30.2 In summary, this allocation accords with the PfE spatial strategy, exceptional circumstances exist to outweigh any harm to the Green Belt from its release, it is being actively promoted for residential development, and it provides a wide range of benefits. The site is considered to be free of significant constraints and its allocation is considered to accord with relevant economic, social and environmental objectives.

Section G – Appendices

Appendix 1: Site allocation boundary

Appendix 2: Proposed policy, PfE 2021

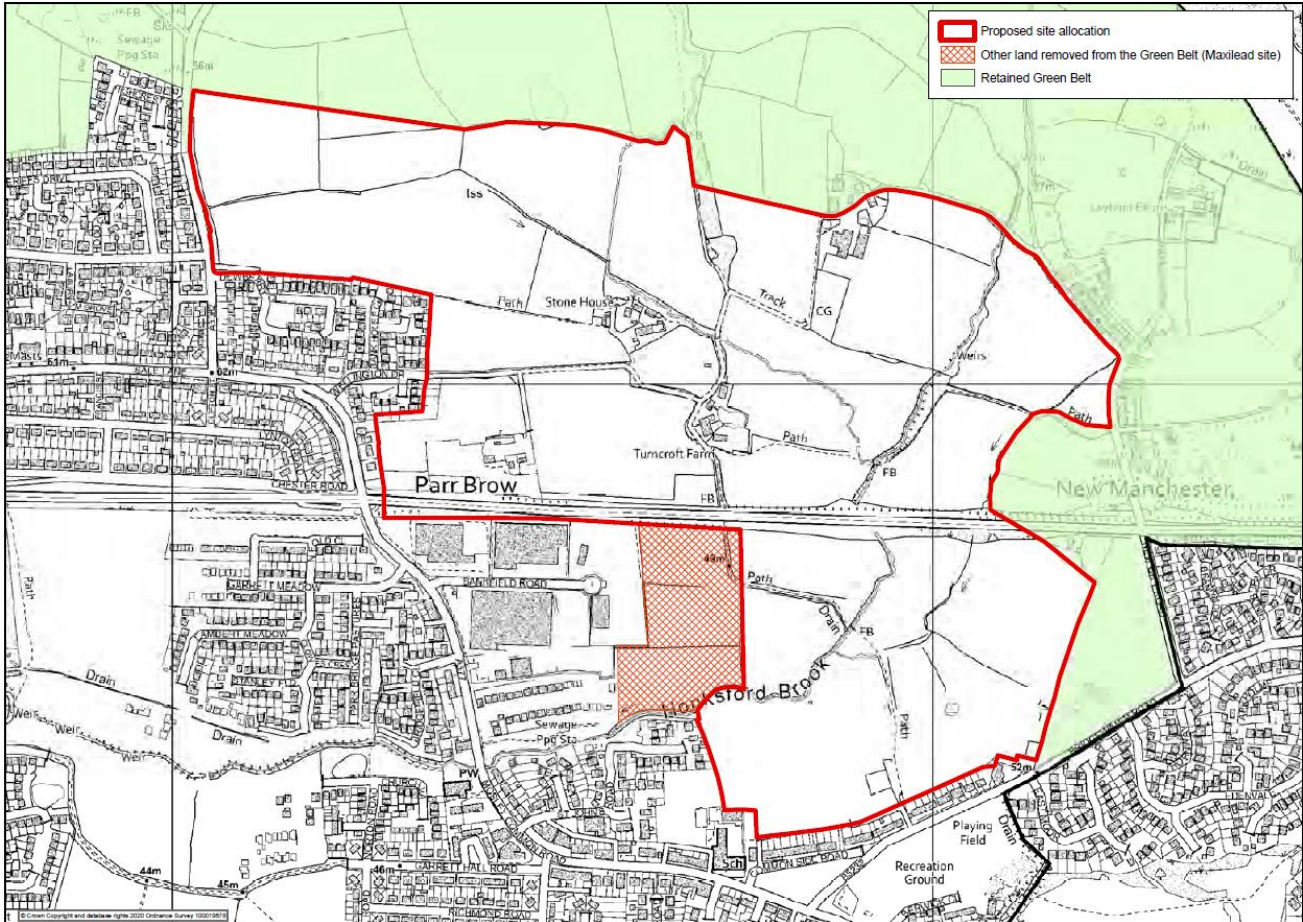
Appendix 3: Indicative masterplan

Appendix 4: Previous draft policy, as proposed in GMSF 2020

Appendix 5: Previous draft policy, as proposed in GMSF 2019

Appendix 6: Bibliography

Appendix 1: Site allocation boundary



Appendix 2: Proposed policy, Places for Everyone (2021)

Policy JPA35 North of Mosley Common

Development of this site will be required to:

- 1. Be in accordance with a masterplan that is agreed by the Council, and is effectively informed by detailed site investigations, an archaeological assessment, the presence of priority habitats and other constraints;**
- 2. Deliver around 1,100 new homes with higher densities close to existing and new bus stops on the LSM Guided Busway as applicable;**
- 3. Provide an additional stop on the LSM Guided Busway and/or new/improved pedestrian and cycle links to existing busway stops, and contribute effectively and efficiently to the provision of increased passenger capacity on the busway, subject to full detailed busway service analysis by Transport for Greater Manchester;**
- 4. Ensure that good quality road access is provided into the site, including from Mort Lane, Bridgewater Road and Silk Mill Street; with at least two choices of connection into and out of the site for residents to the north of the guided busway and for residents to the south of the guided busway, with exceptions only where a small extension of an existing cul-de-sac is appropriate;**
- 5. Deliver necessary highway capacity improvements to mitigate the impact of the full development, including at the junction of the A577 Mosley Common Road and the A580, Bridgewater Road and B5232 Newearth Road, and A5082 Armitage Avenue and the A6, as applicable;**
- 6. Ensure safe and convenient access for pedestrians and cyclists to services and amenities in Tyldesley, Mosley Common and Ellenbrook, and to bus services on the surrounding road network and LSM Guided Busway, through the retention and enhancement of existing public rights of way and the creation of new footpaths, including links across the guided busway corridor, where appropriate;**
- 7. Provide new community and health facilities on-site, potentially as part of a new local centre, or an equivalent financial contribution as appropriate, to meet additional demand generated by the development;**
- 8. Provide new primary education facilities on-site, as a new school and/or as an expansion to St John's Mosley Common Primary School, unless it is determined by the council that it is not needed; and provide a financial contribution to meet the demand generated by secondary school pupils;**

- 9. Protect and enhance the environs of Honksford Brook through the creation of a green infrastructure corridor, including safeguarding land for a flood storage area to mitigate the risk of flooding downstream;**
- 10. Provide a robust landscaped boundary with open countryside in the Green Belt to the north; and**
- 11. Provide necessary easements for the gas pipeline that crosses the western part of the site.**

Supporting text:

Mosley Common and Tyldesley are located close to Salford and Manchester and offer an attractive location to help meet the city region's housing needs to the west of the conurbation.

The site forms a logical eastern extension to Tyldesley and maintains a substantial Green Belt gap with Walkden to the north east. It is a relatively flat and unconstrained site with capacity for around 1,100 homes in a sustainable location.

This site significantly benefits from the Leigh-Salford-Manchester Guided Busway which crosses the site providing direct and sustainable rapid public transport access to employment, leisure and retail services within Manchester City Centre and other places along its route. The busway opened in April 2016 and has strong patronage, with extra services added in 2017 to meet demand. There is an opportunity to create a new stop within the site to serve the development and increase the frequency of the service. Higher residential densities are appropriate and could be achieved close to any new stops and also the existing stop on Sale Lane to the west of the site. Provision will need to be made for pedestrian/cycle links from the development to busway stops.

The site is also well connected to the highway network with direct access to the A577 to the west and a short distance to the A580 to the south, which is the main non-motorway route between Manchester and Liverpool. However, the A577/A580 junction is regularly congested at peak times, therefore the development will be required to contribute significantly towards the delivery of highway capacity improvements at this junction and other junctions as applicable. Good quality road access will need to be provided into the site from the local highway network.

Walkden railway station is located within 2km of the northeast of the site and a number of bus routes, in addition to the guided services, connect the site to the wider area. Both Walkden Town Centre in Salford and Tyldesley local centre are within 2km of the site and provide a range of retail and community facilities, with additional facilities available locally in Mosley Common and Ellenbrook. Safe and convenient routes for pedestrians and cyclists will need to be provided from the development to enable residents to access these services and facilities. They will benefit the development and complement associated community facilities provided on the site, which could be developed as part of a new local centre. Alternatively, financial contributions could be

required, if appropriate, to meet additional demand generated by the development in a location off-site.

In terms of educational provision, new primary education facilities will be required on-site, as a new school and/or as an expansion to St John's Mosley Common Primary School which lies adjacent to the site, unless it is determined by the Council that this provision is not needed. A financial contribution will be required to meet the demand generated by secondary pupils.

Honksford Brook, which is classed as a main river, crosses the site and should be regarded as a priority green infrastructure asset. As such the habitat corridor should be protected and enhanced. Given its size, the site has potential to create significant volumes of runoff if infiltration is not possible. This will be mitigated through the safeguarding of land as flood storage areas within the allocation and through the provision of sustainable drainage systems as appropriate.

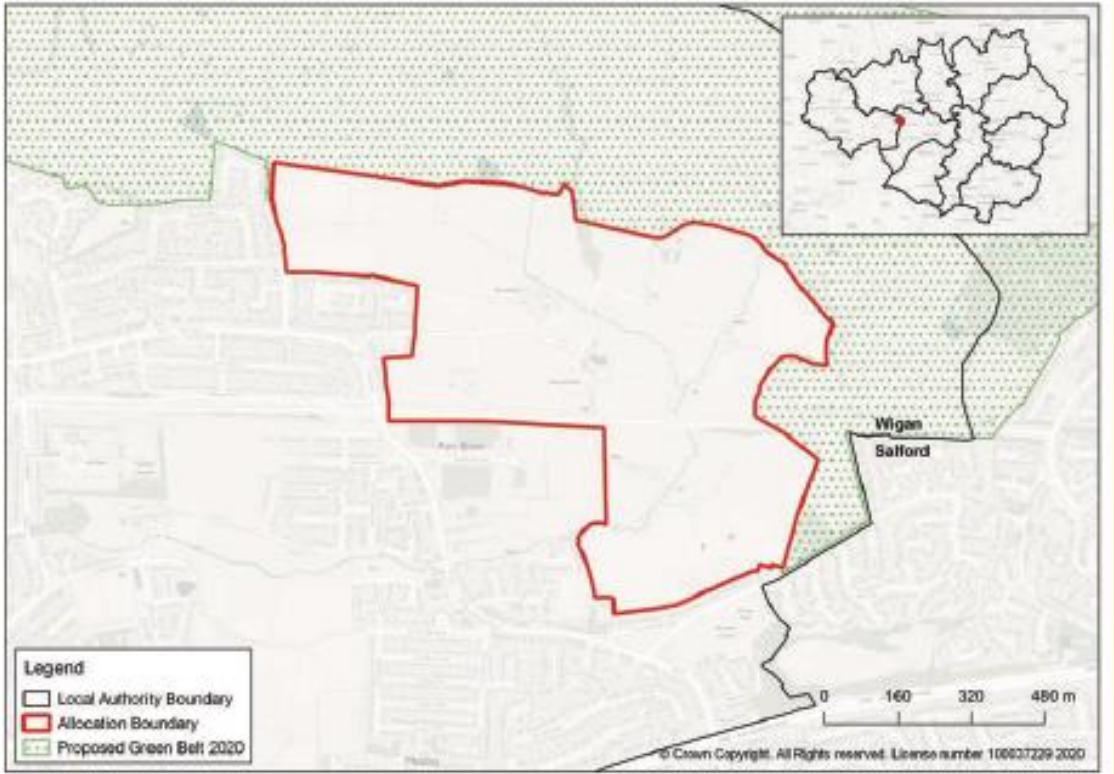
In order to ensure that a co-ordinated approach is taken to the delivery of this site, a masterplan will need to be prepared and agreed by the Council. The design and layout will need to be informed by relevant site investigations, an archaeological assessment, the presence of priority habitats and other constraints and opportunities provided by the site. A robust landscaped boundary will need to be provided to the north of the site to limit its impact on the adjacent open countryside in the Green Belt. The development will also be required to provide easements for the gas pipeline that crosses the western part of the site.

Appendix 3: Indicative masterplan



Appendix 4: Previous draft policy, as proposed in GMSF 2020

Policy GM Allocation 43: North of Mosley Common



Development of this site will be required to:

1. Be in accordance with a masterplan that is agreed by the Council, and is effectively informed by detailed site investigations, an archaeological assessment, the presence of priority habitats and other constraints;
2. Deliver around 1,100 new homes with higher densities close to existing and new bus stops on the LSM Guided Busway as applicable;
3. Provide an additional stop on the LSM Guided Busway and/or new/improved pedestrian and cycle links to existing busway stops, and contribute effectively and efficiently to the provision of increased passenger capacity on the busway, subject to full detailed busway service analysis by Transport for Greater Manchester;
4. Ensure that good quality road access is provided into the site including from Mort Lane, City Road, Bridgewater Road and Silk Mill Street;
5. Deliver necessary highway capacity improvements to mitigate the impact of the full development, including at the junction of the A577 Mosley Common Road and the A580, Bridgewater Road and B5232 Newearth Road, and A5082 Armitage Avenue and the A6, as applicable;

6. **Ensure safe and convenient access for pedestrians and cyclists to services and amenities in Tyldesley, Mosley Common and Ellenbrook, and to bus services on the surrounding road network and LSM Guided Busway, through the retention and enhancement of existing public rights of way and the creation of new footpaths, including links across the guided busway corridor, where appropriate;**
7. **Provide new community and health facilities on-site, potentially as part of a new local centre, or an equivalent financial contribution as appropriate, to meet additional demand generated by the development;**
8. **Provide new primary education facilities on-site, as a new school and/or as an expansion to St John's Mosley Common Primary School, unless it is determined by the council that it is not needed; and provide a financial contribution to meet the demand generated by secondary school pupils;**
9. **Protect and enhance the environs of Honksford Brook through the creation of a green infrastructure corridor, including safeguarding land for a flood storage area to mitigate the risk of flooding downstream;**
10. **Provide a robust landscaped boundary with open countryside in the Green Belt to the north; and**
11. **Provide necessary easements for the gas pipeline that crosses the western part of the site.**

Supporting text:

Mosley Common and Tyldesley are located close to Salford and Manchester and offer an attractive location to help meet the city region's housing needs to the west of the conurbation.

The site forms a logical eastern extension to Tyldesley and maintains a substantial Green Belt gap with Walkden to the north east. It is a relatively flat and unconstrained site with capacity for around 1,100 homes in a sustainable location.

This site significantly benefits from the Leigh-Salford-Manchester Guided Busway which crosses the site providing direct and sustainable rapid public transport access to employment, leisure and retail services within Manchester City Centre and other places along its route. The busway opened in April 2016 and has strong patronage, with extra services added in 2017 to meet demand. There is an opportunity to create a new stop within the site to serve the development and increase the frequency of the service. Higher residential densities are appropriate and could be achieved close to any new stops and also the existing stop on Sale Lane to the west of the site. Provision will need to be made for pedestrian/cycle links from the development to busway stops.

The site is also well connected to the highway network with direct access to the A577 to the west and a short distance to the A580 to the south, which is the main non-

motorway route between Manchester and Liverpool. However, the A577/A580 junction is regularly congested at peak times, therefore the development will be required to contribute significantly towards the delivery of highway capacity improvements at this junction and other junctions as applicable. Good quality road access will need to be provided into the site from the local highway network.

Walkden railway station is located within 2km of the northeast of the site and a number of bus routes, in addition to the guided services, connect the site to the wider area. Both Walkden Town Centre in Salford and Tyldesley local centre are within 2km of the site and provide a range of retail and community facilities, with additional facilities available locally in Mosley Common and Ellenbrook. Safe and convenient routes for pedestrians and cyclists will need to be provided from the development to enable residents to access these services and facilities. They will benefit the development and complement associated community facilities provided on the site, which could be developed as part of a new local centre. Alternatively, financial contributions could be required, if appropriate, to meet additional demand generated by the development in a location off-site.

In terms of educational provision, new primary education facilities will be required on-site, as a new school and/or as an expansion to St John's Mosley Common Primary School which lies adjacent to the site, unless it is determined by the Council that this provision is not needed. A financial contribution will be required to meet the demand generated by secondary pupils.

Honksford Brook, which is classed as a main river, crosses the site and should be regarded as a priority green infrastructure asset. As such the habitat corridor should be protected and enhanced. Given its size, the site has potential to create significant volumes of runoff if infiltration is not possible. This will be mitigated through the safeguarding of land as flood storage areas within the allocation and through the provision of sustainable drainage systems as appropriate.

In order to ensure that a co-ordinated approach is taken to the delivery of this site, a masterplan will need to be prepared and agreed by the Council. The design and layout will need to be informed by relevant site investigations, an archaeological assessment, the presence of priority habitats and other constraints and opportunities provided by the site. A robust landscaped boundary will need to be provided to the north of the site to limit its impact on the adjacent open countryside in the Green Belt. The development will also be required to provide easements for the gas pipeline that crosses the western part of the site.

Appendix 5: Previous draft policy, as proposed in GMSF 2019

Policy GM Allocation 49: North of Mosley Common



Development of this site will be required to:

1. Provide for around 1,200 new homes with higher densities close to existing and new bus stops on the guided busway;
2. Provide an additional stop on the guided busway, subject to an assessment with Transport for Greater Manchester, and contribute to increasing capacity on the busway as necessary;
3. Ensure that good quality road access is provided into the site;
4. Deliver necessary highway capacity improvements at the junction of the A577 and the A580 to mitigate the impact of the development;
5. Ensure good quality access for pedestrians and cyclists to services in Tyldesley and Ellenbrook, and to bus services on the surrounding road network and guided busway, through the retention and enhancement of existing public rights of way and the creation of new footpaths, including links across the guided busway corridor, where appropriate;

- 6. Provide new education and health facilities on-site, or an equivalent financial contribution if appropriate, to meet additional demand generated by the development;**
- 7. Ensure robust landscape screening to the employment sites at Parr Brow, to safeguard residential amenity;**
- 8. Provide a robust landscaped boundary with open countryside in the Green Belt to the north; and**
- 9. Provide necessary easements for the gas pipeline that crosses the western part of the site.**

Mosley Common and Tyldesley are located close to Salford and Manchester and offer an attractive location to help meet the city region's housing needs to the west of the conurbation.

This site significantly benefits from the Leigh Guided Busway which crosses the site providing direct and sustainable rapid public transport access to employment, leisure and retail services within Manchester City Centre and other places along its route. The busway opened in April 2016 and has strong patronage, with extra services added in 2017 to meet demand. There is an opportunity to create a new stop within the site to serve the development and increase the frequency of the service. Higher residential densities are appropriate and could be achieved close to any new stops and also the existing stop on Sale Lane to the west of the site.

The site is also well connected to the highway network with direct access to the A577 to the west and a short distance to the A580 to the south, which is the main non-motorway route between Manchester and Liverpool. However, the A577/A580 junction is regularly congested at peak times, therefore the development will be required to contribute significantly towards the delivery of highway capacity improvements at this junction.

Walkden railway station is located within 2km to the northeast of the site and a number of bus routes, in addition to the guided services, connect the site to the wider area. Both Walkden Town Centre in Salford and Tyldesley local centre are within 2km of the site and provide a range of retail and community facilities. These services will benefit the development and complement associated community facilities provided on the site.

The site forms a logical eastern extension to Tyldesley and maintains a substantial Green Belt gap with Walkden to the north east. It is a relatively flat and unconstrained site with capacity for around 1,200 homes in a sustainable location.

Appendix 6: Bibliography

- [2016 GMSF](#)
- [2019 GMSF](#)
- [2020 GMSF](#)
- [National Planning Policy Framework](#)
- [Wigan Landscape Character Assessment 2009](#)

The following documents are found at:

[Supporting documents - Greater Manchester Combined Authority
\(\[greatermanchester-ca.gov.uk\]\(http://greatermanchester-ca.gov.uk\)\)](#)

- GMSF Integrated Assessment Report
- GMSF Integrated Assessment Addendum Report
- GMSF Integrated Assessment Report (2021)
- GMSF Landscape Character Assessment (2018)
- GMSF Statement of Consultation (October 2020)
- GMSF Strategic Viability Assessment Stage 1
- GMSF Strategic Viability Assessment Stage 1
- GMSF Strategic Viability Assessment Stage 2 Allocated Sites
- GM Strategic Flood Risk Assessment Level 1 Report
- GM Strategic Flood Risk Assessment Level 2 Report & Appendices
- Habitats Regulations Assessment of the GMSF
- North of Mosley Common Air Quality Assessment (Air Quality Consultants Ltd)
- North of Mosley Common Development Framework & Masterplan (Peel)
- North of Mosley Common Ecological Assessment (TEP)
- North of Mosley Common Education Briefing Report (Education Facilities Management)
- North of Mosley Common Locality Assessment
- North of Mosley Common Noise Assessment (Cundall)
- North of Mosley Common Preliminary Risk Assessment (LKC)
- Site Selection GMSF 2020
- Stage 1 Greater Manchester Green Belt Assessment (2016)
- Stage 1 Greater Manchester Green Belt Assessment Appendices (2016)
- Stage 2 Greater Manchester Green Belt Study – Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions (2020)
- Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations (2020)
- Stage 2 Greater Manchester Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020)
- Stage 2 Greater Manchester Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020)
- Stage 2 Greater Manchester Green Belt Study – Identification of Opportunities to Enhance the Beneficial Use of the Green Belt (2020)