Planning Applications Report Planning Committee 15th November 2018



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

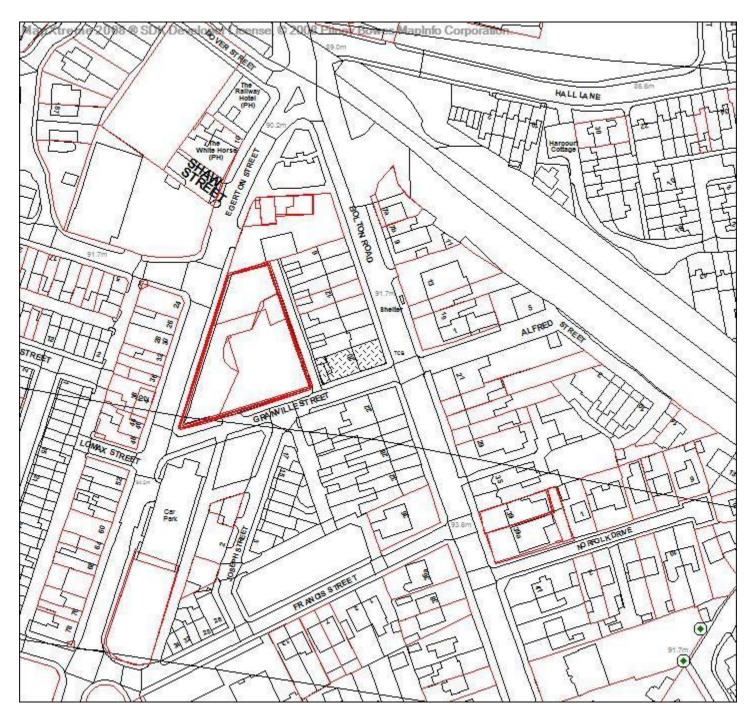
The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

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04392/18	<u>46</u>	RUMW	LAND TO THE EAST OF WILLOW CLOSE, BOLTON, BL3

Application number 04446/18



Directorate of Place Development Management Section Town Hall, Bolton, Lancashire, BL1 1RU Telephone (01204) 333 333



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Date of Meeting: 15/11/2018

Application Reference: 04446/18

Type of Application: Full Planning Application

Registration Date: 29/08/2018
Decision Due By: 23/10/2018
Responsible Beth Bradburn

Officer:

Location: 20 BOLTON ROAD, FARNWORTH, BOLTON, BL4 7JW

Proposal: DEMOLITION OF EXISTING OUTBUILDING AND CHANGE OF

USE FROM A DENTAL SURGERY TO 7-BED HMO.

Ward: Farnworth

Applicant: Mr D Thompson

Agent: JK Technical Services (NW) Ltd

Officers Report

Recommendation: Approve subject to conditions

PLANNING CONTROL SECTION

PLANNING OFFICERS REPORT FOR DELEGATED DETERMINATION

Proposal

- 1. Planning permission is sought for the change of use of an existing dental surgery (D1) to a house in multiple occupation (HMO) with 7 bedrooms for the occupancy of up to 10 residents (Sui Generis). To facilitate the change, the single storey outbuilding would be demolished and the existing entry to the outbuilding would be made good with materials to match the existing wall. The existing garage would also be demolished; however the entrance way at the rear wall would remain as to serve the bin/bike store. All fenestration within the existing elevations would remain as existing. Two additional drainage pipes would be added to the rear elevation.
- 2. The property will accommodate bedroom 1, bedroom 2, a communal room, lounge, kitchen/dining room and W/C at ground floor, two bedrooms and a shared kitchen/diner at ground floor. At first floor, the development would accommodate bedrooms 3,4,5,6 and 7 as well as a communal bathroom.

Site Characteristics

3. The application relates to an end terrace property with accommodation for the dental surgery at ground and first floor, located on Bolton Road. The property has hard standing to the front of the property which is accessed via Granville Street, dwarf walls are located to the front boundary with Bolton Road and approximately 2 metre high walls area located to the rear and side boundaries. The other dwellings within the terrace row are residential. The wider area is predominantly residential featuring a variety of housing types, however opposite the application site is a restaurant (A3 use) and in the wider area are other commercial uses. Sughra Mosque is

sited immediately west of the application site and the wider area is more mixed in nature.

Policy

- 4. National Planning Policy Framework (NPPF).
- 5. Core Strategy Policies: P5 Transport and Accessibility; S1 Safety; CG1.2 Urban Biodiversity; CG3 The Built Environment; CG4 Compatible Uses; SC1 Housing; RA2 Farnworth;
- 6. Allocations Plan Policy P7AP Strategic Route Network
- 7. Supplementary Planning Documents: Accessibility, Transport and Road Safety and General Design Principles.

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 housing provision
 - * impact on the character of the area
 - * impact on the amenity of neighbours and future occupiers
 - * impact on crime and anti-social behaviour
 - * impact on the highway network

Impact on Housing Provision

- 10. The NPPF recognises the role of the planning system in providing a supply of housing required to meet the needs of present and future generations and the need to boost significantly the supply of housing. Housing applications should be considered in the context of the presumption in favour of sustainable development. The Framework contains 12 core land-use planning principles that should underpin both plan-making and decision-taking. Two of these principles are that planning should proactively drive and support sustainable economic development to deliver the homes and thriving local places that the country needs whilst encouraging the effective use of land by reusing land that has been previously developed provided that it is not of high environmental value.
- 11. 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, 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.
- 12. Policy RA2 relates specifically to Farnworth and states that development should make efficient use of land in this area due to existing higher levels of development density, requiring

- development to provide adequate privacy and amenity space and conform to the overall spatial approach.
- 13. One of the government's strategic housing policy objectives is to create sustainable, inclusive, mixed communities in all areas. They are also clear that local policies should be informed by a robust, shared evidence base particularly with regard to housing need and demand. Furthermore, sustainable development has become a primary focus of national guidance which has significant implications for all aspects of new development but particularly accessibility, parking and the effective and efficient use of land. Guidance is clear that the conversion of existing housing can provide an important source of new housing.
- 14. The NPPF features no specific guidance on the subject of houses in multiple occupation, although the general guidance at paragraph 60, on the need for authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community, is relevant.
- 15. The existing D1 use will be lost as a result of the conversion; however a form of lower cost housing will be provided which will meet a particular need, thereby making a small but positive contribution to the number of households and mix of housing available over the plan period in accordance with the above national and local policies.

Impact on the Character of the Area

- 16. To facilitate the change of use, the existing outbuilding and garage will be demolished. These structures are not visible from the street and make no positive contribution to the host building or the wider area; their loss is not opposed. The fenestration on all elevations of the property will not be altered, therefore would have no impact on the character of the area.
- 17. Policy RA2 states that development will conserve and enhance the distinctive character of the existing physical environment. The properties surrounding the application site are predominantly terraced town houses with alternative architectural frontages. As the elevations of the property are not proposed to altered, the proposal would have no impact onto the appearance of the physical environment in accordance with Policy RA2.

Impact on the Amenity of Neighbours and Future Occupiers

- 18. Core Strategy Policy CG4 seeks to ensure that development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. In terms of the impact on neighbours, it is recognised that as a dwellinghouse, the property is an end dwelling, therefore the main impact would be on the only adjoining property of no. 18 Bolton Road. The rooms located next to the party wall would be a bedroom, a communal room and lounge at ground floor and two bedrooms and shower room at first floor. It is acknowledged that current use of this dwelling is a dental surgery, however it is presumed it would have originally been a large family dwelling. As only two bedrooms at first floor would be located to the party wall at first floor, a lounge communal room and a further bedroom at ground floor would be located to the party boundary, this would not be too dissimilar to the amount of bedrooms and communal areas in a typical large family dwelling. It is therefore not considered that the proposed development would result in any adverse impact onto the amenity of no. 10 Bolton Road.
- 19. The majority of the original treatment rooms of the surgery would be occupied by bedrooms or other communal rooms. Within the side elevation of the property there is a secondary bedroom room window. However there are no windows within the side of no. 22 Bolton Road therefore the bedroom window within the side elevation would have no impact onto the amenity of this dwelling. Directly to the rear of the application site is Sughra Mosque therefore the proposed

main room windows to the rear would result in no impact onto amenity. The bedroom windows to the front of the property meet the required interface distances as set out within the General Design Principles SPD and would cause no adverse impact onto no. 19 Bolton Road or no. 1 Alfred Street.

- 20. Due to the scale of the dwelling it is considered that noise would not be significantly different to that associated with a typical large family dwelling. The likely comings and goings may be more intense compared to the previous D1 use as the dental surgery was controlled by hours of operation, but not to the extent that it would cause unacceptable harm to neighbouring residential amenity.
- 21. For future occupiers, each bedroom within the ground and upper floors will have at least one window that will provide an adequate level of light and outlook. The bedroom within the basement will be served by a light well of suitable depth and width to afford an adequate level of light to this room. The communal kitchen and dining area will be on the ground floor, utilising large windows for light, outlook and ventilation. This shared kitchen and dining area is approximately 30.sqm in floor space which is considered acceptable, especially in addition to the individual bedrooms which range from 9sqm to 19sqm. Occupiers will also have the use of a shared lounge and communal room.
- 22. According to the Council's Standards for houses in multiple occupation the following space standards are required to be met –
- Single occupancy bedroom (with no separate living room) 10.22sqm
- Double occupancy bedroom (with no separate living room) 15sqm
- Combined kitchen/dining room for 10-12 occupants 19.5sqm
- HMO occupying between 6-10 persons 2 full bathrooms AND 1 separate WCs with WHBs.
- 23. Rooms 1, 3, 5, 6 and 7 exceed 15sqm in area, except for Room 3 which is 15sqm. Room 2 exceeds 10.22sqm in area, whilst bedroom 4 is only 9. 82 square metres. Although bedroom 4 would not meet the 10.22 square metre requirement, the combined kitchen/diner will exceed 19.5sqm, thereby complying with the standard for a HMO. Furthermore this kitchen/dining room meets the required space standards for a HMO occupying between 10 and 12 residents. There is also an additional lounge and a communal room at ground floor. Due to the HMO proposing a W/C at ground floor, a full bathroom at first floor and an additional shower room, the proposal would only be capable of housing up to a maximum of 10 persons. Taking the above assessment into account, it is considered that future occupants of the proposed HMO will be provided with a satisfactory level of light and outlook.
- 24. The General Design SPD outlines amenity space standards for flat and bedsit developments, it advises of 18sqm adequately screened communal amenity space per bedsit, whilst this control note specifically relates to the conversion of dwellings into bedsits, the principle of this policy can be applied. Policy CG4.1 refers to protecting amenity, privacy, safety and security. The privately screened garden area to the rear of the building measures approximately 40sqm which breaks down to 5sqm of space per bedroom. However, given that the nature of the HMO which proposes a large communal dining/kitchen area and lounge, the private garden area is considered appropriate for the size of the HMO, and will afford occupiers an adequate level of private external amenity space.
- 25. The proposal has been reviewed by the Council's Housing Standards Officers who have advised that the proposed layout of the property is such that it meets the Council's HMO standards and would have the potential to be licenced for up to 10 persons.

- 26. There is an adequate level of space around the dwellings to accommodate a suitably sized bin store. A condition has been attached requiring details of the siting and proposed bin shelter to be agreed prior to occupation of the dwellings.
- 27. It is noted that there is a mosque directly to the rear of the application site, however a condition was attached to the decision made under the application 91314/14 ensuring there would be no amplified calls to prayer by way of loudspeakers, amplifiers, bells, tannoys, or other similar public address systems sounded, broadcast or otherwise transmitted from the building or the site or in any other way in association with the mosque approved under the application 91314/14. The Mosque would therefore would have no impact onto the future occupiers of the application property. Furthermore, the Council's Environmental Health department has been consulted and raise no concerns over this proposal.

Impact on Crime and Anti-Social Behaviour

- 28. Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder. The prevention of crime and the enhancement of community safety are therefore material considerations that a local authority should take into account when exercising its planning functions under Town and Country Planning legislation. 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.
- 29. 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."
- 30. Policy SO9 of Bolton's Core Strategy is a strategic objective and seeks, amongst other things, to 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.
- 31. Crime and anti-social behaviour often figure higher in the concerns of neighbours in the determination of applications for new HMOs but the planning appeal record has generally found that such concerns are not based in fact.
- 32. Only minor external changes are proposed and it is noted that the site and all access points benefit from good natural surveillance due to its location surrounded by a main network route and the mosque to the rear. The impact on crime and anti-social behaviour is considered to be acceptable.
- 33. Greater Manchester Police Design for Security have however been consulted and have recommended to following:
 - The main communal entrances to the apartments should operate on a audio/video access

- control system, allowing residents to vet visitors before granting them access in to the building.
- All aspects of the building, particularly doorways should be illuminated with dusk till dawn lighting.
- All bedroom doors should be certified to BS PAS 24.
- Any new external doors and ground floor windows should be certified to a Secured by Design recognised security standard (PAS 24 or LPS 1175).
- We would recommend that the ground floor windows which face 'Granville Street' are accompanied by belly bars. To prevent unauthorised access. Please see attached Image as an example.
- The existing rear upper floor windows should have at least one layer of lamination as they are deemed vulnerable due to the climbing aids.
- 34. A condition will be imposed to ensure the details of the security measures which are to be incorporated into the development are submitted to the local authority prior to the occupation of the dwelling.
- 35. A number of the objectors raise concern in relation to the people who will reside in the HMO. The LPA has no control over who the future residents may be, in the same way there is no control over who resides in a dwellinghouse.

Impact on the Highway Network

- 36. Paragraph 102 of the NPPF states that planning decisions should take account of whether the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure; safe and suitable access to the site can be achieved for all people; and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.
- 37. Policy SO9 of Bolton's Core Strategy is a strategic objective and seeks to, amongst other things, improve road safety. Policy P5 seeks to ensure that new development takes into account accessibility, pedestrian prioritisation, public transport, servicing, parking and the transport needs of people with disabilities. Policy S1 seeks to promote road safety. The Council has also adopted the Accessibility, Transport and Road Safety SPD which requires new development to reduce the need to travel by car, and encourage people who live, work and visit to walk, cycle and use public transport.
- 38. Objections have been received on the basis that there will be an increase in traffic exacerbating existing parking problems on the street. For HMO uses it is often the case that residents have a low level of car ownership. In addition, it is recognised that the property could be occupied by a large single household which may give rise to even greater parking requirements than a multiple occupation use. On appeal, inspectors have accepted that greatly reduced or nil parking requirements for HMOs are acceptable given the likely demand based on an evaluation of the particular case proximity to public transport, shops etc being important factors as well as capacity on and off site and roadside parking controls operating.
- 39. However, in this case, there are 3 car parking spaces allocated on the submitted site plan, furthermore the Council's Highway Engineers note that the proposed change of use will potentially generate less traffic and pose less parking issues than the extant use-class associated with the premises. The property is also situated within an accessible location, close to sustainable transport provision and the town centre amenities. Acting on this, the Highways Authority cannot

reasonably object to this proposal.

- 40. A condition has also been attached to ensure that the secure and sheltered parking for cycles shown on the proposed site plan is available for use prior to occupation of the dwellings.
- 41. The comments of the objectors are noted but, for the reasons set out above, it is not considered that the proposed use is of such a scale to represent a severe impact, in accordance with the NPPF. The impact on the road network is considered to be acceptable.

Conclusion

42. It is not considered that the development will harm the character and appearance of the area and will not pose an unacceptable harm to the amenity of neighbours or future occupiers. The proposal will not represent a severe impact on the highway network and would provide a form of lower cost housing which will meet a particular need. The development is in accordance with the relevant policies contained within Bolton's Core Strategy and the guidance contained within the SPDs and the NPPF.

Representation and Consultation Annex

Representations

Letters: 29 objections have been received from neighbours. The issues raised can be summarised as follows:

- Unacceptable increase in traffic resulting in more vehicles parking on Park Street and causing difficulties for passing pedestrians;
- The development represents overdevelopment;
- Lack of community cohesion leading to anti-social behaviour;
- HMOs are occupied by less desirable tenants;
- · Lack of bin storage;
- There are already HMOs in the area;
- HMOs attract criminal behaviour;
- The HMO will reduce property values in the area;
- The development will not enhance the street.

The impact of development on property values is not a material planning consideration.

Petitions: One petition has been received on the following grounds:

- Increase parking issues;
- The development would have the potential to increase anti-social behaviour;
- Disturbance on surrounding properties;
- The proposal is an inappropriate development for the area.

Town Council: N/A

Elected Members: Councillor Gillies and Councillor Flitcroft have raised concerns and requested that the application is determined at Committee. The issues raised by Councillors relate to:

- The impact on the highway as a result of limited space for parking;
- Noise and disturbance;
- Lack of bin storage;
- Lack of amenity space for residents
- Increase in antisocial behaviour which would put attendees of the mosque at risk
- The development represents overdevelopment.

Consultations

Advice was sought from the following consultees:

- Environmental Health;
- Highways;
- Housing and Public Health;
- Design for Security.

<u>Planning History</u>

An application for a change of use from a garage to a workshop for dental Technician was approved under the application reference 36427/90

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. Before first occupation of the development, details of on-site cycle parking to be provided within the site shall be submitted to and approved in writing by the Local Planning Authority. The approved cycle parking shall be implemented in full before the development hereby approved is first occupied or brought into use and retained thereafter.

Reason

To encourage cycle use and provide adequate facilities for cyclists and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document "Accessibility, Transport and Road Safety".

3. 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

4. Prior to first occupation of the development hereby approved, details of security measures to be incorporated into the development shall be submitted to and approved in writing by the Local Planning Authority. The security measures, as a minimum, shall include an audio/video access control system at the main communal entrance to the building, the provision of a secure side gate to the south of the building, dusk until dawn lighting to the front and rear doors and belly bar specification to to the ground floor windows facing Gransville Street.

The approved security measures shall be implemented in full prior to first occupation and retained as such thereafter.

Reason

To improve site security reduce, to reduce the fear of crime and to comply with policy S1 of Bolton's Core Strategy.

4. No more than 10 persons shall be resident at the premises at any time.

Reason

To prevent the over-intensive use of the premises and to comply with policies CG3 and CG4 of Bolton's Core Strategy.

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

Proposed Plans, Drawing no. 03, Rev A, Dated 03.08.2018 Proposed Elevations, Drawing no. 04, Rev A, Dated 03.08.2018 Existing Plans and Elevations, Drawing no. 05, Dated 03.08.2018

Reason

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

C/H 2840

Lounge

Bin/Bike store

Communal Garden

New M.H.

Existing position of drainage and manholes to be investigated on site during the construction. The new drainage laid to suit positions of MH and invert levels and to be approved by Building Control surveyor

Ex. FW drain assumed

Kitchen /Dining RSJ

Ground Floor Plan Proposed (Scale 1:100

CH=641 WH=1950

CH=555 WH=1940

Proposed First Floor Plan Scale 1:100

Mr. David Apsley-Thompson

Project
Demoition of existing outbuilding and change of
use from a dental surgery to 7-bed HMO'.
20 Boliton Road, Farnworth. BL4 7JW

Scheme - Drawing Title Proposed Plans.

Date 03.08.18 Scale 1:100 @A3

JIK SERVS

MH=635 CH=1000

WH=882 CH=662

Communal room

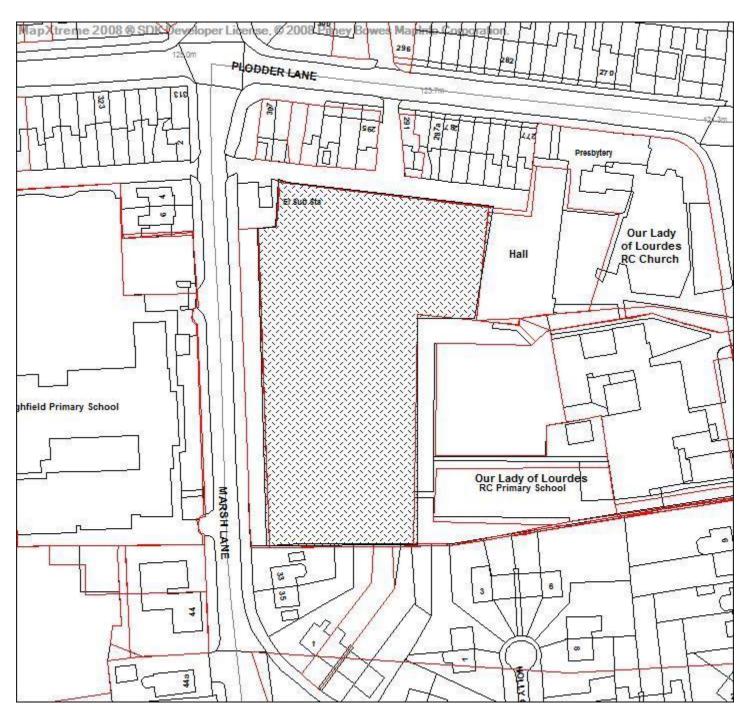
MC MC

Bedroom 2

Bedroom 1

290Z

Application number 04314/18



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Date of Meeting: 15/11/2018

Application Reference: 04314/18

Type of Application: Full Planning Application

Registration Date: 31/08/2018
Decision Due By: 25/10/2018
Responsible Beth Bradburn

Officer:

Location: OUR LADY OF LOURDES RC PRIMARY SCHOOL, BEECH

AVENUE, FARNWORTH, BOLTON, BL4 0BP

Proposal: REPLACE EXISTING PLAYING FIELD FENCING WITH 2.4M HIGH

WELDMESH BOUNDARY FENCING

Ward: Farnworth

Applicant: Mrs Chadwick

Agent: Lancaster Maloney Ltd

Officers Report

Recommendation: Approve subject to conditions

Proposal

- 1. The applicant is proposing to replace the existing playing field fencing with 2.4 metre high weldmesh boundary fencing. It is proposed to be powder coated green RAL 6005.
- 2. The fencing would enclose the entirety of the school playing fields (as the red line depicts on the site plan on drawing no. PL01). The site area is 4343 square metres.

Site Characteristics

- 3. The primary school consists of buildings and associated playgrounds and recreational fields. Located adjacent to the site are residential properties at Beech Avenue and Holly Grove. The surrounding area is predominantly residential.
- 4. The existing fencing along Marsh Lane currently comprises of approximately 1 metre high railings.

Policy

- 5. Core Strategy Policies: RA2 Farnworth, CG3 Built Environment; CG4 Compatible uses; A1 Schools; P5 Accessibility; S1 Safe.
- 6. SPD General Design Principles
- 7. National Planning Policy Framework (2018) Section 12.

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 neighbouring residents
- * impact on the highway network
- * impact on trees/biodiversity

Impact on the character and appearance of the area

- 10. Section 12 of the NPPF recognises that good design is a key aspect of sustainable development and should contribute positively to making places better for people. Planning decisions should aim to ensure that developments will function well and add to the overall quality of the area; establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places; respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation; create safe and accessible environments where crime and disorder, and the fear of crime and do not undermine quality of life or community cohesion.
- 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 and architecture. Policy RA2 specifically relates to development in Farnworth.
- 12. The existing fencing has become worn and is not considered to be a positive attribute to the site. The proposed fencing is entirely typical of fencing that is erected on school sites for security reasons and is considered to be an appropriate height and style and would not appear incongruous within its setting.
- 13. It is therefore considered that the fencing would have a limited impact on the character of the area in accordance with policy CG3 and RA2 of the Core Strategy and Section 12 of the National Planning Policy Framework.

Impact on the amenity of neighbours

- 14. 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.
- 15. The proposed fencing would be taller than the existing fencing which could have the potential to have a greater impact on the neighbouring residents.
- 16. An objection to the fencing has been received from a nearby resident who has raised concerns regarding the impact on the visual amenity.
- 17. While it is appreciated the fence would be taller than the existing, it is noted that permitted development rights would allow the school to erect a fence of 2 metres high under Schedule 2,

Part 2, Class A of the General Permitted Development Order (2015). It is not considered that an additional 0.4 metres would have a significant impact on to the amenity of neighbours located in close proximity of the proposed boundary fencing. Additionally, the applicant has chosen weldmesh boundary fencing which is a fence style with a lower visual impact than close boarded fencing.

18. It is therefore considered that the proposed development would have a limited impact on the amenity of neighbours in accordance with policy CG4.

<u>Impact on the highway network</u>

- 19. Core Strategy policy P5 seeks to ensure that new development proposals provide adequate off road car parking, servicing arrangements including parking to meet the need of people with disabilities. Core Strategy policy S1 also seeks to ensure that new development proposals promote road safety.
- 20. The Council's Highways Engineers have been consulted and raise no objections with regards to the proposal.
- 21. It is therefore considered that the proposed development is in accordance with Policy P5 and S1 of the Core Strategy.

Impact on trees/biodiversity

- 22. Policy CG1.1 states that the council should 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.
- 23. There are a number of trees and hedges that fall within the influence of the proposed fence line. Due to this, the Local Authority's Tree and Woodland Manager was consulted and has provided the following comments:
 - Care will need to be taken during the removal of the existing fencing where it is in close proximity to both the off-site and on site trees and hedges adjacent to the proposed fence line so to avoid damage within the root protection zones of the trees.
 - An Arboricultural Method Statement will be required that details the foundation requirements for the fence foundations so to prevent damage to tree roots.
 - The internal hedge on Marsh Lane (western boundary) was planted by pupils form the school and should be retained as a screen on this side of the fence.
- 24. A condition for the applicant to submit an Arboricultural Method Statement prior to the commencement of development is suggested, to ensure the proposal would have limited impact on nearby tree routes.
- 25. Subject to the above condition, the proposed development is not considered to have an unacceptable impact on trees and biodiversity surrounding the application site in accordance with policy CG1.1 of the Core Strategy.

Conclusion

36. It is therefore concluded that the proposal would improve the security at the school while having a limited impact on the character of the area, the amenity of neighbours, the highway network and surrounding trees and biodiversity in accordance with Bolton's Core Strategy and the National Planning Policy Framework. Members are therefore recommended to approve this application.

Representation and Consultation Annex

Representations

Letters:- One objection has been received from a resident of Marsh Lane.

- The fence would be unattractive to look at for neighbouring residents.
- The fence would encroach onto a driveway.
- Don't have an issue with the fence being replaced as it is really old and worn, but would suggest a smaller fence.

Officer's Comments: The above comments are noted, however from reviewing the plans associated with this application, the proposed fencing would not encroach onto any adjacent properties or driveways.

It is apparent that the proposed fencing would run parallel with the property of no. 33 Marsh Lane, however due to the design of the fence which is weldmesh, it would be less visually intrusive than close boarded fencing. Furthermore there are no main room windows on the side gable elevation of the 33 Marsh Lane, therefore the proposed fencing would not adversely harm the outlook of any main room windows within this property.

Within the objection comments it was also suggested that the fence be reduced in height, however as previously explained within the officer's report, whilst it is appreciated the fence would be taller than the existing, it is noted that permitted development rights would allow the school to erect a fence of 2 metres high under Schedule 2, Part 2, Class A of the General Permitted Development Order (2015). It is not considered that an additional 0.4m would have a significant impact on to the amenity of neighbours located in close proximity of the proposed boundary fencing.

Consultations

Advice was sought from the following consultees: Highways Authority and Trees and Woodland Manager

Planning History

88177/18: Erection of temporary classroom. Decision: Approved 3/8/2012

83318/09: Erection of 2.4 metre high fencing and gates to front (beech avenue) and side (adjacent 9 beech avenue). Decision: Approved 18/01/2009

814289/08: Refurbishment of school including erection of classroom extension, new roof over existing classrooms and changes to elevations. Decision: Approved 4/02/2009

80728/08: Erection of new bin store together with erection of new boundary fence (part 2.4m and part 1.2m in height). Decision: Approved 30/09/2008

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 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 trees found on the site to the Local Planning Authority. The specified areas are:
 - Removal of old fenceline without root compaction within the root protection zones of retained on and off-site trees.
 - 2. Foundation method and erection methods for the new fenceline within the root protection zones of retained on and off-site trees.
 - 3. Retention of the internal hedgerow on the western boundary.

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.

3. The fence hereby approved shall be coloured Green (RAL 6005) within 30 days of its installation. The fencing shall remain so coloured thereafter.

Reason

To ensure the development safeguards the character and visual appearance of the locality and in order to comply with Core Strategy policy CG3.

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

Location and Site Plan, Drawing no. PL01, Dated 10/08/18

Reason

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



23

1:500

ILLUSTRATION OF EXISTING VERTICAL BAR BOUNDARY FENCING

Application number 04094/18



Directorate of Place Development Management Section



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Date of Meeting: 15/11/2018

Application Reference: 04094/18

Type of Application: Full Planning Application

Registration Date: 17/07/2018
Decision Due By: 10/09/2018
Responsible Martin Mansell

Officer:

Location: LANCASHIRE TIPPERS, BILBAO STREET, BOLTON, BL1 4HH

Proposal: CHANGE OF USE FROM GENERAL INDUSTRY (CLASS B2) TO

STORAGE AND DISTRIBUTION (CLASS B8)

Ward: Halliwell

Applicant: APC Nexday Overnite Ltd Agent: Building Design Services

Officers Report

Recommendation: Approve subject to conditions

Proposal

- 1. Consent is sought for the use of this vacant industrial building (Class B2) for the purposes of storage and distribution (Class B8). The Applicant is Nexday Overnite, a parcel courier service who currently operate from a unit at Edgefold Industrial Estate on Plodder Lane.
- 2. The Applicant has provided a detailed description of their operation and this is appended to this report, however the key facts for a typical day's operation are:-
- one HGV "trunk" vehicle arrives between 0430 and 0630 Tuesdays to Saturdays. This is unloaded by two members of staff via electric forklift
- smaller distribution vans are parked at the site and these are loaded with parcels ready for distribution from 0630 to 0730. This operation would take place within the building.
- Vans leave the site by 0730 and distribute parcels in around the north west, also collecting parcels to be sent elsewhere. Vans return to the depot between 1200 and 1800 and would be unloaded within the building for security purposes
- Parcels for despatch would be loaded onto the "trunk" vehicle HGV for despatch between 1900 and 1930.

3. Activities would therefore take place at these site between the following hours:-

Mondays 0600 - 2000 Tuesdays to Fridays 0400 - 2000 Saturdays 0400 - 1200 No activities on Sundays

- 5. The Applicant states that they currently provide full-time employment for 35 people and that the relocation to the application site, whilst principally for operational and capacity reasons, could provide the opportunity for this to be increased by between 3 and 5 jobs.
- 6. A statement on the companies website offers the following information:-

"We now specialise in collecting and delivering small parcels via our network of over 115 independently owned and managed delivery companies which are all part of the APC Overnight network. From humble beginnings delivering four consignments in one van across the Bolton, Wigan and Bury postcodes an area which stretches from Skelmersdale to Edenfield we now have 14 vans delivering over 1000 consignments a day"

Site Characteristics

- 7. The application site itself is wholly unremarkable a rectangular area of land measuring 0.4 hectares, largely hardsurfaced and containing a single industrial building with a footprint of approximately 1440 square metres. It is constructed partially from brick with cladding above and a smaller brick attachment provides an office function. Four large loading bays front the yard to the north. Access from Marsh Fold Lane is via Bilbao Street, an access shared with the Kirkhall Workshops to the west.
- 8. The unit benefits from a planning consent granted in 1979 for "the manufacture of motor bodies" and therefore has a lawful use for general industry (Class B2) It was used for many years by Lancashire Tippers, a firm of custom vehicle body builders, though it is not known when they vacated the site. The 1979 consent is not limited by any restrictions on hours of use or on deliveries.
- 9. The site is not allocated in the development plan but has a very mixed character this is likely to derive from the historic development of the Victory area which accommodated large scale industrial buildings such as Columbia Mill, Nortex Mill and the large Atlas Mills complex together with residential accommodation for the workers, often in the form of terraced housing. The character has changed to some degree much of the terraced housing has been replaced with social housing and whilst much of the Atlas Mills complex has been demolished, both Nortex Mill and Columbia Mill still remain, containing a mix of uses.
- 10. In general, the area consists of residential properties to the north and south with industrial and similar uses to the east and west. To the north are the residential properties of Cavenham Grove and Metfield Place, part of what is generally known as the Victory estate, managed by Bolton At Home. The properties generally face north, presenting their rear To the south, across the narrow cobbled Kirkhall Lane are the older terraced properties of Elmwood Grove and Norwood Grove.
- 11. Immediately to the east is a scaffolding company and beyond this is the large complex of Nortex Mill, including such occupants as a tile warehouse, an MOT service and a taxi service. Immediately to the west are the Kirkhall Workshops, operated by Bolton Council's Corporate Property Services Officers and including such occupants as Merlin Coatings, Mr Cool It and Rain Engineering Ltd. Beyond these units are a large two storey building occupied by PDE

Components.

Policy

- 12. Core Strategy Objectives SO5 Bolton's Economy, SO6 Accessibility and Infrastructure, SO9 Crime and Road Safety
- 13. Core Strategy Policies P1 Employment Sites, P5 Transport, S1 Crime and Road Safety, CG3 Design and the Built Environment, CG4 Compatible Uses, RA1 Inner Bolton
- 14. Supplementary Planning Documents- Accessibility, Transport and Road Safety
- 15. National Planning Policy Framework (July 2018) achieving sustainable development, building a strong competitive economy, promoting healthy and safe communities, promoting sustainable transport, making effective use of land, achieving well-designed places

Analysis

- 16. 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.
- 17. The main impacts of the proposal are:-
- * impact on the character and appearance of the area
- * impact on living conditions
- * impact on the road network
- * impact on economic development and employment

<u>Impact on the Character and Appearance of the Area</u>

- 18. Policy SO11 of Bolton's Core Strategy is a strategic policy and seeks to conserve and enhance the best of Bolton's built heritage and landscapes, and improve the quality of open spaces and the design of new buildings. Core Strategy Policy CG3 seeks to ensure that development proposals display innovative, sustainable design that contributes to good urban design, respects and enhances local distinctiveness, and has regard to the overall built character and landscape quality of the area. Proposals should also be compatible with the surrounding area.
- 19. The Core Strategy notes that Inner Bolton contains a wide range of different land uses, but the area is characterised by concentrations of older private sector terrace housing, a high proportion of local authority owned housing and a large numbers of former textile mills.
- 20. The National Planning Policy Framework (July 2018) states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 21. No physical changes are proposed to the building or the site at this time. It is not considered that the change from general industry to storage and distribution would have any material impact on the visual appearance of the site.

Impact on Living Conditions

- 22. 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. The use is considered appropriate for this area, given the generally industrial and commercial context. The proposed use is not considered to be likely to give rise to land use conflicts over and above the existing lawful use. No new use is proposed the proposal is for an existing building and use to be extended. However, the extension is small and subservient and therefore the increase in scale is not of such a degree that nearby uses would be affected. It has already been noted that the closest residential property is 80 metres away. The proposal is considered to comply with Policy CG4 of Bolton's Core Strategy
- 23. Paragraph 180 of the National Planning Policy Framework (July 2018) states that planning decisions should ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. In doing so they should mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development and avoid noise giving rise to significant adverse impacts on health and the quality of life.
- 24. The key consideration for the Council is not whether or not this is an acceptable location for a Class B8 Storage and Distribution use. This is a change of use application and cannot be considered as if the existing site, the existing building and the existing lawful use did not exist. Neither is it an application to erect a building for Class B8 purposes the construction of the building was granted permission in 1979. It is also important to bear in mind that this is not an application to extend the hours of operation no limitations were placed on the hours of operation of the building and its site when it was granted consent in 1979.
- 25. The key consideration is whether or not the Class B8 Storage and Distribution use of this building and its site is likely to have an impact that is over and above that which could be reasonably expected to occur as a result of the historic, lawful and unrestricted Class B2 General Industrial use. Without the need for any further application, this relatively large site and building could be occupied by a business carrying out a noise generating industrial process 24 hours per day with no limitations on the number, timing or scale of any delivery vehicles, including HGVs. With this fallback position in mind, Officers conclude that the use is acceptable in principle.
- 26. The Applicant appears to accept that the use has the potential to have some impact on nearby residential properties and has provided a noise assessment report. In particular, this report sets out a noise mitigation strategy that seeks to reduce to a minimum potential adverse impacts resulting from noise, in accordance with para 180 of the NPPG. In particular, the recommendations of the submitted report are as follows:-
- key reporting details shall be provided to local members of the public, all elected members and Local Authority if complaints are received
- company to record vehicle arrival / delivery times for correlation with any potential complaints
- company supply chain / transport department to produce a "driver charter" to ensure detailed briefing of drivers engaged in servicing the store during deliveries
- company to invest in and deliver any relevant staff training particularly in relation to the noise management plan as part of the induction of staff
- company to advise supply chain if any delivery is non-compliant with the agreed operational aspects for deliveries to the site

- the company shall undertake a site assessment every 6 months to identify any areas of potential noise including; servicing of delivery bay doors, levels from any site PA system etc. Any recommendations from this assessment shall be implemented within 1 week of receipt of the report
- company and supply chain to ensure engines are turned off whilst HGVs are waiting for deliveries to commence
- notification of deliveries by the driver to ensure the vehicle is dealt with promptly once arrived on site
- reversing alarms to be switched off when the vehicle arrives into the delivery area between the hours of 22:00 to 07:00 hours, since during this time the only people attending the delivery are the driver and the employees who should be suitably trained in the safe movement of the vehicle into the loading area
- all vehicles to be installed with air brake silencers
- the HGV delivery reverses into the loading area with a sealed unloading dock between the vehicle and the building and consequently the loading/unloading activities are restricted to within the vehicle and building (as modelled in the mitigated scenario)
- staff members are trained and supervised to ensure there is no shouting or unnecessary noise within the service yard area during deliveries
- drivers are enforced to turn off cab radios during attendance at site
- unloading bays are fitted with dock levellers or dock plates which mechanically adjust to ensure a continuous surface between the trailer and delivery area
- signage will be located within the delivery area reminding staff to ensure that noise is controlled at all times to protect the amenity of local residents
- company to maintain a log of any complaints received and record actions taken in relation to complaints

A condition would be imposed requiring all operations and activities to be carried out in accordance with this mitigation strategy.

- 27. The Council's Pollution Control Officers were consulted on the application, in particular the submitted noise assessment, and have raised the following concerns:-
- the noise report demonstrates that noise levels will impact the nearest residential properties by exceeding the Lmax levels during the night time
- the operations are in close proximity to residential properties and the recommended mitigation measures may control some noise emanating from the site, but not all
- the noise levels are modelled and there is not sufficient justification why they have not carried out current background and operational measurements
- it is recommended that a BS4142 (2014) assessment is carried out prior to determination
- any conditions to be applied would require measured levels not modelled
- 28. Officers have carefully considered the response of Pollution Control colleagues but are of the view that the use is acceptable in planning terms. Noise levels may impact on the nearest residential properties; however, this could happen whether or not the current application had been submitted due to the site benefiting from a planning consent from 1979 for general industrial purposes that is unrestricted in terms of its hours of operation or numbers and types of deliveries. The current background and operational measurements have not been assessed because the site is not currently in use an assessment of the current situation is likely to find that the site is very quiet at night.
- 29. Officers also note that a permitted development right exists to change the use of a building from Class B2 General Industrial use to Class B8 Storage and Distribution use without the need for

any planning application or any form of notification, up to a limit of 500 square metres. At 1440 square metres, this building is considerably in excess of the tolerance of this provision; however, appropriate weight should be given to the fact that all buildings one third of the size of the application building are completely excluded from the planning control system for this type of change of use.

- 30. It is also noted that the Council's Highway Engineers consider that the level of vehicle movements should have only a limited impact on the surrounding highway network in terms of amenity.
- 31. Whilst the concerns of Pollution Control colleagues and local residents have been taken into account, the key determining factors is not whether a wholly new use should be permitted but whether a change of use should be permitted, Giving weight to the likely potential impacts of the fallback position and the limitations placed on the use by the mitigation strategy, Planning Officers consider that the impact on living condition would be acceptable.

Impact on the Road Network

- 32. Policy SO9 of Bolton's Core Strategy is a strategic objective and seeks to, amongst other things, improve road safety. Policy P5 seeks to ensure that new development takes into account accessibility, pedestrian prioritisation, public transport, servicing, parking and the transport needs of people with disabilities. Policy S1 seeks to promote road safety. The Council has also adopted the Accessibility, Transport and Road Safety SPD which notes that the provision of a safe, high quality transport network is vital to the economic prosperity of the borough and the ability of residents to safely access potential new jobs being created together with health, education, community facilities and housing. The SPD also seeks to ensure that the use of transport does not adversely affect the climate and therefore requires new development to reduce the need to travel by car, and encourage people who live, work and visit to walk, cycle and use public transport.
- 33. The "Promoting Sustainable Transport" section of the NPPF states that transport issues should be considered from the earliest stages development proposals, so that the potential impacts of development on transport networks can be addressed. Planning policies should support an appropriate mix of uses across an area, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities. Proposals for new or expanded distribution centres should make provision for sufficient parking to cater for their anticipated use. In assessing specific applications for development, it should be ensured that:
- appropriate opportunities to promote sustainable transport modes can be or have been taken up, given the type of development and its location;
- safe and suitable access to the site can be achieved for all users; and
- any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.

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.

- 34. The Council's Highway Engineers have responded as follows:-
- "According to the submitted Design and Access Statement the site will cater for the movement of 20-25 delivery vans within the operational period of the premises whilst reducing the number of HGV service vehicle movements (1 associated with the B8) in comparison to its extant use. This

location/premises are designed with industrial use-classes in mind. Acting on this information, the proposed level of vehicle movement should have a limited impact on the surrounding highway network in terms of operation, amenity and potential road safety issues. The Local Highways Authority cannot reasonably object to the proposed change of use indicated under this application"

35. The proposed storage and distribution 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 for general industry. 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.

<u>Impact on Economic Development and Employment</u>

- 36. The Council has adopted the Sustainable Community Strategy which identifies two main aims to narrow the gap between the most and the least well off and to ensure economic prosperity. The Core Strategy is consistent with this, seeking a prosperous Bolton by making sure that jobs are provided in accessible locations in a range of different sectors.
- 37. Policy RA1 relates specifically to Inner Bolton and states that the Council will continue to focus jobs in modern employment areas in The Valley, locate new employment-related development on undeveloped sites in the Valley and surrounding area, regenerate mills and other older industrial premises in the area with a mixture of new build and refurbishment for primarily employment uses, with supporting residential and mixed uses.
- 38. Paragraph 80 of the National Planning Policy Framework (2018) state that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation, and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.
- 39. It should be noted that the 2018 revision of the NPPF introduced a specific reference at para 82 to this type of use, stating amongst other things that planning decisions should recognise and address the specific locational requirements of different sectors and make provision for storage and distribution operations at a variety of scales and in suitably accessible locations.
- 40. The Applicant has been clear that the main driver of the proposed location from Plodder Lane to the Victory area is the extra operational and storage capacity provided by the application site and its building the application building has over twice the available floorspace of their existing unit. Nevertheless, they do suggest that the relocation has the potential to have some limited job creation benefits, perhaps an additional 3 to 5 jobs.
- 41. It is considered that significant weight should be given to providing this local business with the ability to remain competitive in a challenging market.

Value Added to the Development

42. The Applicant was encouraged to supplement their application by a detailed description of typical daily activities together with an assessment by a qualified acoustic consultant. Both have been provided.

Conclusion

- 43. Due to the presence of nearby residential properties, this is not a location to which a storage and distribution use would normally be encouraged or directed. However, the Council is not being asked to consider the impact of the proposal in absolute terms i.e. whether the proposal would be acceptable here if there were no other considerations than the impact on living conditions of the proposed use. Instead, the decision is principally a relative one i.e. whether the proposal is unacceptable relative to the fallback position created by the 1979 consent for industrial use. Officers note that the industrial use was granted with no conditions controlling hours of operation, delivery times or movements of vehicles. It is a matter for the decision maker to decide how much weight to give to the fall back position; however, it cannot reasonably be disregarded. The potential for this building to be occupied by an new industrial use is considered to be reasonably high and it is difficult to see how any other more neighbourly use such as residential could take place at this site, not without the comprehensive development of all the nearby commercial uses.
- 44. The concerns of local residents have been taken into account but the decision is not whether a storage and distribution depot should be allowed to operate here but instead whether an existing and unrestricted general industrial use should be permitted to a storage and distribution depot. The fall back position of the existing lawful use is a key consideration and in this case, taken together with the proposed mitigation measures and the small but positive employment benefits, Officers conclude that the development is acceptable in planning terms.

Representation and Consultation Annex

Representations

Letters:- none

Petitions:- two petitions of objection have been recieved with a total of 28 signatures from 20 properties on Cavenham Grove, Metfield Place, Elmwood Grove, Norwood Grove and elsewhere., on the following grounds:-

- noise from employees arriving at the site for 4am
- noise from the arrival and unloading of the HGV vehicle at 430am
- noise from the loading and dispatch of the small distribution vehicles from 730am or before
- light pollution from floodlights

Similar issues have been raised by one of the objectors via Sir David Crausby MP.

Elected Members:- the application appears on the agenda for Planning Committee at the request of Councillor Morris so that Members can properly consider the impact on the living conditions of nearby residents.

Consultations

Advice was sought from the following consultees: Highway Engineers, Pollution Control, GM Police

Planning History

Planning permission was granted in January 1980 for the erection of a single storey building for the manufacture of motor bodies together with ancillary office and staff facilities. This consent is not subject to any limitations on hours of use or on the frequency, timings or nature of any deliveries (13157/79)

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.

 Before the approved/permitted development is first brought into use no less than 43 parking spaces shall be marked out provided within the curtilage of the site in accordance approved plan (drawing ref: 36318 rev 01). Such spaces shall be made available for parking at all times that 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. There shall be no open storage within the confines of the application site.

Reason

To safeguard the visual appearance of the area in order to comply with Bolton's Core Strategy policy CG3

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

drawing ref: 36318 rev 01

Reason

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

5. No operations (including the repair of machinery and vehicles and the movement of machinery, vehicles, parcels or pallets) shall be carried out on the premises outside the following hours:-

Mondays 0600 - 2000 Tuesdays to Fridays 0400 - 2000 Saturdays 0400 - 1200 No activities on Sundays

Reason

To safeguard the living conditions of residents and the amenity and character of the area with regard to noise and/or disturbance and in order to comply with Bolton's Core Strategy policies CG3 and CG4

6. All operations at the site will comply with the requirements of the submitted Noise Management Plan (by Miller Goodall, reference: 101963, dated 16th October 2018) in particular section 7.2.1. The Noise Management Plan shall be implemented in full and the use hereby approved shall thereafter be carried out in accordance with it.

Reason

To minimise the impact of noise disturbance on the residential amenity of the area and in order to comply with Bolton's Core Strategy policy CG4.



Unit B7 Edgefold Industrial Estate, Plodder Lane, Farnworth, Bolton BL4 0LR. Tel 01204 709906. Fax 01204 709667



05/09/2018

To whom it may concern,

This is to confirm our intended operations day to day which are relevant to the site at Bilbao Street.

Although our business does offer other services in the main its small items which we collect and deliver and so the loading/unloading of all of our vehicles is, in the main, done manually by one of our drivers/warehouse staff as opposed to by forklift.

In terms of light pollution we only intend on utilising the existing lighting which is already at site (there are four floodlights one above each warehouse door) we do not intend on installing any other floodlights we would only need/require the existing lighting and would replace/repair the existing only.

Monday

1-2 members of staff arriving between the hours of 06:00-06:30am (one of which currently arrives via push bike)

On this day most of our vehicles will already be at the site.

The loading of our vehicles will in the main be being carried out inside the warehouse. Some of which will be backed up to one of the 6 warehouse doors, but the rear loading doors will be as close as possible to the warehouse doors. The loading of these vans will begin when our employees start arriving to site. In the main this will be between 06:30am and 07:30am. There may be a couple of vans loaded after this time but in the main they will be loaded before 07:30am. Currently all our vehicles are loaded inside in our 6000sq ft warehouse, albeit at a squeeze. This 14,000sq ft warehouse should enable us to do it with ease.

We would expect that no delivery vehicles are departing after this.

They begin returning to the depot any time between 12:00noon and 18:00pm. For security purposes when being unloaded this is carried out inside. The parcels are loaded into separate cages/pallets and then loaded onto our trunk vehicle via forklift which departs at either 19:00 or 19:30.

Tuesday- Friday

Two members of staff (who currently arrive by pushbike) open our premises at around 04:00am, there is no vehicular movement/noise until 04:30am when our trunk vehicle arrives, sometimes it may arrive at this time it may arrive as late as 06:30am (current performance at the hub means its arriving between 0500am-0530am). Until this time the two employees are carrying out computer tasks and scanning any freight which we have been held from the day previous. The unloading of the trunk vehicle is going to be carried out by two electric forklifts so the noise is kept at an absolute minimum. This usually takes between 15-25minutes, the cages/pallets are taken inside and from then on there is no noise/lights as all of the sortation is carried out indoors. Around 06:30am our delivery drivers begin arriving in either their own vehicles or our delivery vehicles which was have let them take home. Approximately half of our fleet is actually kept at site each night and over the weekend and so the comings and goings in the morning and night of our vans is cut by 50%. May I add that having the extra space here should enable us to store more vehicles onsite thus ensuring there's even less traffic going from the site at night and arriving in the morning.

Saturday

Two members of staff (who currently arrive by pushbike) open our premises at around 04:00am, there is no vehicular movement/noise until 04:30am when our trunk vehicle arrives, sometimes it may arrive at this time it may arrive as late as 06:30am (current performance at the hub means its arriving between 0500am-0530am). Until this time the two employees are carrying out computer tasks and scanning any freight which we have held from the day previous. The unloading of the trunk vehicle is

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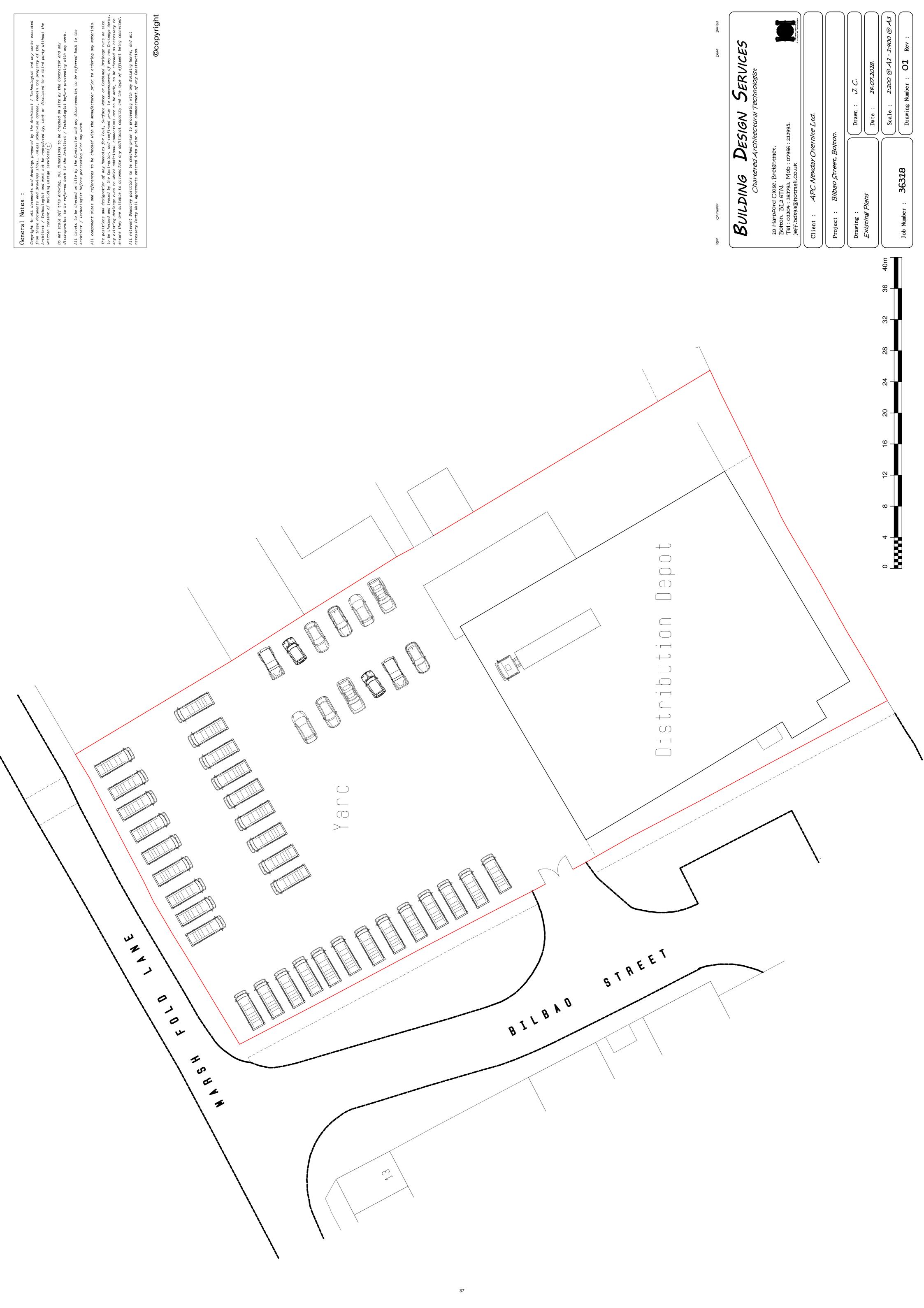


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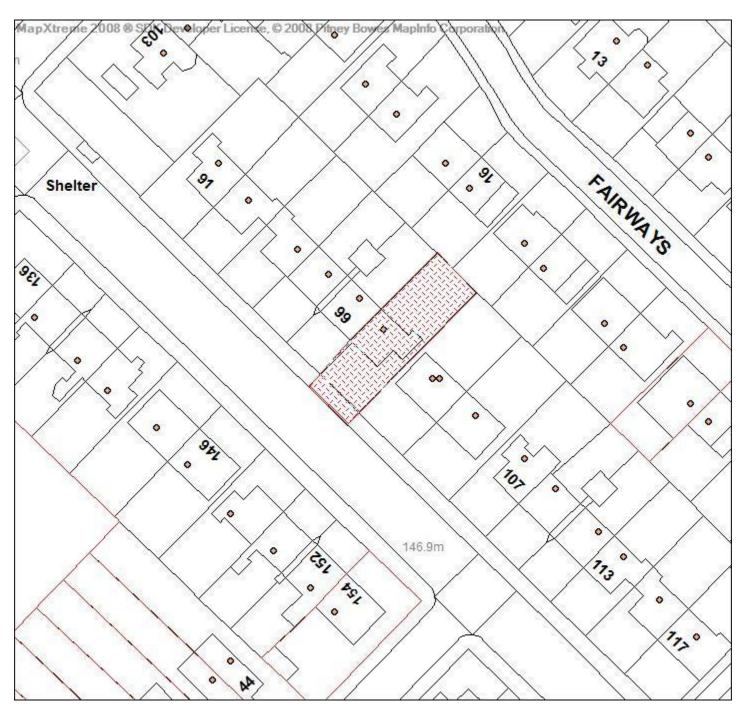
to be carried out by two electric forklifts so the noise is kept at an absolute minimum. This usually takes between 15-25minutes, the cages/pallets are taken inside and from then on there is no noise/lights as all of the sortation is carried out indoors. Around 06:30am our delivery drivers begin arriving in either their own vehicles or our delivery vehicles although there are only 2 or 3 of them on the Saturday. We close at approximately 12:00 noon on Saturday, we're not open on Sundays.

Our business has various services but the one we're most excited about exploiting at this new unit is the increased warehouse space and the ability to increase our third party storage offering and pick and pack service. As these services hopefully increase in take up whilst our tenure is at Bilbao Street we hope to increase the amount of staff we employ. In the first year alone this may only be 3-5 part time and full time but thereafter this may increase further.

time and full time but thereafter this may increase further.
Thanks for taking the time to read this letter
Yours Faithfully
Ian Fox
Managing Director



Application number 04371/18



Directorate of Place Development Management Section Town Hall, Bolton, Lancashire, BL1 1RU Telephone (01204) 333 333



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Date of Meeting: 15/11/2018

Application Reference: 04371/18

Type of Application: Full Planning Application

Registration Date: 20/08/2018
Decision Due By: 14/10/2018
Responsible Lauren Kaye

Officer:

Location: 101 VICTORIA ROAD, HORWICH, BOLTON, BL6 5PF

Proposal: ALTERATIONS TO FORM A VEHICULAR ACCESS.

Ward: Horwich North East

Applicant: Mr G Burt

Agent:

Officers Report

Recommendation: Approve subject to conditions

Proposal

- 1. This application seeks permission for the formation of a new vehicular access off Victoria Road including a dropped kerb together with hard standing allowing off-road parking from two vehicles.
- 2. Paragraph 3(6) of the Introductory text to the Town and Country Planning (General Permitted Development)(England)Order 2015 states that:
 - "The permission granted by Schedule 2 does not, except in relation to development permitted by Classes A, B, D and E of Part 9 and Class A of Part 18 of that Schedule, authorise any development which requires or involves the formation, laying out or material widening of a means of access to an existing highway which is a trunk road or classified road, or creates an obstruction to the view of persons using any highway used by vehicular traffic, so as to be likely to cause danger to such persons."
- 3. Therefore, as Victoria Road is a classified road (Non-principal Class 3) consent is hereby sought to form a new vehicular access to the highway. The works would consist of the removal of the existing front hedge across the front of the property along with the raised grassed area and steps leading to the front of the property along with a dropped kerb onto the highway. The application also includes extending the existing paving area directly in front of the property by an additional 1.5 metres with steps providing access.

Site Characteristics

- 4. This is an end terrace/townhouse property sited on Victoria Road. The area is characterised as predominantly residential made up of a mixture of semi-detached and terraced properties.
- 5. The property is sited on a higher ground level to the highway and benefits from a hedge to the

front/side of the site with an existing gated pedestrian access within the hedge on the boundary leading up steps to the entrance of the property.

Policy

- 6. Core Strategies Policies: P5 Transport and Accessibility; S1.2 Road Safety; CG3 The Built Environment; CG4 Compatible Uses; OA1 Horwich and Blackrod.
- 7. SPD House Extensions and SPD General Design Principles.
- 8. National Planning Policy Framework (NPPF).

Analysis

- 9. 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.
- 10. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission.
- 11. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission.
- 12. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
- 13. 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

- 14. 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.
- 15. Policy OA1 of the Core Strategy states that the Council will conserve and enhance the character of the existing landscape and physical environment, and will ensure that development in Horwich and Blackrod 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.
- 16. 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.
- 17. Victoria Road is made up of properties varying in design, scale and height. Given the topography of the area properties on the northern side of Victoria Road are sited in an elevated position relative to the road/highway. The properties along this northern side benefit from hedging to the front and sides with pedestrian access. One of the neighbouring properties along this stretch

does benefit from vehicular access (No. 113). The properties opposite on the southern side of Victoria Road are of similar design sited on a lower ground level to the highway with a mixture of brick work, timber fencing and hedging along the front and side boundaries. A number of these properties also provide vehicular access for one off-road parking space.

- 18. The proposal would remove the hedging to the front boundary whilst retaining the hedging to the sides. It is considered that the retention of the hedging to the side would retain the visual separation of the properties whilst removing the front hedging would not have an impact on the appearance of the host dwelling.
- 19. As previously mentioned there is an example of a vehicular access on a similar property at no. 113 Victoria Road and a number of the neighbouring properties opposite the application site, therefore the development would not appear as out of keeping with the surrounding area.
- 20. Taking the above into account, it is considered that the proposal complies with Policies CG3 and OA1 of the Core Strategy and the advice contained within the SPD House Extensions.

Impact on the Amenity of Neighbouring Residents

- 21. 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.
- 22. 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.
- 23. This proposal to create a new vehicular access onto Victoria Road and provide two off-road parking spaces within the front garden of this property are considered to represent minor alterations which would not have a detrimental impact on the residential amenities of adjoining or neighbouring properties in this locality, which would therefore comply with Core Strategy Policy CG4.

Impact on Parking

- 24. Policy P5 of the Core Strategy states that the Council will ensure that developments take into account [amongst other things] parking, in accordance with the parking standards set out in Appendix 3. Policy S1.2 states that the Council will promote road safety in the design of new development.
- 25. SPD House Extensions provides general advice on house extensions and offers guidance relating to the impact of extensions on highway safety.
- 26. The Highways department has been consulted and advised the following:

Victoria Road according to the Councils Asset Register is a classified road (Non-Principal Class 3) and thus under the Councils SPD Accessibility, Transport and Road Safety there should be a requirement for a vehicle to be able to enter/leave the classified road in forward gear.

Observations revealed that a number of properties at that location have direct driveway access onto Victoria Road without a turning facility within the site curtilage. Analysis of the available injury accident data for this section of Victoria Road over the last 5 year period (31/05/13-31/05/18) revealed no injury accident record at that location to warrant any additional concern. Adequate visibility appears achievable onto the highway/back of footway from the

proposed parking area.

Acting on the above comments/observations, the Local Highway Authority cannot reasonably object to what is being proposed under this application.

27. Notwithstanding the fact cars parking in the proposed spaces would not be able to enter and leave in forward gear, due to the adequate visibility in close proximity to the application site Officers consider that vehicles would be able to enter and leave the spaces safely without compromising highway / pedestrian safety. The proposal therefore complies with Core Strategy policies P5 and S1.2.

Conclusion

- 28. For the reasons, discussed above it is considered that the proposed vehicular access would not harm the character and appearance of the existing dwelling or street scene, would not unduly harm the amenity of any neighbouring residents and would not be detrimental to highway safety.
- 29. Members are therefore recommended to approve this application.

Representation and Consultation Annex

Representations

Letters:- None received.

Town Council:- Horwich Town Council met on 20th September 2018 and recommended approval.

Elected Members:- the application appears at Planning Committee at the request of Councillor Silvester raising concerns over the impact of the proposal on the character and appearance of the street scene and area i.e. loss of hedge / formation of car parking space.

Consultations

Advice was sought from the following consultees: Highways.

Planning History

No planning history.

The existing vehicular access point at 113 Victoria Road does not have the benefit of planning approval for the creation of the access onto the classified road. However, it would benefit from the passage of time as such work would appear to be immune from planning enforcement action (i.e. been in existence for 4 years or over).

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 commencement of development full details of the highway works at 101 Victoria Road comprising of:
 - implementation of a vehicle access crossing (VAC) onto Victoria Road to facilitate access to the proposed parking provision.
 - to include the implementation of an Access Protection Marking (APM) across the dropped access width shall be submitted to and approved in writing by the Local Planning Authority.

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".

3. Before the approved development is first brought into use no less than 2 car parking spaces with minimum dimensions of 2.4 metres by 4.8 metres shall be provided within the curtilage of the site, in accordance approved plan (drawing ref: **Existing & Proposed Plans - Date scanned 30th August 2018**). 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

4. Prior to the development hereby approved being first occupied or brought into use, a scheme detailing how parts of the site to be drained to prevent discharge onto the highway 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'.

5. The development hereby permitted shall be constructed entirely of the materials details of which are shown on plan ref: **Existing & Proposed Plans - Date scanned 30th August 2018**.

Reason

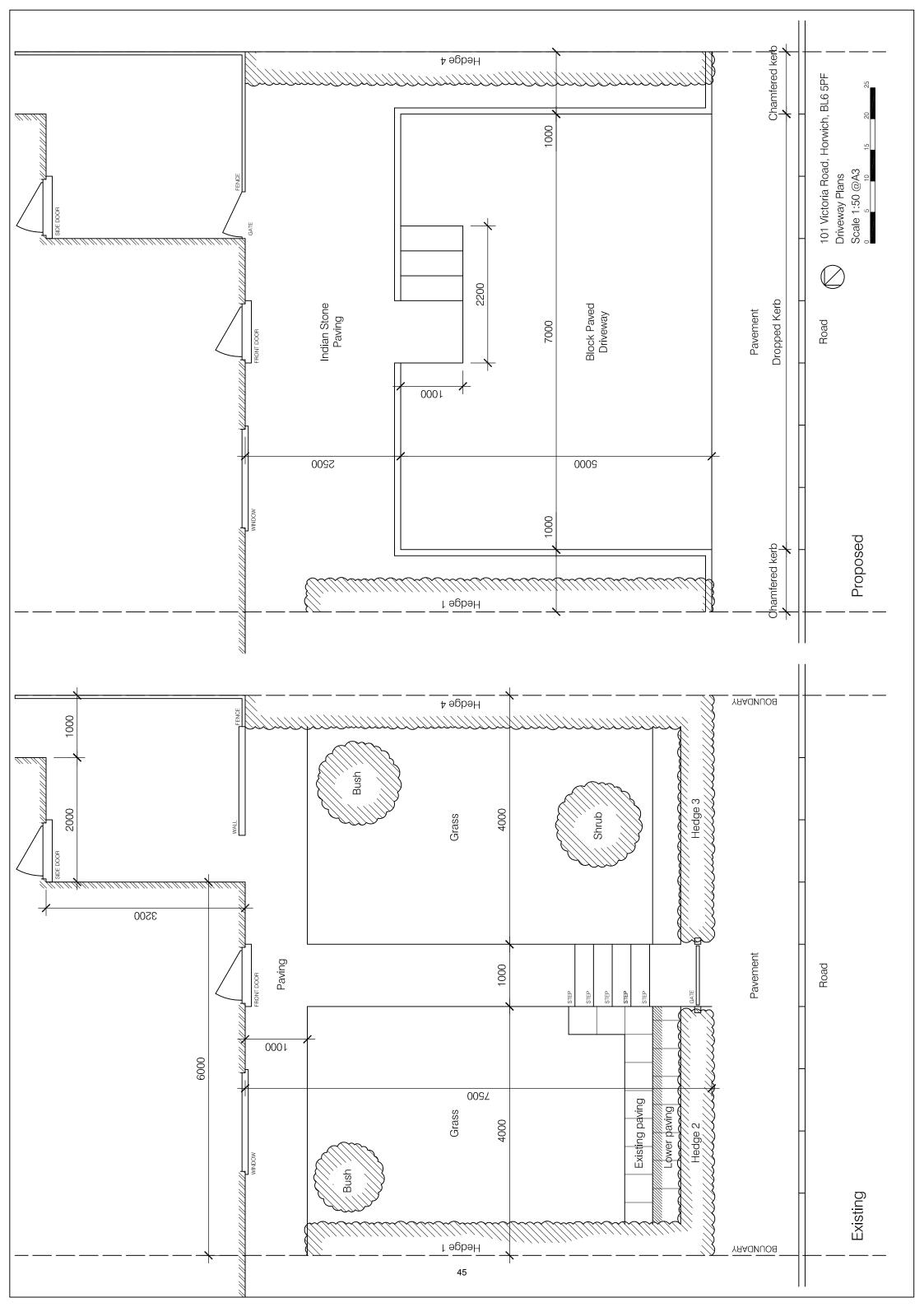
For the avoidance of doubt as to what is permitted and in order to comply with Bolton's Core Strategy policy CG3

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

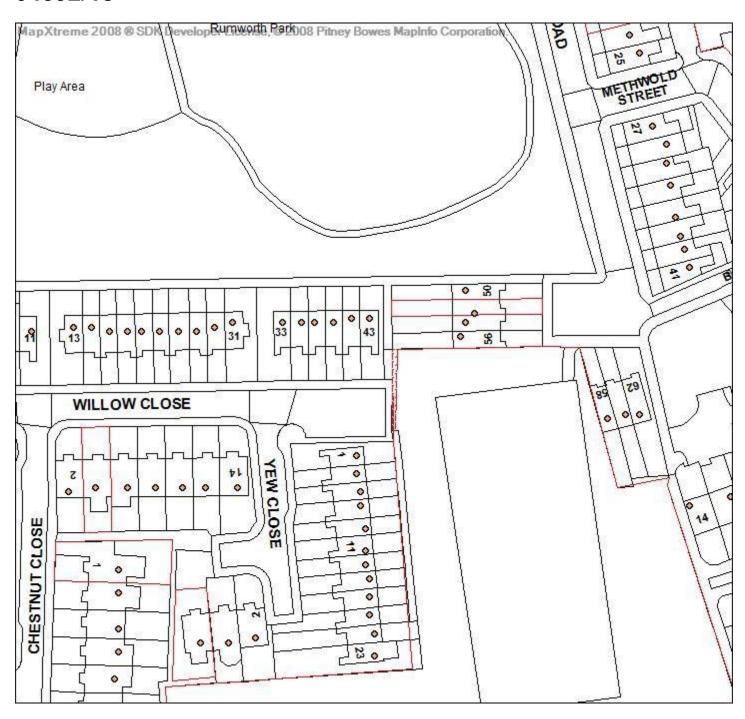
Existing & Proposed Plans - Date scanned 30th August 2018

Reason

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



Application number 04392/18



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Date of Meeting: 15/11/2018

Application Reference: 04392/18

Type of Application: Local Authority Applications\Development

Registration Date: 05/09/2018
Decision Due By: 30/10/2018
Responsible Amy Smith

Officer:

Location: LAND TO THE EAST OF WILLOW CLOSE, BOLTON, BL3

Proposal: SITING OF 2M. HIGH WELDMESH FENCING

Ward: Rumworth

Applicant: Mr Ladd

Agent:

Officers Report

Recommendation: Approve subject to conditions

Proposal

- 1. Planning permission is sought for the erection of a 19m long section of weldmesh fencing at 2m in height.
- 2. The development is proposed by the Council and therefore under the Council's Constitution (Guide to Good Practice for Members and Officers Involved in the Planning Process) the application is required to be determined by Planning Committee.

Site Characteristics

3. The fencing will be erected at the head of the cul-de-sac at Willow Close and adjacent to the sports pitch used by Brandwood Primary School. The fencing is required for safety and security. The wider area is predominantly residential in nature.

Policy

- 4. Core Strategy Policies: S1 Safety; CG1 Cleaner and Greener; CG3 The Built Environment; CG4 Compatible Uses; RA1 Inner Bolton;
- 5. Supplementary Planning Documents: Accessibility, Transport and Road Safety and General Design Principles.
- 6. National Planning Policy Framework 2018 (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.

- 8. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission.
- 9. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission.
- 10. 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 the character and appearance of the area
 - * impact on design and crime
 - * impact on trees
 - * impact on the amenity of neighbours
 - * impact on the highway network

Impact on the character and appearance of the area

- 12. Core Strategy Policy CG3 states that development shall conserve and enhance local distinctiveness, having regard to the overall built character and landscape quality of the area. Development must be compatible with the surrounding area in terms of scale, massing and form, amongst other matters.
- 13. Policy RA1 relates specifically to Inner Bolton and states that development should make efficient use of land in inner Bolton due to existing higher levels of development density, requiring development to provide adequate privacy and amenity space and conform to the overall spatial approach and ensure that development takes opportunities to improve upon the existing low levels of green infrastructure and soft landscaping in inner Bolton, using native plant species where appropriate.
- 14. The proposed fencing will be situated along the boundary of the school playing pitch and the edge of the adopted highway, against a backdrop of trees and shrubs. The fencing will be weldmesh style which is visually permeable and a common feature around recreation and school sites. The fencing will be 2m in height and coloured in dark green (RAL 6005) which is considered appropriate to serve its purpose and will not represent an obtrusive feature in the street scene. It is considered that the proposal is in accordance with policy CG3.

Impact on design and crime

- 15. Core Strategy policy S1 seeks to ensure that the design of new development will take into account the need to reduce crime and the fear of crime.
- 16. The Council's Community Safety Team have received regular reports over a number of years concerning anti-social behaviour generated by the route across the playing field and sports pitch adjoining Yew Close/Willow Close (youths causing annoyance / substance misuse / misuse of off-road vehicles).
- 17. The fencing is expected to prevent this and also prevent access to the site beyond the head of the cul-de-sac. The proposal is considered to be a positive feature in terms of the reduction in crime and the fear of crime in accordance with policy S1.

Impact on trees

18. Core Strategy policy CG1 seeks to 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.
- 19. The proposed siting of the fence may result in the requirement to remove a number of self-seeded trees and to prune a number of the more mature trees. The trees are not protected and the self-seeded trees are not of particularly high amenity value. The proposal has been reviewed by the Council's Trees and Woodlands Officer who raises no objections with the siting of the fence and any work necessary to accommodate the erection of the fence. The proposal is considered to be in accordance with policy CG1.

Impact on the amenity of neighbours

- 20. Core Strategy Policy CG4 states that development shall be compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. Development should not generate unacceptable nuisance, odours, fumes, noise or light pollution, nor cause detrimental impacts upon water, ground or air quality.
- 21. The fencing will be situated in a location where there will be no impact on neighbours in terms of overbearing or overshadowing.

Impact on the highway network

- 22. Policy S1 seeks to ensure that development promotes road safety.
- 23. 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.
- 24. According to the Council's Highway Asset Register the proposed fence line will not encroach onto the public highway or restrict any public-rights of way. Acting on this, there are no objections on highway grounds to what is being proposed under this application.

Conclusion

- 25. It is not considered that the proposal will harm the character and appearance of the area, nor will it detrimentally impact trees, the amenity of neighbours or the highway network. The development is considered to be in accordance with the relevant policies of Bolton's Core Strategy, the guidance contained within SPD General Design Principles and the NPPF.
- 26. The proposal is recommended for approval subject to conditions.

Representation and Consultation Annex

Representations

Letters:- two letters of support have been received. The following matters have been raised:

- Support the proposal due to current issues of vandalism, verbal abuse, drug dealing, off-road motorbikes, litter, damage to cars, burglary and will enclose a means of guick getaway.
- The fencing will save money in terms of reducing police attendance

Petitions: none received

Elected Members: none received

Consultations

Advice was sought from the following consultees: the Council's Highways Engineers, Trees and Woodland Officers and Officers from Design for Security (Greater Manchester Police).

Planning History

83416/09 Erection of a 2.4 metre high fence with access gates together with the replacement of existing perimeter fence – Approved with conditions

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. Before the development hereby approved is first installed, the fence and posts shall be colour treated in dark green (RAL 6005) and retained so coloured thereafter.

Reason

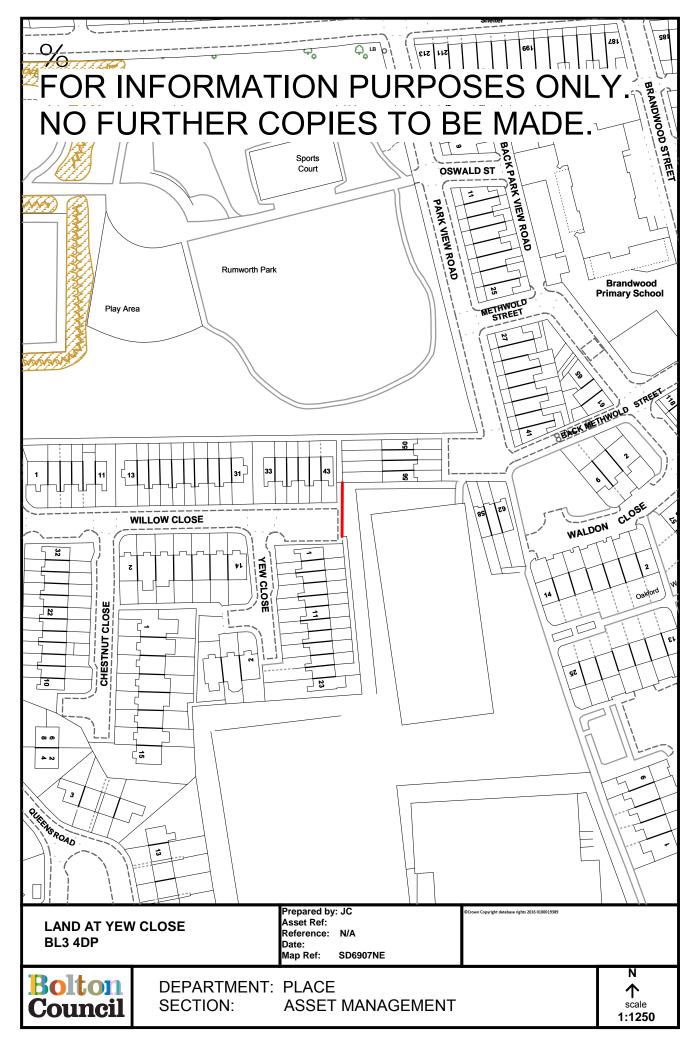
To ensure the development safeguards the character and visual appearance of the locality and in order to comply with Core Strategy policy CG3.

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

Site Location Plan, Map Reference SD6907NE Block Plan, dated 21/08/208 at 1:100

Reason

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



Example image of proposed weldmesh fencing

