

Planning Applications Report

Planning Committee

25th July 2019

**Bolton
Council**

Bolton Council has approved a Guide to Good Practice for Members and Officers Involved in the Planning Process. Appendix 1 of the Guide sets down guidance on what should be included in Officer Reports to Committee on planning applications. This Report is written in accordance with that guidance. Copies of the Guide to Good Practice are available at www.bolton.gov.uk

Bolton Council also has a Statement of Community Involvement. As part of this statement, neighbour notification letters will have been sent to all owners and occupiers whose premises adjoin the site of these applications. In residential areas, or in areas where there are dwellings in the vicinity of these sites, letters will also have been sent to all owners and occupiers of residential land or premises, which directly overlook a proposed development. Copies of the Statement of Community Involvement are available at www.bolton.gov.uk

The plans in the report are for location only and are not to scale. The application site will generally be in the centre of the plan edged with a bold line.

The following abbreviations are used within this report: -

CS	The adopted Core Strategy 2011
AP	The adopted Allocations Plan 2014
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guidance
PCPN	A Bolton Council Planning Control Policy Note
PPG	Department of Communities and Local Government Planning Policy Guidance Note
MPG	Department of Communities and Local Government Minerals Planning Guidance Note
SPG	Bolton Council Supplementary Planning Guidance
SPD	Bolton Council Supplementary Planning Document
PPS	Department of Communities and Local Government Planning Policy Statement
TPO	Tree Preservation Order
EA	Environment Agency
SBI	Site of Biological Importance
SSSI	Site of Special Scientific Interest
GMEU	The Greater Manchester Ecology Unit

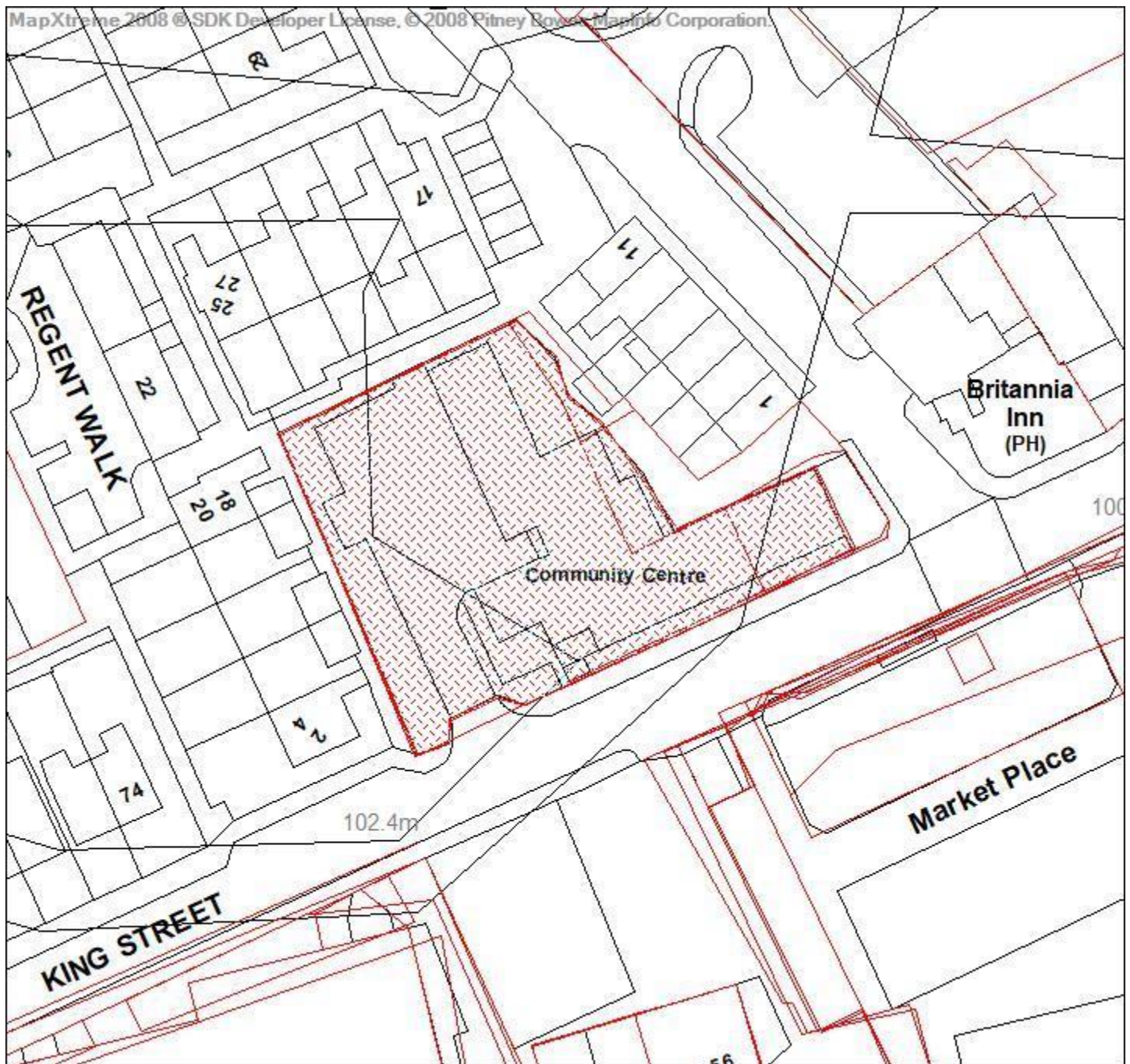
The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

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**Application number
06029/19**



**Directorate of Place
Development Management Section**

Town Hall, Bolton, Lancashire, BL1 1RU
Telephone (01204) 333 333

**Bolton
Council**

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Date of Meeting: 25/07/2019

Application Reference: 06029/19

Type of Application: Local Authority Applications\Development

Registration Date: 02/05/2019

Decision Due By: 26/06/2019

Responsible Officer: Chris Hammersley

Location: FARNWORTH YOUTH AND COMMUNITY CENTRE, KING STREET, FARNWORTH, BOLTON, BL4 7AP

Proposal: PROPOSED RENDER TO PART OF EXISTING BUILDING, CHANGE OF STYLE TO PROPOSED FRONT DOOR AND RE-DESIGN OF APPROVED FULL HEIGHT FEATURE WINDOW

Ward: Farnworth

Applicant: Bolton Corporate Property Services

Agent : Good & Tillotson

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- * The application is before Committee as the Council is the applicant.
- * The proposals are minor and it is considered that they comply fully with policy.

Proposal

1. In 2018, planning permission was granted (04268/18) for:
 - * 2no. single-storey extensions to the front elevation to create pram store, reception and lobby area, new widow and feature to the front elevation, both with roller shutter doors.
 - * Single-storey extension, with roller shutter doors to both sides.
 - * Extension to existing car park to provide 11no. additional parking spaces.
 - * New retaining wall to side of car park and siting of 2.1 metre high mesh paladin security fencing and gate.
2. In 2018, planning permission was granted for variation of conditions 4 and 5 of 04268/18:
 - * Condition 4: the substitution of proposed drawings.
 - * Condition 5: the external surfaces of the infill extension and covered play area to be a similar colour, texture and size of the existing building.
3. The difference between the 2018 approval (ref: 04268/18) and the current application is the new proposal is for:
 - * Part of the side (car park) elevation to be rendered with white/off white colour.
 - * Pair of front doors changed to single DDA complaint PPC aluminium doors.
 - * Front elevation with new white uPVC windows to match existing (not full height as previously approval).

Site Characteristics

4. The building is single storey. The site is currently partly used as Community Centre, and part vacant. The site is adjacent to Farnworth Local Shopping Centre.
5. The surrounding area is mixed with both residential and commercial uses. Building styles are varied in the vicinity.

Policy

6. Development plan:
 - * Core Strategy Policies: CG3 The Built Environment; CG4 Compatible Uses; RA2 Farnworth
7. Other material considerations:
 - * National Planning Policy Framework (NPPF)
 - * General Design Principles Supplementary Planning Document (SPD).

Analysis

8. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
9. The main impacts of the proposal are:-
 - * Impact on the character and appearance of the area.
 - * Impact on the amenity of neighbours.

Impact on the character and appearance of the area

10. Policy CG3 of the Core Strategy seeks to ensure that development conserves and enhances local distinctiveness, and General Design Principles Supplementary Planning Document (SPD) seeks to ensure that buildings are well designed.
11. The main issue is the difference between the 2018 approval (04268/18) and the current application.
12. It is considered that the alterations to the front elevation would be minor and would be consistent with the design of the existing building, and the render to part of the side (car park) elevation of the building would be in keeping with the rendered properties nearby.
13. The minor contrast between the existing brick building and the appearance of the proposed change in the external appearance, leading to render to part of the side (car park) elevation of the building, change of style to front door, and re-design of full height feature windows, subject to the approval of the LPA, would not have an overall negative effect on the building itself or the surrounding area.
14. These distinctions would not be compounded by its prominence within and effect upon the street scene.

15. For the reasons given above, it is considered that the appearance of the proposed alterations and rendering would not detract from the property itself or the surrounding area, in accordance with policy CG3 of the Core Strategy which seeks to ensure that development conserves and enhances local distinctiveness, and General Design Principles Supplementary Planning Document (SPD) which seeks to ensure that buildings are well designed.

Impact on the amenity of neighbours

16. Policy CG4 of the Core Strategy seeks, amongst other things, seeks to ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity.
17. The proposed projection of the render from part of the side (car park) elevation of the building is considered to have a limited impact on the amenity of residential neighbours on Regent Walk. This is because the render would be largely obscured by those neighbours existing rear boundary walls/fences.
18. It is considered that the proposed amendments would not have any significant effect on the living conditions of the nearby houses, in accordance with Policy CG4 of the Core Strategy.

Local finance considerations

19. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. There are not considered to be any local financial considerations in this case.

Conclusion

20. Taking all of the above factors into account, it is considered that the proposal would not result in significant harm in terms of the overall character of its surroundings, and it would not result in undue harm to the neighbours living conditions. Members are therefore recommended to approve this application.

Representation and Consultation Annex

Representations

None received.

Consultations

None applicable.

Planning History

04268/18 – Extension to side to create pram store, infill extension at the front and covered play area/store at rear with roller shutter door, and extension to existing car park to provide 11no. additional parking spaces, new retaining wall to side of car park and siting of 2.1m high mesh paladin security fencing & gate.

05487/19 – Variation of conditions 4 & 5 of 04268/18. Condition 4: the substitution of drawings. Condition 5: the external surfaces of the infill extension and covered play area to be a similar colour, texture and size of the existing building.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in complete accordance with the following approved plans:

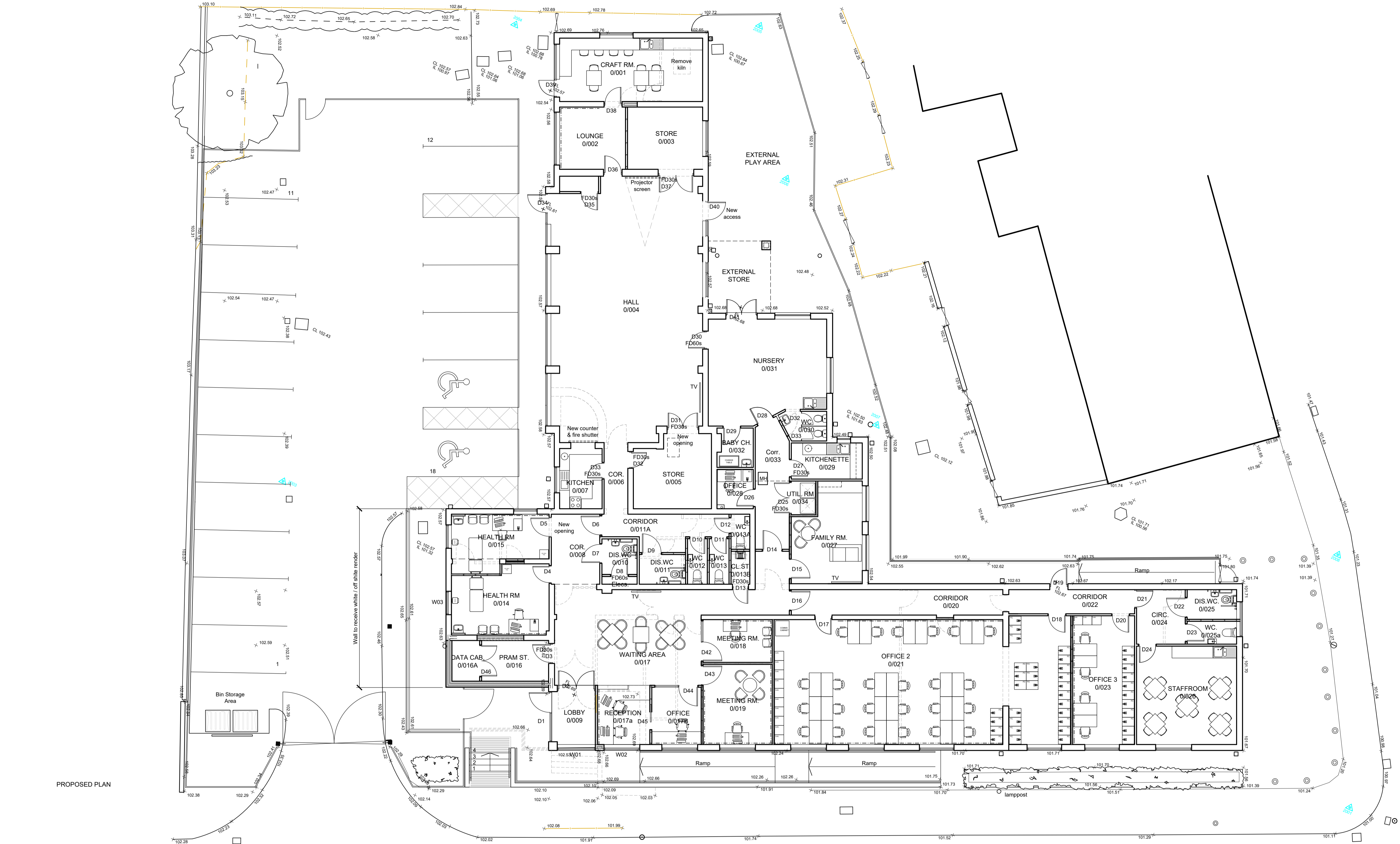
Block Plan dwg no. 1844-GTA-XX-XX-DR-A-0004 received on 2 May 2019

Location Plan dwg no. 1844-GTA-XX-XX-DR-A-0005 received on 2 May 2019

Proposed floor and elevations Plan dwg no. 1844-GTA-XX-XX-DR-A-0009 received on 2 May 2019

Reason

For the avoidance of doubt and in the interests of proper planning.



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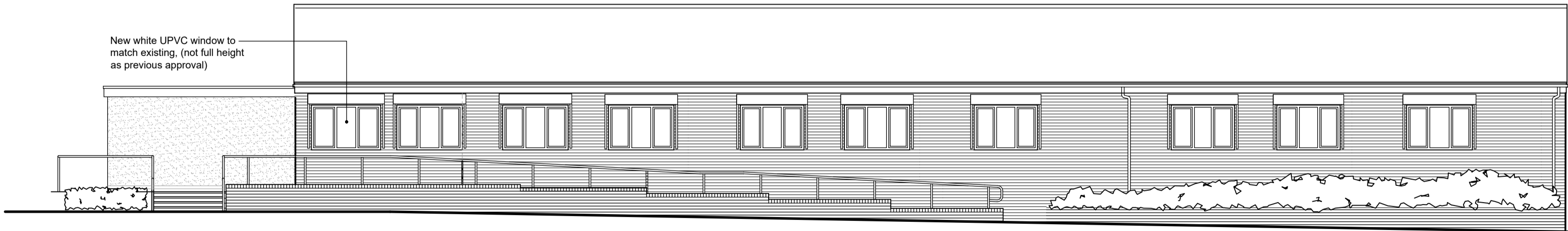
All component sizes and references to be checked prior to the ordering of materials.

Positions and designation (i.e. combined, surface water or foul) of existing drain runs on site are to be checked / confirmed by the building contractor prior to commencement of any drainage works. Any existing drains, to which additional connections are to be made, are also to be checked as necessary to ensure they are suitable to accommodate additional capacity and the type of effluent being connected.

All relevant boundary positions are to be checked prior to proceeding.

SURVEY CONTROL STATIONS			
STN	EASTING	NORTHING	HEIGHT
2001	373890.080	405837.760	101.160
2002	373855.159	405811.764	102.054
2003	373834.182	405830.044	102.541
2004	373835.131	405855.929	102.721
2005	373846.388	405861.074	102.643
2006	373850.866	405854.632	102.539
2007	373860.222	405845.250	102.504
2008	373884.161	405849.105	101.348

PROPOSED PLAN



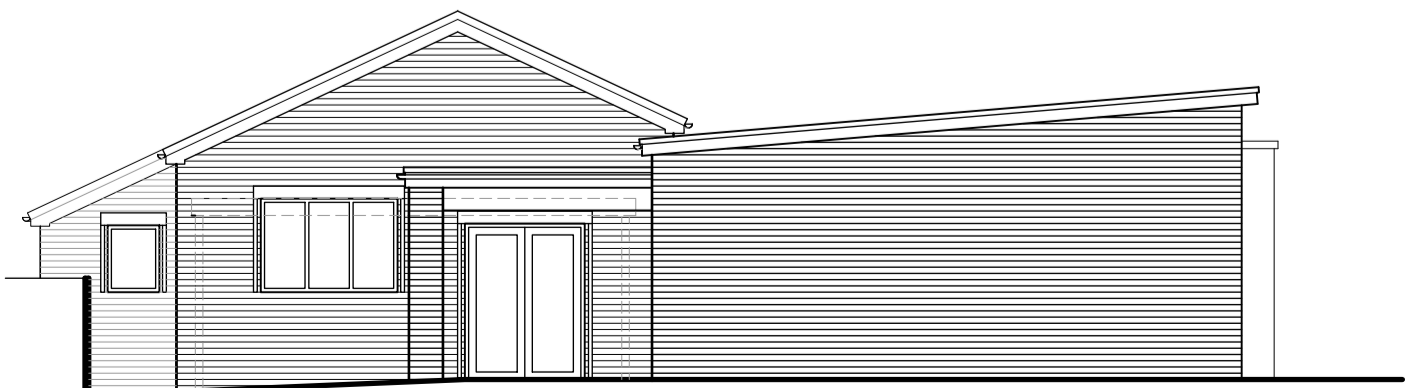
PROPOSED FRONT ELEVATION



PROPOSED PART SIDE (PLAYGROUND) ELEVATION



PROPOSED SIDE (CAR PARK) ELEVATION



PROPOSED REAR ELEVATION

Rev	Revision	Int.	Date
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Client:

Seddons / Bolton MBC

Project:

Farnworth Youth People Centre
Proposed Extensions and Refurbishment

Location:

Farnworth Youth Centre
King Street
Farnworth
BL4 7AP

Good & Tillotson Chartered Architects

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318 Chorley Old Road,
Bolton,
BL1 4JU

Tel: 01204 497700

Email: info@goodandtillotson.co.uk

Web: www.goodandtillotson.co.uk



Drawing Title:

Proposed Plan and Elevation

G&T Job No:	Scale:	Drawn:	Checked:	Date:
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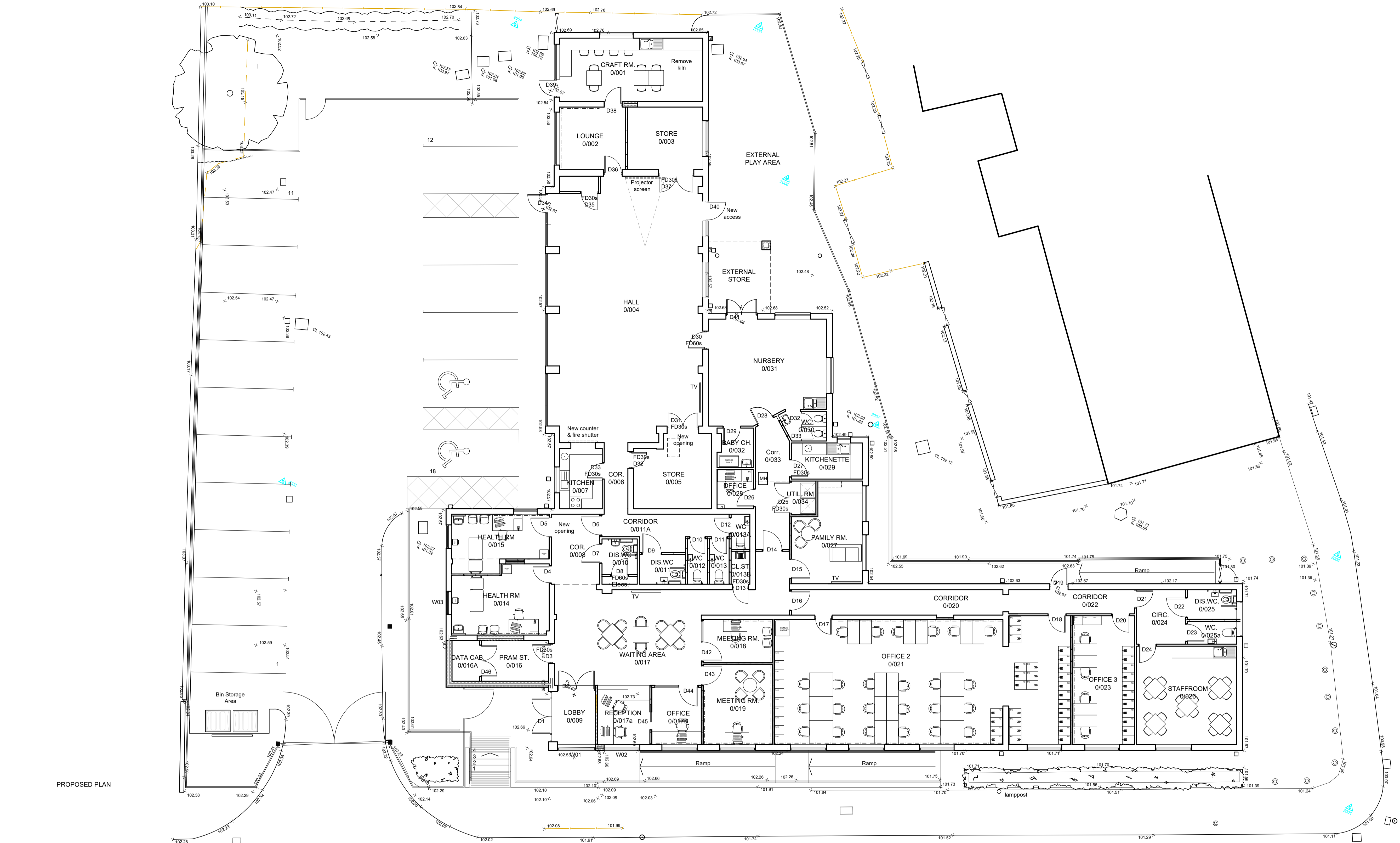
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Drawing Purpose:	Status:	Revision:
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PLANNING S4

BIM Project:	Origin:	Zone:	Level:	Type:	Role:	Dwg No:
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1844-GTA-XX-XX-DR-A-0009



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All relevant boundary positions are to be checked prior to proceeding.

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2004	373835.131	405855.929	102.721
2005	373846.388	405861.074	102.643
2006	373850.866	405854.632	102.539
2007	373860.222	405845.250	102.504
2008	373884.161	405849.105	101.348

Rev	Revision	Int.	Date
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Client:
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Project:
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Location:
Farnworth Youth Centre
King Street
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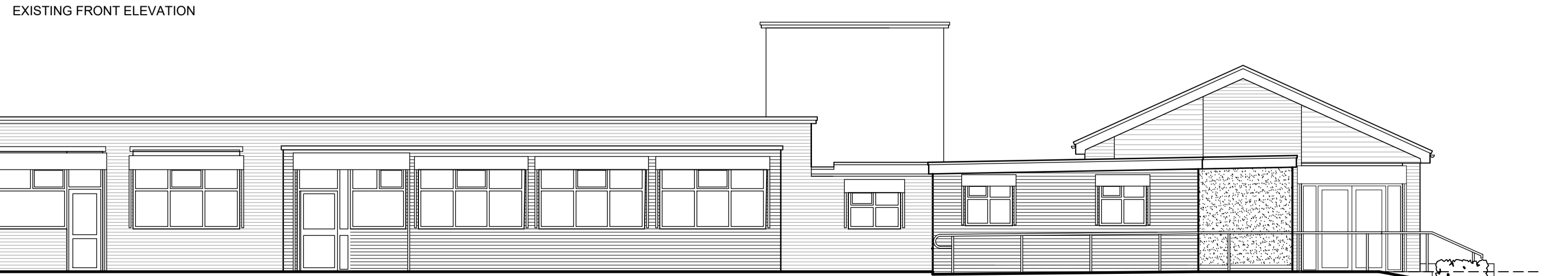
g&t architects

Drawing Title:
Existing Plan and Elevations

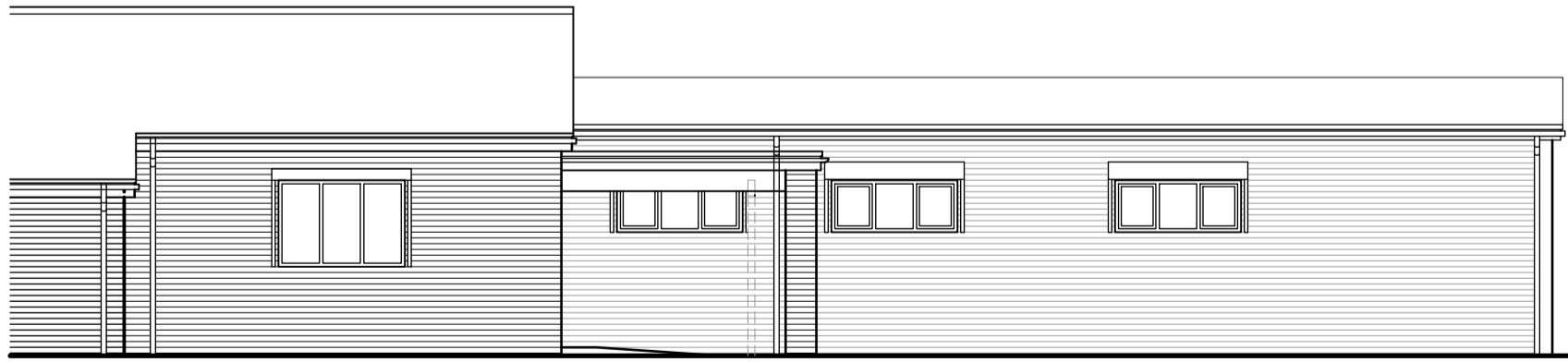
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Drawing Purpose:		Status:	Revision:	
PLANNING		S4		

BIM Project:	Origin:	Zone:	Level:	Type:	Role:	Dwg No:
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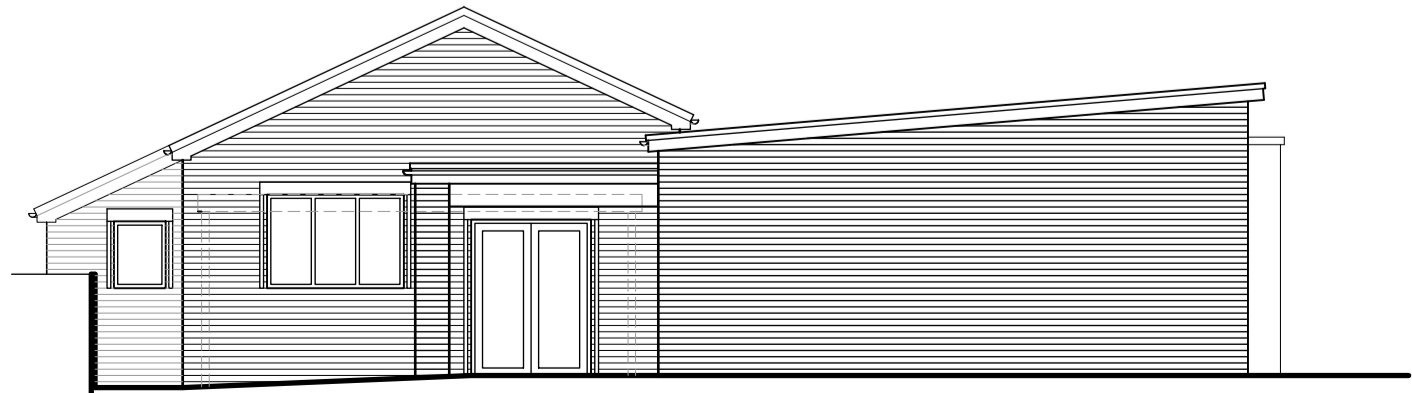
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EXISTING SIDE (CAR PARK) ELEVATION



EXISTING PART SIDE (PLAYGROUND) ELEVATION



EXISTING REAR ELEVATION

Application number 06023/19



Directorate of Place
Development Management Section

Town Hall, Bolton, Lancashire, BL1 1RU
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Bolton Council

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Date of Meeting: 25/07/2019

Application Reference: 06023/19

Type of Application: Full Planning Application
Registration Date: 01/05/2019
Decision Due By: 30/07/2019
Responsible Officer: Martin Mansell

Location: LINCOLN HOUSE, NELSON STREET, BOLTON, BL3 2JW

Proposal: CHANGE OF USE AND CONVERSION OF OFFICE BUILDING TO 90 SELF-CONTAINED FLATS

Ward: Great Lever

Applicant: Cringle Co Ltd
Agent : ELG Planning

Officers Report

Recommendation: Approve the application subject to conditions and authorise the Director of Place and Borough Solicitor to complete all the necessary legal formalities in consultation with the Chair of Planning Committee.

Executive Summary

- Consent is sought to convert this long vacant and never occupied office building into 90 flats
- This proposal is very similar to one granted consent by Committee in August 2018; however, the one year consent previously granted for this is due to expire soon
- The main difference is that the potential for a leased portfolio arrangement with Bolton At Home is no longer proposed - instead, the Applicant is proposing to make a contribution of £136,254.60 towards affordable housing in the form of a commuted sum. There are also some changes to the internal layout
- The existence of a permitted development right to convert vacant former offices to residential remains a key consideration in the determination of this application, as is the Council's present inability to demonstrate a five-year supply of housing

Proposal

1. The applicant proposes the change of use of all five floors of the long vacant Lincoln House office building to form 90 residential apartments (C3 use). Members will recall the recent grant of a similar consent at this site in August last year. That application was accompanied by a letter from the Landlord Services Manager of Bolton At Home, expressing their "sincere commitment to development a leased portfolio" with the Applicant. Whilst the letter was clear that it did form any legally binding obligation it did express a wish to provide the property owner with a secure rental stream for a period of 3 years for 10 studio flats, 16 one-bedroomed flats and 8 two-bedroomed flats, a total of 34 of the 90 units proposed. However, this is now no longer proposed - instead, the Applicant is proposing to enter into a planning obligation with the Council that would see them making a contribution of £136,254.60 towards affordable housing in

the form of a commuted sum. This is considered in more detail in the "Impact on Infrastructure and Planning Contributions" section below.

2. The internal layout has changed in order to comply with the Building Regulation - the kitchens have been enclosed for fire safety and this means that the mix of apartment types has changed so that 90 units can still be delivered. These alterations have had an associated impact on room sizes; this is addressed in the "Impact on Residential Amenity" section below. The car parking (56 spaces) at the rear of the site would be retained for the use of the occupants of the residential accommodation.

Previous Approval

18 two-bedroomed apartments
38 one-bedroomed apartments
34 one-bedroomed studio (bedsit) apartments

Current Proposal

18 two-bedroomed apartments
42 one-bedroomed apartments
30 one-bedroomed studio (bedsit) apartments

Site Characteristics

3. The site is a prominent five-storey office development, constructed approximately nine years ago but which has remained unoccupied since. Parking for 56 vehicles was provided at the rear as part of the office development, accessed from Nelson Street.
4. The area is generally industrial in character, dominated by the large Edbro engineering site to the west but also including some smaller light industrial uses such as the safety goods manufacturer and other units that share the entrance with Lincoln House. Other uses fronting Nelson Street include a vehicle repair garage and the Territorial Army site opposite. There is a small amount of residential use nearby - a single row of terraced houses fronting St Bartholomew Street to the south.
5. The site is 0.5 miles or approximately 12 minutes walk from the edge of Bolton Town Centre. The site is well-served by public transport with the majority of Great Lever and Farnworth buses passing the site regularly.

Policy

6. Core Strategy Objectives - SO5 Bolton's Economy, SO6 Accessibility and Infrastructure, SO9 Crime and Road Safety, SO14 Inclusive Housing, SO15 Sustainably Located Housing, SO16 Community Cohesion and Access
7. Core Strategy Policies - P1 Employment Sites, P5 Transport, S1 Crime and Road Safety, CG3 Design and the Built Environment, CG4 Compatible Uses, SC1 Housing Targets, SC2 Cultural and Community Facilities and RA1 Inner Bolton
8. National Planning Policy Framework (Feb 2019) - achieving sustainable development, delivering a sufficient supply of homes, building a strong, competitive economy, ensuring the vitality of town centres, promoting healthy and safe communities, promoting sustainable transport, making effective use of land, achieving well-designed places, meeting the challenge of climate change, flooding and coastal change
9. General Design Principles SPD, Infrastructure and Planning Obligations SPD

Analysis

10. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.

11. The main impacts of the proposal are:-

- * impact on employment provision
- * impact on crime and highway safety
- * impact on the provision of housing
- * impact on residential amenity and adjoining uses
- * impact on infrastructure and planning contributions

Impact on Employment Provision

12. The site is allocated as Employment Land and therefore subject to Policy P1 of Bolton's Core Strategy which states that the Council will "safeguard existing employment sites where they are compatible with residential amenity and contribute to the sustainability of communities in which they are situated. Where they are not compatible, mixed uses will be encouraged to retain an element of employment."

13. In cases where a non-employment use is proposed (as in this instance), the onus is on the Applicant to make their case as to why the Council should depart from its Development Plan policy. Guidance contained within paragraph 3.7 of the Allocations Plan Written Statement indicates that applications for non B1, B2 or B8 uses on allocated protected employment land will be permitted where:

- There would be no harm to the economic function of the locality or the benefits of the proposed development outweigh the harm; or
- A marketing strategy satisfactorily demonstrates that there is no longer demand for B1, B2 or B8 use; or
- A viability assessment satisfactorily demonstrates that this is no longer appropriate for the site to be retained for B1, B2 or B8 purposes.

14. Such justifications usually take the form of a statement providing information and evidence on the such matters as length of vacancy, the length, nature and strength of any marketing for the allocated employment purpose and clear details of any elements of employment which would remain.

15. The applicant has previously provided evidence to state that the site has been vacant since it was erected without any significant interest in tenants occupying the premises. In addition, they have commented that due to the length of time the property has been vacant and the initial capital outlay on the building the development, even the proposed use of the property would not be viable. However, the Applicant is keen to secure an active use for the premises. It is not considered that this situation has changed since the consideration of application ref: 92921/14 in 2016 or the reconsideration of the issue in August last year under application ref. 03411/18.

16. The application building was constructed to a high standard to provide office accommodation, Class B1. Such uses are generally considered to be compatible with residential amenity - indeed Class B1 contains an amenity test which ensures compatibility. There is no reason to suspect that the lawful use of the building would not be compatible with residential amenity. The site is located approximately 12 minutes walk from the edge of Bolton Town Centre on the side of town that contains the main train station and the recently constructed bus interchange. The site is well-served by public transport with the majority of Great Lever and Farnworth buses passing the site regularly. It therefore contributes to sustainability.
17. It is considered that the applicant has previously provided sufficient evidence to support the change of use of the premises' residential use. Subject to the required acoustic insulation to windows it is not considered that the residential use of the property would be in conflict with the adjoining existing employment uses.
18. It is also noted that if the property had been fitted out for B1 use and actively used for such a purpose the owner could exercise their permitted development right to change the property into separate residential properties with only the limited involvement of the Local Planning Authority in the form of the consideration of land contamination, flood risk, highway impact and noise.
19. Offices such as this fall within the definition of town centre uses and one of the key aims of the Bolton Town Centre Framework is to significantly increase the amount of high quality office spaces within the boundary of Bolton town centre. In effect, it would be preferable if this building were not to be used as offices and that future demand for office space were to be directed into Bolton town centre.
20. The principle of predominant use for residential purposes was established by the grant of application ref: 92921/14 in 2016. It is not considered that an insistence that the ground and fourth floor of this be retained for office would achieve any significant planning objectives. The impact on the reservation of land for employment purposes is considered to be acceptable.

Impact on Crime and Highway Safety

21. The National Planning Policy Framework states that planning decisions should aim to ensure that developments should create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.
22. Bolton's Core Strategy notes that the town's recorded crime levels are reducing but perception of crime remains high. The Core Strategy's most important direct contribution to reducing crime and the fear of crime is through the design of new development. A contributory factor to improving safety is to create and sustain a sense of place that enables people to identify with their surroundings or locality. This can be achieved through appropriate layout, high quality architecture, good lighting and landscape design. In considering design, the Council takes into account national advice as currently set out in the Government publication "Safer Places – the Planning System and Crime Prevention."
23. Policy SO9 of Bolton's Core Strategy is a strategic objective and seeks to, amongst other things, reduce crime and the fear of crime, by ensuring that neighbourhoods are attractive and well designed. Policy S1 is part of the "Safe Bolton" Sustainable Community Strategy theme and states that the Council and its partners will ensure that the design of new development takes into account the need to reduce crime and the fear of crime. Policy CG4 of Bolton's Core Strategy seeks to ensure that new development protects, amongst other things, safety and security.

24. Core Strategy policies P5 and S1 seek developers to provide adequate car parking and, servicing arrangements for new development as well as ensuring proposals maintain highway safety.
25. The application is accompanied by a Crime Impact Statement carried out by a Design For Security consultant on behalf of Great Manchester Police. The report makes a number of recommendations for the construction and management of the building and it is intended that the majority of these recommendations will be required by conditions.
26. It is considered that the active use of the site would bring benefits to the site and the wider area resulting in enhanced natural surveillance over the area to the benefit of security in the local area.
27. The Council's Highway Engineers have considered the proposal and note that the applicant is proposing 56 off-road parking spaces to serve the proposed change of use. Although this falls below the Council's residential parking standards, the premises could be considered highly accessible to sustainable transport provision and the town centre of Bolton and its amenities. The site appears accessible for refuse collection and servicing. Acting on the above comments and observations and the previously consented residential use associated with the premises, the Highways Authority cannot reasonably object to what is being proposed under this application.
28. It is noted that an objector previously stated that access to the parking area will be a problem as it is their intention to lock the gates on to Nelson Street. Officers consider this to be primarily a matter of private property rights - i.e. either the Applicant has the right to access their site via the existing highway access point between the two site, or they do not have this right. The intention is to impose the standard condition that the land shown for car parking be made available for the parking of vehicles at all times and it would then be up to the Applicant to comply with this condition.
29. The proposed residential use is not considered to be likely to give rise to significant changes in the nature of vehicular or other movements over and above the existing lawful use as offices. It is also noted that the Council's Highway Engineers do not raise objection. The proposal is considered to comply with Core Strategy Policies SO9, P5 and S1 and the Accessibility, Transport and Road Safety SPD together with relevant policies relating to crime reduction.

Impact on the Provision of Housing

30. Policy SC1 Bolton Core Strategy plans for an average of 694 additional dwellings per annum between 2008 and 2026, an overall total of 12,492 dwellings. The location of new housing will reflect the overall spatial option of concentrating development in Bolton town centre, renewal areas and at Horwich Loco Works.
31. The Housing Market Assessments have provided an evidence base to inform the required mix of housing types. This shows that there is a requirement to construct more larger houses than has recently been the case, as well as to continue to provide for the increasing proportion of small households.
32. Policies SO14, SO15 and SO16 of Bolton's Core Strategy are strategic objectives within the "Strong and Confident Bolton" theme and seek to provide housing that meets the needs of everybody, reflecting the needs of an ageing population and a growth in the number of households, focus new housing in the existing urban area, especially in Bolton town centre, council-owned housing areas and in mixed-use developments on existing older industrial sites and to develop mixed communities which encourage community cohesion and ensure access for all to community and cultural facilities.

33. Policy RA1 relates specifically to Inner Bolton and states that the Council will develop new housing throughout the area on a combination of brownfield sites and on a limited number of greenfield sites in existing housing areas.
34. Planning Officers accept that the Council cannot currently demonstrate a five-year supply of deliverable housing sites. At the recent public inquiry for residential development at Victoria Road in Horwich, the Council argued that it could demonstrate sufficient housing delivery for 3.64 years, less than the required five. Given that the Council cannot demonstrate a five-year supply of deliverable housing sites in the borough it is accepted, in the context of paragraph 11 of the NPPF, that the development plan policies for the supply of housing should not be considered up-to-date and that housing applications should be considered in the context of the presumption in favour of sustainable development.
35. The National Planning Policy Framework was updated in February 2019 and states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
36. Within this context, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).
37. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.
38. The updated National Planning Policy Framework devotes a separate section to making effective use of land and encourages Local Planning Authorities to promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
39. The application proposes the conversion of this building to form 90 small units and is therefore an efficient use of land as well as of an existing building. The building has already been constructed, has never been used for its approved purpose and the plans show that it could be converted relatively easily and quickly. The applicant has previously provided a short delivery statement (a revised statement will be presented at the Committee meeting) and it is intended that the standard commencement condition be changed so that works must commence within one year instead of the usual three years. It is considered that the potential for the delivery of 90 homes at this site should be given great weight at a time of significant housing undersupply in Bolton.
40. The proposed development has the potential to deliver significant benefits in terms of Policies SC1, RA1, SO14, SO15 and SO16 of Bolton's Core Strategy.

Impact on Residential Amenity and Adjoining Uses

41. Policy CG4 of Bolton's Core Strategy seeks to ensure that new development is compatible with surrounding land uses; protects amenity, privacy, safety and security; does not cause unacceptable nuisance or pollution; and takes potential historic ground contamination into

account.

42. The National Planning Policy Framework was updated in February 2019 and states that planning policies and decisions should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience. Paragraph 117 states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
43. The NPPF states that policies may also make use of the nationally described space standard, where the need for an internal space standard can be justified. Where a local planning authority (or qualifying body) wishes to require an internal space standard, they should only do so by reference in their Local Plan to the nationally described space standard. Bolton Council has not adopted these internal space standards as a local planning policy; however they are a material consideration and some assessment of the internal layout in the light of these standards is considered to be justified.
44. The application proposes the creation of 18 two-bedroomed apartments, 42 one-bedroomed apartments and 30 studios (bedsits). Each is shown with a double bed.

Two-bedroomed apartments

45. The drawings show 18 two-bedroomed apartments, ranging from 46 square metres to 60 square metres gross internal area. The nationally described space standards set a minimum of 61 square metres for a two-bedroomed dwelling occupied by three people i.e. two parents and a child; and a minimum of 70 square metres for a two-bedroomed dwelling occupied by four people. This means that the two-bedroomed apartments are substandard in terms of the national space standards

One-bedroomed apartments

46. The drawings show 42 one-bedroomed apartments, ranging from 49 square metres to 52 square metres gross internal area. The nationally described space standards set a minimum of 39 square metres for a one-bedroomed dwelling occupied by one person people and a minimum of 50 square metres for a one-bedroomed dwelling occupied by two people. This means that the one-bedroomed apartments would almost entirely comply with the nationally described space standards.

Studio apartments (bedsits)

47. The drawings show 30 studio apartments, ranging from 31 square metres to 39 square metres gross internal area. The nationally described space standards do not differentiate between studio and one-bedroomed apartments and therefore set a minimum of 39 square metres for a studio apartment occupied by one person people and a minimum of 50 square metres for a studio apartment occupied by two people. This means that most of the studio apartments would not comply with the nationally described space standards if occupied by one person and that none of the studio apartments would comply with the standards if occupied by two people.
48. As mentioned above, each of the units is shown with a double bed but the Applicant has not clearly stated whether or not the studios are intended for single occupancy or the intended numbers for the two-bedroomed units. As the nationally described space standards have not been formally adopted by Bolton Council, a failure to comply with these standards for some of the units is not considered to represent grounds for refusal. Officers have considered whether or

not to add a condition that the units that would be substandard if occupied by couples be limited to single occupancy only but are minded not to impose this due to the fact that the nationally described space standards have not been formally adopted by Bolton Council and due to the difficulties inherent in enforcing such a condition. It is considered that potential occupants will reach their own conclusions as to whether or not to occupy the units, and in what way, based on their own financial and personal circumstances.

49. The site is located within an allocated employment area and there are industrial uses nearby. However, there is no evidence of intensive use of these industrial sites during anti-social hours and the relationship between the proposed dwellings and nearby industrial uses is little different that of the dwellings of St Bartholomew Street, Fairclough Street, McKean Street or Weston Street nearby. Furthermore, the principle of the residential use of this long vacant office building has been accepted by the grant of application ref: 92921/14 in 2016 and again in August 2018 and this consent is still capable of being implemented.
50. The plans show no available private or communal amenity space for the proposed 90 units, although an area for bin storage is proposed. The Council's standards for amenity space are set out in the General Design Principles SPD and states that private sitting-out areas should take the form of either a minimum balcony area of 5 sq. meters for each flat or for an adequately screened communal area with a minimum provision of 18 sq. metres per flat. This development of 90 residential units would therefore require a minimum of 1,620 square metres of private amenity space if the amenity space standard were to be applied here - this is essentially the entire available site. It is therefore not possible for the development to comply with the Council's amenity space standards and the situation could only be improved by either reducing the amount of parking available (which is already sub-standard to some degree) or by reducing the number of units proposed - thereby reducing the benefits to the local housing supply. Furthermore, given the industrial context, there is the potential that any outdoor amenity space would remain underused.
51. Another factor that needs to be taken into account is the existence of a permitted development for the conversion of vacant office space into residential use. In May 2013 and in the interests of significantly increasing the supply of housing, the Government introduced a permitted development right for conversions such as these and the sole considerations are flood risk, land contamination, highway safety and noise impact via a prior notification process. In other words, the internal space standards or external spaces standards considered above cannot be taken into account in the majority of office to residential conversions, nor is there any limit on the number of units that can be created. However, this is an application for planning permission, it is not a prior notification of an intention to exercise a permitted development right - as the offices have never been occupied since the building was completed the usual permitted development right does not exist in this instance. Nevertheless it is clear that the proposed development shares much in common with the type of development envisaged by the Government when it introduced this permitted development right.
52. This is a generally intensive form of development with some unit sizes not complying with the optional national space standards and occupants would lack access to external amenity space as is usually required by the Council's adopted standards. However, it is considered that basic requirements for living conditions have been taken into account and after giving due weight to the Government's intentions when introducing the office to residential permitted development right, the proposal is considered to comply with Policy CG4 of Bolton's Core Strategy.

Impact on Infrastructure and Planning Contributions

53. Policy IPC1 of the Core Strategy states that the Council will seek to ensure that developers make

reasonable provision or contribution towards the cost of appropriate physical, social and green infrastructure required by the proposed development and/or to mitigate the impact of that development. In doing so, the Council will ensure that a scheme is made acceptable in planning terms and achieves the objectives of sustainable development. Policy IPC1 states that the policy is applicable unless it can be demonstrated by the applicant that the scheme would not be viable if contributions were sought or offered. This approach is consistent with that set out within the National Planning Policy Framework.

54. The applicant does not propose to make any planning contributions and has not submitted any information relating to the viability of the development. The "starting point" for negotiations on a development of this type, as set out in the Infrastructure and Planning Contributions SPD, would usually be:-
- Public Open Space - £28,440 (18 two-bedroomed apartments)
 - Health - £63,000 (90 dwellings)
 - Education - £9,239 for primary school places, £2,887 for secondary school places (18 two-bedroomed apartments - the contribution for apartments is significantly less for apartments than for dwellinghouses)
 - Affordable Housing - 15% of total provision should be affordable
55. As set out above, the previous application was accompanied by a letter from the Landlord Services Manager of Bolton At Home, expressing their sincere commitment to development a leased portfolio with the Applicant. This is no longer the case; however, the Applicant proposes to enter into a planning obligation that would see them making a contribution of £136,254.60 towards affordable housing in the form of a commuted sum.
56. The Council's policies require housing developers to either meet their planning obligations in full or to demonstrate a lack of viability if this were to be the case. In this case, the Applicant proposes to do neither.
57. The proposed development does not comply in full with the Council's policies in relation to infrastructure and planning contributions. However, there are specific reasons why this is considered to be acceptable in this particular instance, namely:-
- the offer of £136,254.60 towards affordable housing is a significant one
 - the Government's clear intention in creating a permitted development right for office to residential conversions that this form of development need not make reasonable provision or contribution towards the cost of appropriate physical, social and green infrastructure required by the proposed development
 - the grant of application ref: 92921/14 in 2016, which attracted no planning contributions at that time
58. Taking the above factors into account, the impact on infrastructure and planning contributions is considered to be acceptable.

Conclusion

59. The proposal would result in the beneficial use of an office building which has lain vacant since it was completed several years ago. The proposal would be compatible with the surrounding land uses whilst providing the benefits of natural surveillance in the local area, improving the external appearance of the site whilst providing sufficient car parking for the users of the building.
60. Nevertheless, the proposed development falls short of policy requirements in a number of

regards:-

- no contributions are proposed for infrastructure (other than affordable housing) as set out in the Council's SPD, nor has the Applicant sought to demonstrate that doing so would render the development unviable
- a significant number of the units fall short of the nationally described internal space standards, particularly if they were to be occupied by two people, or more than two people in the case of the two-bedroomed units
- no communal private amenity space is proposed
- the area is allocated for employment use

61. However, on balance, Officers consider the proposal development to be acceptable after taking the following factors into account:-

- the grant of application ref: 92921/14 in 2016, establishing the principle of a residential conversion albeit for only three of the five floors and at a lower density
- the grant of application ref: 03411/18 in August 2018 for conversion to 90 flats, which is still capable of implementation
- the complete, long-term and continuing vacancy of the building with no evidence that this might change in the near future
- it is preferable that demand for new office space be accommodated within Bolton town centre, or one of the other centres
- the offer of £136,254.60 towards affordable housing
- the Government's intention that office to residential conversions make a significant contribution to housing supply
- provided that work commences within one year of the grant of consent, the proposal has the potential to make a rapid and significant contribution to housing supply in Bolton at a time of significant and continuing undersupply

62. On balance, the proposal is considered to be acceptable in planning terms and Members are recommended to delegate the decision back to the Director so that work on planing obligation can be carried out.

Representation and Consultation Annex

Representations

Letters:- no representations of objection have been received. In the interests of fairness, the issues raised previously by local businesses are repeated below:-

- the proposed development will create security issues as the site is locked in the evenings, so access would be limited for those who would be living in the proposed apartments
- there would be a significant risk for access for the emergency services when the gates are locked in the evenings
- parking for the residents is insufficient and the site cannot accommodate increased traffic
- the area is allocated for employment uses and should be retained for this use
- insufficient bin storage

Site History

With the agreement of the Chair of Planning Committee, a very minor application to insert a small number of windows into each elevation was approved under delegated powers earlier this month (06024/19)

Planning permission was granted in August 2018 for the conversion of the building to 90 flats (03411/18). This consent is still capable of being implemented.

Planning permission was granted in June 2016 for the conversion of the first, second and third floors of the building to 47 flats (92921/14).

A full planning application for the proposed mixed use of building for office (b1a use) and short term accommodation for up to 34 homeless persons was refused planning permission in May 2014 under delegated powers, for the three reasons below (Ref: 90951/13).

- The proposal is for a predominantly residential use at an allocated employment site which is compatible with residential amenity and is capable of contributing to the sustainability of the community in which it is situated and the proposal is therefore contrary to Policy P1 of Bolton Core Strategy.
- The proposal seeks to provide significantly more accommodation than is currently or likely to be required within the Borough and will therefore need to import significant numbers of occupants from other geographical areas and it therefore represents a community facility that is not located within the neighbourhood that it would serve, contrary to Policy SC2 of Bolton's Core Strategy.
- The proposal represents an unacceptable concentration of one particular type of occupant without acceptable safeguards in place and would not contribute to reducing crime and the fear of crime or protecting safety and security and is therefore contrary to Policies SO9, S1 and CG4 of Bolton's Core Strategy

Planning permission was granted in September 2007 for the demolition of all buildings that formed the Rosehill Tannery and the erection of a five-storey office building (77718/07)

Permission was refused by Planning Committee in June 2006 for the erection of two six storey buildings containing a total of 129 residential apartments on the basis of loss of industrial floorspace and the introduction of a residential use into an industrial and commercial area (73767/06)

An application for the erection of two six storey buildings containing a total of 129 residential

apartments was withdrawn by the Applicant in December 2005 (72170/05)

Recommendation: Approve the application subject to conditions and authorise the Director of Place and Borough Solicitor to complete all the necessary legal formalities in consultation with the Chair of Planning Committee.

Recommended Conditions and/or Reasons

1. The development hereby permitted shall be begun before the expiration of one year from the date of this permission.

Reason

Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Before the approved/permitted development is first brought into use no less than 56 car parking spaces shall be marked out and provided within the curtilage of the site in accordance approved plan 1908/001. Such spaces shall be made available for the parking of cars at all times the premises are in use.

Reason

To ensure that adequate provision is made for vehicles to be left clear of the highway and in order to comply with Bolton's Core Strategy policies S1, P5 and Appendix 3.

3. The development shall not be brought into use unless and until a scheme for the protection of residents from the impacts of external noise has been submitted to and approved by the Local Planning Authority. Such details as are approved shall be implemented in full prior to the occupation of any of the apartments and shall be retained in full thereafter.

Reason

To safeguard the living conditions of occupiers from noise pollution in order to comply with Bolton's Core Strategy policy CG4.

4. The development shall not be brought into use unless and until a scheme of security measures has been submitted to and approved by the Local Planning Authority. Such measures as are approved shall be implemented in full prior to the occupation of any of the apartments and retained in full thereafter.

Reason

In the interests of crime reduction and to comply with policy S1.1 of the Core Strategy.

5. Before the development is first brought into use a detailed scheme shall be submitted to and approved by the Local Planning Authority showing the design, location and size of a facility to store refuse and waste materials. The approved scheme shall be implemented in full within 21 days of the Local Planning Authority approving the scheme in writing and retained thereafter.

Reason

To ensure satisfactory provision is made for the storage of waste materials in order to comply with Bolton's Core Strategy policy CG3.

6. Trees and shrubs shall be planted on the site in accordance with a landscape scheme to be submitted and approved in writing by the Local Planning Authority prior to the development being first brought into use. The approved scheme shall be implemented in full and carried out within 6 months of the occupation of any of the buildings or the completion of the development, whichever is the sooner, or in accordance with phasing details included as part of the scheme and subsequently approved by the Local Planning Authority. Any trees and shrubs that die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

Reason

To reflect and soften the setting of the development within the landscape and in order to comply with Core Strategy policies CG1 and CG3.

7. The development hereby permitted shall be carried out in complete accordance with the following approved plans:

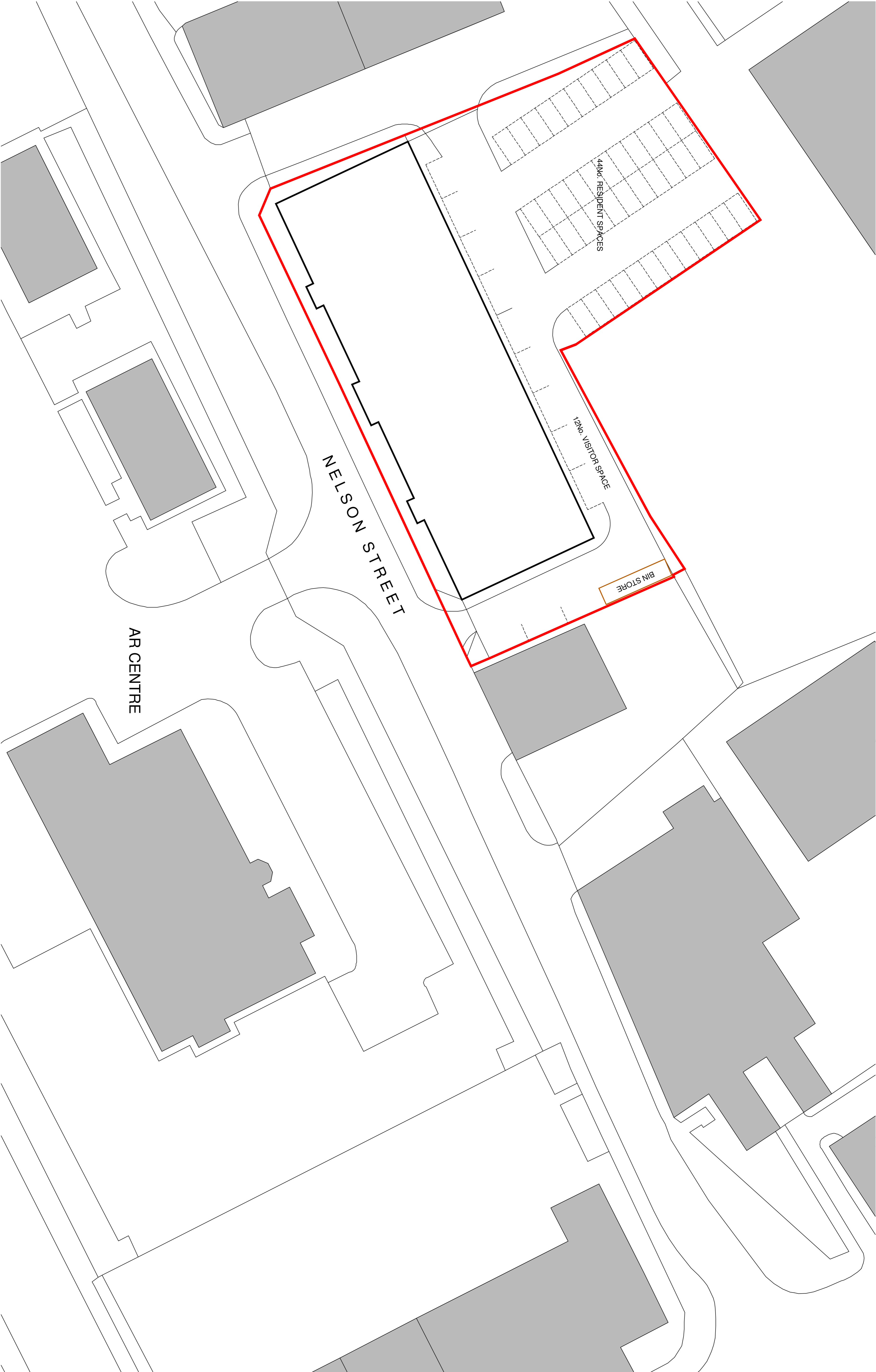
1908/001; "Proposed Site Plan"; dated 25/04/2019

1908/101; "Proposed Ground - Third Floor Plans"; dated 25/04/2019

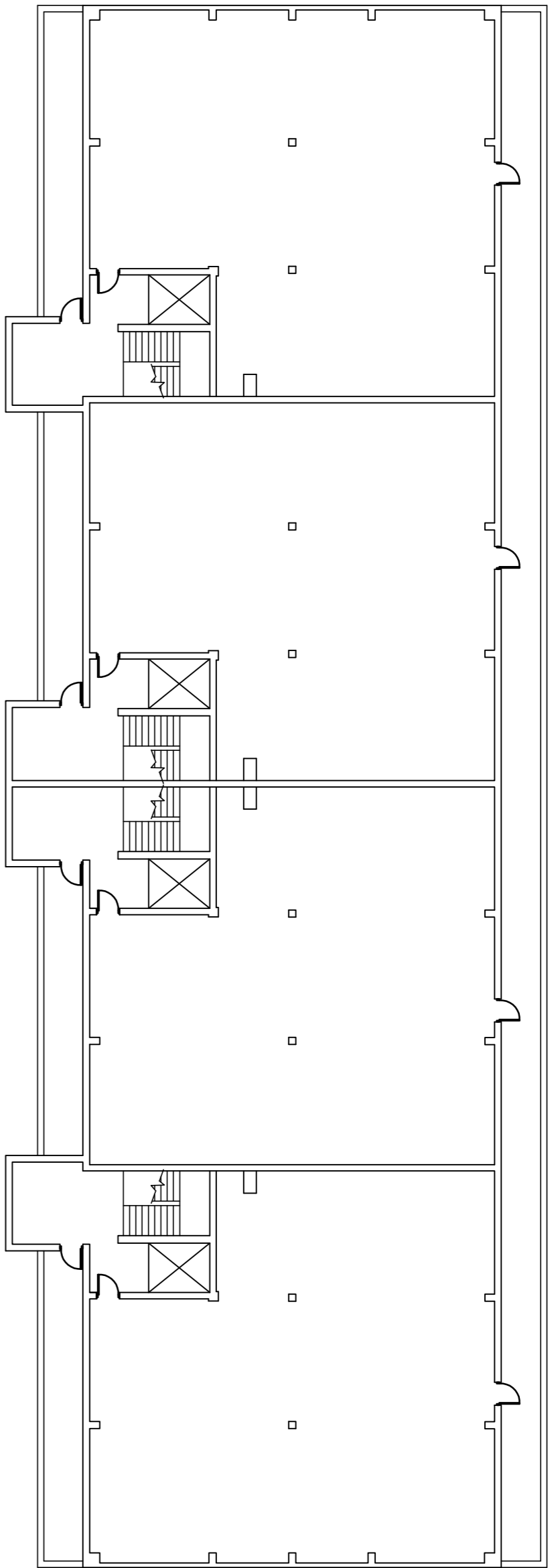
1908/102; "Proposed Fourth Floor Plans"; dated 25/04/2019

Reason

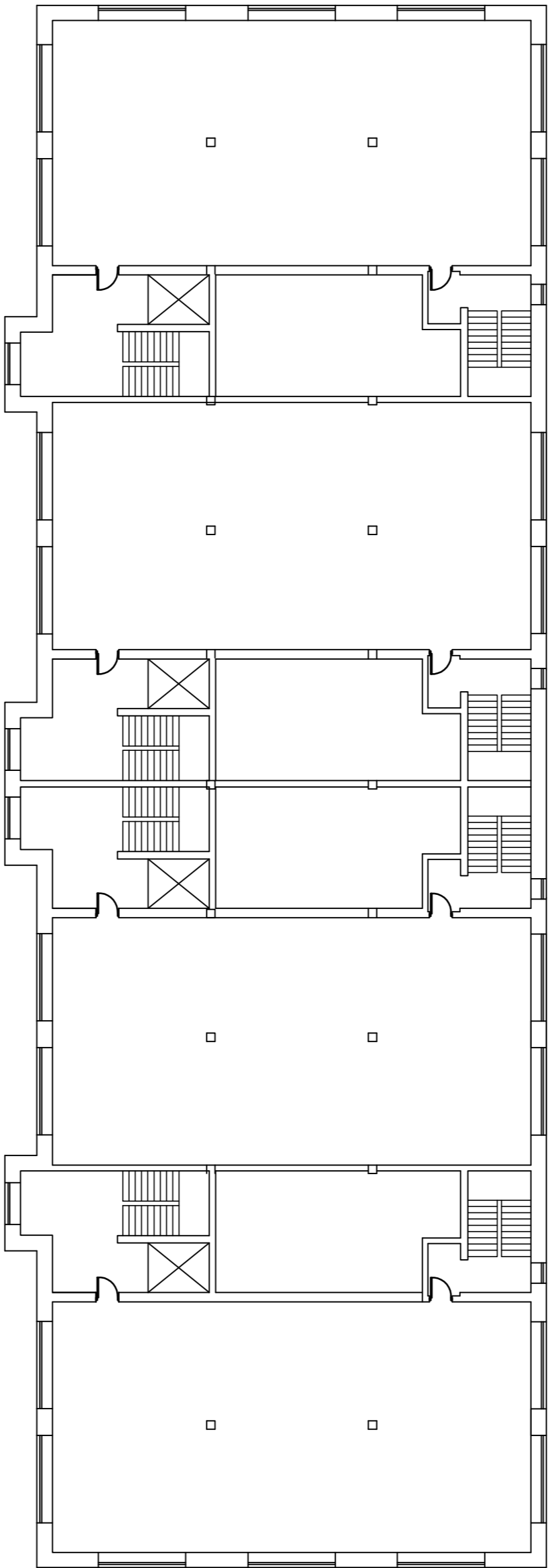
For the avoidance of doubt and in the interests of proper planning.



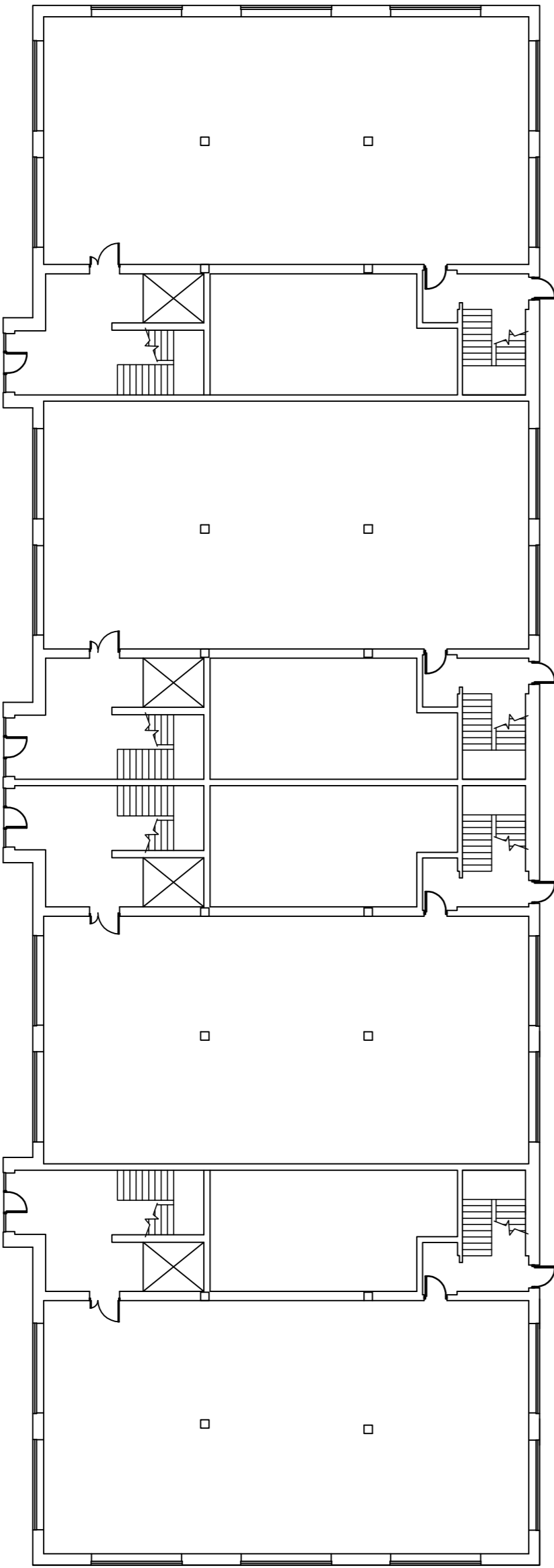
<p>1. DO NOT SCALE THIS DRAWING</p> <p>2. CHECK ALL DIMENSIONS ON SITE</p> <p>3. REPORT ANY DISCREPANCIES TO THE ARCHITECT IMMEDIATELY</p> <p>4. NO PART OF THIS DRAWING IS TO BE USED FOR ANY OTHER PURPOSE WITHOUT THE WRITTEN AGREEMENT OF THE ARCHITECT</p>	<p>Mandale Group</p>	<p>PROJECT:</p> <p>RESIDENTIAL CONVERSION</p> <p>LINCOLN HOUSE</p> <p>NELSON STREET</p> <p>BOLTON</p> <p>THE MANDALE GROUP</p>	<p>DRAWING:</p> <p>PROPOSED SITE PLAN</p>	<p>CURRENT REVISION NOTES: REVISION</p>	<p>Elder Lester McGregor</p> <p>Chartered Architects</p> <p>Heads Hill, Atlas Way, Tarn 1515 9AD</p> <p>01524 750444 01524 750125</p> <p>Web Site: www.elderlester.co.uk</p>	<p>1956</p> <p>ELDERLESTER</p> <p>McGREGOR</p> <p>ARCHITECTS</p>	<p>SCALE: 1:250 @ A1</p> <p>DRAWN BY: RJT</p> <p>LAST PLOTTED: 25/04/2019</p> <p>DRAWING NO: 1908/001</p>
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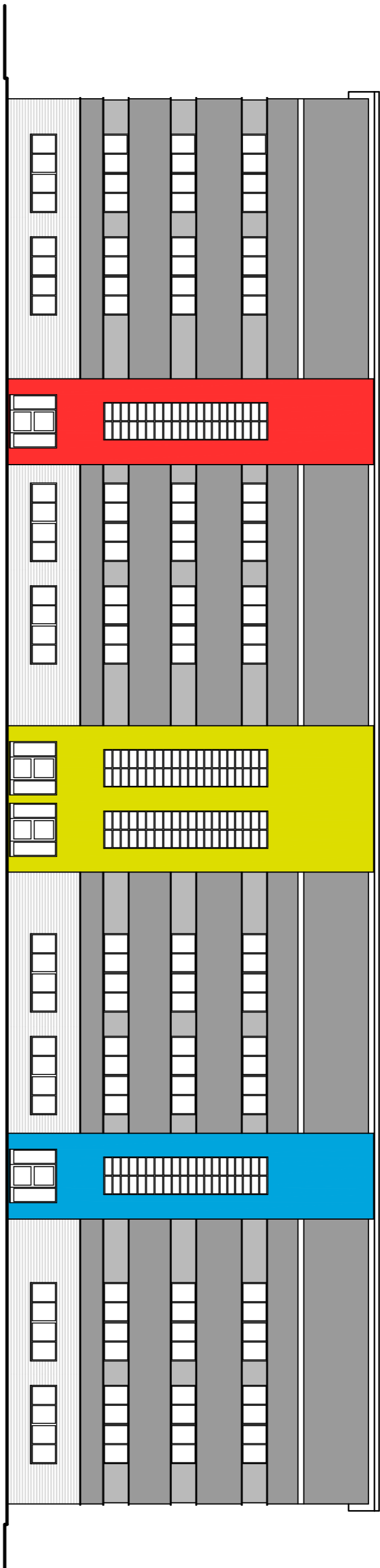
EXISTING FOURTH FLOOR PLAN



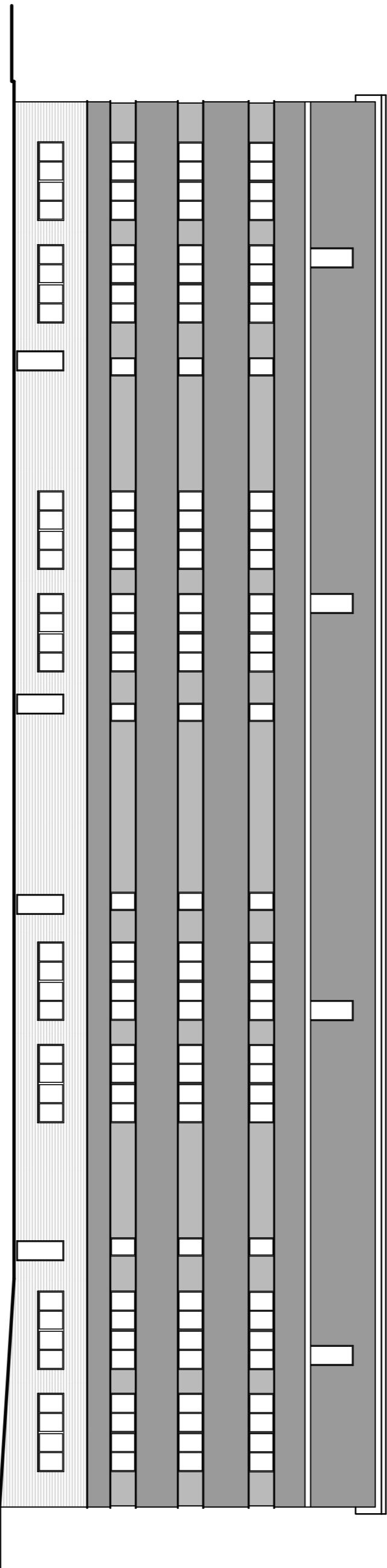
EXISTING FIRST, SECOND & THIRD FLOOR PLAN



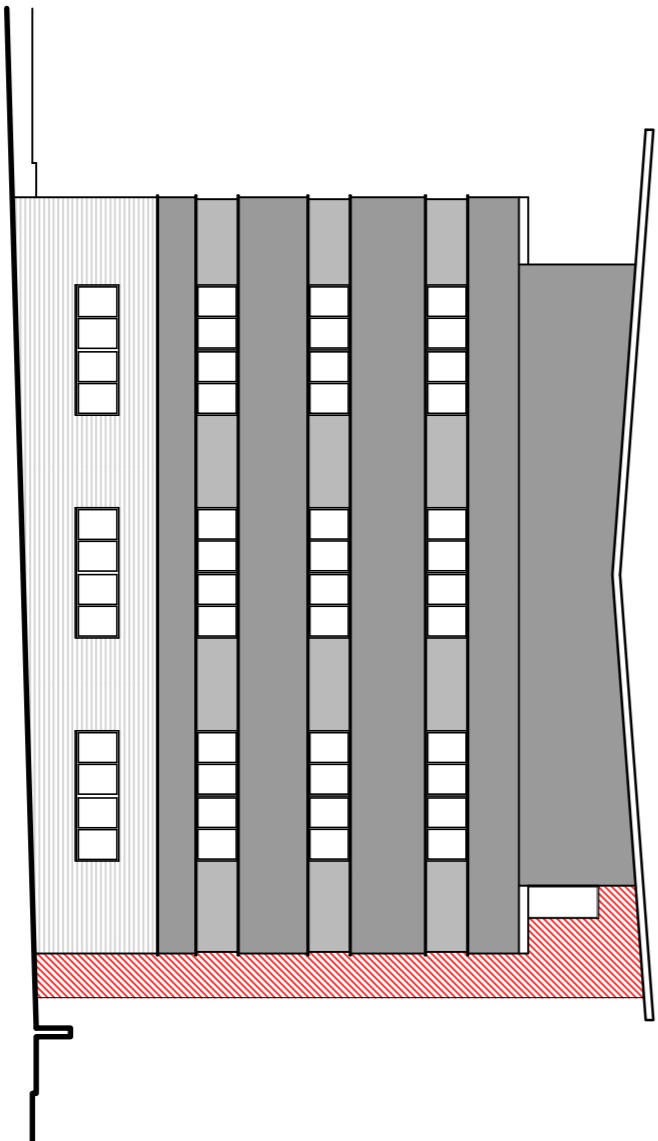
EXISTING GROUND FLOOR PLAN



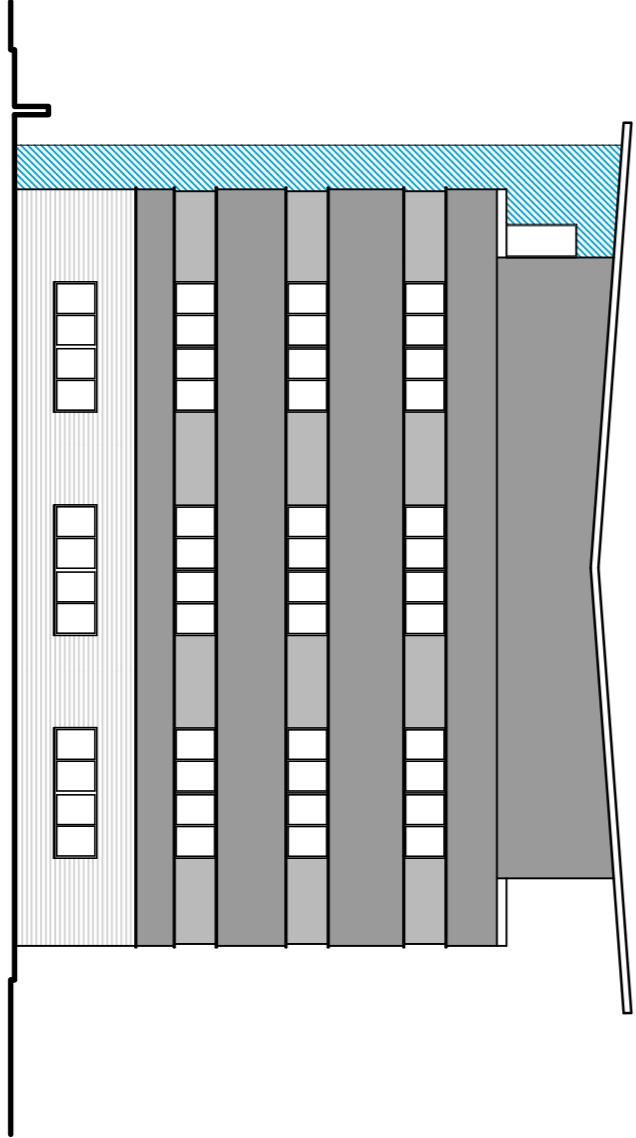
EXISTING FRONT ELEVATION - NELSON STREET



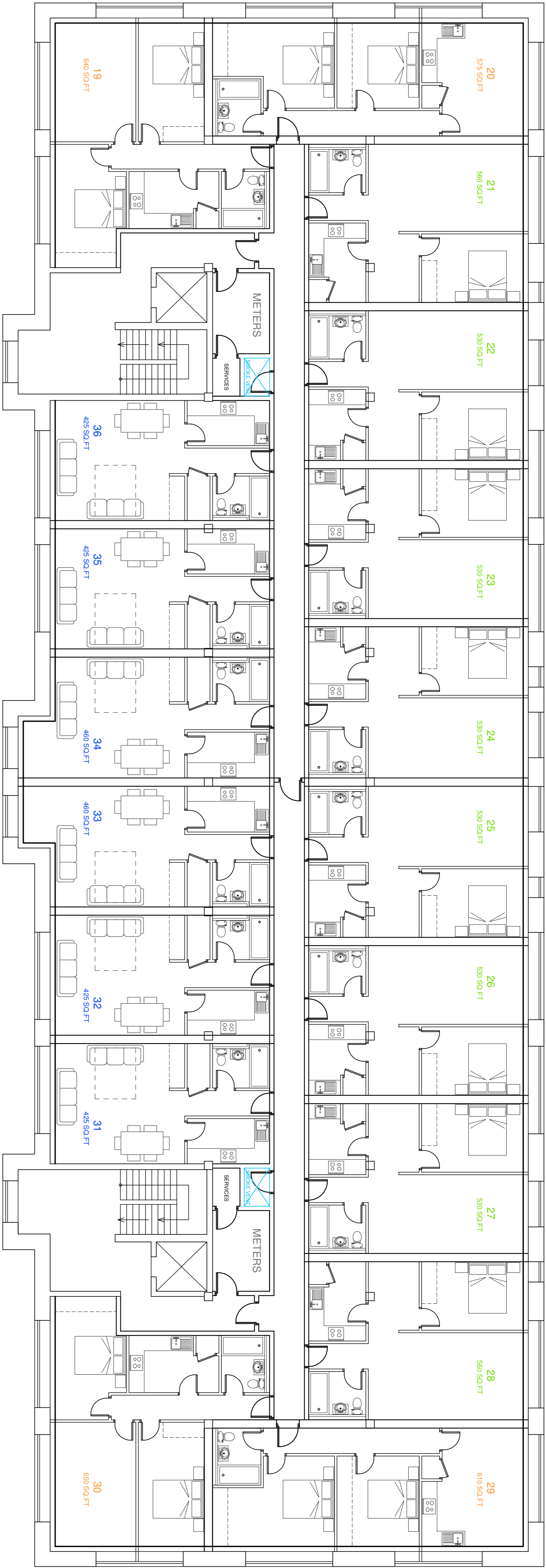
EXISTING REAR ELEVATION - FROM CAR PARK



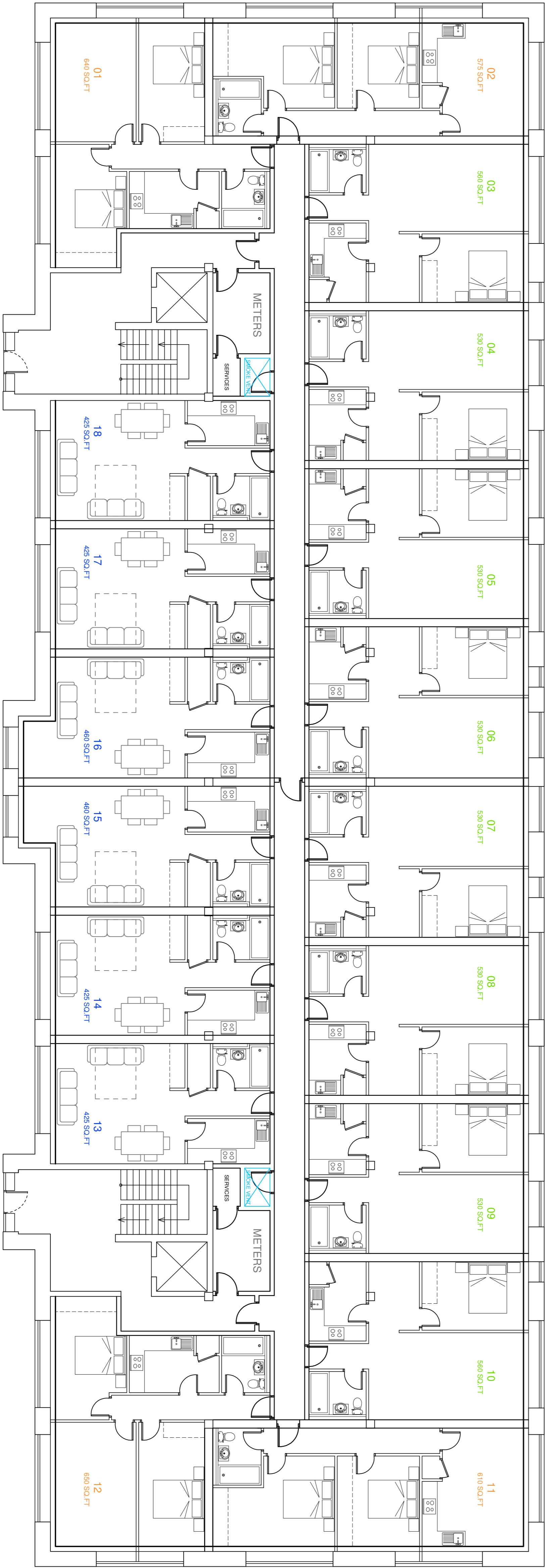
EXISTING SIDE ELEVATION (SOUTH FACING)



EXISTING SIDE ELEVATION (NORTH FACING)



PROPOSED FIRST, SECOND & THIRD FLOOR PLAN
18 UNITS PER FLOOR



PROPOSED GROUND FLOOR PLAN
18 UNITS PER FLOOR

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PROJECT:
RESIDENTIAL CONVERSION
LINCOLN HOUSE
NELSON STREET
BOLTON
THE MANDALE GROUP

DRAWING:
PROPOSED GROUND - THIRD FLOOR PLANS

CLIENT/REVISION/NOTES:
REVISION
-

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1956

ELDERLESTER

MCGREGOR

ARCHITECTS

SCALE: 1:100 @ A1

DATE FIRST PLOTTED: 28/04/2019

LAST PLOTTED: 28/04/2019

DRAWING NO:

1908/101

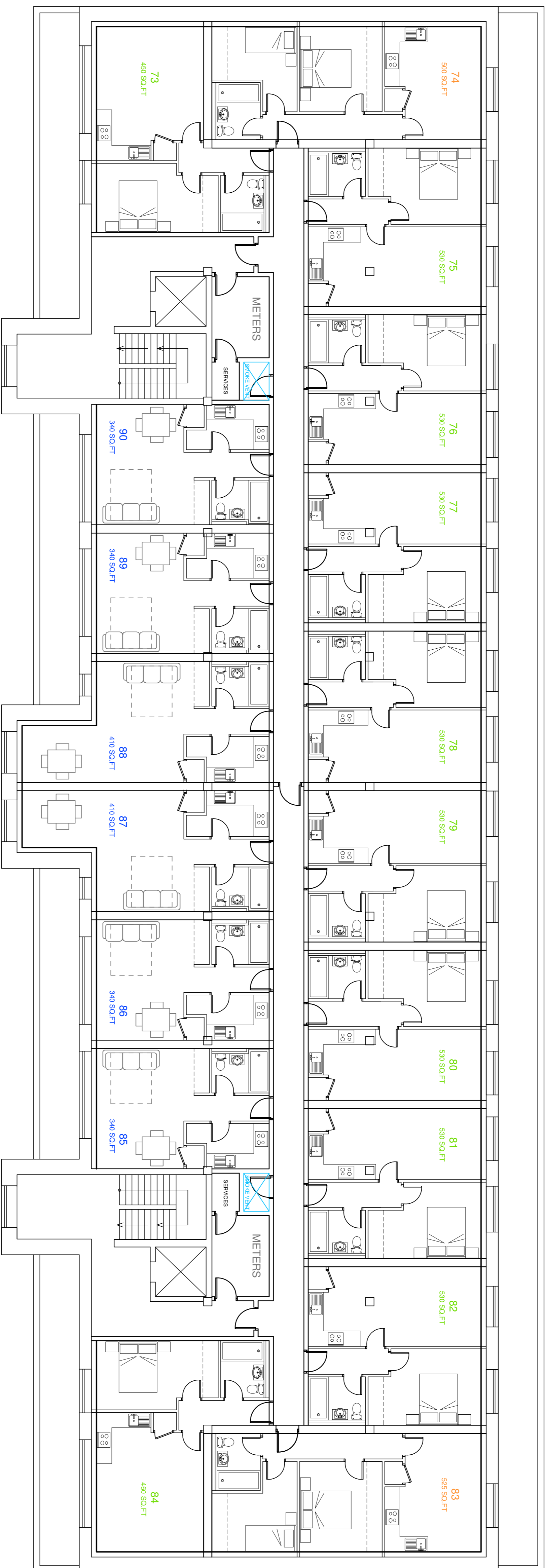
TOTAL - 90 APARTMENTS

30 ONE BED STUDIO APARTMENTS

42 ONE BEDROOM APARTMENT

18 TWO BEDROOM APARTMENT

27



PROPOSED FOURTH FLOOR PLAN
18 UNITS PER FLOOR

TOTAL - 90 APARTMENTS

30 ONE BED STUDIO APARTMENTS

42 ONE BEDROOM APARTMENT

18 TWO BEDROOM APARTMENT

[illegible]

Application number
04807/18



Directorate of Place
Development Management Section

Town Hall, Bolton, Lancashire, BL1 1RU
Telephone (01204) 333 333

Bolton
Council

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Date of Meeting: 25/07/2019

Application Reference: 04807/18

Type of Application: Full Planning Application

Registration Date: 12/11/2018

Decision Due By: 06/01/2019

Responsible Officer: Adam Mustafa

Location: 12 & 14 PRESTWOOD ROAD, FARNWORTH, BOLTON, BL4 0HP

Proposal: ERECTION OF SINGLE STOREY EXTENSION AT FRONT, PART SINGLE PART TWO STOREY EXTENSION AT SIDE AND SINGLE STOREY EXTENSION AT REAR (NO.14) AND ERECTION OF SINGLE STOREY EXTENSION AT FRONT, TWO STOREY EXTENSION AT SIDE AND SINGLE STOREY EXTENSION AT REAR (NO.12)

Ward: Harper Green

Applicant: Mr Khan

Agent : SMS architecture

Officers Report

Recommendation: Refuse

Proposal

1. This is a joint application which seeks planning permission for the erection of a two storey side extension and part single/part two storey rear extension at No.12 and the erection of a part single/part two storey side and rear extensions at No.14 also including alterations to elevations and front canopy to both dwellings.

No.12

Two storey side extension – 2.3m width and 7.1m depth

Part single/ part two storey rear extension – 7m width and 6.2m depth at ground floor and 4m depth at first floor

No.14

Part single/part two storey side extension – 7.1m depth and 5.4m width at ground floor and 3m width at first floor

Part single/ part two storey rear extension – 10.1m width and 6.2m depth at ground floor and 4m depth at first floor

Site Characteristics

2. This is a joint application which relates to a pair of semi-detached dwellings at Nos. 12 and 14 Prestwood Road. No. 12 features an existing single storey rear outrigger and No.14 features a detached garage in the rear garden. The dwellings are both two-bedroom properties. The dwellings are constructed in red brick but are coated in cream render and feature a hipped roof.

Prestwood Road consists of semi-detached dwellings and some of these feature single and two storey extensions. Prestwood Road slopes down in gradient towards the north.

Policy

3. Core Strategy Policies: P5 Transport and Accessibility; S1.2 Road Safety; CG3 The Built Environment; CG4 Compatible Uses.
4. SPD House Extensions
5. SPD General Design Principles
6. National Planning Policy Framework (NPPF)

Analysis

7. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.

8. The main impacts of the proposal are:-

- * impact on the character and appearance of the dwelling and the surrounding area
- * impact on the amenity of neighbouring residents
- * impact on parking

Impact on the Character and Appearance of the Dwelling and the Surrounding Area.

9. Policy CG3 of the Core Strategy states that the Council will conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area, and will require development to be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture, street enclosure, local materials and landscape treatment.
10. SPD House Extensions provides general advice on house extensions and offers guidance relating to the effect of extensions on the appearance of the dwelling itself and the effect of extensions on the street scene and the character and appearance of the area.
11. Paragraph 3.1 of the House Extensions SPD states a well-designed extension should be subordinate in relation to the dwelling and should be of a size and scale which is in proportion to the existing house. There are examples of extensions and alterations along Prestwood Road however these are more modest in scale than the applicant's proposal. The proposal would result in the largest width and also rearward projection of all the semi-detached dwellings on the road. The proposed extended dwellings will be excessively large and out of context with their immediate neighbours. The proposal is not considered subordinate as it considerably increases the footprint and volume of the dwellings. Therefore, the proposal will result in an excessively large scale building.
12. Policy CG3 of the Core Strategy states development should conserve and enhance local

distinctiveness; in this instance the proposal offers a very transformative design from the original dwelling by way of its full width front canopy across the pair of dwellings, large expanse of unsymmetrical glazing in the front elevation and overall excessively large scale and therefore it will appear as an incongruous and obtrusive feature in the street scene.

13. Paragraph 5.3 of the House Extensions SPD states two storey side extensions should normally provide a minimum distance of 1 metre to the property boundary. Where this distance cannot be achieved, however, the terracing effect can be countered to some extent by setting the front elevation of the extension back from the front of the existing dwelling at first floor level. Together with a design that incorporates the extension roof being set at a lower level and sub-ordinate to the main roof to the original dwelling, a visual separation between dwellings can be maintained. In this instance the proposed side extension is 0.8m away from the side boundary with No.10 Prestwood Road and the first floor has not been set back from the existing dwelling nor has the ridge line been reduced and therefore it is considered that the proposal will lead to a terracing effect.
14. It is considered that the proposed extensions would have a detrimental visual impact on the character and appearance of the surrounding street scene. It is therefore considered that the proposed extension is contrary to Policy CG3 of the Core Strategy and SPD House Extensions.

Impact on the Amenity of Neighbouring Residents

15. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security.
16. SPD House Extensions provides general advice on house extensions and offers guidance relating to the impact of extensions on neighbouring properties, particularly in relation to natural light, privacy and overlooking.
17. Paragraph 4.7 of the House Extensions SPD states a distance of 13.5m is required between a neighbouring elevation which contains a main room window and a facing wall of a two-storey extension which does not. In this instance there is a distance of 11.7m to the neighbour at No.16 Prestwood Road and a distance of 10.7m to the neighbour at No.7 Kingsland Road from the proposed side gable wall of No.14. It is clear that the interface distance to these properties is considerably lower than the recommended distance and therefore the proposed two storey side extension at No.14 is considered to have an overbearing and overly dominant effect on these dwellings especially in terms of a loss of outlook from principal rooms. These neighbours have relatively small rear gardens and therefore the proposed two storey side extension which is offset only 1m from the side boundary will cause an unacceptable impact in terms of overshadowing and loss of light to their private outdoor amenity space also. The neighbours at No. 16 and No.7 are sited on a lower land level than No.14 Prestwood and therefore this difference in height will exacerbate the situation creating a very confined environment. Furthermore, the proposed extensions would be sited to the south of No. 16 and No. 7, reducing sunlight to the rears of these properties and their gardens.
18. As the application site is sited on higher land than the neighbours at Nos. 16 and 7 the proposed ground floor side living room windows at No.14 will allow views into the main rooms of these neighbours at a distance less than 21m and therefore is considered to impact upon privacy and cause undue overlooking contrary to paragraph 4.7 of the House Extensions SPD.
19. It is therefore considered that the proposal will unduly harm the amenity of neighbouring

residents, contrary to Policy CG4 of the Core Strategy and SPD House Extensions.

Impact on Parking

20. Policy P5 of the Core Strategy relates to parking and the Council's maximum parking standards are contained within appendix 3 of the Core Strategy.

21. The entire front garden will need to be converted to an area of hardstanding to allow for 2 vehicles to park on site at No.12 and 3 vehicles to park on site at No.14. Prestwood Road is able to accommodate any shortfall and therefore it is not considered that the proposal will have a detrimental impact upon the parking situation. However, the hard surfacing of all the front curtilage to the dwellings and the loss of the front boundary treatment would further harm the character and appearance of the area (contrary to Policy CG3 of the Core Strategy).

Local finance considerations

22. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. There are not considered to be any local financial considerations in this case.

Conclusion

23. For the reasons discussed above it is considered that the proposed extensions would harm the character and appearance of existing dwelling and would unduly harm the amenity of neighbouring residents.

24. Members are therefore recommended to refuse planning permission.

Representation and Consultation Annex

Representations

Letters:- 2 objection letters have been received from neighbouring properties on the following grounds:

- Increased traffic and impacts upon parking (Officer comment – see analysis above)
- Over development of original dwelling/ out of character (Officer comment – see analysis above)
- Impacts upon privacy (Officer comment – see analysis above)
- Overshadowing (officer comment – see analysis above)
- Difference in site levels between No.16 and No.14 by around 1m (Officer comment – see analysis above)
- Noise and unpleasant views from development (Officer comment – not a material consideration in this instance)

Petitions:- None

Elected Members:- Councillor Khurram has requested that the application be brought before Committee for determination.

Consultations

Highways Engineers

Planning History

Application 02859/18 for the demolition of existing garage and erection of part two storey, part single storey extension to side and rear of no. 14, along with porch and bay to front was refused in April 2018 for the following two reasons:

- 1. The proposed extension would, by virtue of its design, height and siting be detrimental to the character and appearance of the area and in particular would impact detrimentally on the outlook and living conditions of neighbouring residents at 16 Prestwood Road and is contrary to Policy CG3 and CG4 of Bolton's Core Strategy and Supplementary Planning Document - "House Extensions".*
- 2. The proposal makes insufficient provision for car parking in connection with the proposed development which is likely to result in on-street traffic and parking problems, and is thus contrary to P5 and S1 of Bolton's Core Strategy.*

Application 00238/17 for the erection of porch and bay at front, two storey extension at side and two storey and single storey extensions at rear at no. 14 was refused in June 2017 for the following reason:

The proposed extension would, by virtue of its design, height and siting be detrimental to the character and appearance of the area and in particular would impact detrimentally on the outlook and living conditions of neighbouring residents at 16 Prestwood Road and is contrary to Policy CG3 and CG4 of Bolton's Core Strategy and Supplementary Planning Document - "House Extensions".

Application 69398/04 for the demolition of detached garage and erection of two storey extension at side/rear together with conservatory at rear at no. 14 was refused in December 2004 for the following reason:

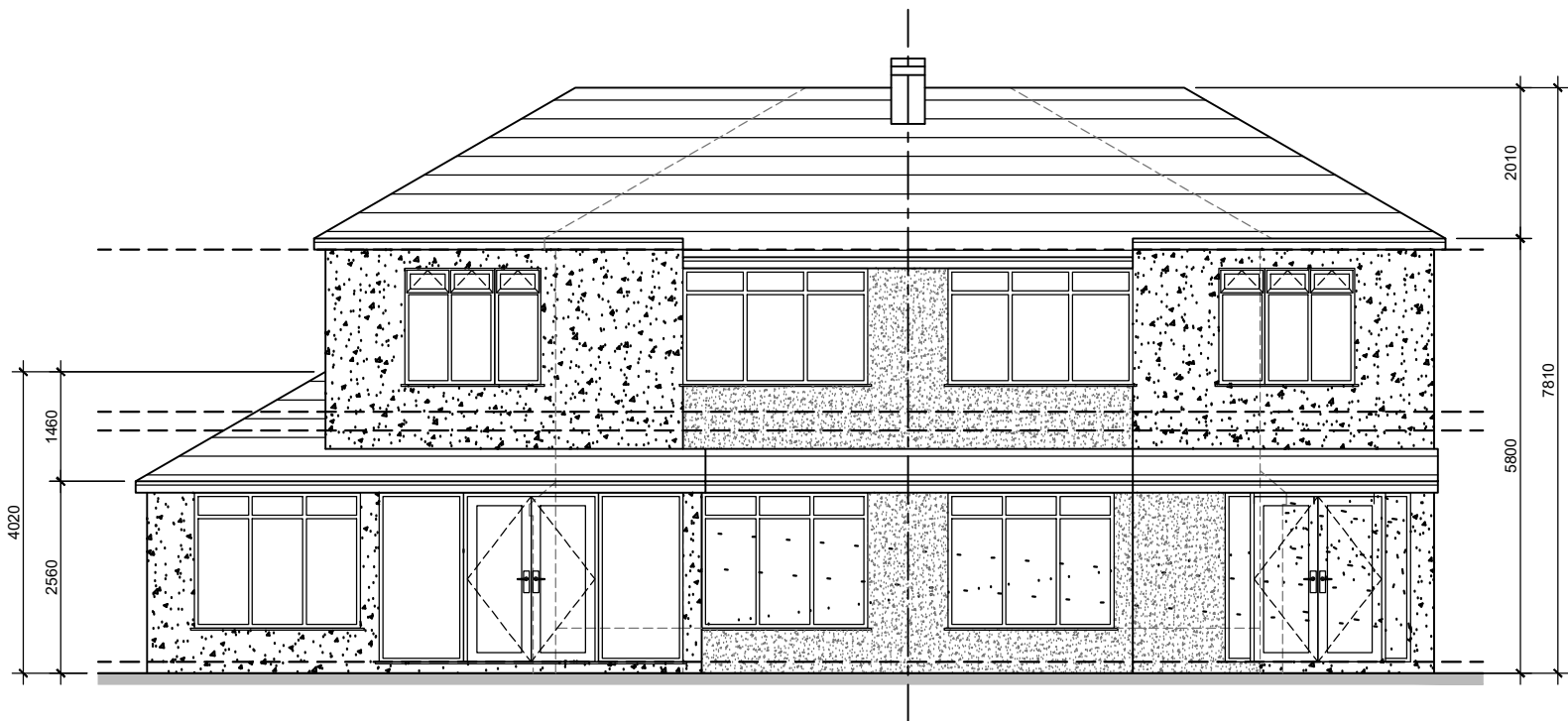
the proposed extension would, by virtue of its design, height and siting be detrimental to the character and appearance of the area and in particular would impact detrimentally on the outlook and living conditions of neighbouring residents at 16 Prestwood Road and is contrary to Policy CE1/3 of Bolton's Unitary Development Plan and Planning Control Policy Note No.3 - "House Extensions".

Recommendation: Refuse

Recommended Conditions and/or Reasons

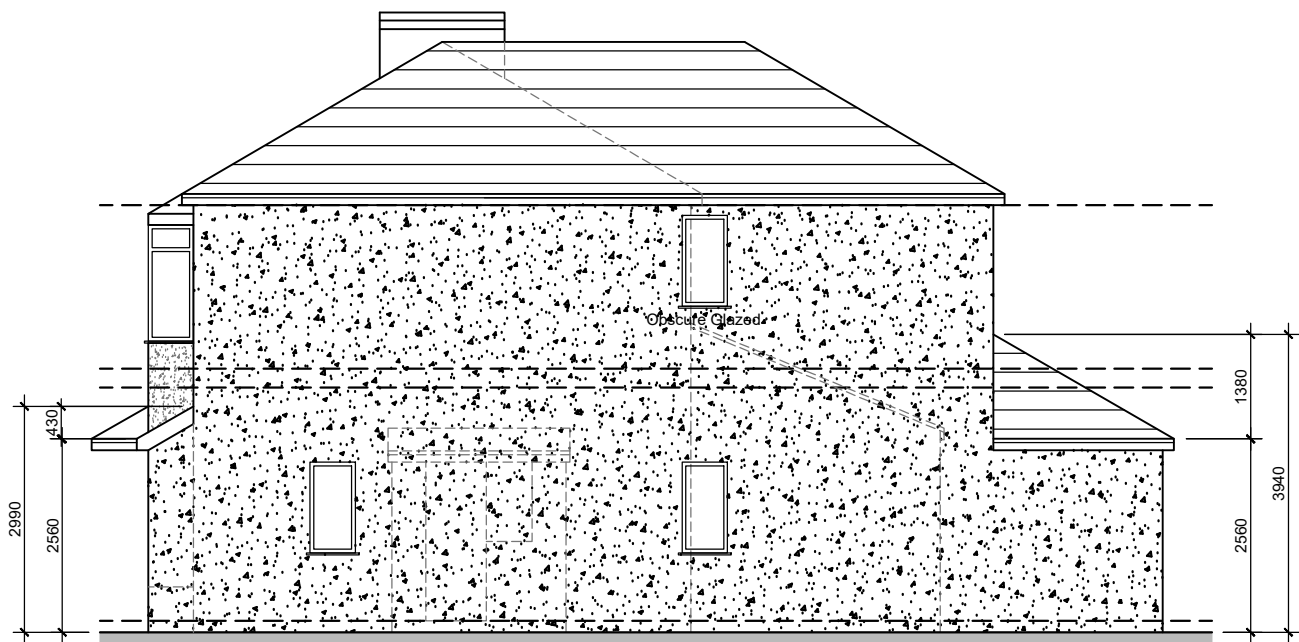
. The proposed extensions would, by virtue of their design, scale and siting, and the proposed hardstanding to the front for parking, be detrimental to the character and appearance of the area and in particular would impact detrimentally on the outlook and living conditions of neighbouring residents at 16 Prestwood Road and 7 Kingsland Road and is contrary to Policies CG3 and CG4 of Bolton's Core Strategy and Supplementary Planning Document - "House Extensions".





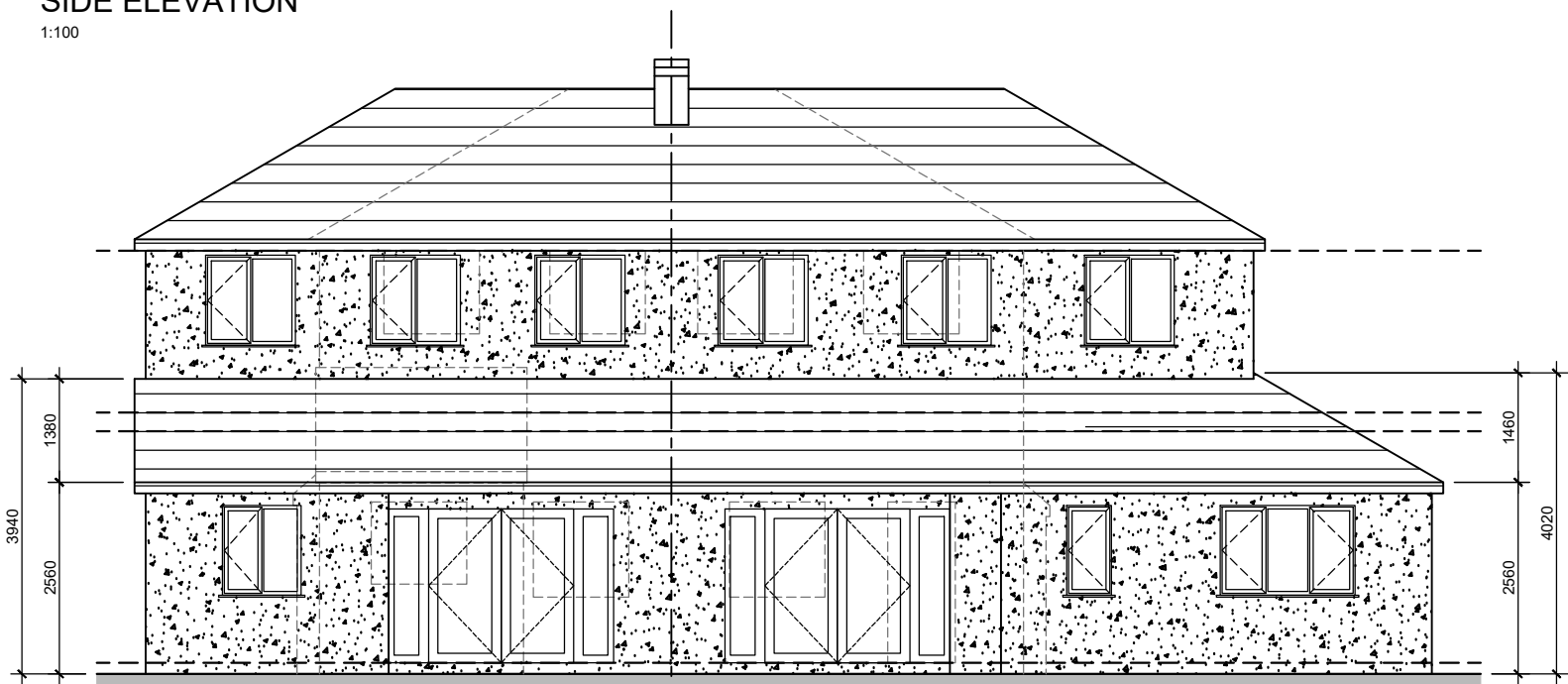
FRONT ELEVATION

1:100



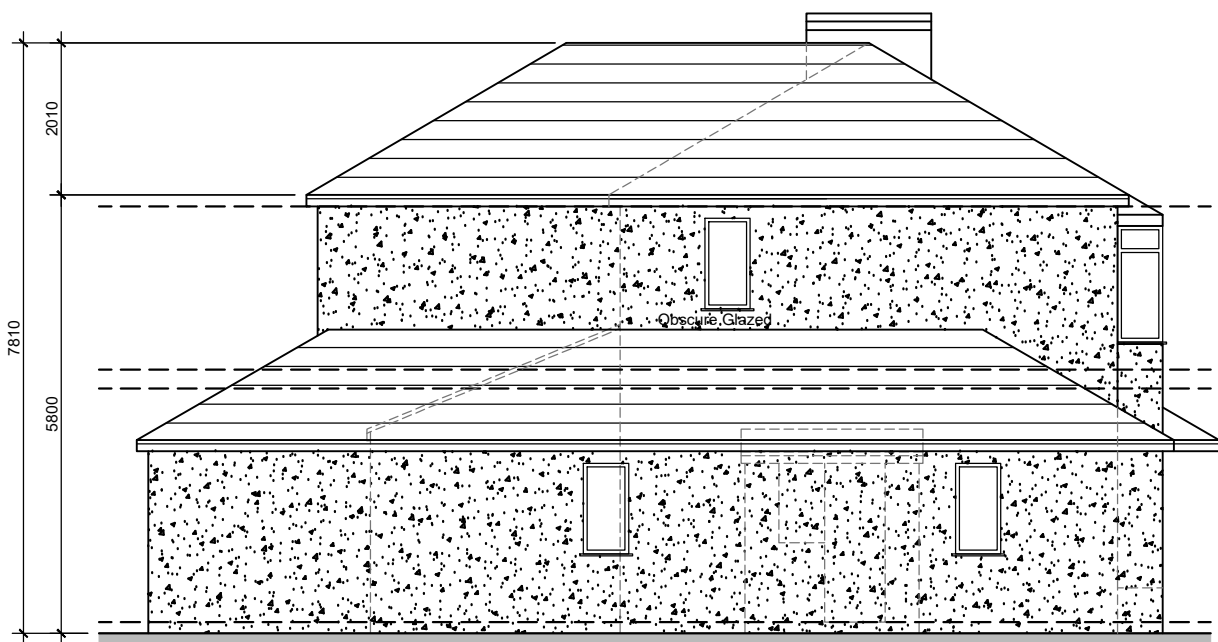
SIDE ELEVATION

1:100



REAR ELEVATION

1:100



SIDE ELEVATION

1:100

NOTES:

No scaling or dimensions other than those figured are to be taken from this drawing. All dimensions to be checked on site

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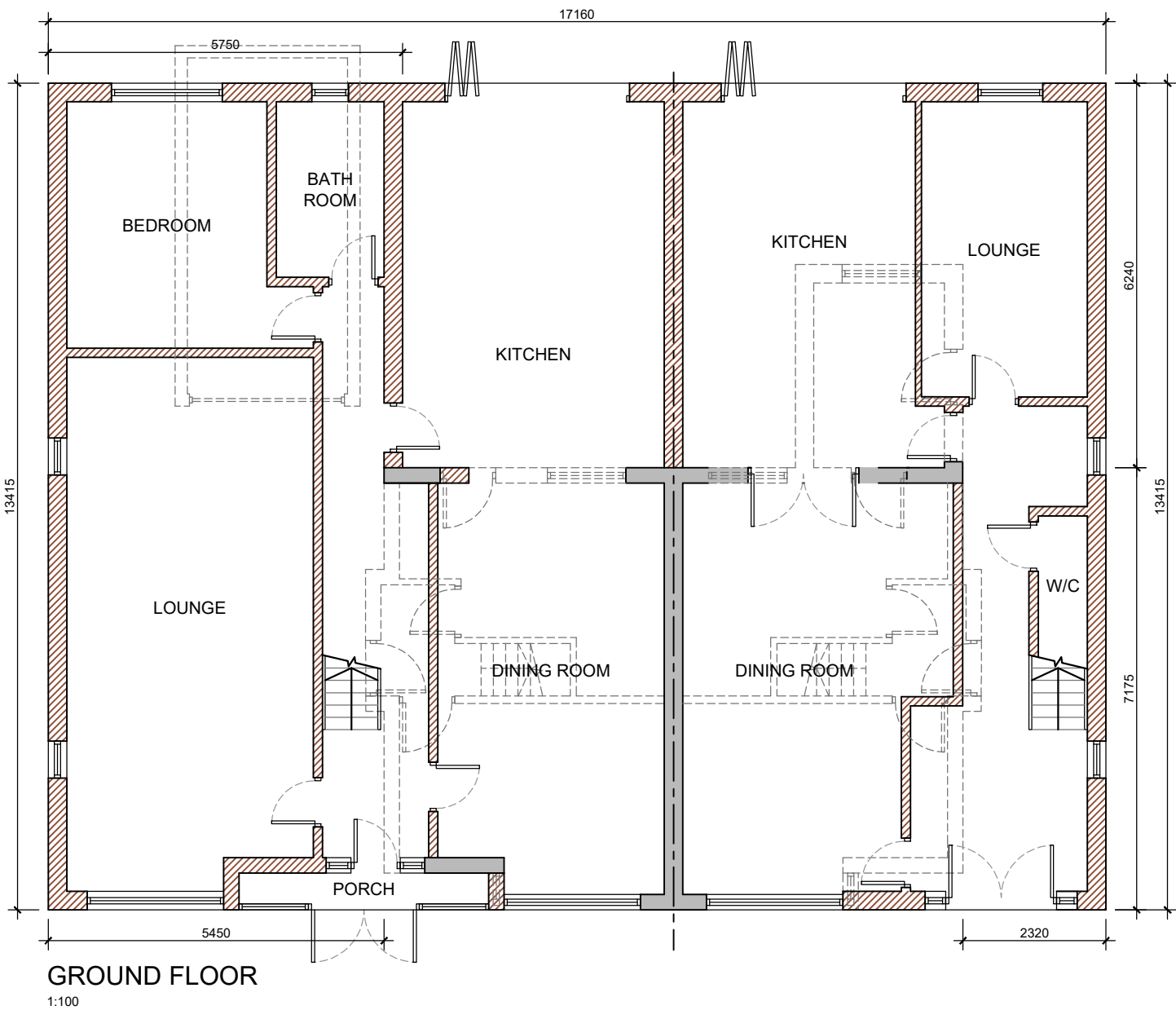
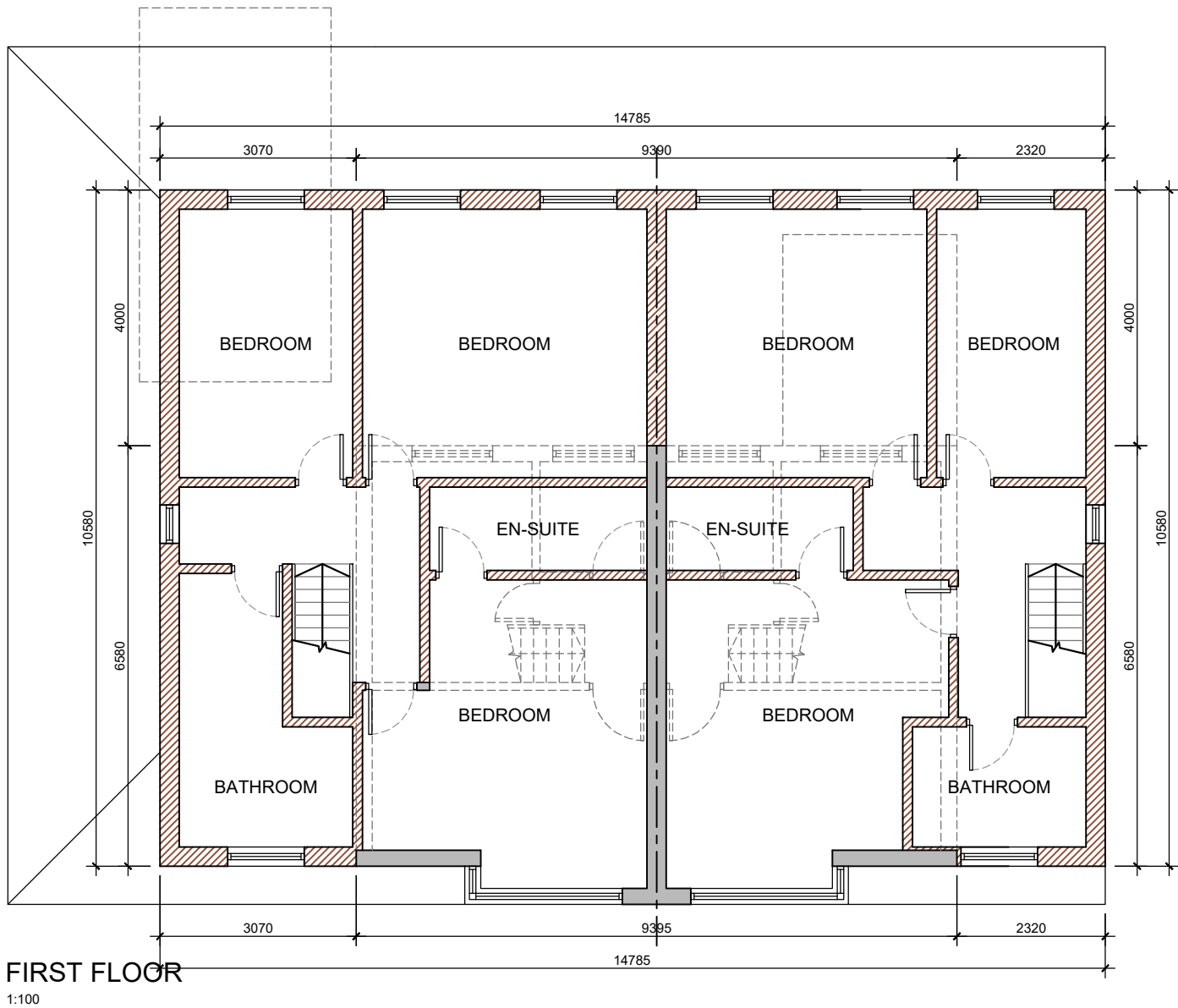
Project Location:

12 & 14 Prestwood Road
Bolton
BL4 0HP

Drawing:

04 Proposed
Elevations - REV A

Scale:	Size:	Date:
1:100	A3	09/18



NOTES:

No scaling or dimensions other than those figured are to be taken from this drawing. All dimensions to be checked on site

This drawing is for use at the named location and for Planning Permission purposes only and as such should not be used at any other location or for any other purposes

Project Location:

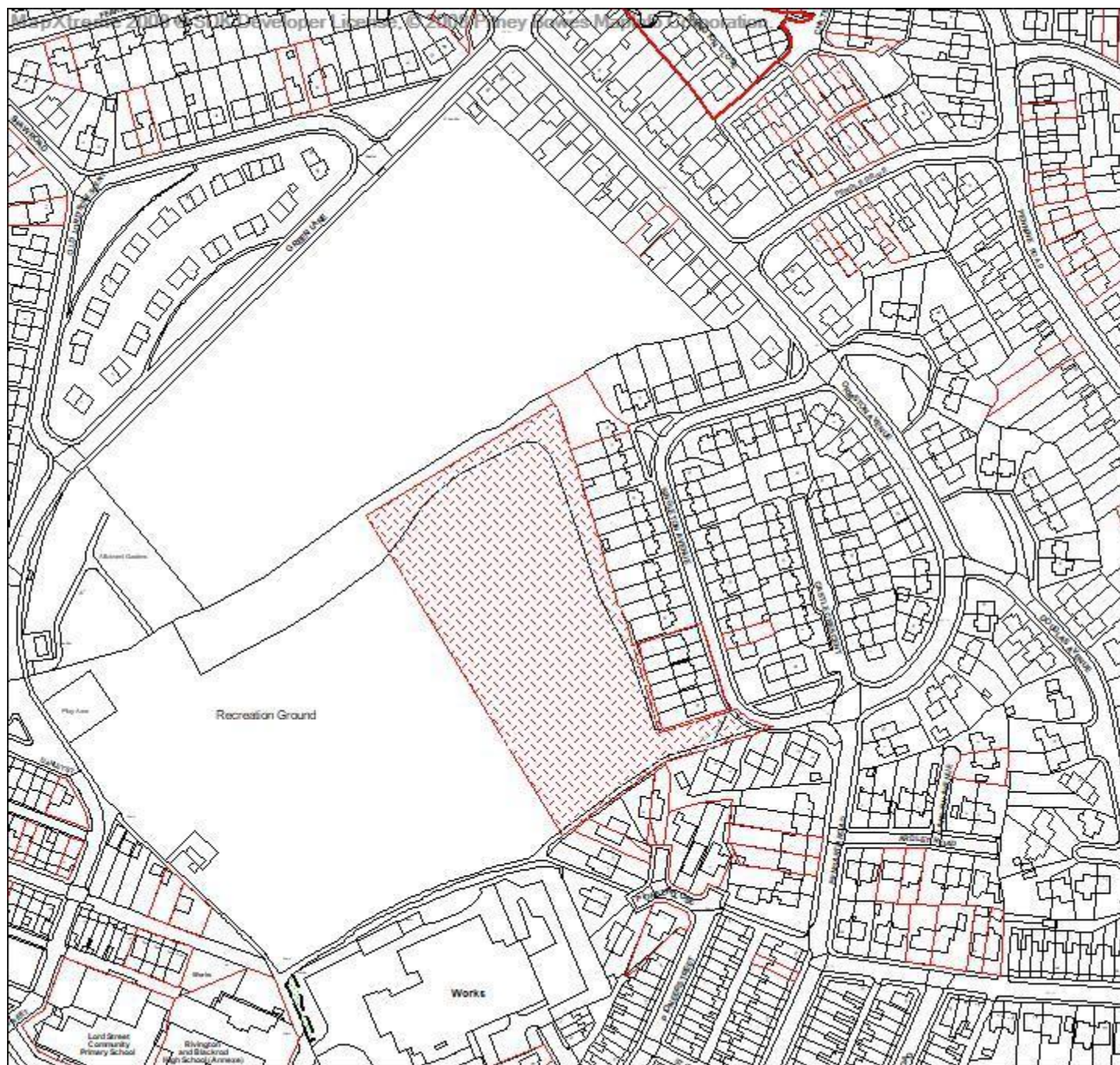
12 & 14 Prestwood Road
Bolton
BL4 0HP

Drawing:

**03 Proposed Plans
REV A**

Scale:	Size:	Date:
1:100	A3	09/18

Application number 05772/19



Directorate of Place
Development Management Section

Town Hall, Bolton, Lancashire, BL1 1RU
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Bolton Council

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Date of Meeting: 25/07/2019

Application Reference: 05772/19

Type of Application: Full Planning Application
Registration Date: 11/03/2019
Decision Due By: 09/06/2019
Responsible Officer: Helen Williams

Location: LAND REAR OF 15-49 SINGLETON AVENUE, HORWICH, BOLTON

Proposal: ERECTION OF 48No DWELLINGS WITH ASSOCIATED PARKING AND LANDSCAPING

Ward: Horwich North East

Applicant: Bolton at Home
Agent : DK-Architects

Officers Report

Recommendation: Approve the application subject to conditions and authorise the Director of Place and Borough Solicitor to complete all the necessary legal formalities in consultation with the Chair of Planning Committee.

Executive Summary

- * The application site was allocated in December 2014 as a housing site (within Bolton's Allocations Plan). The principle of housing on the application site has therefore already been established (see paras. 16-24).
- * The proposed 48 dwellings would all be affordable units, with 40 for affordable rent and 8 for shared ownership.
- * There is a recognised need for 2 and 3 bedroom dwellings for affordable rent in Horwich, and also for bungalows (see para. 22).
- * Planning law requires planning applications to be determined in accordance with the development plan (and therefore allocations) unless other material considerations indicate otherwise.
- * It is considered that the proposed development complies fully with the development plan, as houses are being proposed on an allocated housing site.
- * The other material considerations have been considered within paras. 25-79.
- * Officers consider that the proposed layout, scale and design of the dwellings would be compatible with the surrounding area (see paras. 32-39).
- * It is not considered that the development (and its construction period) would unduly harm the amenity of neighbouring residents, and a number of planning conditions are proposed to secure this (see paras. 40-49).
- * The Planning Inspector for the examination of the Allocations Plan found the proposed access onto Singleton Avenue to be, *"a suitable and safe access"*, and believed, *"There is no reason to suggest that the wider road network could not accommodate increased traffic"*. Having assessed this planning submission (the application proposal), the Council's Highways Engineers also agree

with this assertion (see paras. 50-60).

- * Officers have found no harm to flooding or biodiversity (see paras. 61-76).
- * As the Council is currently unable to demonstrate a 5-year deliverable housing land supply the decision-maker must give substantial planning weight to the proposed provision of housing (particularly on an allocated housing site). Officers have found no harm caused by the development that would "significantly and demonstrably" outweigh this (paragraph 11 of the NPPF).
- * Members are therefore recommended to approve this application (delegate the decision to the Director to secure the necessary legal agreement).
- * The determination of this planning application is not affected by the recent Disposal of Open Space decision; it is a separate legal process. Land ownership is not a material planning consideration and therefore planning permission can be granted without the landowner's permission (as long as they have been formally notified).

Proposal

1. Permission is sought for the erection of 48 affordable dwellings; 40 of which are to be for affordable rent and 8 for shared ownership. All dwellings would be managed by the applicant Bolton at Home.
2. Two of the dwellings (plots 15 and 16) are proposed as bungalows. The remaining 46 dwellings would be two storeys in height and would comprise either two or three bedrooms. The dwellings are proposed mainly as semi-detached properties (42 of the dwellings) and would be constructed from brick with grey concrete roof tiles.
3. Access into the development is proposed off Singleton Avenue, between 49 and 55 Singleton Avenue.
4. The dwellings would be sited around an internal road, with the dwellings proposed to the west of the site being sited around three shared surface cul-de-sac. Each dwelling would have driveway parking for two vehicles and rear gardens. A communal landscaped area is proposed within the centre of the site and buffer zones of landscaping are proposed along the western and southern boundaries of the site. Hedgerows are proposed between driveways and adjacent the existing footpath to the east and to the side of 49 Singleton Avenue.
5. A pumping station compound is proposed at the southern corner of the development, adjacent plot 48 and to the rear of 12 and 14 Pioneer Close. This will be mostly hidden below ground, with only the electricity box (kiosk) above ground.

Site Characteristics

6. The application site is an allocated housing site within Bolton Council's development plan (site allocation reference 96SC, Bolton's Allocations Plan 2014).
7. The application site is known locally as "Pickup's Field" and is an open greenfield site (not previously developed). There are no formal public rights of way through the site, however there is a footpath that runs along the southern boundary of the site (connecting Singleton Avenue to the neighbouring playing fields) and a number of informal paths ('desire lines') through the site, including along the rear boundaries of the houses on Singleton Avenue. The site slopes down to the playing fields to the west and there is also an area of slightly raised land in the north east corner.
8. The playing fields to the north and west of the application site are allocated as protected recreational sites ("Green Lane education land" and "Green Lane leisure land" respectively). The

application site and "Green Lane leisure land" is separated from "Green Lane education land" by a belt of mature trees and a watercourse (stream).

9. Immediately to the east of the application site are the two storey terraced and semi-detached dwellings on Singleton Avenue. The rear gardens of 15 to 49 Singleton Avenue adjoin the application site. To the immediate south is Pioneer Close, a cul-de-sac development of bungalows and two storey semi-detached dwellings.
10. The surrounding area is predominantly residential in nature, although Albert Mill is sited to the south west of the site.
11. The application site is approximately a 7 minute walk to the centre of Horwich (Lee Lane).

Policy

12. Development plan policies

- * Core Strategy Policies: P5 Transport and Accessibility; S1 Safe Bolton; CG1 Greener Bolton; CG2 Sustainable Design and Construction; CG3 The Built Environment; CG4 Compatible Uses; SC1 Housing; OA1 Horwich and Blackrod.
- * Allocations Plan: Appendix 4 Allocated Housing Land

13. Other material considerations

- * Supplementary Planning Documents (SPDs): Affordable Housing; General Design Principles; Accessibility, Transport and Road Safety.
- * National Planning Policy Framework (NPPF): 2 Achieving sustainable development; 4 Decision-making; 5 Delivering a sufficient supply of homes; 8 Promoting healthy and safe communities; 9 Promoting sustainable transport; 11 Making effective use of land; 12 Achieving well-designed places; 14 Meeting the challenge of climate change, flooding and coastal change; 15 Conserving and enhancing the natural environment.
- * Bolton's Allocations Plan, Inspector's Report September 2014

Analysis

14. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.

15. The main impacts of the proposal are:-

- * principle of residential development on the application site
- * loss of green space
- * impact on the character and appearance of the area
- * impact on the amenity of neighbouring and future residents
- * impact on the highway

- * impact on flood risk
- * impact on biodiversity

Principle of the Residential Development on the Application Site

16. Policy OA1.4 of Bolton's Core Strategy states that the Council will concentrate sites for housing in Horwich town centre, at Horwich Loco Works and on other sites within the existing urban area.

17. The application site is allocated within Bolton Council's development plan as a housing site (site reference 96SC). The site was allocated as a housing site within Bolton's Allocations Plan, which was adopted in December 2014. At that time three objections to the proposed housing allocation were received, two from local residents and one from Sport England. When the Allocations Plan was examined by the Planning Inspector (in his Bolton's Allocations Plan Inspector's Report September 2014) he found the following about the then proposed housing allocation at "Pickup's Field":

"The land forms part of the wider area of playing fields at Green Belt. However, the site itself is not laid out as a playing field and slopes upwards towards existing housing. The Playing Pitch Strategy confirms a surplus of pitches in the area. Development would provide the opportunity to improve the quality of provision on the remainder of the Green Lane playing fields."

"There is no substantive evidence of any particular issue with ground conditions and subject to a detailed scheme, a suitable and safe access can be provided from Singleton Avenue. There is no reason to suggest that the wider road network could not accommodate increased traffic and the Core Strategy identifies Horwich as one of the locations to focus development in the Outer Areas of the Borough."

18. As stated above, Section 38 of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with policies in the development plan, unless material considerations indicate otherwise. The Allocations Plan along with the Core Strategy and Greater Manchester Joint Mineral and Waste Plans form Bolton's development plan. As dwellings are being proposed on a site allocated for housing there is no conflict with the development plan in this respect. The principle of housing on the application site has indeed already been established by the site being allocated.

19. The proposed development would also provide housing on a site within the existing urban area of Horwich, compliant with Policy OA1.4 of the Core Strategy.

20. The Allocations Plan (at appendix 4) identifies the application site as being able to accommodate 53 dwellings (its yield). Five fewer houses are now being proposed.

21. Notwithstanding the housing allocation, the application site is considered to be in a highly sustainable location, being within walking distance of local amenities (including shops, restaurants and public houses within Horwich Town Centre, the neighbouring playing fields at Green Lane, Old Station Park and Horwich Leisure Centre), medical practices and local primary and secondary schools. The site is also within walking distance of bus stops, either on Green Lane or Lee Lane.

22. The applicant, Bolton at Home, has identified a strong demand for affordable rented dwellings in Horwich. They have stated in their planning submission that no properties have come available in the last 12 months in the direct vicinity of the site. Further from the site there have been a limited number of two and three bedroom houses that have become available, however each time, the demand has been very high, with expressions of interest averaging well over 100 for

the 3 bedroom houses and over 75 for the two bedroom houses. No bungalows have come available at all. The proposed development would therefore help to meet the demand for two and three bedroom houses for affordable rent. Two bungalows are also proposed. It is therefore considered that there is a clear justification for this type of housing development in the area.

23. The principle of housing on the application site is therefore fully compliant with Bolton Council's development plan policies.
24. In accordance with planning law, this planning application should therefore be approved unless other material considerations indicate otherwise. These considerations are now considered below within this analysis.

Loss of Green Space

25. Policy CG1.4 of the Core Strategy states that the Council will allow some development on informal green spaces in the urban area, provided that it allows for the improvement of remaining green spaces and helps to meet the strategic objectives for housing.
26. The Council's advertised Disposal of the Open Space (as objected to by 456 people) is separate from the planning process and does not prevent this application being considered against its planning merits. The planning-related concerns raised within the consultation process for this have been given due consideration within the determination of this planning application.
27. The application site (known locally as "Pickup's Field") is a greenfield site. It is acknowledged from the many representations received that the field is valued highly by local residents for informal recreational purposes. The land however is not protected recreational land (as the neighbouring playing fields to the north and west are): it is instead allocated as a housing site. The neighbouring protected recreational land is protected from future development (owing to its development plan allocation) and will remain available for public recreational use (both formal and informal). The application site measures 1.3ha whilst the neighbouring protected recreational land measures approximately 5 hectares (the application site is therefore about a quarter of the size of the neighbouring recreational land).
28. The application site is however still considered to be informal green space despite its housing allocation (it is not formal as it is not laid out as a playing field). Core Strategy Policy CG1.4 allows for development on such spaces provided that it allows for the improvement of remaining green spaces and helps to meet the strategic objectives for housing.
29. The applicant has agreed with the Council's Greenspace Officers to provide £10,000 towards improvements to Old Station Park as a planning obligation (commuted sum). The Council has already (since the Allocations Plan Inspector's Report) invested a considerable amount on the playing fields at Green Lane, putting in drainage and relaying the pitch area, therefore the improvements to Old Station Park are more of a priority to the Council. The contribution towards Old Station Park would be secured through a Unilateral Undertaking (a legal agreement).
30. The proposed development of 48 affordable houses would help to meet the strategic objectives for housing. Bolton is not currently able to demonstrate a 5-year supply of deliverable housing land. The proposed development would therefore significantly contribute to Bolton's housing land supply. The proposed development would also help to meet the current evidenced shortage of two and three bedroom houses for affordable rent in the local area. These matters should be given substantial planning weight in the determination of this application.
31. It is therefore considered that the proposed development would comply with Policy CG1.4 of

Impact on the Character and Appearance of the Area

32. Policy CG3 of the Core Strategy states that the Council will conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area, and will require development to be compatible with the surrounding area in terms of scale, massing, grain, form, architecture, street enclosure, local materials and landscape treatment. Policy OA1 refers specifically to developments in Horwich and Blackrod and states [amongst other things] that the Council will conserve and enhance the character of the existing landscape and physical environment, ensure that development respects street patterns, the grain and the form of predominant architectural styles and where possible makes sympathetic use of locally distinctive materials such as stone, and ensure that new development does not harm the landscape setting and protects views from public areas to the surrounding landscape.
33. Although the erection of dwellings would inevitably change the character and appearance of the application site (as the site is currently an open field), it is however considered that the proposed residential development would appear as a proportionate urban extension to the existing built form of the area. The large areas of playing fields to the north and west of the application site ("Green Lane education land" and "Green Lane leisure land") would be retained, and these are protected from development by virtue of their protected recreational land status. The application site also has a natural and physical separation from the recreational open land to the north, by the presence of the line of mature trees and the watercourse: the mature trees to the north of the application site will not be affected by the development.
34. The proposed dwellings would be sited around an internal road, with the dwellings proposed to the west of the site being sited around three shared surface cul-de-sacs. The linear form of development would respect and reflect the existing urban grain of Singleton Avenue, Castle Crescent and Ormston Avenue.
35. A communal landscaped area is proposed within the site. This would have the dual benefit of providing additional amenity space for the future residents (along with their private rear gardens) and adding an attractive focal point within the development. A landscaped buffer is proposed along the eastern boundary of the development site, behind the rear gardens, which provides a softer division between the development and the fields to the south than a hard fenced or walled boundary would. Further planting within the development is also proposed, with hedgerows being proposed between driveways, adjacent the existing footpath to the east and to the side of 49 Singleton Avenue, and new trees within garden areas and along the access road. This proposed landscaping would be secured via a planning condition.
36. 46 of the 48 proposed dwellings would be two storeys in height, with the remaining two (at plots 15 and 16) being proposed as bungalows. The majority of the proposed dwellings would be semi-detached properties (42 of the dwellings). The existing houses in the vicinity of the site are mainly two storeys in height (though there are a number of bungalows on Pioneer Close) and are mainly semi-detached and terraced properties. The types of dwellings proposed within the development are therefore considered to be compatible with the area.
37. Nine house types are proposed within the scheme, however there is a consistency in their design (such as gabled fronts, bay windows and feature brickwork on the front and rear elevations). The proposed house types are not dissimilar to the new houses built at 39 to 49 Singleton Avenue.
38. The existing footpath route that connects the eastern playing fields with Singleton Avenue would

be retained within the development.

39. For the reasons discussed, it is considered that the scale, layout and design of the proposed residential development has regard to the overall existing built form of the area and would not be detrimental to the character and appearance of the area, compliant with Policies CG3 and OA1 of Bolton's Core Strategy.

Impact on the Amenity of Neighbouring and Future Residents

40. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security and does not generate unacceptable nuisance, odours, fumes, noise or light pollution, nor cause detrimental impacts upon water, ground or air quality. Policy CG4.3 states that development proposals on land that is (or is suspected to be) affected by contamination or ground instability must include an assessment of the extent of the issues and any possible risks. Development will only be permitted where the land is, or is made, suitable for the proposed use.
41. SPD General Design Principles sets out the Council's minimum interface standards between dwellings and amenity space standards. Where two storey dwellings would overlook each other (main rooms windows would face main room windows) a minimum interface distance of 21 metres is recommended. Where a two storey dwelling with a blank wall or a wall containing no main windows would face the front or rear elevation of a neighbouring dwelling (that is, an elevation containing main room windows) a minimum interface distance of 13.5 metres is proposed.
42. The side of plot 1 (which contains no main windows) would be 13.5 metres away from the rear elevations of 47 and 49 Singleton Avenue, therefore meeting the guidance within the SPD. The sides of plots 17 and 18 would be 17 and 20 metres (respectively) away from the rear elevations of 23 and 15 Singleton Avenue (respectively), which again meets the guidance in the SPD. The rears of the dwellings proposed at plots 5 to 14 would be between 23.5 and 28 metres away from the rear elevations of the neighbouring properties at 29 to 43 Singleton Avenue, which exceeds the guidance within the SPD. As these proposed dwellings would ordinarily be able to extend to the rear of their properties using permitted development rights (which could compromise the amenity of the neighbouring residents on Singleton Avenue should they be lengthy extensions), officers are recommending that permitted development rights are taken away for these plots (for any extension to the rear).
43. The front elevations of the dwellings proposed at plots 1 to 4 would be between 27 and 30 metres away from the rear elevations of 8 and 10 Pioneer Close and the side elevation of plot 48 would be between 17.5 and 21 metres from the rears of 12 and 14 Pioneer Close. The recommended interface distances within the SPD are therefore exceeded.
44. It is therefore considered that the siting and scale of the proposed dwellings would not unduly harm the amenity of the existing neighbouring residents to the application site.
45. Concerns have been raised by neighbouring residents that the proposed pumping station, to be located at the south western corner of the proposed development, would emit unacceptable noise and odour, to the detriment of the living conditions of neighbours. The applicant has submitted an indicative plan of how the pumping station compound would be laid out and a photographic example of what the pumping station compound would look like. These are attached to this report for information. The pumping station would be mostly hidden underground, with only the electrical box (kiosk) being located above ground. The applicant has stated that there would be very little noise emitted from the station as the pumps are both

submersed beneath water, well below the ground and surrounded by concrete. In terms of odour, the applicant has again stated that the pumps are in a sealed below-ground wet well (as just described) and that the contents would not be septic and therefore unlikely to cause an odour nuisance. The Council's Pollution Control Officers have raised no concerns regarding the proposed compound. It is therefore considered that the proposed pumping station would not unduly harm the amenity of either neighbouring or future residents of the development.

46. Concerns have also been raised about possible disturbance to neighbouring residents during any construction period. The applicant has submitted an air quality assessment with their planning submission, which considers the potential air quality impacts of the development as a result of fugitive dust emissions during construction and road traffic emissions associated with vehicles travelling to and from the site both during the construction period and the life of the development. The assessment concludes that potential air quality impacts from dust generated by earthworks, construction and trackout activities would not be significant and that impacts from traffic exhausts would be negligible.
47. The Council's Pollution Control Officers have recommended that the applicant submit a construction management plan prior to the commencement of development, to detail [amongst other things] how fugitive dust and noise emissions during construction would be mitigated against, and the proposed working hours. This would be secured via a pre-commencement condition.
48. In terms of land contamination, a Phase I site investigation report has been submitted with the application. This recommends a further Phase II survey, which would be required via a planning condition. The investigation works find that the site can be made suitable for its proposed residential use.
49. For these reasons it is considered that the proposed development would not unduly harm the amenity of neighbouring residents or future residents of the development, compliant with Policy CG4 of Bolton's Core Strategy.

Impact on the Highway

50. Policy P5 of the Core Strategy states that the Council will ensure that development takes into account [amongst other things] accessibility by different types of transport, prioritising pedestrian, cyclists, public transport users over the motorised vehicles users, servicing arrangements and parking. Policy S1.2 seeks to promote road safety in the design of new development. Appendix 3 of the Core Strategy sets out the Council's maximum parking standards.
51. Paragraph 109 of the NPPF states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
52. When considering the application site for a housing land allocation within Bolton's Allocation Plan, the Planning Inspector stated the following:

"There is no substantive evidence of any particular issue with ground conditions and subject to a detailed scheme, a suitable and safe access can be provided from Singleton Avenue. There is no reason to suggest that the wider road network could not accommodate increased traffic and the Core Strategy identifies Horwich as one of the locations to focus development in the Outer Areas of the Borough."

53. This planning application provides the detailed scheme as referred to in the Inspector's comments.
54. Vehicular access into the development is proposed off Singleton Avenue, between 49 and 55 Singleton Avenue. The proposed internal road, with 2 metre wide footways on each side, would curve through the centre of the site and terminate at the north of the site with a turning head. Three short private cul-de-sac are proposed off the turning head (these short roads would not become adopted by the Council).
55. Despite the threshold for a traffic impact assessment not being met by the proposed level of development, the applicant has nevertheless submitted such an assessment to support their proposal in highways terms. The Council's Highways Engineers concur with the conclusions of this assessment that the proposed residential development of the site would only generate negligible traffic within the morning and afternoon peak periods. Engineers therefore assert (as the Planning Inspector considered during the Allocations Plan inquiry) that the proposal would have a limited impact on the current operational capacity of the local highway network. The impact on residual cumulative traffic impact can therefore in no way be classed as "severe" (the test within paragraph 109 of the NPPF).
56. In terms of highway safety, the Council's Highways Engineers recognise that Singleton Avenue has a carriageway width of 5 metres, which falls slightly below the Council's standards for a residential road. Engineers however comment that the proposed negligible traffic volumes that would be associated with the proposed development means that the additional traffic should be accommodated with little detriment to the current residential amenity in the area. They also note that the speed limit on the surrounding residential roads is 20mph. Engineers also confirm that an analysis of the available injury accident record over the last 5 years for the area indicates no accident record to warrant any concerns. Engineers therefore consider that the negligible traffic volumes associated with the proposed development should pose limited road safety implications.
57. Engineers also confirm that the visibility from the proposed site access onto Singleton Avenue is compliant with national guidance.
58. Each dwelling would have driveway parking for two vehicles. The Council's Highways Engineers have commented that this level of parking is in accordance with the Council's parking standards for residential development of this scale and that the number of proposed spaces should not lead to any overspill parking on neighbouring residential roads.
59. It is also recognised that the application site is located within a highly sustainable location, being within walking distance of local shops, amenities, schools and bus stops.
60. It is therefore considered that the proposed residential development of the application site would not jeopardise highway safety in the area and would not have a detrimental impact on the current operational capacity of the local highway network. It is therefore considered that the proposal is fully compliant with Policies P5 and S1.2 of the Core Strategy.

Impact on Flood Risk

61. Policy CG1.5 of the Core Strategy states that the Council will reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development and ensuring a sequential approach is followed, concentrating new development in areas of lowest flood risk. Policy CG2.2c states that the Council will ensure that all proposals for 5 or more residential units demonstrate the sustainable management of surface water run-off from developments. On greenfield sites the rate of run-off should be no worse than the original conditions before

development.

62. The application site is located within Flood Zone 1, which is the zone least prone to flooding.
63. A flood risk assessment and drainage strategy, and a drainage plan, has been submitted with the application. Owing to the clay soil of the site it is unlikely that surface water could be disposed of by soakaways, therefore the applicant is proposing to connect to the existing surface water system.
64. A pumping station is proposed at the southern corner of the development. This is required for the foul drainage of the site owing to the public sewer (which the foul drainage within the site would connect to) being at a higher ground level (by approximately 3 metres).
65. The Council's Drainage Officers have raised no objection to the proposal, subject to a standard drainage condition. United Utilities have also raised no objection.
66. It is considered that the proposed development would not increase the risk of flooding and follows the hierarchy of drainage options in National Planning Practice Guidance, compliant with Policies CG1.5 and CG2.2c of the Core Strategy.

Impact on Biodiversity

67. Policy CG1.2 of the Core Strategy states that the Council will safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees, woodland and hedgerows from adverse development, and improving the quality and interconnectivity of wildlife corridors and habitats.

Trees

68. The belt of trees along the northern boundary of the site (behind plots 18 to 30 and adjacent the watercourse) are to be unaffected by the proposed development. The Council's Tree Officers have recommended that these trees are protected by a Tree Preservation Order (TPO) (should the land no longer be in Council ownership) owing to their amenity value.
69. The Tree Officers have stated that three trees along the eastern boundary of the site (backing onto the rears of the houses on Singleton Avenue) would be lost as a result of the proposed development, however they consider that these are of low visual amenity and their removal can be mitigated as part of the proposed landscaping scheme (which is proposed by condition).
70. The Council's Tree Officers raise no objection to the proposed development but request that an arboricultural method statement is submitted prior to development for further clarification on how tree roots of the trees along the northern boundary would be protected during construction. Protective tree fencing is also requested by Officers during the construction period.
71. It is therefore considered, subject to the recommended conditions, that the proposed development would not result in the unacceptable loss of trees, and further trees would be planted.

Other biodiversity

72. The Council's Greenspace Officers commented within their consultation response that there would be loss of tree habitat along the northern boundary of the site, however Tree Officers later confirmed that these trees are to be retained within the scheme and also recommended that they be protected by a TPO. This habitat will therefore not be lost.

73. Greenspace Officers recommend that the applicant use swift bricks within the construction of the dwellings, as there is a known swift colony about 650 metres to the south east of the application site. These swift bricks would be secured by a condition.
74. An informative note advising the applicant that there should be no vegetation clearance between the months of March and August (the bird nesting season) would be included in the decision notice, should the application be approved. This would not be subject to a planning condition as the matter is covered by separate legislation to Planning (it is instead an offence under the Wildlife and Countryside Act 1981 (as amended)).
75. Landscape Officers have also recommended that boundary fencing include hedgehog holes (around 130mm by 130mm) at the end and side of each garden, to allow them to move around the site, as hedgehogs may be living and/or foraging in the existing site. This requirement is proposed to be included in the standard boundary treatment condition.
76. It is therefore considered, subject to the recommended conditions, that the proposed residential development of the site would safeguard biodiversity, compliant with Policy CG1.2 of Bolton's Core Strategy.

Other matters

A presumption in favour of sustainable development

77. The purpose of the planning system is to contribute to the achievement of sustainable development. It is considered that the proposed development meets the three objectives of sustainable development within paragraph 8 of the NPPF. National planning policy has a presumption in favour of sustainable development.
78. It is acknowledged that the Council is not able to demonstrate a 5-year supply of deliverable housing sites. This represents a housing shortfall. In this circumstance paragraph 11 of the NPPF indicates that the policies that are most important for determining the application should be regarded as out-of-date and that there is a 'tilted balance' in favour of granting permission. It is found in this case that there is no harm that would significantly and demonstrably outweigh the tilted balance in favour of granting permission.

Impact on local infrastructure/planning obligations

79. As the proposed development is for 100% affordable housing (provided by a Registered Social Landlord) there is no policy requirement for the applicant to contribute to any other infrastructure obligations.

Local finance considerations

80. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. The following is considered to be a local financial consideration in this case:
81. New Homes Bonus for the 48 proposed dwellings – this is not a material planning consideration.

Conclusion

82. As explained above, the application site is an allocated housing site within Bolton Council's development plan, and therefore the principle of residential development on the site has already been established (back in December 2014 when the Allocations Plan was adopted). Section 38 of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with policies in the development plan, unless material considerations indicate otherwise. It is considered that the proposed development is fully in compliance with the

development plan.

83. Notwithstanding the housing allocation of the application site, as the site is used informally for recreational purposes by local residents the applicant has agreed to an off-site contribution towards a formal recreational space, Old Station Park. This money would be used for improvements to this space, compliant with Policy CG1.4 of the Core Strategy. The larger areas of protected formal recreational land (Green Lane education and leisure land) neighbouring the application site would not be harmed by the proposed development.
84. For the reasons discussed above, it is considered that the proposed development of 48 affordable dwellings would not harm the character and appearance of the area, would not unduly harm the amenity of both neighbouring and future residents of the development, would not detrimentally impact on the local highway network or jeopardise highway safety in the area, would not lead to flooding and would safeguard the local biodiversity.
85. It is therefore considered that the proposal complies fully with all relevant planning policy and Members are recommended to delegate the decision to the Director to secure the contribution towards Old Station Park.

Representation and Consultation Annex

Representations

Letters:- 36 letters of objection have been received. These raise the following concerns:

- * Loss of green land;
- * The land is currently used by the public for recreation (walking, dog walking, running, playing games) and has high amenity value;
- * The land is well used, which is evidenced by the desire lines/pathways on the land;
- * There is little green space left for children to play on; impact on children's health (*officer comment: the neighbouring protected recreational land at Green Lane is unaffected by the proposed development. This provides ample space for play*);
- * Children planted the trees on the field (*officer comment: the trees will be retained within the development and there is proposed to be further tree planting*);
- * The field only stopped being mowed by the Council in around 2016, when it became overgrown; the field has become a wild meadow which attracts butterflies;
- * The landscape quality of the area will be affected;
- * Singleton Avenue is already a difficult road to park on;
- * Pennine Road and Brownlow Road are already extremely busy roads, dangerous and have lots of on-street parking;
- * Traffic congestion in the area;
- * Surrounding roads will be made worse;
- * The submitted Transport Assessment fails to consider additional traffic on surrounding roads;
- * Need speed reducing measures on the surrounding roads;
- * Impact on highway safety in the area;
- * Emergency vehicles and bin wagons struggle to cope with parked cars and existing traffic;
- * Concerns about construction traffic access and pedestrian safety during construction;
- * Neighbouring properties will be overlooked;
- * Impact on flooding in the area;
- * Concerns that neighbouring gardens and houses will flood;
- * The submitted flood risk assessment is inadequate;
- * The pumping station will emit noise and odour during a 24 hour period, which will harm the residential amenity of neighbours at Pioneer Close;
- * There is no provision of emergency storage for foul water if the pumping station should fail;
- * Impact on wildlife;
- * Horwich is becoming overdeveloped/saturated;
- * Horwich does not need any more housing; Horwich has had its fair share of housing;
- * Housing should be built on previously developed land instead;
- * Impact on local infrastructure - not enough school places, no new doctors;
- * The site does not attract anti-social behaviour as the applicant suggests;
- * Increase in pollution;
- * Noise and disturbance during the construction period;
- * Residents on Singleton Avenue will no longer be able to use their back gates (*officer comment: the gates access onto land not in the residents' ownership, therefore it is considered that the residents do not have a formal right of access*);
- * There is a covenant on the land; the land was left to the community (*officer comment: this is not a material planning consideration. It is however understood that the covenant covers the formal recreational land and not the application site*);
- * Loss of views of Rivington Pike (*officer comment: the loss of a view is not a material planning consideration*);
- * The proposal is contrary to the Horwich Neighbourhood Plan (*officer comment: the neighbourhood plan is not adopted and therefore can only be given very limited planning*

weight).

The concerns (above) that are not accompanied by an officer comment are addressed within the analysis.

Separate to the Planning process, the Council's Legal department received 456 objections to the Council's advertised Disposal of the Open Space (the application site). The planning-related concerns raised in these objections have been replicated in the objections received by Planning, and are reported above.

Horwich Town Council:- raised an objection to the proposal at their meeting of 23rd May 2019 for the following reasons:

- * The land is described as owned by Bolton Council with the description Green Lane Playing Fields (02370), and the usage described as 'ES Playing Field'. It is currently used by the public for recreation and has high amenity value;
- * Lack of consultation with residents (*officer comment: the Local Planning Authority sent neighbour notification letters to a total of 105 neighbouring properties and advertised the application by way of site notices and a press advert. Officers are confident that the level of consultation undertaken has been in accordance with Article 15(4) of the Town and Country Planning (Development Management Procedures) (England) Order 2015 and the Council's Statement of Community Involvement*);
- * The land is well used by locals;
- * There is little green space left for children to play on;
- * The field only stopped being mowed by the Council in around 2016, when it became overgrown; the field has become a wild meadow which attracts butterflies;
- * Singleton Avenue is already a difficult road to park on;
- * Singleton Avenue, Ormston Avenue, Pengarth Road and Brownlow Road are already extremely busy roads, dangerous and have lots of on-street parking; Emergency vehicles and bin wagons struggle to negotiate safely; The submitted Transport Assessment fails to consider additional traffic on surrounding roads;
- * Impact on wildlife and biodiversity;
- * The proposal is contrary to Bolton Council policy that states brownfield sites not green belt or green spaces including S11 part 117 of the NPPF (*officer comment: the proposal is not contrary to Bolton's development plan policies as the site is allocated for housing (it is a housing allocations site).*

Elected Members:- Cllr. Brady has requested that the application be heard before Committee.

Cllr. Silvester has objected to the application for the following reasons:

- * The site is open space, is part of the wider playing field and is currently used by children and the wider general public;
- * The land is not classed as brownfield land and the applicant should look for another site;
- * Residents on Singleton Avenue have had access to their back gardens directly onto this land without hindrance for decade. They would lose that right of access. At the very least a path should be made along the rear boundary so that these residents still have access (*officer comment: the gates access onto land not in the residents' ownership, therefore it is considered that the residents do not have a formal right of access. Bolton at Home did explore the possibility of providing a path along the northern boundary of the site at pre-application stage, but concluded that this would not be safe or secure for either the existing or new properties as it would be long, narrow and unlit*);

- * This locally important green open space should not be lost.

Consultations

Advice was sought from the following consultees: Highways Engineers, Pollution Control Officers, Tree Officers, Landscape Officers, Greenspace Officers, Drainage Officers, Bolton Community Homes, Asset Management and Pupil Place Planning Unit, Economic Strategy Officers, Strategic Development Unit, Corporate Property Services, NHS, Primary Care Trust, Greater Manchester Police, Coal Authority, Environment Agency.

Planning History

No previous planning applications.

The application was allocated as Housing Land (site 96SC) within Bolton's Allocations Plan in December 2014.

Other History to the Site

The Council purchased the application site in 1955 "for the purpose authorised by Part V of the Housing Act". Barrister advice is that Part V of the 1936 Housing Act (the Housing Act at that time) concerned the "Provision of Housing Accommodation for the Working Class". Therefore the purposes of the land was for public housing.

Recommendation: **Approve the application subject to conditions and authorise the Director of Place and Borough Solicitor to complete all the necessary legal formalities in consultation with the Chair of Planning Committee.**

Recommended Conditions and/or Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby approved shall be carried out in full accordance with the following approved Preliminary Risk Assessment: **Intrusive Site Investigation recommended, dated 22 January 2018 (ref: 18-B-1207) by Carley Daines and Partners Limited.**

Prior to commencement of development and before any physical site investigation, a methodology shall be approved by the Local Planning Authority. This shall include an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration. Provision of a comprehensive site investigation and risk assessment examining identified potential pollutant linkages in the Preliminary Risk Assessment should be presented and approved by the Local Planning Authority.

- * Where necessary a scheme of remediation to remove any unacceptable risk to human health, buildings and the environment shall be approved by the Local Planning Authority prior to implementation.
- * Any additional or unforeseen contamination encountered during development shall be notified to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this approved by the Local Planning Authority.

Prior to first use/occupation of the development hereby approved a Verification Report shall be submitted to, and approved in writing by, the Local Planning Authority. The Verification Report shall validate that all remedial works undertaken on site were completed in accordance with those agreed

by the Local Planning Authority

Reason

To safeguard the amenity of the future occupants of the development and to comply with Core Strategy policy CG4.

Reason for pre-commencement condition: The undertaking of site investigations prior to commencement of development is considered to be necessary to ensure that adequate information regarding ground conditions is available to enable appropriate remedial and mitigatory measures to be identified and carried out before building works commence.

3. Prior to the commencement of development, including demolition, ground works or vegetation clearance a Construction Management Plan (CMP) shall be submitted to and approved in writing by the local planning authority. The CMP shall include the following details:
- a) Hours of construction and deliveries;
 - b) Details of the precautions to guard against the deposit of mud and substances on the public highway, to include washing facilities by which vehicles will have their wheels, chassis and bodywork effectively cleaned and washed free of mud and similar substances prior to entering the highway;
 - c) Dust suppression measures;
 - d) Noise emission suppression measures;
 - e) Construction routes in and around the site;
 - f) Compound locations together with details of the storage facilities for any plant and materials including off-site consolidation if appropriate, the siting of any site huts and other temporary structures, including site hoardings and details of the proposed security arrangements for the site;
 - g) Parking of vehicles associated with construction, deliveries, site personnel, operatives and visitors;
 - h) Sheeting over of construction vehicles.

Development of each phase or plot shall be carried out in accordance with the approved CMP.

Reason

To ensure that adequate consideration is given to the need to minimise the impact on the road network and reduce pollution, in accordance with Policies P5 and CG4 of Bolton's Core Strategy.

Reason for Pre-Commencement Condition: The site is close to residential properties and therefore considered to be sensitive to potential disturbances during the construction process and these need to be kept to a minimum to minimise any impact on the sensitive neighbouring uses.

4. Prior to the commencement of any groundworks, full details of the proposed surface water drainage works shall be submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out to investigate the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework, and the results of the assessment provided to the Local Planning Authority. Where a sustainable drainage system is to be provided, the submitted details shall:
- 1) Provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters.
 - 2) Include a timetable for its implementation, and
 - 3) Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime

The approved works shall be implemented in full prior to the occupation of the buildings hereby approved and those works as approved shall be retained thereafter.

Reason

To ensure the site provides satisfactory means of surface water drainage and to comply with policies CG1.5 and CG2.2 of Bolton's Core Strategy.

Reason for pre-commencement condition: The solution for surface water disposal must be understood prior to works commencing on site as it could affect how underground works are planned and carried out.

5. No demolition, development or stripping of soil shall be started until:

1. The trees within or overhanging the site which are to be retained have been surrounded by fences of a type to be agreed in writing with the Local Planning Authority prior to such works commencing.
2. The approved fencing shall remain in the agreed location (in accordance with BS 5837:2012) until the development is completed or unless otherwise agreed in writing with the Local Planning Authority and there shall be no work, including the storage of materials, or placing of site cabins, within the fenced area(s).

Reason

To protect the health and appearance of the tree(s) and in order to comply with Bolton's Core Strategy policies CG1 and CG3.

Pre-commencement reason: This information needs to be agreed prior to any commencement of development owing to the need for the trees to be protected by fencing prior to commencement.

6. Prior to the commencement of development of any works on site, the developer shall submit an arboricultural method statement detailing how the following elements of the site will be constructed without causing harm or damage to the protected trees found on the site to the Local Planning Authority. The specified areas are:

- * Erection of fencing to the rears of plots 18 to 30;
- * Clarification of no level changes within the root protection zones of the trees to the rear of plots 18 to 30;
- * Clarification of where services and utilities will be.

No development or site clearance shall take place until the Local Planning Authority has agreed the measures in writing, and these measures shall then be implemented fully in accordance with the approved details.

Reason

To ensure the safe development of the site and favourable retention of trees and in order to comply with Bolton's Core Strategy policies CG1 and CG3.

Reason for pre-commencement condition: Assurances about how the tree roots are to be protected are required prior to any development commencing.

7. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples or full details of materials to be used externally on the buildings have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. The approved materials shall be implemented in full thereafter.

Reason

To ensure the development reflects local distinctiveness and to comply with policies CG3 and OA1 of Bolton's Core Strategy.

8. Prior to any above ground construction works taking place, details shall be submitted to and approved in writing by the Local Planning Authority to show how the development would incorporate swift bricks. The approved scheme shall be implemented in full and retained thereafter.

Reason

As there is a known swift colony some 650 metres to the south east of the proposed site, to ensure

the favourable status of protected species and to comply with policy CG1 of Bolton's Core Strategy.

9. Prior to the development being first occupied or brought into use, details (including a brick or masonry specification and colour scheme) of the treatment to all boundaries to the site shall be submitted to and approved in writing by the Local Planning Authority. Fencing to the rear and side of garden areas should include hedgehog holes (measuring about 130mm by 130mm). The approved scheme shall be implemented in full prior to first occupation and retained thereafter.

Reason

To ensure adequate standards of privacy and amenity are obtained and the development reflects the landscape and townscape character of the area and in order to comply with policies CG3 and CG4 of Bolton's Core Strategy.

10. Trees and shrubs shall be planted on the site in accordance with a landscape scheme to be submitted and approved in writing by the Local Planning Authority prior to the development being first brought into use. The approved scheme shall be implemented in full and carried out within 6 months of the occupation of any of the buildings or the completion of the development, whichever is the sooner, or in accordance with phasing details included as part of the scheme and subsequently approved by the Local Planning Authority. Any trees and shrubs that die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

Reason

To reflect and soften the setting of the development within the landscape and in order to comply with Core Strategy policies CG1 and CG3.

11. Prior to the development hereby approved/permitted being first occupied or brought into use the means of vehicular access to the site from Singleton Avenue shall be constructed to a minimum width of 5.5 metres with 2 metres wide footways in accordance with the drawing ref. 1265-003.1 Rev D.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

12. No dwelling shall be occupied until the access road(s), footway(s) and footpath(s) leading thereto have been constructed and completed in accordance with the approved drawing ref: 1265-003.1 Rev D.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

13. Prior to the occupation of the dwelling houses hereby permitted provision shall be made for the parking of motor vehicles adjacent to each of the dwelling houses in the area identified for that purpose on the approved plan. Those areas shall thereafter be retained at all times for that purpose. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order amending or replacing that Order) other than (a) garage(s), no extensions, porches, outbuildings, sheds, greenhouses, oil tanks, wind turbines or satellite antennae shall be erected within that area.

Reason

To ensure that adequate provision is made for vehicles to be left clear of the highway and in order to comply with Bolton's Core Strategy policies S1, P5 and Appendix 3.

14. Prior to any above ground construction works taking place, all developer obligations shall be fulfilled to enable the Local Highway Authority to carry out a review of Traffic Regulation Orders in the locality where necessary and to enable the Local Highway Authority to consult, advertise, promote and implement Traffic Regulation Orders for (i) no-waiting at any time restrictions at the access

junctions onto Singleton Avenue and turning heads within the site, and (ii) an extension of the 20mph speed limit onto the new residential road.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document "Accessibility, Transport and Road Safety".

15. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking, re-enacting or modifying that Order) no extensions or outbuildings, dormers or any other alterations to the roof (other than those expressly authorised by this permission) shall be constructed on/to the rear elevation/rear roof plane of the dwellings approved at plots 5 to 14 (inclusive).

Reason

Any extension to the rear of these plots could result in an unsatisfactory scheme and to the detriment of the amenity of the neighbouring residents on Singleton Avenue. To comply with policy CG4 of the Core Strategy and the guidance contained within SPD General Design Principles.

16. The development hereby permitted shall be carried out in complete accordance with the following approved plans:

1265-003.1 Rev D; "Proposed Site Plan"; dated 28.02.19 and received 13 Jun 2019

1265-005; "Unit Type 1"; dated 28.02.2019

1265-005.1; "Unit Type 2"; dated 28.02.2019

1265-005.2; "Unit Type 3"; dated 28.02.2019

1265-005.3; "Unit Type 4"; dated 28.02.2019

1265-005.4; "Unit Type 5"; dated 28.02.2019

1265-005.5; "Unit Type 6"; dated 28.02.2019

1265-005.6; "Unit Type 6 Alt"; dated 28.02.2019

1265-005.7; "Unit Type 7"; dated 28.02.2019

1265-005.8; "Unit Type 8"; dated 28.02.2019

1265-005.9; "Unit Type 9"; dated 28.02.2019

1265-005.10; "Unit Type 9 Alt"; dated 28.02.2019

1265-005.11; "Unit Type 9 Alt - 2"; dated 28.02.2019

1265-005.12; "Unit Type 10"; dated 28.02.2019

18.B.12017/02 Rev A; "Proposed Site Levels"; dated Sept 2018

Reason

For the avoidance of doubt and in the interests of proper planning.



EXISTING MATURE TREES RETAINED ALONG WATER COURSE

Hedge planting along side of path

Pumping Station Compound 12x8

Playing Fields

- Wildlife habitat buffer zone
- Scrub planting

1265 - 003.1 - Proposed Site Plan

Drawing Title: Proposed Site Plan
Date: 28.02.19
Drawing no: 1265-003.1 revision: D
Scale: 1:250 @ A1
Drawn: NS/JB

0m 2.5m 5m 12.5m 25m

Schedule of Accommodation

- 9x Type 1: 3B5P House 82m2
- 1x Type 2: 2B4P Bung 64m2
- 1x Type 3: 3B5P Bung 73m2
- 4x Type 4: 2B4P House 70m2
- 4x Type 5: 2B4P House 70m2
- 4x Type 6: 3B5P House 82m2
- 5x Type 6 Alt: 3B5P House 82m2
- 4x Type 7: 2B4P House 70m2
- 4x Type 8: 2B4P House 70m2
- 2x Type 9: 3B5P House 82m2
- 7x Type 9 Alt: 3B5P House 82m2
- 1x Type 9 Alt - 2 : 3B5P House 82m2
- 2x Type 10: 3B5P House 82m2

48 Units





Street Scene A



Street Scene A1



Street Scene B



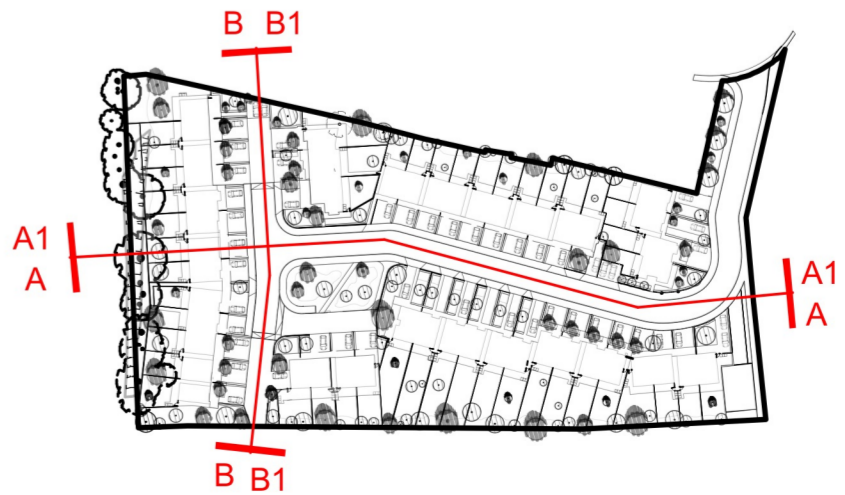
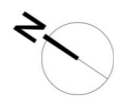
Street Scene B1

1265 - 004 - Proposed Street Scenes

Drawing Title: Proposed Street Scenes
Date: 27.02.19
Drawing no: 1265-004
Scale: 1:250 @ A1
Drawn: JB

revision: A

0m 2.5m 5m 12.5m 25m

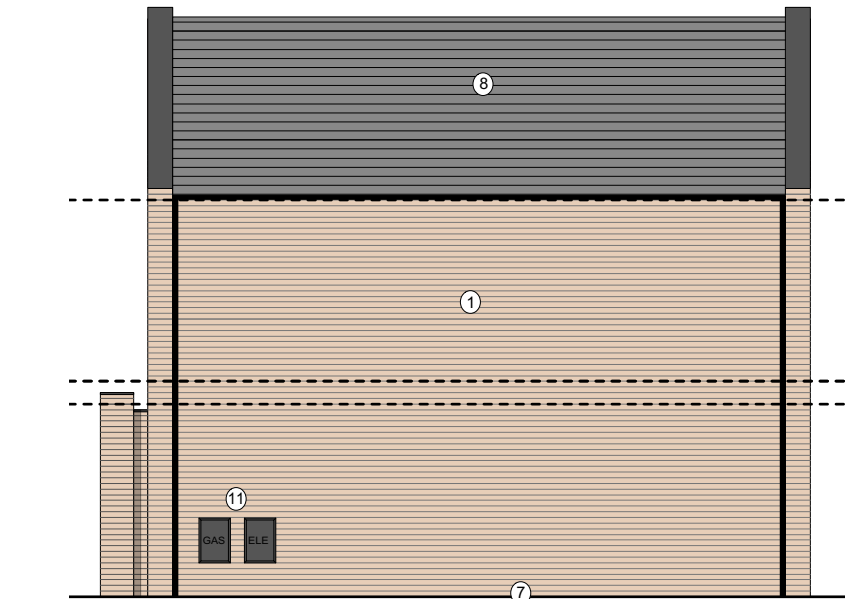


Key Plan

DK-Architects
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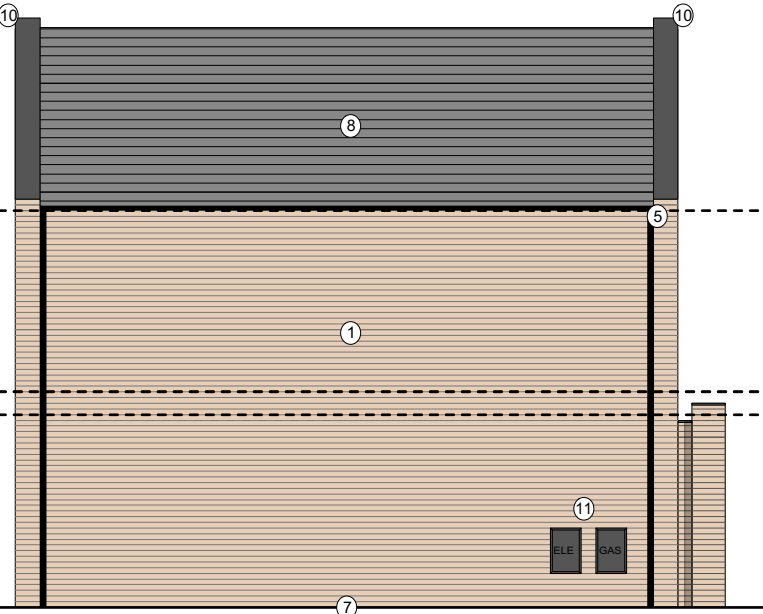
Elevation A



Elevation B



Elevation C

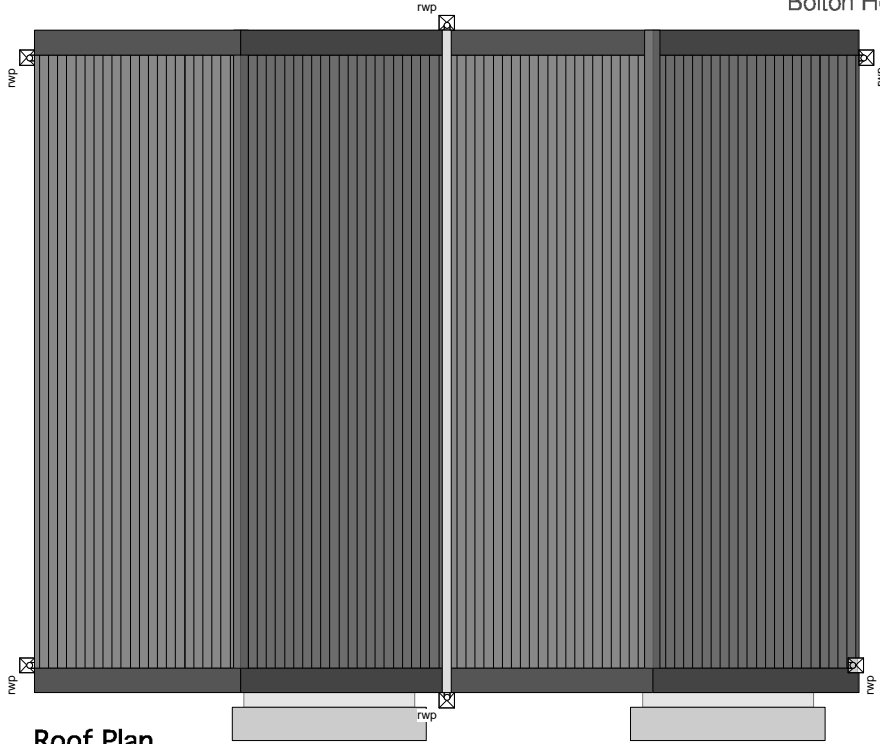


Elevation D

Unit Type 6

Date: 28.02.2019
Drawing no: 1265 - 005.5
Scale: 1:100 @ A3

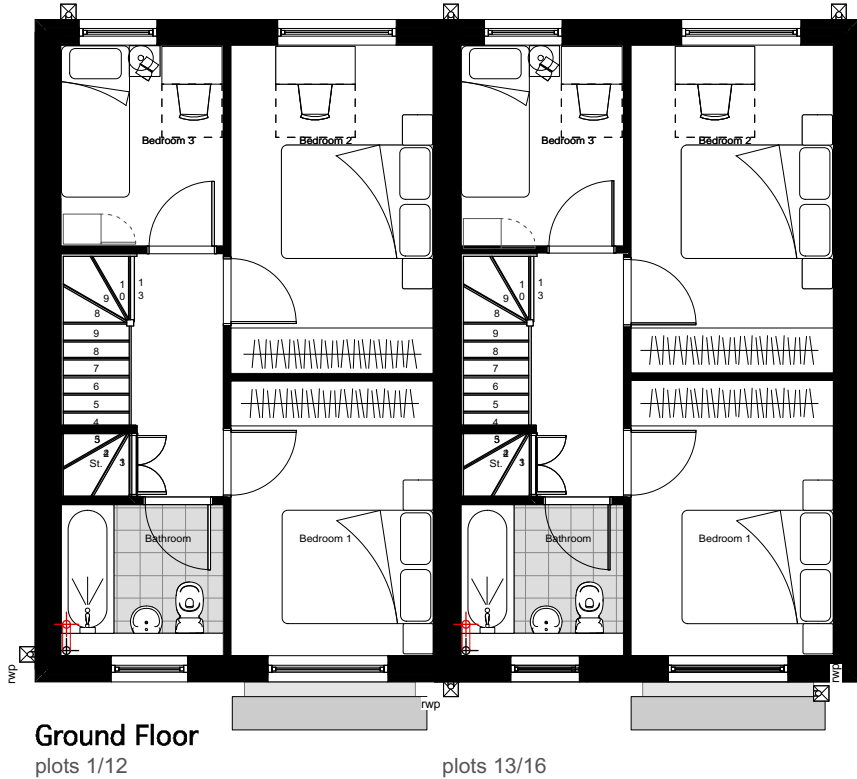
Revision: *



Roof Plan



First Floor



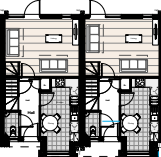
Ground Floor
plots 1/12

plots 13/16

- ① Main facing brick - brown facing multi-brick TCB
- ② Flat canopies to be GRP RAL 7016
- ③ uPVC Low E double glazed windows/All openable ground floor windows/doors to be PAS 24
- ④ Timber composite front door PAS 24 TBC
- ⑤ Facias/soffit/Rainwater/ flues goods to be black uPVC
- ⑥ Feature stack bonding / brickwork
- ⑦ Brickwork to DPC - brown facing engineering brick TBC
- ⑧ Roof covering to be grey concrete tiles etc
- ⑨ Obscure window
- ⑩ Aluminium capping - RAL 7016
- ⑪ Gas / Electric Boxes to be painted RAL 7016

Unit area - 79.5 sqm

Elevation C



Elevation A

Elevation D

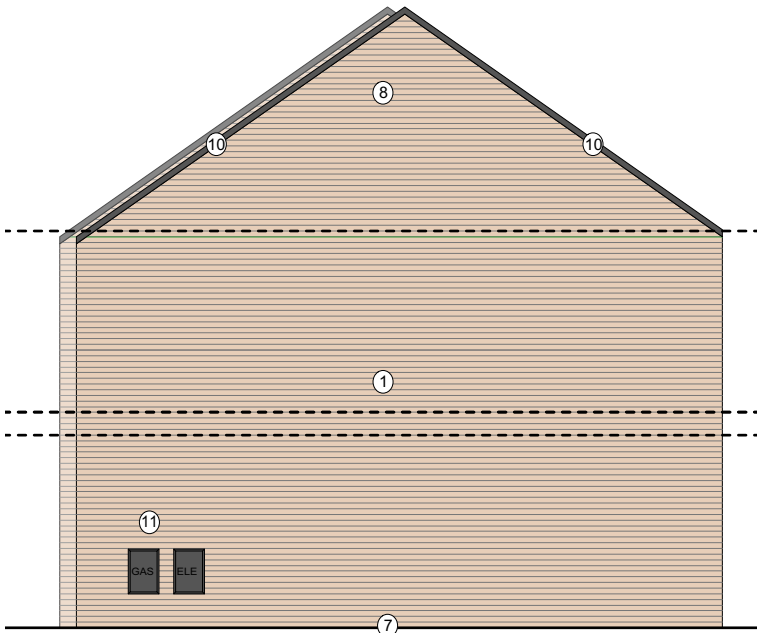
Elevation B

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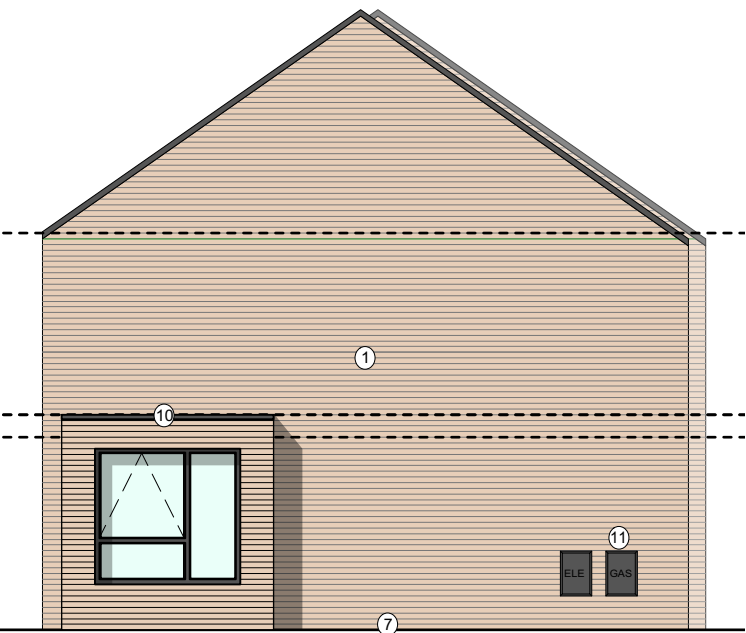
Elevation A



Elevation B



Elevation C

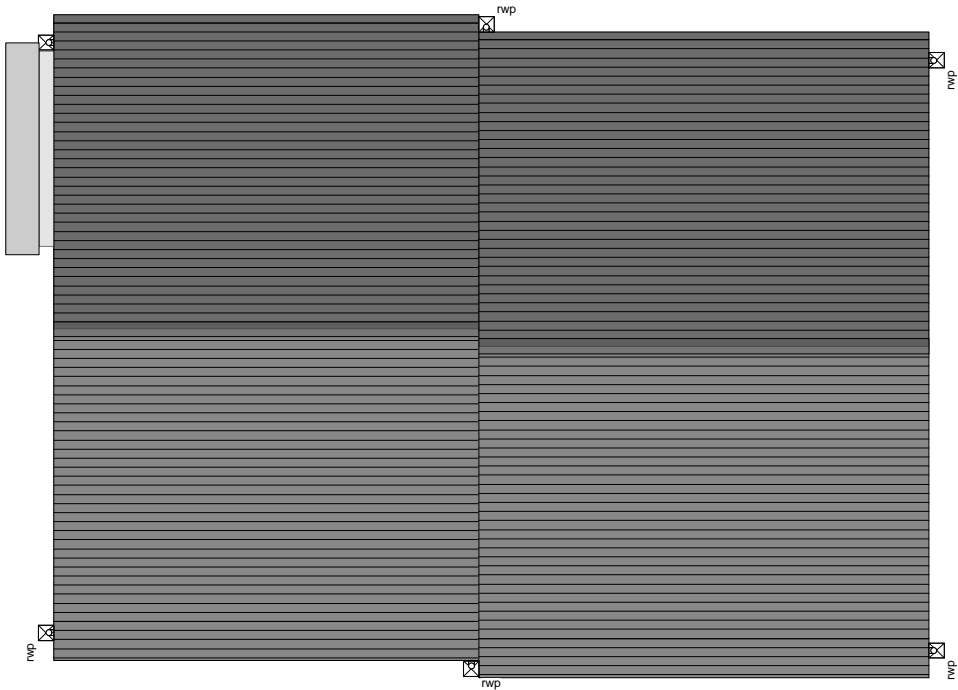


Elevation D

Unit Type 9 Alt - 2

Date: 28.02.2019
Drawing no: 1265 - 005.11
Scale: 1:100 @ A3

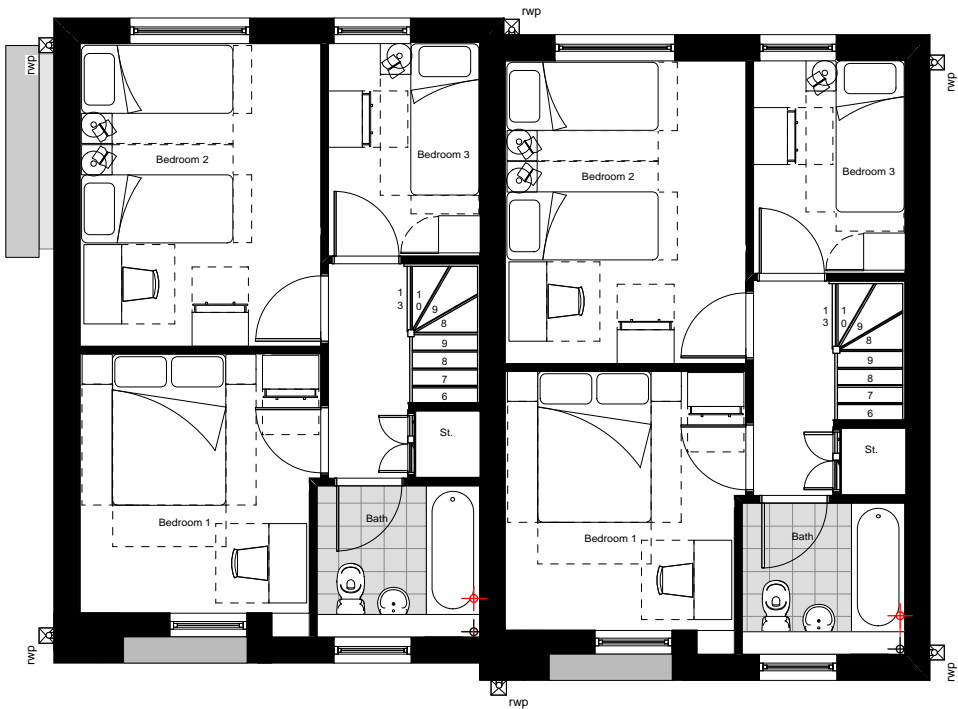
Revision: *



Roof Plan



First Floor

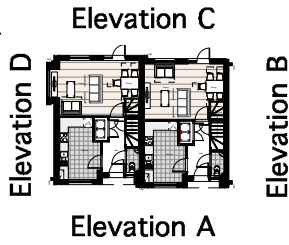


Ground Floor
plot 36

See unit type 9 Alt

- ① Main facing brick - brown facing multi-brick TCB
- ② Flat canopies to be GRP RAL 7016
- ③ uPVC Low E double glazed windows/All openable ground floor windows/doors to be PAS 24
- ④ Timber composite front door PAS 24 TBC
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- ⑦ Brickwork to DPC - brown facing engineering brick TBC
- ⑧ Roof covering to be grey concrete tiles etc
- ⑨ Obscure window
- ⑩ Aluminium capping - RAL 7016
- ⑪ Gas / Electric Boxes to be painted RAL 7016

Unit area - 81 sqm

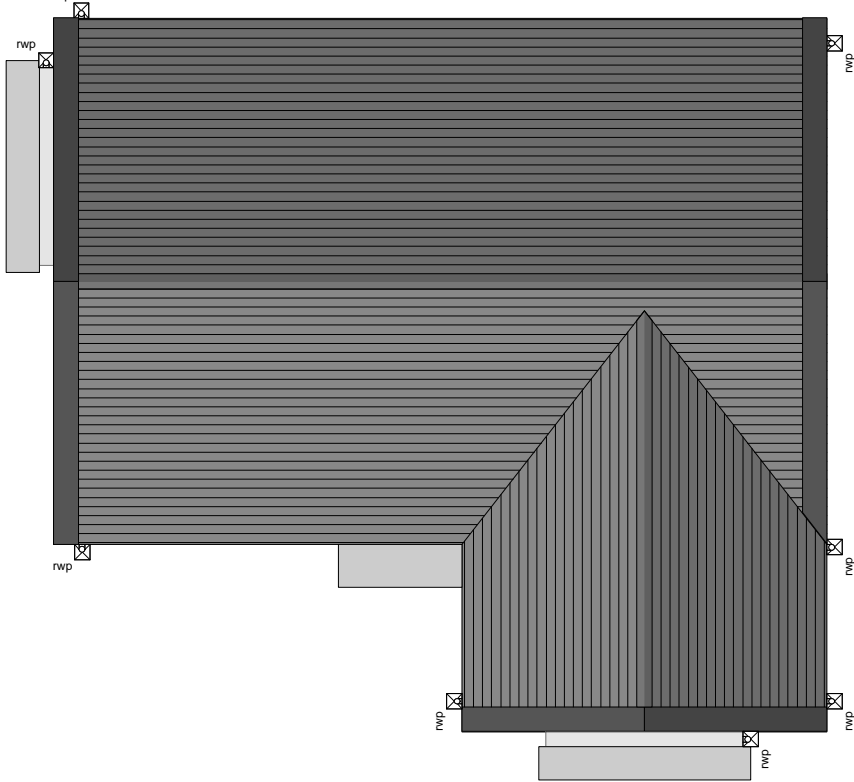


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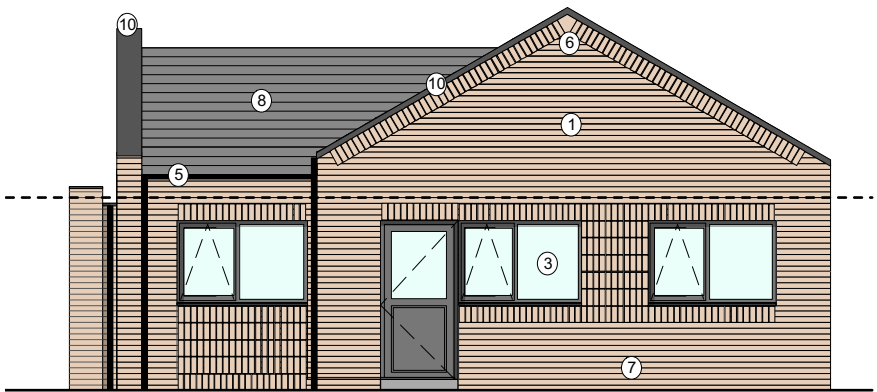
26 Old Haymarket
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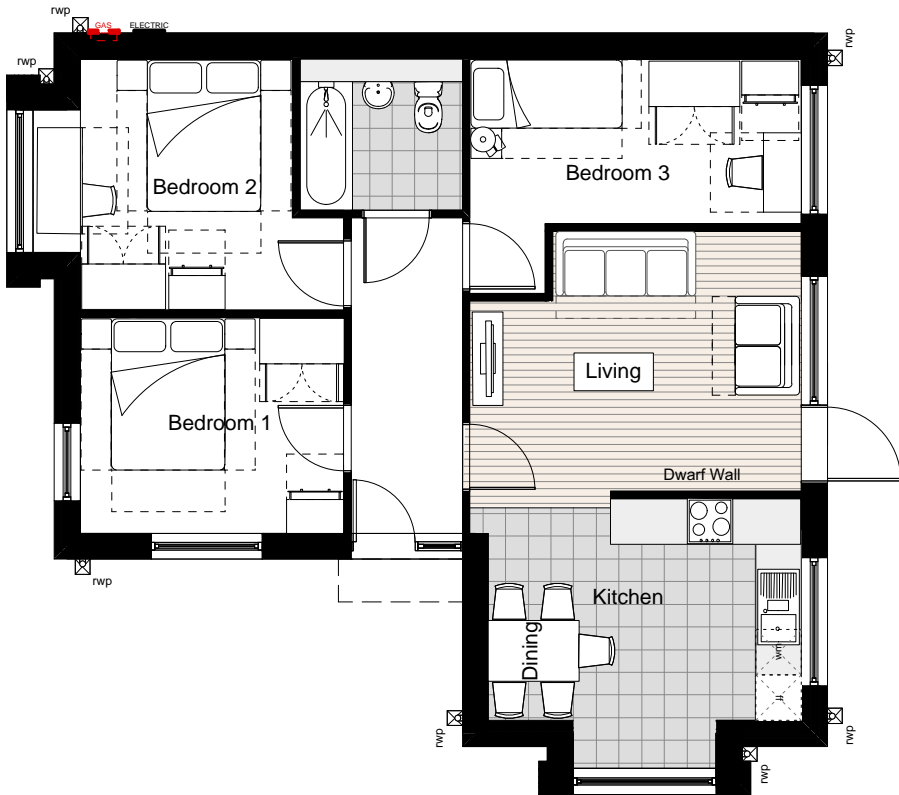
Elevation A



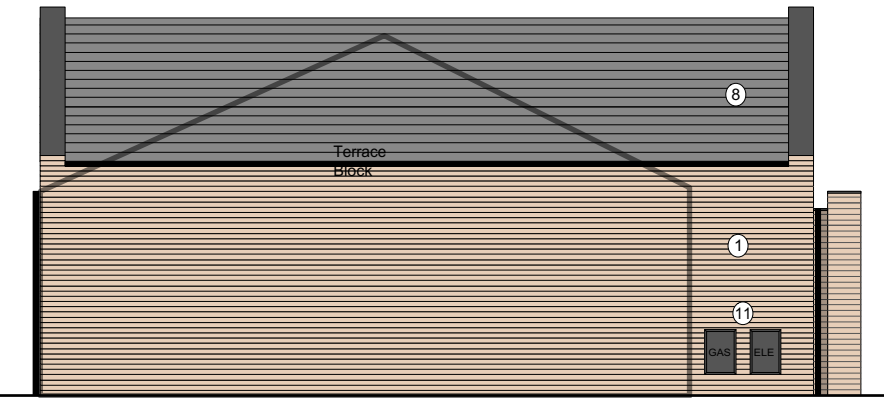
Roof Plan



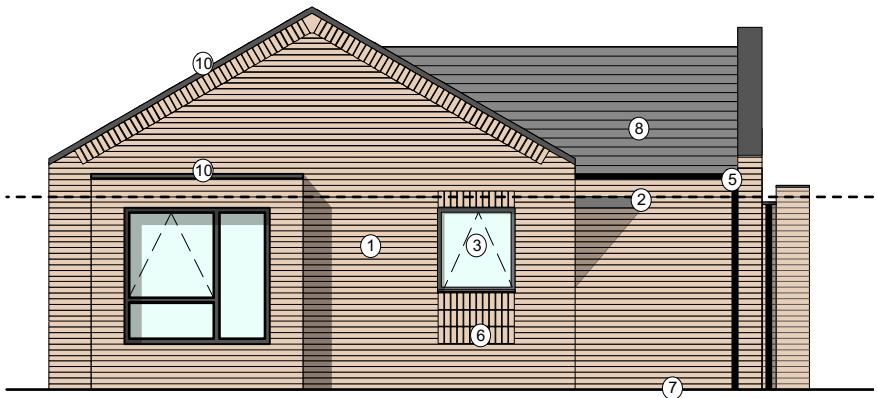
Elevation B



Ground Floor
plot 3



Elevation C



Elevation D

Unit Type 3

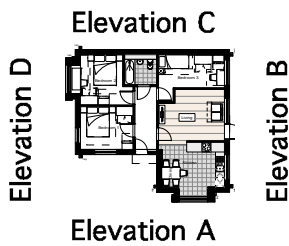
Date: 28.02.2019
Drawing no: 1265 - 005.2
Scale: 1:100 @ A3

Revision: *



- ① Main facing brick - brown facing multi-brick TCB
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- ⑧ Roof covering to be grey concrete tiles etc
- ⑨ Obscure window
- ⑩ Aluminium capping - RAL 7016
- ⑪ Gas / Electric Boxes to be painted RAL 7016

Unit area - 72.5 sqm

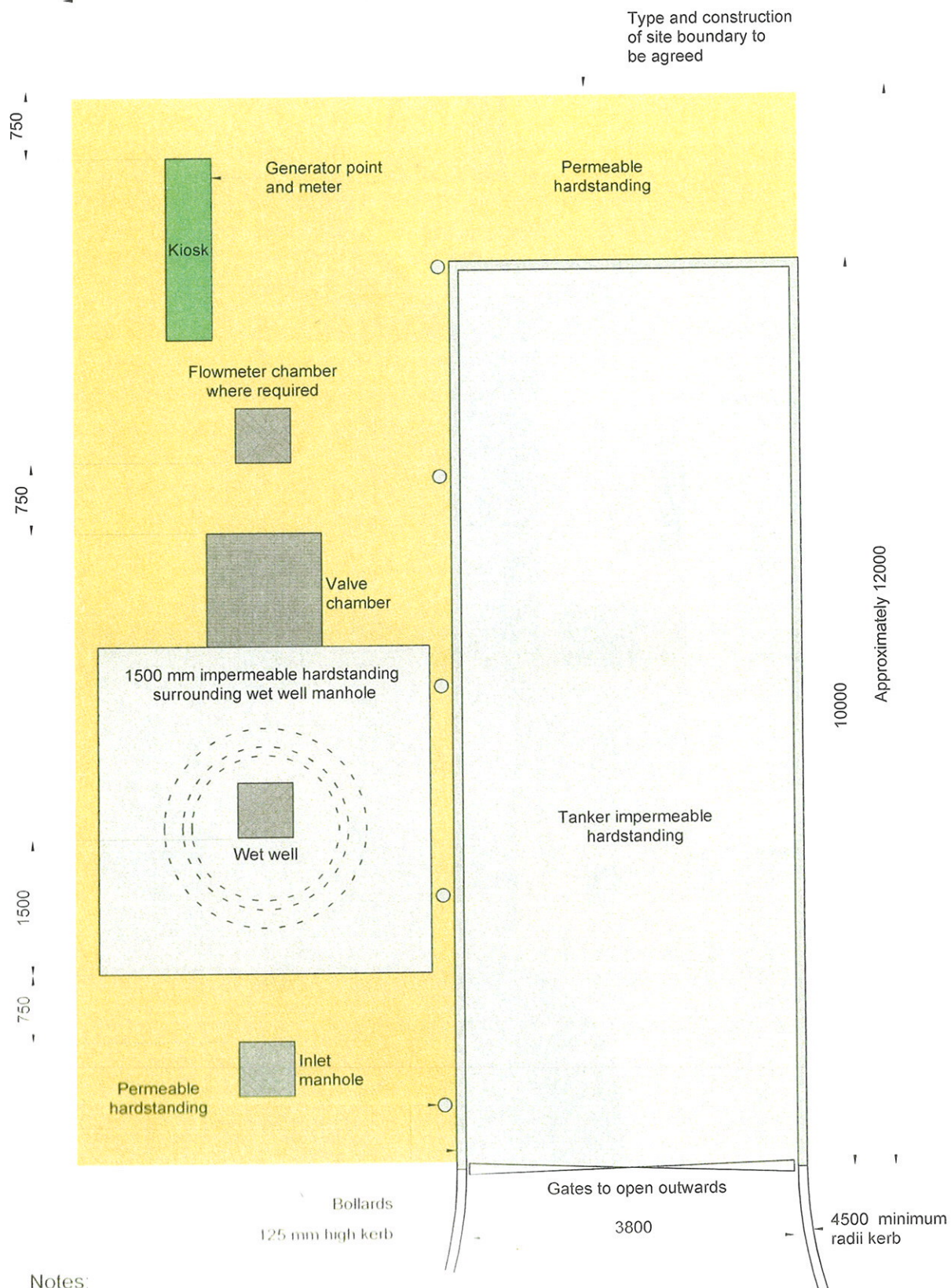


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FIGURE D.3
TYPICAL TYPE 3 PUMPING STATION LAYOUT

Approximately 8000



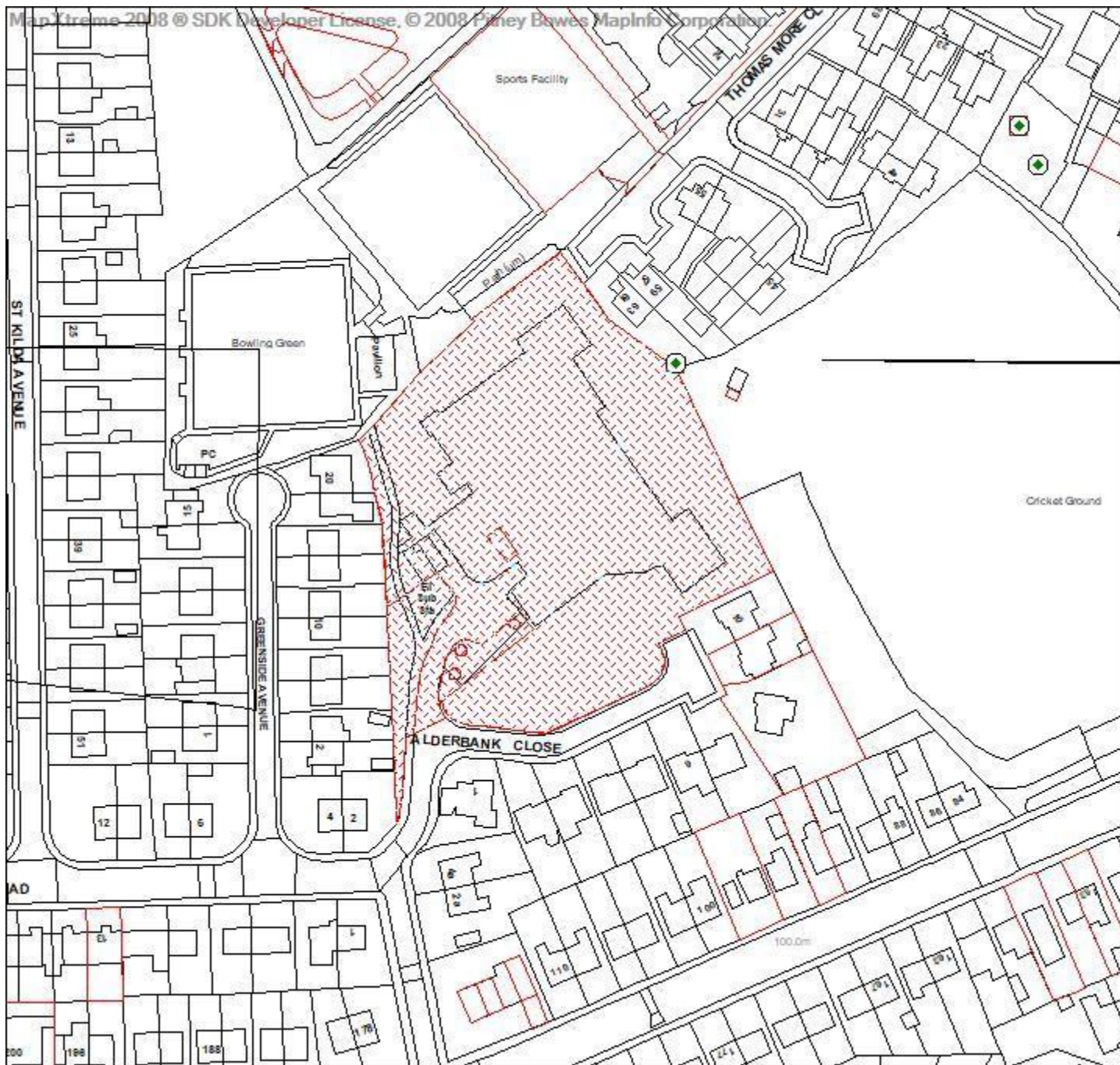
Notes:

1. Not to scale, dimensions in millimetres
2. Typical layout showing minimum dimensions
3. There should be a clear opening in front of the gates to ensure adequate access

Example of what the proposed pumping station compound would look like



Application number 04957/18



Directorate of Place
Development Management Section

Town Hall, Bolton, Lancashire, BL1 1RU
Telephone (01204) 333 333

Bolton Council

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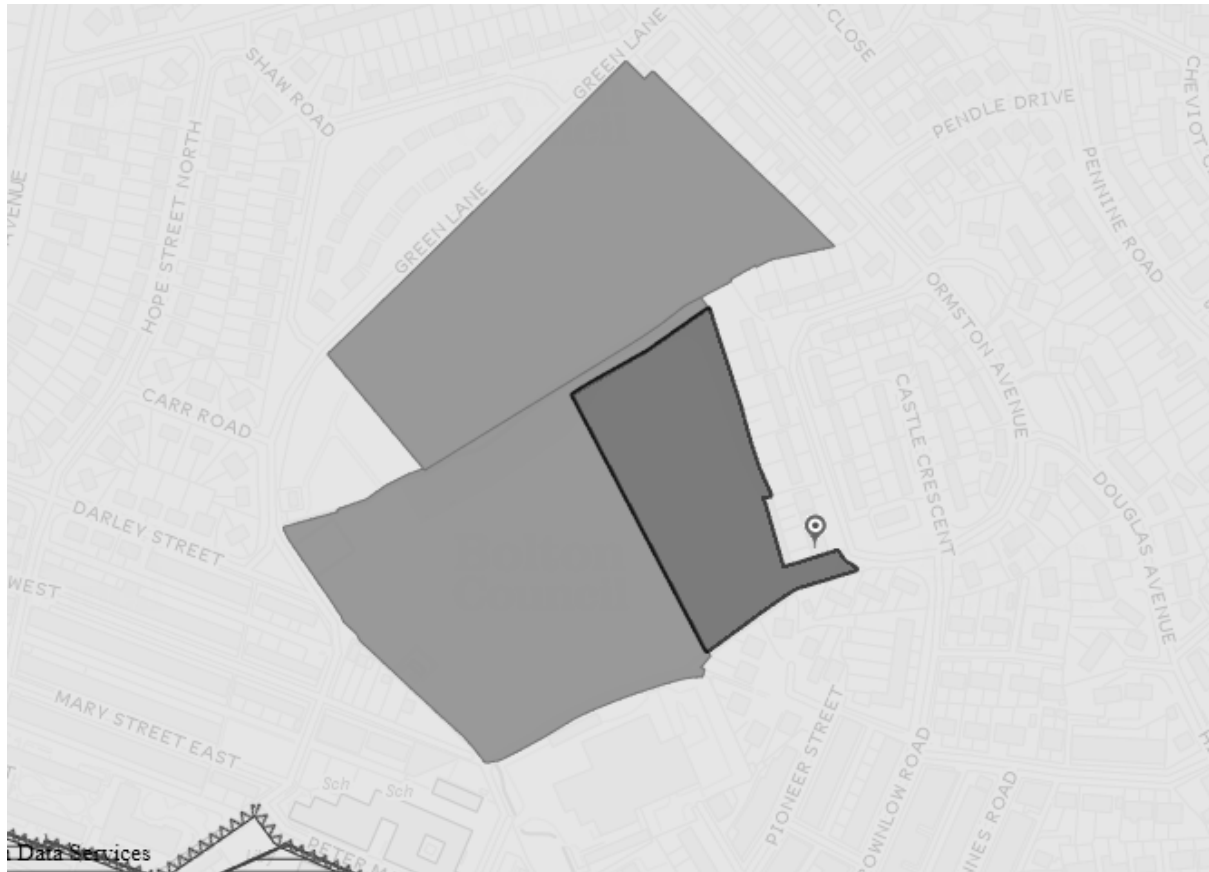
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Extract from Bolton Council's Proposals Map (Allocations Plan)

Dark grey area is the housing allocation (the application site)

Lighter grey is protected recreational land (Green Lane education and leisure sites)



Date of Meeting: 25/07/2019

Application Reference: 04957/18

Type of Application: Full Planning Application

Registration Date: 13/11/2018

Decision Due By: 11/02/2019

Responsible Officer: Jodie Turton

Location: SITE OF FORMER CARE HOME, MELVILLE ROAD/ALDERBANK CLOSE, KEARSLEY, BOLTON

Proposal: ERECTION OF 33 DWELLINGS WITH ASSOCIATED PARKING AND LANDSCAPING.

Ward: Kearsley

Applicant: PSP Bolton LLP

Agent : Pozzoni Architecture Ltd

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- This is a former care home site, the building was demolished some time ago and the site remains vacant.
- Thirty three dwellings are proposed, accessed from the existing site access and will be arranged around a traditional residential cul-de-sac.
- Highway Engineers are satisfied that the proposed development will not result in any greater highway impact than the previous care home use. Car parking standards are met in full (paras 30-37).
- A number of trees are to be lost on the site, however some replacement tree planting will be carried out and secured by condition. Where trees are to remain, site levels will stay the same and hand dig methods will be used to avoid damage to root protection zones.
- The site layout ensures that required interface distances will be met to existing surrounding properties (paras 19-29).
- Officers consider that the proposed layout, scale and design of the dwellings would be compatible with the surrounding area (paras 11-18).
- The stepped footpath to Alderbanks Close has been removed from the scheme and the only access (pedestrian and vehicular) to the site is from the existing site access.
- The dwellings will be largely constructed off site and will have a high sustainability level - achieving energy efficiency at 19% above Building Regs requirements.
- A viability assessment has been submitted with the application and no commuted sum amount is proposed for this site (see paras 56-61 for details).

Proposal

1. Planning permission is sought for the erection of 33 dwellings, the laying out of a road and footways, hard and soft landscaping, walls fences and drainage.

2. The proposed dwellings will all be available for private rent with 4 no. 2 bedroom and 29 no. 3 bedroom houses proposed. The development will be in the form of semi-detached and small terraced rows of two storey houses, using off-site modular construction. The dwellings will be of traditional appearance and positioned to face onto the new roads and private, shared driveways within the site. All of the dwellings will have private rear garden spaces and off-street parking for 69 vehicles.
3. Vehicular access into the site will be taken from the existing site entrance on Alderbank Close, which formerly served the care home that stood on this site. Within the site will be one new road leading to private shared driveways/access roads.

Site Characteristics

4. This application relates to a plot of land, 0.74ha in area, accessed from Alderbank Close, which is just off Springfield Road, Kearsley. The site formerly accommodated a single storey care home. Since the demolition of the care home building, this land has stood vacant and secured by fencing.
5. Kearsley Park Vets Bowling Club is situated to the north and Kearsley Cricket Club to the east. The wider area is predominantly residential in nature characterised by two-storey semi-detached dwellings of varying styles, architecture and age.

Policy

Core Strategy Policies: CG1 Cleaner and Greener, CG3 The Built Environment, CG4 Compatible Uses, P5 Transport and Accessibility, S1 Safety, SC1 Housing and OA6 Little Lever/Kearsley.

Supplementary Planning Documents:
Accessibility, Transport and Road Safety
General Design Principles
Affordable Housing
Infrastructure and Planning Contributions.

National Planning Policy Framework (NPPF)
Planning Policy Guidance

Analysis

6. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.

The main impacts of the proposal are:-

- * principle of housing development on the site
- * impact on the character and appearance of the area
- * impact on the amenity of neighbouring residents
- * impact on the highway
- * impact on trees and biodiversity

- * impact on flooding and drainage
- * coal mining legacy
- * infrastructure and planning contributions

Principle of Housing Development on the Site

7. Core Strategy Strategic Objective 14 seeks to provide housing that meets the needs of everybody, reflecting the needs of an ageing population and a growth in the number of households. Strategic Objective 15 seeks to focus new housing in the existing urban area, especially in Bolton town centre, council-owned housing areas and in mixed-use developments on existing older industrial sites.
8. Core Strategy Policy SC1 states that at least 80% of housing development will be on previously developed land. The policy also seeks to ensure that new housing has a density of at least 30 dwellings per hectare and achieve higher densities where possible taking into account local character. Policy OA6 states that the Council will concentrate sites for new housing in Kearsley within the existing urban area.
9. The application site is a previously developed site in the urban area, in a highly sustainable location close to Bolton Road/Manchester Road (A666), a well-served bus route, approximately 1.5km from Kearsley Railway Station, close to primary schools, a secondary school and close to local services and shops. It is considered that if the Borough is to meet its housing targets, then an appropriate density of residential development will be required in sustainable locations, such as this, in order to relieve pressure on greenfield sites in more suburban locations. The density of the proposed development will be 45 dwellings per hectare. This density and proposal to include a majority of 3-bedroom dwellings is acceptable in this location.
10. It is considered that the proposed development complies with Policies SC1 and OA6 and Strategic Objectives 14 and 15 of Bolton's Core Strategy.

Impact on the Character and Appearance of the Area

11. Policy CG3 of the Core Strategy states that the Council will conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area, and will require development to be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture, street enclosure, local materials and landscape treatment.
12. Policy OA6 refers specifically to developments in Kearsley and states that the Council will ensure that development respects and enhances the built form and pattern of existing development.
13. The site will have one access point from Alderbank Close, utilising the existing access into the site. Within the site will be one road sweeping through towards the north with a 'hammer-head' cul-de-sac. Private driveways will be accessed from shared access arrangements.
14. The proposed dwellings will all be two storey, in a variety of semi-detached and three terraced rows and will be energy efficient to achieve a carbon reduction of more than 19% over current Building Regulations (which exceeds the energy efficiency requirements of policy CG2.2b). They will be sited around an internal cul-de-sac, facing the road, affording good levels of natural surveillance. Each dwelling will have on-site parking provision for two vehicles and private rear gardens.
15. The retention and introduction of trees around the perimeter of the site will create a pleasant visual appearance and will provide an enhanced living environment for future occupiers of the

dwellings.

16. The scale and massing of the dwellings is considered appropriate. The dwellings are traditional in appearance, constructed from brick with tiled roofs, and are considered to be in keeping with the built form in the immediate surrounding area. Integrated photovoltaic tiles will be introduced on the roofs to add to the energy efficiency of the dwellings.
17. Adequate refuse provision has been incorporated into the scheme with each dwelling have sufficient space within the rear garden for bin storage and direct access to the street for collection days.
18. It is considered that the layout, design, scale and massing of the proposed development is acceptable and in accordance with Policies CG3 and OA6 of Bolton's Core Strategy.

Impact on the Amenity of Neighbouring Residents

19. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. SPD General Design Principles sets out the Council's recommended interface distances between dwellings.
20. The former use on this site had a residential purpose and the area surrounding the site is predominantly residential in character, so the redevelopment of the site for housing is considered to be compatible.
21. Section 3 of the SPD sets out the Council's recommended distances between dwellings. From main windows in two storey dwellings to main windows in single or two storey dwellings a distance of 21 metres is recommended.
22. An interface distance of 30 metres is achieved between the rear of the dwellings proposed at plots 1 to 3 to the facing windows in the properties at 2 and 3 Alderbanks Close. This distance increases between plots 4 to 6 and 4 and 5 Alderbanks Close and increases further between plots 7 and 8 and the facing properties at 6 and 7 Alderbanks Close.
23. The side elevation of plot 33 will be situated at a distance of approximately 20m away from the main rear elevations of the properties to the west at 14 and 16 Greenside Avenue, and approximately 12m to the garden boundary. The dwelling at plot 33 will not feature any main room windows in the side elevation and so this separation is acceptable.
24. The side elevation of plot 28 will be situated at a distance between 10m-13m away from the main rear elevation of the property to the west at 20 Greenside Avenue, and between 7m-10m to the garden boundary. The dwelling at plot 28 is slightly off-set and does not directly face the neighbouring property on Greenside Avenue and will not feature any main room windows in the side elevation and so this separation is acceptable.
25. The property sited on plot 19 will introduce a two storey gable elevation in close proximity to the dwellings at 61/63 Thomas More Close, which have main room windows in the front elevation, thus leading to a potential overbearing impact on these existing neighbours. The plans have been amended so that plot 19 has been moved away from the existing neighbours. The amended arrangement results in the dwelling at plot 19 still cutting a line drawn at 45 degrees from the closest window in the neighbouring dwelling but at a distance of 12 away. This distance is considered sufficient to ensure that the overbearing impact on these neighbours will not be significant.

26. As the proposed siting of the dwellings complies with the recommended interface distances within SPD General Design Principles it is considered that the development would not have an undue impact on the amenity of the neighbouring residents on Alderbank Close, Greenside Avenue and Thomas More Close, nor upon future occupiers of the dwellings.
27. In terms of the amenity for future occupiers, within the site, the dwellings are arranged at a suitable distance from each other in terms of facing windows and windows facing two-storey gables in order to safeguard the amenity of future occupiers. Each main room within the new dwellings will be served with a window for adequate levels of light and outlook. Section 3 of the General Design Principles SPD states that 50m² of private amenity space should be provided for each new dwelling. In this instance, some of the rear garden spaces are much lower than the 50m² guidance. However, it is recognised that the site is close to Kearsley Park where outdoor amenity can be enjoyed. It is suggested that permitted development rights for any extensions to the dwellings on plots 18, 19 to 28 and 29 to 31 be removed, to ensure that sufficient private amenity space is retained.
28. It should be noted that the dwellings are to be constructed largely off site, which will speed up the development process and reduce the impact of the construction phase on neighbouring residents.
29. For these reasons it is considered that the proposed development would not unduly harm the amenity of any neighbouring resident, compliant with Policy CG4 of Bolton's Core Strategy.

Impact on the Highway

30. Core Strategy policy P5 seeks to ensure that development is accessible by different types of transport, prioritising pedestrians, cyclists and public transport over the motorised vehicle and ensure that parking is available in accordance with the Council's standards. Appendix 3 provides guidance on parking standards. Policy S1 seeks to ensure that development promotes road safety.
31. Paragraph 109 of the NPPF (2018) states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
32. The site lies within an accessible location within easy walking distance of public transport routes. Access to the proposed development will be from Alderbank Close, utilising the existing access point to the site. Originally, it was also proposed to include a stepped pedestrian access between plots 8 and 9, leading on to the head of the cul-de-sac on Alderbank Close. Following concerns raised by neighbours that this may lead to potential conflict with pedestrians and vehicles, as well as perceived anti-social behaviour, this stepped access has been removed from the plans.
33. A Transport Statement (TS) has been submitted in support of the application in order to substantiate the development from a transport and highways perspective. The TS indicates that the traffic impact of development will be negligible and possibly comparable, to a certain extent, with the former use of the site. Thus, the impact on the operational capacity of the surrounding highway network will be negligible, with a potential minimal risk to users of the public highway.
34. Each dwelling will have off-street parking provision for two vehicles, which complies with the Council's parking standards within appendix 3 of the Core Strategy.
35. The Council's Highways Engineers have requested a condition regarding a Traffic Regulation

Order review for the extension of the 20mph speed limit within the development site, this has been included in the list of recommended conditions.

36. A plan has been submitted showing that 25m forward visibility on the bends within the development can be achieved and that carriageways are 5.5m wide with 2m footways either side.
37. There are no objections to the proposed development on highways safety or network capacity grounds, subject to recommended conditions. The proposed development complies with Policies P5 and S1.2 of the Core Strategy.

Impact on Trees and Biodiversity

38. Policy CG1.2 of the Core Strategy states that the Council will safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees, woodland and hedgerows from adverse development, and improving the quality and interconnectivity of wildlife corridors and habitats.
39. An Arboricultural Impact Assessment has been submitted in support of the application. There are 60 individual trees and 1 group of trees that have been surveyed on site, 12 of the trees appear to be off-site. 37 of the trees were recorded as category 'B' and a mixture of 22 individual trees and one group of trees were recorded as category 'C'. The trees were generally found to be in a good to fair condition. One individual tree (T8) was classified as retention category 'U' (unsuitable for retention). The Council's Trees and Woodlands Manager has reviewed the assessment and has advised that the tree survey to BS5837 (2012) Trees in Relation to Design Demolition and Construction is generally accurate in its description and categorisation of the trees.
40. Twenty-eight individual trees and 1 group of trees are to be felled to accommodate the development. The greatest visual impact will be as a result of the removal of the trees on the southern boundary. Four trees (T9, T10, T17 & T18) will be retained on the banking and adjacent to Alderbank Close.
41. All the trees to be retained will require suitable protective fencing. A Tree Protection Plan (TPP) has been provided with the Impact Assessment but does not identify the location of protective fencing for the off-site trees adjacent to the eastern boundaries to prevent damage within the root protection zones. Levels details have been provided to show that there will be no levels changes within the root protection zones of trees.
42. Plans have been submitted showing the options for service routes, Tree Officers are content that all options are satisfactory in terms of avoiding impact on trees with the services largely running down the access road, outside of the root protection zones of the retained trees.
43. An Arboricultural Method Statement has been submitted and details the special measures to be taken within the root protection zone of T49 & T51 where the paths and gardens will need to be placed within the root protection zone of these trees, and detailing hand dig methods to prevent damage within the root protection zones of retained trees in the vicinity of the proposed boundary treatments. In addition the statement, details site levels where the trees are to be retained on the southern boundary (T9, T10, T17 & T18). Tree Officers are satisfied with the submitted information.
44. Bat surveys have been submitted with the application. The surveys have been reviewed by Greater Manchester Ecology Unit and have been undertaken by experienced ecological consultants whose work is known to the ecology unit. The surveys found that neither the trees nor the remaining building on site supported bats. Both Greater Manchester Ecology Unit and the

Council's Greenspace Officers have therefore raised no objection to the proposal.

45. It is noted that Greater Manchester Ecology Unit has recommended a condition preventing the removal of hedgerows, trees and shrubs during the main bird breeding season. However, as this is covered by other legislation (The Wildlife and Countryside Act 1981 (as amended)), it is not considered that this condition would meet the necessary tests for attaching planning conditions. Instead, an informative has been added for the applicant's attention.
46. The proposed development suitably safeguards the trees worthy of retention and biodiversity, compliant with Policy CG1.2 of Bolton's Core Strategy.

Impact on Flooding and Drainage

47. Policy CG1.5 of the Core Strategy states that the Council will reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development and ensuring a sequential approach is followed, concentrating new development in areas of lowest flood risk. Policy CG2.2 states that all proposals for five or more residential units should demonstrate the sustainable management of surface water run-off from developments. On greenfield sites the rate of run-off should be no worse than the original conditions before development.
48. The application site is located within Flood Zone 1 (the least chance of flooding). A Flood Risk Assessment and Foul and Surface Water Drainage Strategy has been submitted with the application which has been reviewed by the Council's Flood Risk Team who raise no objection to the proposed development, subject to a standard surface water drainage condition. It is considered that the proposed development would comply with Policies CG1.5 and CG2.2 of Bolton's Core Strategy.

Landscaping

49. Core Strategy policy CG3 states that development should conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area.
50. A landscaping proposal has been submitted, identifying areas of low maintenance amenity grass, ornamental planting, boundary hedging, mitigation tree planting and the existing trees to be retained.
51. The Council's Greenspace Officer has commented that the planting mixture suggested in the proposed hedgerow planting scheme is not considered suitable for the location and would suggest replacing with 5 species of Hawthorn, Beech, Field Maple, Hornbeam & Alder Buckthorn, a condition for a landscape plan to be submitted is recommended which will specifically refer to the hedgerow and tree planting on the site.
52. The Council's Landscape Architect has advised that, in principle, the proposed planting strategy is acceptable, but a more detailed landscape drawing will be required, including the proposed boundary treatments. This can be secured by condition.
53. In relation to the mitigation tree planting, there are 16 new small ornamental trees proposed which is not considered adequate mitigation for the felling of 32 medium height trees, (mainly Alder and Birch) from the site. The mitigation tree planting includes Malus which is considered inappropriate for planting in a housing situation. The mixed native species hedgerow appears low on species, and the species mix will need amending appropriately for where it is planted adjacent the Public Footway. On the basis of these comments, a landscape condition which makes specific requirements for details of hedgerow planting and replacement tree planting is recommended.

54. Residents have raised some concerns about who will be responsible for the maintenance and cutting of the grass strip adjacent to Alderbank Close. The Applicant has confirmed that a management company will be employed for the maintenance of this area.

Coal Mining Legacy

55. The application site is located within a Development High Risk Area, as defined by the Coal Authority. The application has been supported by a Coal Mining Risk Assessment Report and a supplementary letter following a full ground investigation. The Coal Authority initially objected to the proposal but following a review of the supplementary information, have withdrawn their objection subject to the implementation of the mitigation measures identified within the Geo-Environmental Appraisal Report, reference 10/1216/002. In addition, the Coal Authority also expect gas protection measures to be incorporated and evidence of this can be secured by condition.

Infrastructure and Planning Contributions

56. Policy IPC1 of the Core Strategy states that the Council will seek to ensure that developers make reasonable provision or contribution towards the cost of appropriate physical, social and green infrastructure required by the proposed development and/or to mitigate the impact of that development. In doing so, the Council will ensure that a scheme is made acceptable in planning terms and achieves the objectives of sustainable development.
57. Policy H1 of the Core Strategy states that the Council will ensure that new developments contribute appropriately through planning contributions to meet the health needs that they generate. Policy A1 states that the Council will ensure that new developments contribute appropriately through planning contributions to meet the educational and training needs that they generate. Policy SC1 requires that on brownfield land (which the application site is) 15% of the total dwelling provision should be affordable.
58. The Council's SPD Infrastructure and Planning Contributions provides further guidance to support the delivery of infrastructure and the implementation of Core Strategy Policy IPC1. SPD Affordable Housing provides further guidance with regard to the provision of affordable housing and the implementation of Core Strategy Policies IPC1 and SC1.

Affordable Housing:	£356,850
Education:	£95,642 (primary provision)
	£100,151 (secondary provision)
Open/amenity space: (off site)	£46,464
Health:	No response has been received from the CCG.
TOTAL:	£599,107

Viability Assessment

59. The applicant has submitted a viability report, which has been assessed by an independent consultant to verify the details of the submitted report. The viability report provides detailed information regarding [amongst other things] the costs of the development, the cost of the land purchased, professional fees, the cost of "abnormals" which includes such things as site remediation, service and drainage diversions, and the predicted sales price of the properties when built. The report concludes that viability is a significant issue on the site and that due to this, for the development to go ahead no commuted sum contribution can be made. The result of this would be that the development would be unviable and the housing development would not

go ahead.

60. The independent appraisal of the viability report concludes that the submitted viability report is sound. In assessing the figures that have been provided these are considered detailed and reasonable for the site and the type of development proposed. The assessment therefore agrees with the findings that the site cannot currently support any commuted sum figure and therefore no S106 contribution is proposed.
61. Given the need for housing in the borough, the benefits of providing housing are considered to outweigh the disbenefit of the development being unable to contribute a commuted sum figure in this instance.

Other Matters

62. *Retaining wall* – Concern has been raised by a neighbour that the development may impact the integrity of the existing retaining wall between Alderbank Close and the proposed development, specifically, plot 9. The agent has advised that the existing retaining wall will require a detailed structural survey prior to the start of work on site to check its condition and foundation depth. The wall is also likely to require a Party Wall/Structure Award due to the proximity of proposed excavations for the foundations. This sits outside of the planning process; however, it does mean that the owner of No 10 Alderbank Close will have the right to employ their own engineer/surveyor to ensure that any work is designed to take the wall into account. This process will safeguard the structure and the neighbour's interests.
63. Paragraph 178 of the NPPF states that planning decisions should ensure that a site is suitable for its proposed use, taking account of ground conditions and any risks arising from land instability. On this basis, a condition has been attached requiring the details of the survey and a report identifying any mitigation to ensure that the development will not detrimentally impact the structural integrity of the existing retaining wall.
64. *Alternative access* - A Ward Councillor has enquired as to whether an alternative access has been considered from Manchester Road/Thomas More Close. During the design process, an access from Thomas More Close was considered, but this was disregarded on the grounds of 'secure by design' standards. The current layout proposes a single point of access which is well overlooked by both existing and proposed houses, anyone accessing the site who may pose a threat to security would have to leave by the same route, doubling the chance of them being spotted by residents. An alternative point of access/egress to the rear of the site would weaken this arrangement and may be used as an 'escape' route.

Local finance considerations

65. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. The following is considered to be a local financial consideration in this case:
66. New Homes Bonus for the 33 proposed dwellings – this is not a material planning consideration.

Conclusion

67. It is acknowledged that the Council is not able to demonstrate a 5-year supply of deliverable housing sites. This represents a housing shortfall. In this circumstance paragraph 11 of the NPPF indicates that the policies that are most important for determining the application should be regarded as out-of-date and that there is a 'tilted balance' in favour of granting permission. It is found in this case that there is no harm that would significantly and demonstrably outweigh the tilted balance in favour of granting permission. Members are therefore recommended to approve

this application, subject to the recommended conditions.

Representation and Consultation Annex

Representations

Letters:- seven letters of objection have been received, raising the following concerns:

68. Pedestrian access shown from an existing cul-de-sac to the new development - concern over pedestrian safety, impact on historically quiet neighbourhood and becoming a place for youths to hang out (*Officer's comment: the pedestrian route has been removed from the scheme*)
- The application, along with another application 'round the corner' on Springfield Road (03880/18) would impact massively on Kearsley and on the already very congested road network (*Officer's comment: application 03880/18 for 42 houses was refused by Members at Committee in 2019*)
 - Roads to access the development - junctions are unmarked and roads are narrow, concerns for highway and pedestrian safety (*Officer comment: Highway Engineers have assessed the development proposal and do not consider the development to pose any greater highway impact than the former care home use*)
 - Doctors, dentists and local schools in Kearsley are full (*Officer comment: refer to Infrastructure and Planning Contributions section of report*)
 - How does the development dovetail with the major plans for improvements to the motorway network and Manchester NW quadrant strategic study (*Officer's comment: the development is small scale and not of a size to warrant impact on or consideration with these strategic aims*)
 - Concern about the loss of railings and openness to Alderbank Close and its replacement with a fence (*Officer's comment: the boundary to Alderbank Close forms the rear boundary to the private gardens of future residents, the proposed fencing will provide adequate private boundary treatment*)
 - Loss of trees and impact on privacy (*Officer's comment: both issues are addressed in the main body of the report*)
 - The road is narrow and potentially dangerous and increase in car parking (*Officer's comment: a visibility drawing has been submitted with the application showing on site visibility levels which is considered acceptable by Highway Officers. On site parking standards in compliance with Appendix 3 of the Core Strategy have been met*)

Petitions:- none received.

Elected Members:- Cllr Cunningham has written a letter of comment on the application, raising the concerns of local residents as follows:

- Residents are concerned about the increase in vehicles accessing and egressing from the existing site entrance which is particularly narrow and that this caused problems at the previous care home when delivery vehicles visited the site.
- Residents are concerned by the potential increase in cars and delivery vehicles that the addition of 33 homes will bring - impact on highway safety and in particular children.
- Residents have suggested an alternative access/egress via Manchester Road/St Thomas Close.
- Local bowlers have raised concern that the development will lead to the loss of the bowling club.

Consultations

Advice was sought from the following consultees:

Bolton Council: Tree and Woodland Officers, Highway Engineers, Greenspace, Landscape, Drainage, Economic Strategy, Strategic Development, Corporate Property, Pollution Control, Education, Strategic Housing.

External Consultees: The Coal Authority, Greater Manchester Police, Primary Care NHS, GMEU.

Planning History

Prior notification was approved for the demolition of the care home building in November 2016.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

1. COMMENCEMENT OF DEVELOPMENT

The development hereby permitted shall be begun before the expiration of two years from the date of this permission.

Reason

Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. TREE PROTECTION MEASURES

No demolition, development or stripping of soil shall be started until:

- The trees and hedgerows within or overhanging the site which are to be retained have been surrounded by fences of a type detailed in the Arboricultural Method Statement of Tree Protection Measures by Goodwins Arboricultural Ltd.
- The approved fencing shall remain in the agreed location (in accordance with BS 5837:2012 Trees in relation to design, demolition and construction – Recommendations) until the development is completed or unless otherwise agreed in writing with the Local Planning Authority and there shall be no work, including the storage of materials, or placing of site cabins, within the fenced area(s).

- 1. No development shall be started until a minimum of 14 days written notice has been given to the Local Planning Authority confirming the approved protective fencing has been erected.**

Reason

To protect the health and appearance of the tree(s) and in order to comply with Bolton's Core Strategy policies CG1 and CG3.

Reason for Pre-Commencement Condition

Any commencement of groundworks or development could result in harm to the trees shown for retention on the approved plans, therefore a pre-commencement condition is required to ensure that the appropriate protection measures are undertaken prior to any works starting.

3. STRUCTURAL SURVEY

Prior to the commencement of works within the area of plot 9, the results of a detailed structural survey of the existing retaining wall shall be submitted to and approved in writing by the Local Planning Authority. The structural survey and report shall identify any potential mitigation measures to ensure the stability of the wall during the construction period.

Reason

In the interests of land stability and safety in accordance with Core Strategy Policy CG4 and National Planning Policy Framework.

4. LEVELS DETAILS

Before the approved development is commenced details of the existing and proposed ground levels within the site and on adjoining land including spot heights and finished floor levels of all buildings and structures shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented in full and retained thereafter.

Reason

To safeguard the visual appearance and or character of the area and in order to comply with Core Strategy policies CG3 and CG4.

Reason for Pre-Commencement Condition

Any groundworks undertaken on site could impact upon site levels and therefore these details are required prior to the commencement of any groundworks, in order to comply with Core Strategy policies CG3 and CG4.

5. SUSTAINABLE URBAN DRAINAGE

Prior to the commencement of any groundworks, full details of the proposed surface water drainage works shall be submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out to investigate the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework, and the results of the assessment provided to the Local Planning Authority. Where a sustainable drainage system is to be provided, the submitted details shall:

- 1) Provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters.
- 2) Include a timetable for its implementation, and
- 3) Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime

The approved works shall be implemented in full prior to the occupation of the buildings hereby approved and those works as approved shall be retained thereafter.

Reason

To ensure the site provides satisfactory means of surface water drainage and to comply with policies CG1.5 and CG2.2 of Bolton's Core Strategy.

Reason for pre-commencement condition:

The solution for surface water disposal must be understood prior to works commencing on site as it could affect how underground works are planned and carried out.

6. PARKING PROVISION

Before the approved development is first brought into use no less than 69 car parking spaces with minimum dimensions of 2.4 metres by 5.0 metres shall be marked out and provided in accordance with approved plan, drawing ref P5141_1200 Rev A. Such spaces shall be made available for the parking of cars at all times.

Reason

To ensure that adequate provision is made for vehicles to be left clear of the highway and in order to comply with Bolton's Core Strategy policies S1, P5 and Appendix 3.

7. DETAILS OF HARDSURFACING

Prior to the development hereby approved being first occupied or brought into use, a scheme detailing how parts of the site to be used by vehicles are to be laid out, constructed, surfaced, drained and lit shall be submitted to and approved in writing by the Local Planning Authority. The

approved scheme shall be implemented in full and thereafter made available for the use of vehicles at all times the development is in use.

Reason

To encourage drivers to make use of the parking and circulation area(s) provided and in order to comply with Core Strategy policies S1 and P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

8. TRAFFIC REGULATION ORDERS

Prior to the development hereby approved being first occupied or brought into use, all Traffic Regulation Orders required by the Local Highway Authority to implement a 20mph speed limit shall be implemented in full.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document "Accessibility, Transport and Road Safety".

9. MATERIALS

Notwithstanding any description of materials in the application submission, no above ground construction works shall take place until samples or full details of materials to be used externally on the buildings have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. The approved materials shall be implemented in full thereafter.

Reason

To ensure the development reflects local distinctiveness and to comply with policy CG3 of Bolton's Core Strategy.

10. LANDSCAPE PLAN

Notwithstanding details submitted with the application, trees and shrubs shall be planted on the site in accordance with a landscape scheme to be submitted to and approved in writing by the Local Planning Authority prior to the development being first brought into use. The approved scheme shall include details of hedgerow planting and replacement trees as well as general landscaping details. The approved scheme shall be implemented in full and carried out within 6 months of the occupation of any of the buildings or the completion of the development, whichever is the sooner, or in accordance with phasing details included as part of the scheme and subsequently approved by the Local Planning Authority. Any trees and shrubs that die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

Reason

To reflect and soften the setting of the development within the landscape and in order to comply with Core Strategy policies CG1 and CG3.

11. LANDSCAPE AND HABITAT CREATION SCHEME

Prior to first occupation of the development hereby approved, a Landscape and Habitat Creation Scheme shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall identify the opportunities for biodiversity enhancement on site including, but not limited to:

2. Bird boxes
3. Native tree and shrub planting

The scheme shall be implemented in accordance with the approved details, prior to the first occupation of the development or in accordance with an approved phasing plan, and retained as such thereafter.

Reason

To secure opportunities for the enhancement of the nature conservation value of the site in accordance with policy CG1 of Bolton's Core Strategy and the National Planning Policy Framework.

12. BOUNDARY TREATMENT

Prior to the development being first occupied or brought into use, details (including a brick or masonry specification and colour scheme) of the treatment to all boundaries to the site shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full within 60 days of the Local Authorities approval, unless otherwise agreed in writing with the Local Planning Authority and retained thereafter.

Reason

To ensure adequate standards of privacy and amenity are obtained and the development reflects the landscape and townscape character of the area and in order to comply with policies CG3 and CG4 of Bolton's Core Strategy.

13. VERIFICATION REPORT - GEO-ENVIRONMENTAL

Prior to the first occupation of the development hereby approved, a verification report shall be submitted to and approved in writing by the Local Planning Authority. The verification report shall validate that all mitigation measures identified within the Geo-Environmental Appraisal Report, reference 10/1216/002, have been completed on site. This shall include details of the gas protection measures that have been incorporated.

Reason

To safeguard future occupants of the development and to comply with core Strategy policy CG4.

14. SITE REMEDIATION MEASURES

- The requirements as part of this condition shall have regard to the preliminary risk assessment that has been submitted to and approved by the Local Planning Authority, namely the requirement Walkover Survey and Desk Study, dated May 2018, (ref 6529) by Sub Surface North West Ltd
- Provision of a comprehensive site investigation and risk assessment examining identified potential pollutant linkages in the Preliminary Risk Assessment has been presented and approved by the Local Planning Authority. This is the Geo-Environmental Report, dated January 2019, (ref 10/1216/002), by Clancy Consulting. This includes the remediation option. The following matters are outstanding at this time:
 1. Placement of a 300mm clean cover layer in all soft landscaped areas, the suitability and depth of which will require independent verification.
 2. Placement of 600mm clean cover layer in plots 19 and 20 where localised contamination was identified.
 - Groundworks contractor to undertake a watching brief. Any additional or unforeseen contamination encountered during development shall be notified to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this approved by the Local Planning Authority.
 - Completion of gas monitoring programme. It is anticipated to require the provision of gas protection measures to include a minimum 150mm clear

vented sub floor void and installation of a proprietary carbon dioxide resistant membrane. Third party validation of gas protection measures installation i.e. verifying 1500mm clear sub-floor void and installation of gas membrane

- Upon completion of any approved remediation schemes, and prior to occupation, a completion report demonstrating that the scheme has been appropriately implemented and the site is suitable for its intended end use shall be approved in writing by the Local Planning Authority.

The discharge of this planning condition will be given in writing by the Local Planning Authority on completion of the development and once all information specified within this condition and other requested information have been provided to the satisfaction of the Local Planning Authority and occupation/use of the development shall not commence until this time, unless otherwise agreed by the Local Planning Authority.

Reason:

To safeguard the amenity of the future occupants of the development and to comply with Core Strategy policy CG4.

15. RETENTION OF PARKING

Prior to the occupation of the dwellings hereby permitted provision shall be made for the parking of motor vehicles in the area identified for that purpose on the approved plans. Those areas shall thereafter be retained at all times for that purpose. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order amending or replacing that Order) no extensions, porches, outbuildings, sheds, greenhouses, oil tanks, wind turbines or satellite antennae shall be erected within that area.

Reason

To ensure that adequate provision is made for vehicles to be left clear of the highway and in order to comply with Bolton's Core Strategy policies S1, P5 and Appendix 3.

16. SUBMITTED TECHNICAL REPORTS

For the avoidance of doubt, the development hereby approved shall be carried out in full accordance with the following submitted reports:

- Arboricultural Method Statement of Tree Protection Measures by Goodwins Arboricultural Limited.
- 3. Geo-Environmental Appraisal Report, ref 10/1216/002, dated January 2019.

Reason

To protect the health and appearance of the tree(s) and to safeguard the character and appearance of the area, in order to comply with Bolton's Core Strategy policies CG1 and CG3.

17. COMPLETION OF HIGHWAY WORKS

No dwelling shall be occupied until the access road (minimum 5.5m carriageway), footways and footpaths (minimum 2.0m) leading thereto have been constructed and completed in accordance with the Proposed Masterplan drawing ref P5141_1200 Rev A.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

18. EXTENSION RESTRICTION

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking, re-enacting or modifying that Order) no extensions, garages, outbuildings, sheds, greenhouses, (other than those expressly authorised by this permission) shall be constructed on plots 18, 19, 28 to 31.

Reason

The plot size is limited and any extension would result in an unsatisfactory scheme and would be contrary to Bolton's Core Strategy policy CG4 and Supplementary Planning Document "General Design Principles".

19. DRAINAGE STRATEGY

The drainage for the development hereby approved, shall be carried out in accordance with principles set out in the submitted Foul & Surface Water Drainage Strategy Ref 8/1819/DS - Dated 5th November 2018 which was prepared by Clancy Consulting. For the avoidance of doubt and unless otherwise agreed in writing by the Local Planning Authority, surface water must drain at the restricted rate of 10.9 l/s. The development shall be completed in accordance with the approved details.

Reason

To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding and in order to comply with Bolton's Core Strategy policies CG1 and CG2.

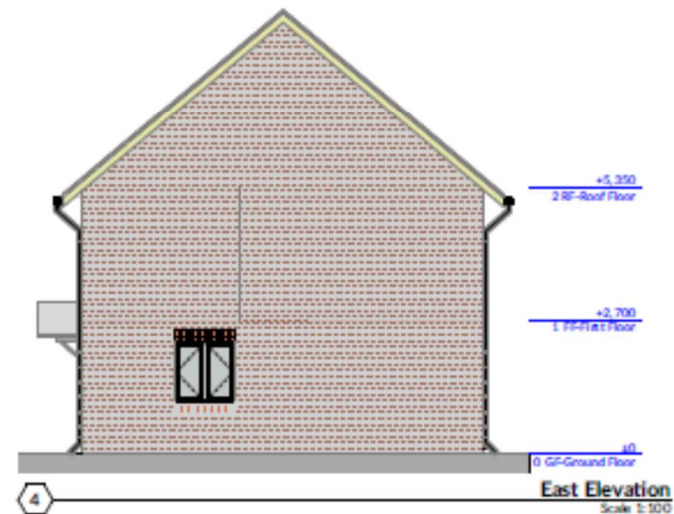
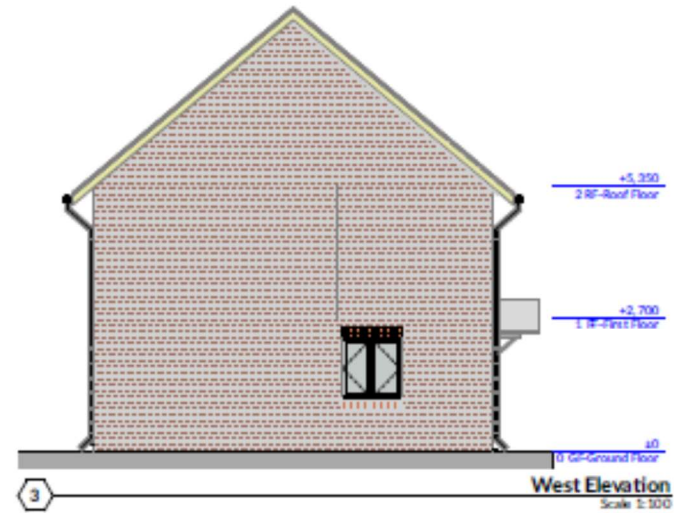
20. APPROVED PLANS

The development hereby permitted shall be carried out in complete accordance with the following approved plans:

- **Site Location Plan, reference P5141_1100 (ALDB-PAL-XX-00-DR-A-1100)**
- **Proposed Masterplan, reference P5141_1200 1200**
- **Proposed Ground Floor Plan & Parking Allocation, reference P5141_1201**
- **Proposed ground floor plans (The Langley, Terrace of Three), drawing number AG105 - - NZB.09**
- **Proposed first floor plans (The Langley, Terrace of Three), drawing number AG106 - - NZB.09**
- **Proposed elevation plans (The Langley, Terrace of Three), drawing number AG202 - - NZB.09**
- **Proposed ground floor plans (The Langley, Semi-Detached), drawing number AG107 - - NZB.10**
- **Proposed first floor plans (The Langley, Semi-Detached), drawing number AG108 - - NZB.10**
- **Proposed elevation plans (The Langley, Semi-Detached), drawing number AG203 - - NZB.10**
- **Proposed ground floor plans (The Bedmond), drawing number AG101 - CMS**
- **Proposed first floor plans (The Bedmond), drawing number AG102 - CMS**
- **Proposed elevation plans (The Bedmond), drawing number AG201 - CMS**
- **Proposed ground floor plans (The Marston), drawing number AG101 - CMS**
- **Proposed first floor plans (The Marston), drawing number AG102 - CMS**
- **Proposed elevation plans (The Marston), drawing number AG201 - CMS**

Reason

For the avoidance of doubt and in the interests of proper planning.





Notes

The Contractor is to check all dimensions and conditions on site before commencing. Do not scale from this drawing.
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Scale Bars

TO BE USED ONLY AS GUIDANCE

1:100	mm	1000	3000	5000
1:200	mm	5000	8000	
1:500	M	5	15	25
1:1250	M	10	30	50 70

ACCOMMODATION SCHEDULE

	Count
Bedmond	4
Langley	25
Marston	4
Total	33

Rev A Amendments to site layout

AK 15/02/19

Rev	Description	By	Date
Client	PSP Bolton LLP		
Job	Alderbanks, Bolton		
Drawing	Proposed Masterplan		
BSRef	POZ Ref	Rev	
	P5141_1200		
	1200		
Date	11/02/18	Scale	As indicated @ A3
3D CoOrd	AK/GM	2D CoOrd	GM
Project Status	Planning	Tender	Construction
	Design	Contract	As Built

pozzoni

10-12 Emerald Street
London
WC1N 3QA

Woodville House
2 Woodville Road
Altrincham
WA14 2FH

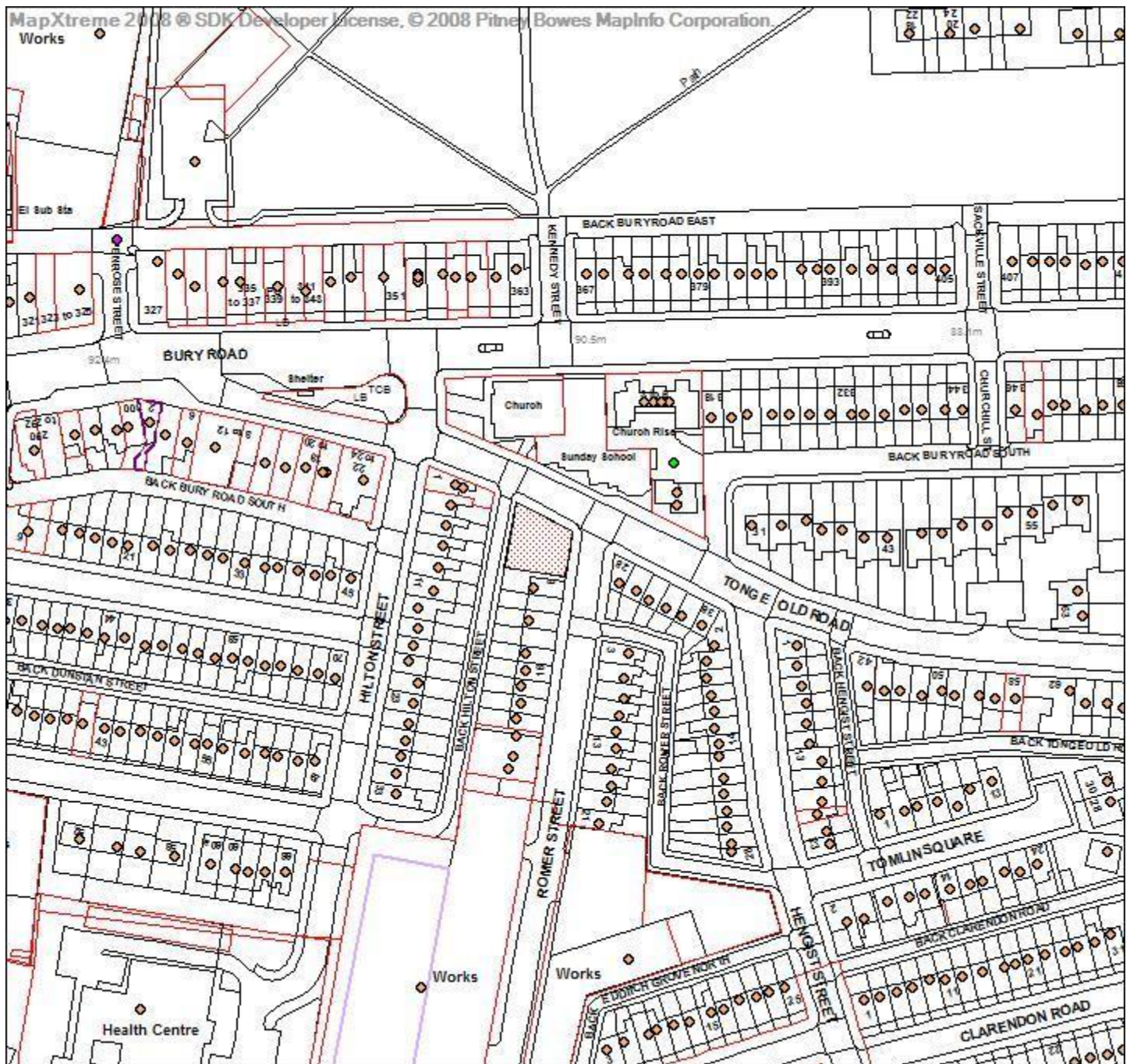
+44 20 7078 0079
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15/02/2019 12:20:11

Application number 06058/19



Directorate of Place
Development Management Section

Town Hall, Bolton, Lancashire, BL1 1RU
Telephone (01204) 333 333

Bolton Council

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Date of Meeting: 25/07/2019

Application Reference: 06058/19

Type of Application: Local Authority Applications\Development
Registration Date: 16/05/2019
Decision Due By: 10/07/2019
Responsible Officer: Jeanette Isherwood

Location: LAND AT JUNCTION OF TONGE OLD ROAD AND ROMER STREET, BOLTON, BL2

Proposal: CHANGE OF USE OF VACANT SITE TO CAR PARK PROVIDING 6NO. SPACES

Ward: Tonge with the Haulgh

Applicant: Bolton Council Department of Place

Agent : Bolton Council

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- This is a vacant and undeveloped piece of land situated just outside of Tonge Local Shopping Centre
- The application site is Council owned
- Proposal is for creation of 6 car parking spaces
- The car park is for use by the general public
- No objections have been received from the Council's Highways Engineers

Proposal

1. The applicant proposes the creation of a car park on derelict land at the corner of Tong Old Road and Romer Street, Bolton.
2. The area to be converted is 200 sqm and will provide 6 No. parking spaces.
3. The materials to be used to resurface the site are 150mm MOT permeable subbase material and a further 60mm binder course.
4. A wooden knee rail will surround the perimeter, leaving points of pedestrian access.
5. Vehicular access will be taken from Tonge Old Road.

6. The car park is for use by the general public.

Site Characteristics

7. The site itself is currently derelict due to the historic demolition of terraced properties.
8. The immediate vicinity is one of mixed character, with residential properties to the rear and side and a large Church building to the front.
9. The site lies in the fringe of Tonge Local Shopping Centre, with an array of independent shops and Offices.

Policy

10. Core Strategy Policies: CG3 The Built Environment; CG4 Compatible Uses; P5 Accessibility; S1 Safe; RA1 Inner Bolton
11. SPD General Design Principles
12. National Planning Policy Framework (NPPF)

Analysis

13. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise.
14. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission.
15. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission.
16. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
17. The main impacts of the proposal are:-
 - * impact on the character and appearance of the area
 - * impact on the amenity of neighbouring residents
 - * impact on the highway network

Impact on the character and appearance of the area

18. Policy CG3 of the Core Strategy states that the Council will conserve and enhance local distinctiveness; ensuring development has regard to the overall built character and landscape quality of the area, and will require development to be compatible with the surrounding area, in terms of scale, massing and architecture.
19. At present the site is derelict and unkempt and is considered to impact detrimentally on the street scene.
20. With no obvious purpose the site could easily become a 'dumping ground' and hazardous to surrounding residents.
21. The plans include the formation of a knee high perimeter boundary to enclose the site.

22. It is therefore considered that the proposed developments would improve the use of the derelict land whilst also improving its visual amenity and would therefore have a limited impact on the character of the area in accordance with policy.

Impact on the amenity of neighbours

23. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security.

24. The proposed site is overlooked by the rears of terraced houses on Tonge Old Road.

25. These house are separated by a small back street, with many of the properties having roller shutter doors in the rear boundaries to facilitate car parking spaces within the yard.

26. Three of these properties have a direct view of the site, with the end property being a commercial building.

27. The western side of the site is separated from the gable ends of a row of terraced properties by Romer Street itself.

28. The site will accommodate 6 parking spaces, giving its size and siting it is considered to have a limited impact on the amenity of neighbours in accordance with policy CG4

Impact on the highway network

29. Core Strategy policies S1 and P5 seeks to ensure that new development proposals promote road safety.

30. Access will be taken from Tonge Old Road via a new drop kerb.

31. The proposed car park and the erection of the knee high wooden fencing will have no bearing or encroach on the surrounding public highways.

32. The Council's Highways Engineers have raised no objections to the proposals.

33. It is therefore considered that the proposed development is in accordance with Policy.

Local finance considerations

34. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. There are not considered to be any local financial considerations in this case.

Conclusion

35. It is therefore concluded that the proposal would significantly improve an existing derelict area, while having a limited impact on the character of the area, the amenity of neighbours and the highway network.

36. Members are therefore recommended to approve this application.

Representation and Consultation Annex

Representations

Letters:- None received

Petitions:- None received

Town Council:- N/A

Elected Members:- No comments received

Consultations

Advice was sought from the following consultees: Highways

Planning History

None

Recommendation: **Approve subject to conditions**

Recommended Conditions and/or Reasons

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Prior to the development hereby approved being first occupied or brought into use, a scheme detailing how parts of the site to be used by vehicles are to be laid out, constructed, surfaced, drained and lit shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full and thereafter made available for the use of vehicles at all times the development is in use.

Reason

To encourage drivers to make use of the parking and circulation area(s) provided and in order to comply with Core Strategy policies S1 and P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

3. Before the development is brought into use full details shall be implemented of the highway works to facilitate the access from Tonge Old Road (as indicated on the submitted site plan Dwg No 930517/02) The approved scheme shall be implemented in full prior to the development being first brought into use and retained thereafter.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document "Accessibility, Transport and Road Safety".

4. Before the approved/permitted development is first brought into use no less than 6 car parking

spaces with minimum dimensions of 2.5 metres by 5 metres shall be provided within the curtilage of the site, in accordance approved plan (Dwg No 930517/02.). Such spaces shall be made available for the parking of cars at all times the premises are in use.

Reason

To ensure that adequate provision is made for vehicles to be left clear of the highway and in order to comply with Bolton's Core Strategy policies S1, P5 and Appendix 3

5. Prior to the development being first occupied or brought into use, details of the proposed fence to all boundaries to the site shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full within 21 days of the Local Authorities approval, unless otherwise agreed in writing with the Local Planning Authority and retained thereafter.

Reason

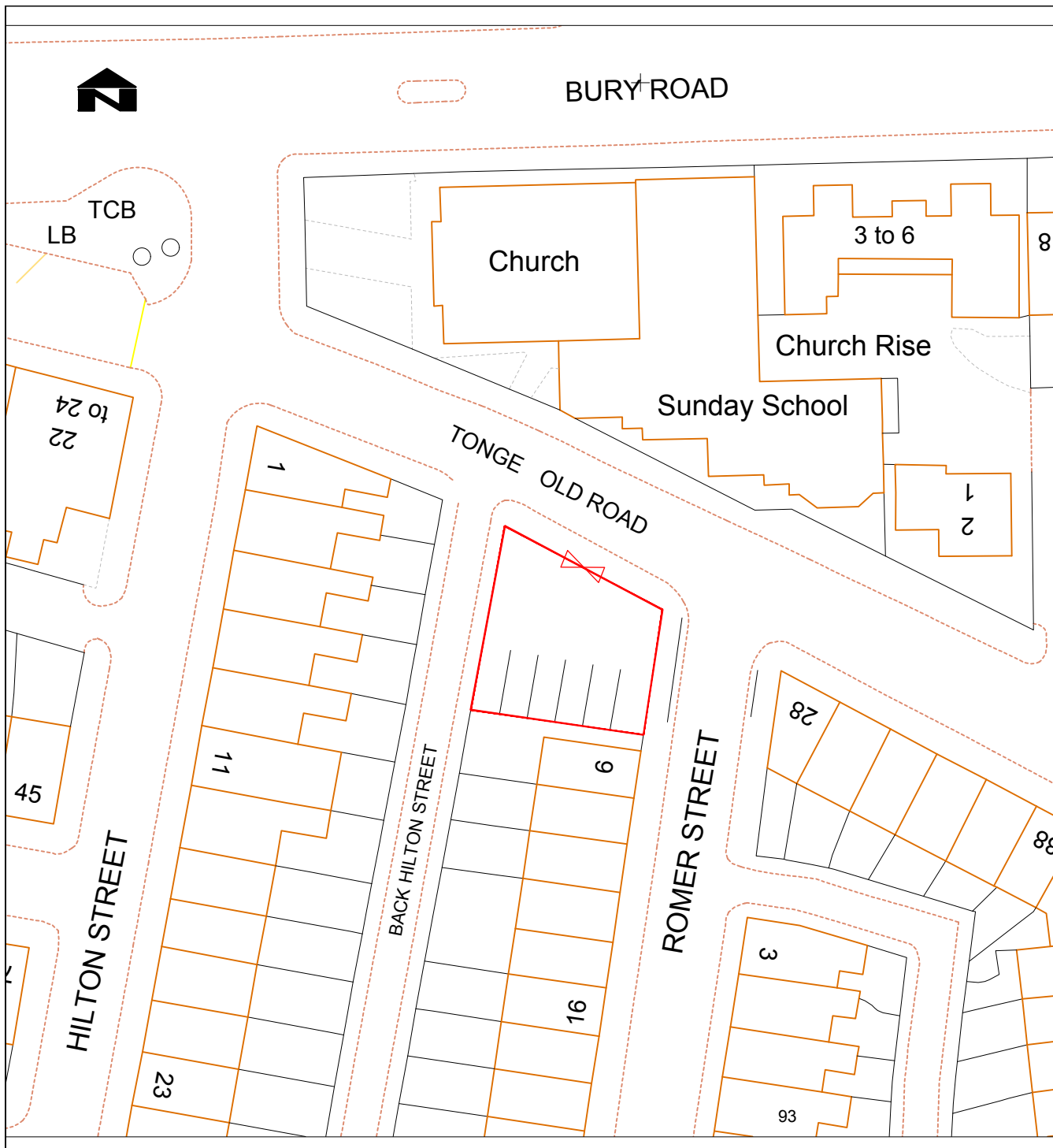
To ensure adequate standards of privacy and amenity are obtained and the development reflects the landscape and townscape character of the area and in order to comply with policies CG3 and CG4 of Bolton's Core Strategy.

6. The development hereby permitted shall be carried out in complete accordance with the following approved plans:

Block Plan drawing number 930517/01 dated May 2019
Site Plan drawing number 930517/02 dated May 2019

Reason

For the avoidance of doubt and in the interests of proper planning.



DESIGNED AND PRODUCED BY THE HIGHWAYS AND
ENGINEERING SECTION OF THE DIRECTORATE OF PLACE
OF BOLTON COUNCIL

ISSUED DDdd , MMMMMMM YYYY

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Rev.	Amendments	By	Date	Chkd.
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HIGHWAYS AND
ENGINEERING
DIVISION

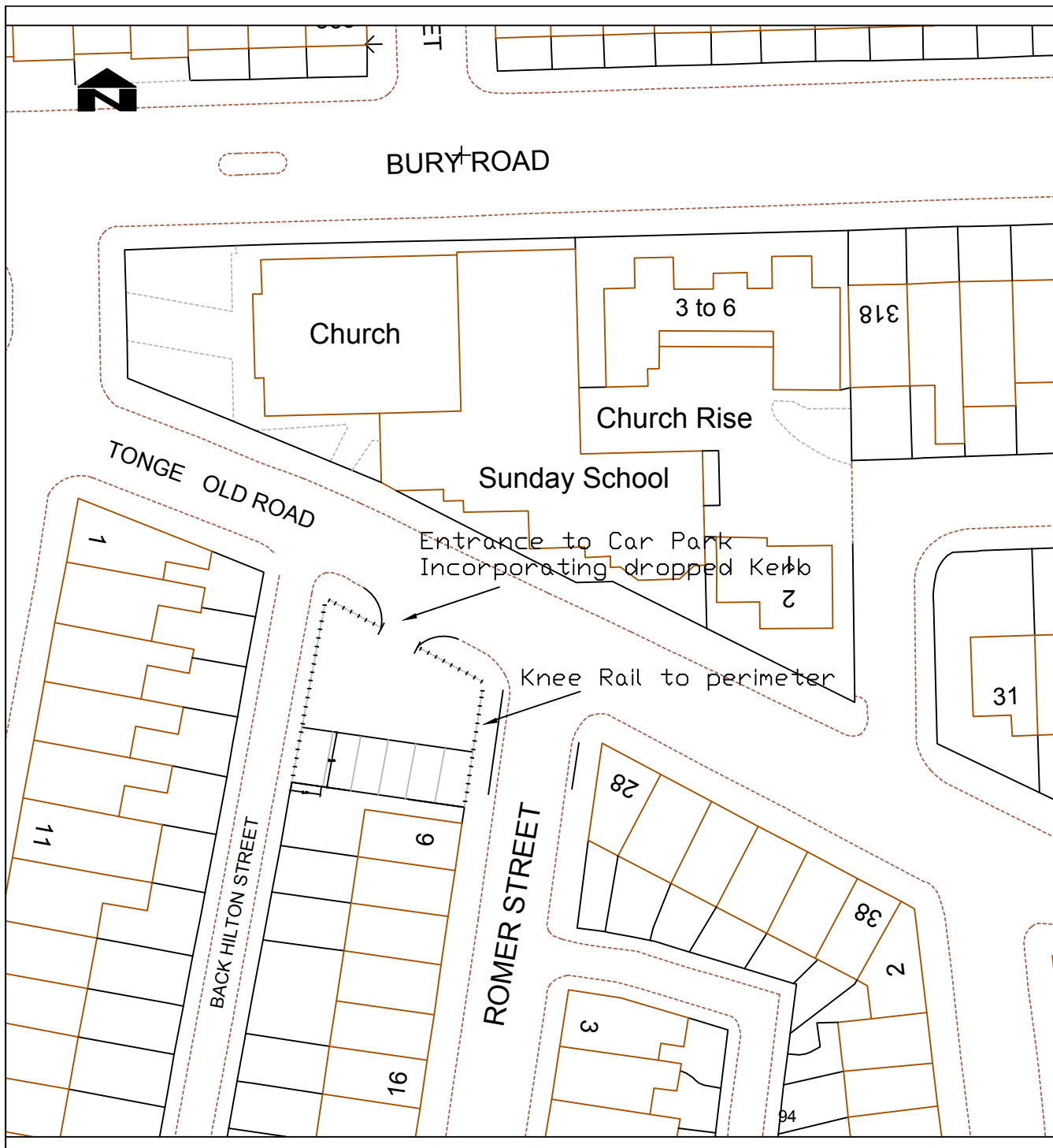
'KEEPING PEOPLE MOVING SAFELY'

DIRECTORATE OF PLACE

Director: Gerald Brough BSc (Hons), MBA, Dip M

ROMER STREET
PROPOSED CAR PARK
BLOCK PLAN

Status CONTRACT	
Date MAY 2019	Drawn-by Y PARTINGTON
Scale 1:500	Checked by
Drawing Size A4	CAD ref.
Drawing No. 930517/01	Revision



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PROSECUTION OR CIVIL PROCEEDINGS. 100019389/ YYY

Rev.	Amendments	By	Date	Chkd.
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Bolton
Council

HIGHWAYS AND
ENGINEERING
DIVISION

'KEEPING PEOPLE MOVING SAFELY'

DIRECTORATE OF PLACE

Director: Gerald Brough BSc (Hons), MBA, Dip M

**ROMER STREET
PROPOSED CAR PARK
SITE PLAN
6 No Spaces**

Status **CONTRACT**

Date **MAY 2019** Drawn-by **Y PARTINGTON**

Scale **1:500** Checked by

Drawing Size **A4** CAD ref.

Drawing No. **930517/02**

Revision