

Report to: Executive Member For
Regeneration, Housing and Skills

Date: 27th March 2012

Report of: Director of Development and
Regeneration

Report No:
EMRHS/11/12

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Report Title: **Horwich Loco Works Supplementary Planning Document (SPD)**

**Confidential/
Non Confidential:**

(Non-Confidential) This report does **not** contain information which warrants its consideration in the absence of the press or members of the public

Purpose:

To adopt the Horwich Loco Works SPD

Recommendations:

To adopt the SPD

Decision:

Background Doc(s):

Bolton's Core Strategy
Draft Horwich Loco Works SPD, February 2011

(for use on Exec Rep)

Signed:

Leader / Executive Member

Monitoring Officer

Date:

Summary:

The SPD provides policies and guidance to enable the sustainable development of Horwich Loco Works. Consultation on a draft SPD took place in 2011. The report summarises the results of that consultation, resultant changes to the SPD and recommends adoption of the final version.

1.0 Background Information

- 1.1 Bolton's Core Strategy Policy M1 identifies the Horwich Loco Works as a strategic site that will be developed for a sustainable mixed-use community primarily for employment and housing. Policy M2 sets out principles to guide the development of the site to ensure that it is economically, socially and environmentally sustainable. The Core Strategy policies support the development of the Horwich Loco Works to enable the creation of between 15 and 20 hectares of employment land and the erection of about 1600 dwellings.
- 1.2 In order to coordinate the comprehensive redevelopment of the site, it is considered appropriate to set out detailed guidance in a Supplementary Planning Document. The guidance sets out how the Loco Works will be developed in a sustainable manner. An SPD is a planning document forming part of the Local Development Framework, and is a material consideration that can be taken into account when determining a planning application. SPDs support existing policies in a higher level of detail than in the Core Strategy. They undergo a consultation process but unlike Development Plan Documents, such as the Core Strategy, they are not subject to independent scrutiny by a planning inspector.
- 1.3 The council produced a draft Supplementary Planning Document for the Horwich Loco Works in February 2011. It consulted on this draft with statutory organisations, heritage organisations and members of the local community. At the same time, the council also sought views on the future of the Horwich Loco Works conservation area.

2.0 Responses to consultation

- 2.1 The council received a total of 44 separate written responses to the joint consultation on the draft Supplementary Planning Document and the future of the conservation area. There were also 47 questionnaires returned at the public exhibition.
- 2.2 In the light of the consultation responses, the council is not pursuing the option of cancelling the Horwich Loco Works conservation area.
- 2.3 The most significant responses to the draft SPD can be summarised as follows.

Heritage

- Buildings should be retained within the development
- The Loco Works' heritage should be reflected in the design of new buildings

Traffic and accessibility

- Congestion generally, including the effects on Chorley New Road, Mansell Way and Burnden Way

- Off-site highway works will be required eg at the Beehive roundabout
- Congestion on Crown Lane, and concern over the possibility of an access from the Loco Works on to Crown Lane
- Public transport, walking and cycling should be improved
- An access road to the A6 should be constructed

Urban design

- Criticism of urban design principles
- Design should discourage anti-social behaviour
- Roads should be wide, tree-lined and with adequate parking

Wildlife

- Protection and enhancement of Red Moss Site of Special Scientific Interest should be guaranteed, including an adequate buffer strip, drainage works and a management plan
- Protected species should be safeguarded
- The ecological value of the development site has been underestimated

Environmental sustainability

- There should be buffer strips along existing water courses
- Buildings should meet sustainable standards
- There should be solar panels on buildings
- Viability needs to be taken into account in on-site carbon reduction measures
- Concerns about a possible combined heat and power plant because of pollution and vehicle movements

Local facilities, community provision and green space

- There is a need for school places
- There will be a need for new healthcare facilities
- Concern about the future of health facilities in Blackrod
- Young people need facilities on site
- There is a need for play areas and playing pitches on site

Other issues

- The effects of any office development on town centres should be addressed
- There would be an adverse effect on Horwich town centre
- Manufacturing should be accommodated
- Contamination and the presence of a mine entry on site should be addressed
- Extraction of coal prior to development

3.0 Content of the SPD

- 3.1 The structure of the SPD is similar to the draft stage and is split into 5 parts;
- A **background section** which includes a set of objectives and vision for the site
 - **Policy context** which lists all the applicable policies in the Core Strategy and other documents.
 - A **contextual study** of the existing site which assesses the environmental constraints such as ecological, ground contamination and flood risk as well as assessing other aspects such as accessibility and connectivity. It also informs how the overall heritage aspects of the site are reflected in any development.

- The **Masterplan section** integrates the key design principles with the policies for each element of the development such as:
 - **Accessibility** (including principal access routes and streets),
 - **Heritage** (including coverage of heritage issues)
 - **Urban Design** (including density, layout, scale/massing, public realm)
 - **Land Use** (including housing, offices, high tech industrial, local retail facilities, sustainable energy plant uses)
 - **Sustainable Design and Construction** (including, renewable energy, energy efficiency, water, waste, air quality)
 - **Ecology** (including policies to protect and enhance the SSSI)
 - **Local Facilities and Community Provision** (including the requirements for a new two form entry school along with other S106 requirements)
 - **Green Space Provision** (details the requirements for Children's Play and Outdoor Sport)
 - **Comprehensive Development and Infrastructure** (including telecoms, energy, waste provision, highway infrastructure,
- The **Implementation section** includes other information such as planning application information requirements, and land assembly and compulsory purchase possibilities.

3.2 The SPD's appendix contains a collection of masterplans and site analysis diagrams. The Masterplan represents a proposed vision for the development of the site whilst also providing an appropriate amount of detail. The Masterplan is visually displayed in a number of plans including:

- **Plan 01 Site Location Plan.**
- **Plan 02 Townscape & Landscape Character Plan.**
- **Plan 03 Existing Ground Conditions Plan.**
- **Plan 04 Proposed Movement Infrastructure.** *This plan shows the principal network of vehicular, public transport, cycling and walking routes*
- **Plan 05 Proposed Masterplan Land Use & Character Areas.** *Details the proposed locations of the heritage core, the southern employment area and residential areas.*
- **Plan 06 Heritage Core Character Area.** *This area represents a quality of design and character that reflects the heritage of the Loco Works.*
- **Plan 07 Heritage Residential Character Area.** *This plan illustrates how the heritage residential character area would be laid out.*
- **Plan 08 Suburban Residential Character Area** *This plan illustrates how the suburban residential character areas would be laid out*
- **Plan 09 Southern Employment Character Area.** *Details a typical layout of employment related uses.*

4.0 Changes to the SPD since the draft stage

4.1 A number of changes have been made since the council published the draft SPD for consultation in February 2011. The changes have been made, both as result of comments made at the draft stage, and because of changing circumstances. A summary of the comments made and the council's response to them is in the consultation statement, which is available in members' rooms.

4.2 The most significant changes since the draft SPD are as follows

- **Heritage** There have been extensive discussions with English Heritage as a result of their comments on the future of the conservation area and on the draft SPD. The SPD now identifies a heritage core of the most important buildings that are most easily convertible; this is shown on the masterplan diagrams. The SPD continues to clarify the heritage considerations that would need to be taken into account in the

determination of any application to demolish a building in the conservation area.

- **Distribution of land uses** The overall balance of land uses has remained similar. Although the amount of employment development has been somewhat reduced, the masterplan remains in general accordance with the policies of the Core Strategy. There have been some changes in the distribution of uses across the site to reflect heritage and ground conditions
- **Urban design** The section on urban design is strengthened and brought up to date to reflect the approach on heritage and land uses
- **Transport** The overall approach to transport is unaltered. The access to Crown Lane is now shown as a possible cycle, pedestrian and bus access, rather than a potential vehicular access point, to reflect the concern of residents in that location. The opportunity has also been taken to refer to up to date information on improving Blackrod and Horwich Parkway stations.

5.0 Adoption

- 5.1 If the Executive Member approves the SPD for adoption, then a number of statutory procedures must be followed. These are
- Placing the SPD, an adoption statement and the consultation statement on the council's website
 - Placing the same documents in Bolton Town Hall and Horwich Public Library
 - Notifying people and organisations who have made representations

6.0 Recommendations

- 6.1 That the Horwich Loco Works SPD is adopted and will be taken into account in development management decisions.