

Local Development Framework

Bolton's Core Strategy
Background Document – BD8
Horwich Loco Works
December 2009

Shaping the future of Bolton

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1 Introduction

- 1.1 This Background Document is one of sixteen produced by Bolton Council to support the 2010 publication version of the Bolton Core Strategy.
- 1.2 This Background Document covers policies M1 and M2. It is structured to provide information, which demonstrates the soundness of the Core Strategy as a whole:
- Background on the Horwich Loco Works, its planning history and links to the Community Strategy and strategic objectives
 - Specific evidence on which the policy approach is based.
 - How the policy approach was developed at each stage of the plan making process and a summary of representations at each of those stages
 - A statement that shows how the policies contribute to the effectiveness of the Core Strategy as a whole considering deliverability, flexibility and ability to be monitored

2 Background

- 2.1 Horwich Loco Works, built between 1884 and 1892, is in the western part of the Borough of Bolton, on the southern side of Horwich. The proposed mixed use site is 73 hectares in extent. To the north-east of the site are densely built terrace houses constructed at the same time as the Loco Works, together with a small area of open space and some industrial buildings. To the north-west is modern housing, St Catherine's Primary School; the edge of Horwich town centre is about 100 metres away from the northern corner of the site. To the south-west there is open land between the site and the M61 motorway and the Bolton to Preston railway line; the Red Moss Site of Special Scientific Interest occupies part of this land. To the south-east is the mixed use Middlebrook site, including modern office and industrial buildings on the boundary and a mix of retail, leisure and housing on the rest of it. The site boundary is shown on the plans in Appendix A.
- 2.2 The Loco Works is mainly in a mix of low-grade industrial and storage uses, with one office building at Rivington House and some scrubland to the south and north. The original buildings of the former Loco Works are of a massive red brick and slate construction, and are aligned on a north-west – south-east axis. Some buildings have had modern steel clad lean to structures added. The majority of the buildings are in a poor state of condition and repair. Areas of hard surfacing surround these buildings. The whole of the site identified for development was previously part of the operational land for the Loco Works and is previously developed land. In addition some greenfield land, currently used for agricultural purposes, is included within the site to be used for open space for the new development.
- 2.3 Bolton's Unitary Development Plan (2005) allocates the existing buildings as protected employment land under policy E5. It shows the hard surfaced areas of the site including scrubland to the north of the dismantled railway as employment allocation and employment commitment under policy E2. The scrubland at the southern and northern ends of the site is identified as protected open land under policy R2 and as part of the agricultural floodplains area (policy R5). Small parts of the site are an area of search for opencast coal. Existing UDP allocations are shown in the plan in Appendix A.
- 2.4 In 2006, the Council declared part of the site covered by the buildings and their immediate surroundings as a conservation area. In 2004 the Council published Supplementary Planning Guidance, which sought to prevent piecemeal development that could adversely affect the comprehensive regeneration of the site.
- 2.5 The Council has considered the Loco Works as a key site for new employment for a number of years. In 2001 it was successful in attracting European Regional Development Funds to the Bolton Economic Development Zone, which covers a wide area along the M61 corridor in the western part of the Borough. In 2002 the Council and its private sector partners commissioned a Vision and Masterplan for the Economic Development Zone, and this was prepared by DTZ Pieda Consulting and Taylor Young Urban Design. It identified the optimal role of the Loco Works site as 'a mixed use, knowledge based campus, targeted at high value growth sectors'. In September 2003 the Council published the 'Feasibility of a Knowledge Based Campus at Horwich Loco Works', also prepared by DTZ Pieda Consulting. This study concluded that Horwich Loco Works should aim to develop a Knowledge Campus that is positioned as a high quality business park as opposed to a general industrial park.

- 2.6 The Council wished to see Horwich Loco Works regenerated in a way that maximised economic, environmental, heritage and social benefits. It has been actively working with private sector landowners to achieve a comprehensive regeneration of Horwich Locomotive Works in a way that provides high quality employment opportunities, delivers a mix of uses, highlights its uniqueness, establishes excellent design standards, and optimises economic viability. The policies in the Core Strategy are for a mixed use development for the site, including significant housing numbers, and this will achieve those aims.
- 2.7 Policy M1 establishes the principle of developing a sustainable mixed use community at the Loco Works. Policy M2 considers principles surrounding that development.
- 2.8 The Sustainable Community Strategy, in its section on Prosperous Bolton, states that ‘the top class development at Middlebrook will continue to grow and thrive’. The Loco Works is the main opportunity for the economic success of Middlebrook to be extended on to adjacent sites, at the same time as generating an identity of its own. The development of housing at the Loco Works will help to create housing that meets Bolton’s needs, as set out in the section on Strong and Confident Bolton.
- 2.9 The allocation of the Loco Works as a mixed use site helps to achieve the following Core Strategy Strategic Objectives
- SO3. It will take advantage of the economic opportunities presented by the M61 corridor by ensuring the development of a site that is attractive to investors.
 - SO5. The allocation of the Loco Works as a mixed use site is primarily to address the employment and housing land requirements for Bolton. However its location close to the Borough border means that it can also provide housing and employment opportunities for people living in Chorley and Wigan.
 - SO6. The provision of new transport infrastructure to serve the development and to ensure that it is accessible to people needing jobs, will be an integral part of the new development.
 - SO12. Biodiversity mitigation set out in policy M2 will help to achieve this objective.
 - SO13 The provision of housing will provide housing that meets the needs of everybody
 - SO14. Housing will be provided as part of a mixed-use development on an older industrial site.

3 Context

- 3.1 This section identifies the policy and research context in which the Horwich Loco Works policies have been prepared. The following paragraphs show how the policy accords with guidance and information.

National planning policy statements and guidance documents

PPS1 Delivering Sustainable Development

- 3.2 Planning Policy Statement 1 explains how spatial planning should assist in delivering sustainable development.
- 3.3 Paragraph 27 states that policies should promote mixed use developments that allow the creation of linkages between different uses thereby creating more vibrant places. They should also promote the more efficient use of land through high density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve previously developed land targets.
- 3.4 The development of Horwich Loco Works will achieve these aims by providing a mixed use redevelopment of previously developed land in a suitable location.

PPS3 Housing

- 3.5 Planning Policy Statement 3 sets out the national planning policy framework for delivering the Government's housing objectives. The Government's key housing policy is to ensure that everyone has the opportunity to live in a decent home, which they can afford, in a community where they want to live.
- 3.6 Paragraph 38 states that Local Development Documents should set out a strategy for the planned location of new housing which contributes to the achievement of sustainable development.
- 3.7 Paragraph 44 states that Planning Authorities should consider whether sites that are currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development.
- 3.8 Paragraph 53 states that Planning Authorities should set out in Local Development Documents their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption.
- 3.9 The development of Horwich Loco Works partly for housing will contribute to sustainable development because
- It is an integral element of the strategic approach to the provision of housing land across the Borough, and helps to implement the housing policies of the Regional Spatial Strategy
 - Its location can be served by a choice of means of transport
 - It is accessible to existing local facilities in Horwich

- It is on previously developed land
- It will enable the development of employment and associated uses as part of a mixed use regeneration

PPG4 Industrial, commercial development and small firms

- 3.10 Planning Policy Guidance 4 explains how the planning system can help to implement the key aim of encouraging continued economic development in a way that is compatible with stated economic objectives.
- 3.11 Paragraph 6 states that development plans should aim to ensure that there is sufficient land available (for industry and commerce), which is readily capable of development and well served by infrastructure. They should also ensure that there is a variety of sites available to meet differing needs.
- 3.12 The provision of employment land at the Horwich Loco Works is an integral element of the strategic approach to the provision of employment opportunities across the Borough, and helps to implement the policies of the Regional Spatial Strategy

Regional policy and evidence

North West Regional Spatial Strategy

- 3.13 The Regional Spatial Strategy (RSS) provides a framework for development and investment in the region over the next fifteen to twenty years.
- 3.14 Policy W1 states that plans and strategies should promote opportunities for economic development to strengthen the economy of the North West. It identifies the Manchester City Region has having growth opportunities in advanced manufacturing and engineering, financial and professional services, media, creative and cultural industries, biomedical, ICT/digital, and communications. The policy also refers to other factors, including transport, skills, growth in service sectors and linking opportunity to need.
- 3.15 The development of Horwich Loco Works for employment purposes supports policy W1 by
- Promoting economic development that strengthens the economy of Bolton, and therefore the North West
 - Providing a location that is attractive to all companies, including those in advanced manufacturing and engineering, biomedical and ICT/digital sectors
 - Ensuring that opportunity and need are matched
- 3.16 Policy W3 addresses the supply of employment land. In Greater Manchester, an extra allocation of 536ha is required over and above the 2005 supply for the period between 2005 and 2021. Taking into account a flexibility factor of 20% this would mean an extra allocation of 917ha. The policy also sets down a series of bullet points on the location of sites, including market attractiveness and social, environmental and economic sustainability; and meeting the full range of needs.
- 3.17 The development of Horwich Loco Works supports policy W3 by
- Forming a crucial element of Bolton's contribution to the Greater Manchester requirement for additional allocation for employment land. The Greater Manchester

Employment Land Study assesses how this figure should be distributed across the ten districts

- Bolton's Employment Land Study shows that there is a strong commercial appeal in sites along the M61 corridor
 - The provision of employment land at Horwich Loco Works as part of a mixed use development is a crucial element in Bolton Council's comprehensive approach of providing a variety of sites for different uses across the Borough, with the other key locations of Bolton Town Centre and Cutacre.
- 3.18 Policy L4 addresses regional housing provision. The reasoned justification states that in Northern Manchester, there should be provision of sufficient new residential development to support the potential for economic growth and local regeneration strategies (including replacement and renewal of housing stock), a wider range of general and high quality market housing (in sustainable locations which are well served by public transport), while at the same time ensuring the ability to meet local needs and requirements for affordable housing.
- 3.19 The mixed use development of Horwich Loco Works supports Policy L4 by supporting the regeneration of the site, and by providing a range of mix of housing tenures and types, depending on viability.
- 3.20 Policy MCR1 sets out a vision for the Manchester City Region. The policy is based on a dual approach which is to support growth in those parts of the City Region that are already performing strongly while generating additional growth in those part which are lagging. The City Region should deliver its full potential by ensuring that policies connect areas of economic opportunity to areas of greatest need.
- 3.21 Policy MCR5 states that plans and strategies for the northern part of the City Region should support the transformation of the local economy, regenerate communities, and enhance the environment. They should secure improvements that enable the area to compete more effectively for economic investment and focus employment development in the towns and cities set out in policy RDF1.
- 3.22 The development of Horwich Loco Works supports policies MCR1 and MCR5 by;
- Generating economic growth in an area of the City Region that is lagging
 - Connecting areas of opportunity to areas of need
 - Locating housing and employment development in accordance with policy RDF1

Other plans, strategies and evidence

New growth points

- 3.23 Communities and Local Government have designated Greater Manchester as a New Growth Point. The Association of Greater Manchester Authorities' expression of interest sets out the strategic approach, focussing on four districts within Greater Manchester, including Bolton. For Bolton the annual target for net additional dwellings is 694, 20% above the Regional Spatial Strategy figure of 578. It identifies the Horwich Loco Works as one of the four key spatial areas for new housing growth.

- 3.24 Policies M1 and M2 are vital to the implementation of the Horwich Loco Works element of New Growth Points in Greater Manchester because they allow sustainable housing development.

Chorley Borough Local Plan Review

- 3.25 The Local Plan Review has fourteen objectives, which together balance environmental, economic and social aims in a sustainable way. Those parts of Chorley Borough closest to Horwich Loco Works are in the Green Belt.
- 3.26 The development of Horwich Loco Works as a mixed use site will not have any significant effect on the implementation of the Chorley Local Plan Review.

Central Lancashire Core Strategy

- 3.27 The Central Lancashire Core Strategy Preferred Options has a vision of “By 2026, the Central Lancashire area of Preston, Chorley and South Ribble will play a leading role in Lancashire’s world class economy and provide residents with a strong sense of community with a high quality green environment.
- 3.28 The development of Horwich Loco Works will provide employment opportunities for Central Lancashire residents that will help to achieve this vision.

Greater Manchester Employment Land Position Statement

- 3.29 The ten districts of Greater Manchester and other partners have worked together to agree how to distribute between the districts the Greater Manchester employment land figures as set out in Regional Spatial Strategy policy W3. The Statement also considers the period from 2021 to 2026, which is not specifically considered by RSS.
- 3.30 For Bolton the Statement shows that there should be provision of 195 hectares between 2007 and 2026 plus or minus 10%, and this is in line with both Bolton’s own Employment Land Study and policy P1.

Bolton Employment Land Study

- 3.31 The general approach of the Bolton Employment Land Study is set out in the Prosperity Background Document. The Study considered 44 sites in total, and ranked them according to Availability and Deliverability, and Planning Policy and Sustainability. The Study treats Horwich Loco Works as a potential mixed use site, and assumes that only part of the site will be developed for new employment purposes, and that the remainder will be used for housing and associated uses. This means that a consistent approach is taken with the Strategic Housing Land Availability Assessment. For Availability and Deliverability, Horwich Loco Works scored 36 out of a possible 45 points and ranked joint seventeenth out of the 44 sites. For Planning Policy and Sustainability, Horwich Loco Works scored 45 out of a possible 60 points, and ranked 19th.
- 3.32 The allocation of Horwich Loco Works as a mixed use site, including employment, reflects its good scores for all factors. A comprehensive redevelopment for mixed use will enable improvements to be made to public transport, cycling and walking, and ensure that an environmentally sustainable development is achieved.

Bolton Strategic Housing Land Availability Assessment

- 3.33 The general approach of the Bolton Strategic Housing Land Availability Assessment is set out in the Strong and Confident Background Document. The Assessment considers Horwich Loco Works as a broad location with a potential yield of 1600 dwellings. In its assessment of the site, it places it in Priority 1, which means that it is likely to be available in 5 years, though for the Loco Works it is acknowledged that there will only be partial development within five years because significant remediation and infrastructure development is necessary.
- 3.34 The allocation of Horwich Loco Works as a mixed use site, including housing, reflects the priority that the SHLAA places on the site.

4 Council Approach

Core Strategy Key Issues

- 4.1 The Key Issues Report highlighted a number of relevant economic and housing issues, especially the following
- Providing good quality affordable housing to meet the needs of local communities
 - Providing enough land and buildings for employment related uses
 - Providing enough land for new housing
 - Ensuring that new development has good transport access
 - Protecting and promoting Bolton's visual environment
- 4.2 It asked whether this was the appropriate range of issues
- 4.3 Consultation responses identified the possibility of allocating Horwich Loco Works as a site for development, including housing.

Core Strategy Issues and Options

- 4.4 The Issues and Options Report put forward four overall spatial options.
1. Dispersed urban development.
 2. Concentrated urban development.
 3. Dispersed urban development combined with some peripheral development
 4. Dispersed urban development combined with some peripheral development including green belt land.
- 4.5 All four options identified Horwich Loco Works as a key strategic site. Options 1, 3 and 4 did not specify a mix of uses at the site; option 2 identified it for mixed housing, office and manufacturing development.
- 4.6 The Issues and Options Report also put forward different approaches to employment land.
- A Providing for about the same amount of development land as over the last five years
- B Providing for an increased rate of development for employment land compared to the last five years.
- 4.7 Consultation responses showed support for overall spatial option 4 from developers, landowners and the Bolton Economic Forum, but local residents across the Borough opposed development in the Green Belt. There was also support more specifically for mixed uses at the Loco Works, although in some cases this was coupled with concern that transport and traffic implications needed to be addressed.

- 4.8 All four options identified Horwich Loco Works as a key strategic site and so the sustainability appraisal did not differentiate between options for the Loco Works. It showed that options A and B on employment land had similar effects to one another, but option B would make a better contribution to the local economy.
- 4.9 More consultation responses favoured an increase in the rate of development for employment land than favoured maintaining the same rate.

Core Strategy Preferred Options

- 4.10 The Council's preferred spatial option was for concentrated urban development with an element of peripheral development consisting of Green Belt land at Cutacre. The preferred option for the amount of employment land was to provide a range of 155ha to 175ha in the period between 2008 and 2026. This was at a lower rate than over the previous five years, and reflected the preliminary findings of the Bolton Employment Land Study. The preferred option for the quantity of housing is to identify a range of housing sites for additional provision of 694 dwellings per annum between 2008 and 2026. The Preferred Options proposed the allocation of the Loco Works as a strategic site and specified exact boundaries. The site was smaller than that shown in the Core Strategy publication document, and excluded some of the scrubland areas.
- 4.11 The sustainability appraisal on the preferred spatial option showed that the Loco Works would make a good contribution to economic prosperity, and that its development would generate additional traffic, which would need to be mitigated by increased transport infrastructure and sustainable transport. On employment land, the sustainability appraisal showed that the preferred option performed well in improving economic performance, and better on environmental issues than the two options put forward at the Issues and Options stage.
- 4.12 Consultation responses showed was general support for changes at Horwich Loco Works, though there were different views about the mix of uses and whether there should be less or more employment land.

Sustainability appraisal

- 4.13 For the publication document a further sustainability appraisal has been carried out measuring an option that would keep the whole of the Horwich Loco Works as an employment site. The appraisal shows that this option would perform less well than the chosen option on retaining local companies, on improving the prosperity of the Borough as a competitive regional centre, and on raising the profile of Bolton to attract more investment. This is because the regeneration of the site will not occur unless there is a mixed use development, allowing some higher value uses, and because regeneration will result in an improved image.
- 4.14 A mixed use regeneration also scores better on built heritage and sustainable transport issues. It would allow for a new access that would improve public transport, cycling and walking facilities.

5 Site specific issues

Objectives and aims

- 5.1 Horwich Loco Works will be developed for a sustainable mixed use community primarily for employment and housing.

Site constraints and infrastructure requirements

Transport

- 5.2 Horwich Loco Works is currently accessed by road from Chorley New Road at two separate points. Access to the strategic road network (SRN) is via M61 J6, which has adequate capacity, although this does experience heavy demand towards the M60.
- 5.3 Regular bus routes (9 an hour in each direction during weekdays) along Chorley New Road connect with Bolton town centre, Horwich town centre and Wigan. There are also bus services within the adjacent Middlebrook site serving Bolton town centre, Horwich town centre and Leigh (5 an hour in each direction during weekdays). There are railway stations at Blackrod and Horwich Parkway, each about 1 kilometre away from the site with services running between Manchester, Bolton and Preston.
- 5.4 The current principal access proposals provide for access from the existing Chorley New Road and a new road to link the site to Middlebrook to the South East. Depending on detailed design and land ownership issues, additional secondary accesses may be provided to Chorley New Road, Middlebrook (Mansell Way), and from the West of the site at Crown Lane / Station Road, all to deal with existing and anticipated traffic flows.
- 5.5 The developers will support new and diverted bus services to run through the Horwich Loco Works site. These will consist of a diversion of the Leigh to Horwich service through the site, and additional services between Horwich and Bolton town centres, running through the site.
- 5.6 Pedestrian and cycling routes will be provided within the site and with the new road accesses. There is the opportunity to extend the Middlebrook Valley Trail through the site towards Horwich town centre, forming part of Sustrans Regional Route 80 to create an off-road Horwich – Bolton link. In addition green routes will run to the west of the site towards Blackrod Station.
- 5.7 Transport modelling work is currently being carried out to assess the effects of development on the transport network. This will define what off-site improvements are needed to ensure that traffic generated by the development will not cause undue congestion on the surrounding highway network. The modelling work is concentrating on the following parts of the road network; De Havilland Way / Chorley New Road (the Beehive roundabout), De Havilland Way / Burnden Way, and Chorley New Road / Crown Lane.

Ecology

- 5.8 The Red Moss Site of Special Scientific Interest immediately adjoins the site.

- 5.9 There are currently no high quality habitats within the site. Potential development would result in the removal of species-poor woodland on the Network Rail land, which has only limited value for wildlife.
- 5.10 Provision of species-rich mitigation woodland elsewhere in the study area should be designed to have a high value for wildlife and it would serve to protect adjacent protected / important areas. Further mitigation measures could include the management and enhancement of retained woodland, ponds and watercourses, making retained areas and associated habitats high in ecological and amenity value. For example, the watercourses bordering Red Moss would be enhanced through the creation of a meandering stream which would incorporate both watercourses. Woodland taken onto management would provide public amenity whilst retaining views.
- 5.11 The development of this area presents great opportunities for wildlife and people alike.

Heritage

- 5.12 The Horwich Loco Works Conservation Area includes the buildings on the site and the immediately surrounding spaces.
- 5.13 The Conservation Area Management Plan identifies the main issues that affect the Conservation Area and suggests objectives and actions. It acknowledges that the future of the existing buildings in a regeneration scheme would need to be assessed, based on their continuing economic viability and the proposed replacement scheme's contribution to the area. The condition of the buildings and their viability for re-use, within the larger scheme, is undergoing assessment and the buildings may be unable to secure refurbishment and a viable use without major public subsidy, which is unlikely to be forthcoming. There is also the issue of market demand for the existing buildings, in a refurbished state, which will need to be addressed. As a result the future of the buildings will be carefully assessed and decisions made on their future retention, as part of the larger mixed use development scheme, in which the design will be mindful of the site's heritage.

Contamination and ground conditions

- 5.14 There are potential sources of ground contamination and gases on and near the site. The contamination is unlikely to preclude development but there should be a full series of intrusive ground investigations to identify appropriate remediation measures. Zoning of the land will need to carefully consider the location and nature of past uses, which include locomotive works, fuel storage, rubbish tip, and gas works. Some areas of the site may require specialist foundations such as piling – although in some areas these may be precluded by buried hazards, such as asbestos. Possible mine workings/shafts and steep slopes are further restricting factors that require careful work to make the site safe for the future uses.

Existing uses

- 5.15 The existing low grade storage and manufacturing uses on the site will need to relocate in due course as the site is developed. The existing office uses at Rivington House will remain. The developers, the Council and the companies using the site will work together to find alternative locations where necessary; there will be a process of natural wastage of

tenants from the site as the site is developed in phases and this will minimise the amount of relocation.

Land ownership

- 5.16 Two of the development partners, Bluemantle and the Council, own approximately 34 hectares of the site between them. The third partner, Orbit Developments, own the Middlebrook development to the south-east of the site. Some parcels of land are in other ownerships, and the development partners will seek to purchase these through private agreement; if this is not possible, then subject to the necessary approvals and consents the Council will use its compulsory purchase powers to ensure the regeneration of the whole site can take place.

Services and energy

- 5.17 **Electricity:** a new primary substation is likely to be required on the site. The supply is on the other side of the motorway.
- 5.18 **Gas:** supply from the existing pipe at Chorley New Road. Reinforcement may be required which would be funded by National Grid.
- 5.19 **Water:** a 315mm main looped in the existing network would be required for the whole development with connection points at Chorley New Road. The Thirlmere Aqueduct across the site would need to be worked around and protected.
- 5.20 **Telecoms:** no problems are envisaged.
- 5.21 **Surface water drainage:** the site is already covered by hard standing that is drained into the watercourses downstream. The use of SUDS will reduce the amount of outflow and flood risk downstream. Full details of this design are to be confirmed.
- 5.22 **Foul water drainage:** the site is served by a trunk sewer to the southern boundary leading eventually to Horwich wastewater treatment works. Although there is already significant capacity, some increase may be required and is to be confirmed with United Utilities.
- 5.23 The aim is to reduce long term carbon emissions associated with the development to a practical minimum. Relevant policies include renewable energy guidelines, building regulations, Code for Sustainable Homes, buildings for life, and BREEAM.
- 5.24 The site favours low energy development due to its location near existing services and transport links, and its topography as a sloped site facing south west with good potential for passive solar energy use. A high density, mixed use development will help to reduce the energy use though creating more efficient buildings and reducing the need to travel.
- 5.25 Technology and the regulatory framework are likely to change considerably over the period of development and it is therefore too early to state exactly what features will be included. However, it is likely that a biomass generation facility would be feasible, possibly linked to a CHP plant.

Flooding and drainage

- 5.26 The Level 1 strategic flood risk assessments for Bolton do not show that the Horwich Loco Works site is at a high risk of flooding from any source.
- 5.27 More detailed investigations reveal that the site is not at any significant risk of flooding except for one very small area of employment land near Middlebrook.

- 5.28 Issues to be considered as part of developing scheme proposals for the site include:
1. Ground levels and development layout at the southern tip should take account of localised flood risk.
 2. The lower areas of the site will require groundwater monitoring and a detailed assessment of flood risk from groundwater and possibly mitigation.
 3. The existing culverts below the site require investigation and their capacity should not be reduced by the development.
- 5.29 The site will require a sustainable drainage system and this should comprise:
1. Source control in each development
 2. Strategic network of swales and ponds/wetlands
 3. Design development to limit discharge rate and adopt the approach of betterment so as to aim to reduce the existing discharge rates.
- 5.30 The SUDS should be designed in accordance with the SUDS Manual (CIRIA Report C697). Meeting the requirements of this report should provide full credits for surface water management in the Code for Sustainable Homes.

Education

- 5.31 Primary schools around Horwich Loco Works site are currently at or close to capacity, and the development of new housing over the next fifteen years will necessitate the provision of further spaces. There is insufficient land available adjacent to expand existing schools and so the additional provision would need to be on land within the Horwich Loco Works site. This can either be an extension of the existing St Catherine's School or a new school elsewhere on the site.
- 5.32 Any necessary increases to provide additional secondary school places will be taken into account in later phases of the Building Schools for the Future programme, which will cover the two relevant schools of Rivington and Blackrod, and St Josephs.

Affordable housing

- 5.33 Core Strategy Policy SC1 sets out the Council's proposed policy on affordable housing.

Mix of land uses

- 5.34 Horwich Loco Works will be developed primarily for a mix of housing and employment uses. About 1600 dwellings will be developed, together with 15 – 20 hectares of employment uses. The dwellings will include a range of different types and densities. The employment uses may include knowledge based businesses. In addition to these core uses, there will be about 7 hectares of recreational open space and, if needed, provision of a site for an additional primary school or school extension.

Phasing and milestones

- 5.35 Development should commence in 2013 and be complete around the end of the plan period in 2026. Development is likely to proceed at a constant rate throughout the period from 2013-2026 and will be phased to ensure that the employment, housing and associated complementary development will proceed together. Monitoring will assess whether this timetable is being followed, and if there is slippage an assessment will be made of how the delivery can be expedited, and if it cannot then delivery of other sites for

residential and employment sites will be brought forward, provided that they are in line with the Core Strategy.

Delivery

- 5.36 Bluemantle and Orbit Developments have formed a single purpose joint venture, known as Horwich Vision Ltd, to develop the site. The two companies and the Council have entered into a Co-operation agreement to bring forward the masterplanning of the Horwich Loco Works site and this is being jointly funded by the partners, NWDA, and National Housing Growth Points funding. Funding for the development will be principally from the private sector, however bids for public sector funding are already being pursued. In addition the North West Development Agency has already provided public sector support via the Sub Regional Action Plan for Employment Sites by enabling Bolton Council to acquire land and it has identified Horwich Loco Works as a site of sub-regional significance. Subject to the necessary approvals and consents, the Council will further support the development through the use of compulsory purchase powers if this is necessary.
- 5.37 Once the principle of the development is established in the Core Strategy the development partners will draw up a more detailed master plan for consultation as a prelude to an outline planning application across the regeneration site.

Allocation boundary

- 5.38 The allocation boundary is shown on an Ordnance Survey base in the Core Strategy. Compared to the boundary shown in the Core Strategy Preferred Options, it has been extended to allow the provision of necessary formal open space and brownfield parts of the Network Rail land.

6 Conclusions

Soundness

- 6.1 The Council considers the Horwich Loco Works policies M1 and M2, and their contribution to the overall Core Strategy, to be sound, as they are:

Consistent with National Policy

- 6.2 This Background Document shows that the policies for Horwich Loco Works are consistent with national policy as set out in PPS1, PPS3 and PPG4. It is also consistent with the Regional Spatial Strategy and the existing and emerging policies of adjoining local authorities.

Justified

- 6.3 This Background Document shows the policies for Horwich Loco Works are founded on a robust and credible evidence base, in particular the Bolton Employment Land Study and Strategic Housing Land Availability Assessments. Different alternatives have been considered at Issues and Options and Preferred Options stages and have been subject to consultation and sustainability appraisal.

Effective

- **Deliverable**

- 6.4 Bolton Council will implement the policies through its development management powers. The owners of the site will be responsible for its development, together with potential occupiers.

- **Flexible**

- 6.5 There will be a comprehensive development approach delivered in phases with housing and employment land being developed throughout the plan period after 2012. Annual monitoring will assess whether the target has been reached and whether any adjustment to them is necessary

- **Capable of being monitored**

- 6.6 The Core Strategy identifies an indicator of the amount of employment land developed annually, and the target is an annual average of 8 hectares after 2012. For housing development it is an average of 694 dwellings per year. This will be reported in the Annual Monitoring Report.

Appendix A

The following pages show firstly the Horwich Loco Works with its existing Unitary Development Plan allocation, and secondly the changes that would be made to the Development Plan Proposals Map as a result of the proposed mixed use development site.



