Planning Applications Report

Planning Committee 25th November 2020



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

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

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

The following abbreviations are used within this report: -

CS	The adopted Core Strategy 2011
AP	The adopted Allocations Plan 2014
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guidance

PCPN A Bolton Council Planning Control Policy Note

PPG Department of Communities and Local Government Planning Policy Guidance

Note

MPG Department of Communities and Local Government Minerals Planning Guidance

Note

SPG Bolton Council Supplementary Planning Guidance SPD Bolton Council Supplementary Planning Document

PPS Department of Communities and Local Government Planning Policy Statement

TPO Tree Preservation Order
EA Environment Agency
SBI Site of Biological Importance

SSSI Site of Special Scientific Interest
GMEU The Greater Manchester Ecology Unit

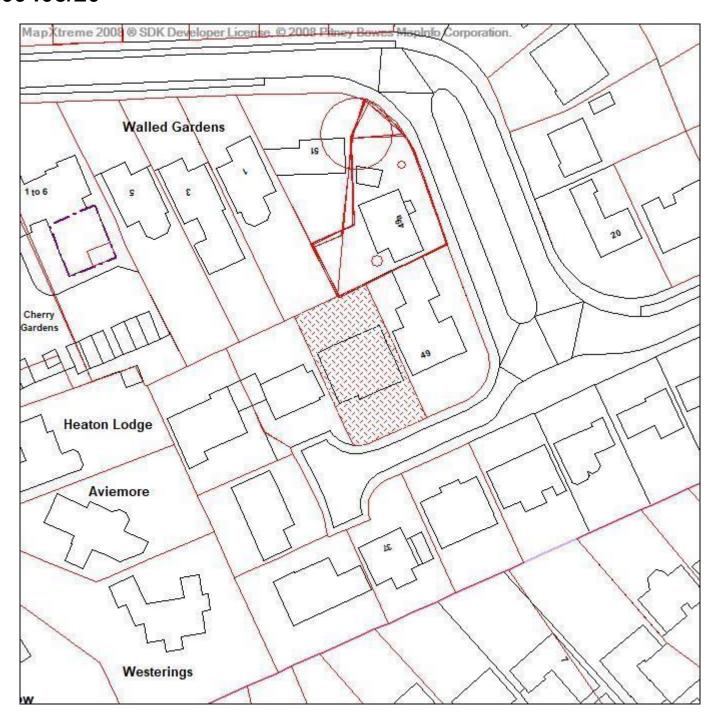
The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

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Application number 09408/20



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



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Date of Meeting: 25/11/2020

Application Reference: 09408/20

Type of Application: Full Planning Application

Registration Date: 23/09/2020
Decision Due By: 17/11/2020
Responsible Adam Mustafa

Officer:

Location: 47 OAKWOOD DRIVE, BOLTON, BL1 5EE

Proposal: ERECTION OF 1.4 METRE HIGH WALL AND GATES TO FRONT

BOUNDARY

Ward: Heaton and Lostock

Applicant: Mr E Adia

Agent: RA Design & Project Management Ltd

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- This householder application has been submitted for the erection of 1.4 metre high wall and gates to the front boundary.
- The application is before Committee as the applicant is Councillor Adia.
- No objections have been received from any statutory consultee.
- One neighbour letter has been received, neither in support or objection see 'Representation Annex' for details and Officer response.
- Members are recommended to approve this application.

Proposal

- 1. The proposed front boundary wall will have a maximum height of 1.4 metres. This will comprise of a 1 metre high brick wall with 0.4 metres railings above. There will be a pedestrian gate within the wall and the wall will feature design features such as pillars with stone pier caps and also stone copings running along the length of the wall. It is noted that since the submission of the application, the brick wall element of the proposal has been constructed.
- 2. The vehicular gate will be sliding and this will be finished in black steel open railings.

Site Characteristics

3. The application relates to a detached dwelling located on Oakwood Drive. The property is sited within a cul-de-sac section of the road. The application dwelling is constructed in red brick and feature three pitched roof dormers in the front elevation. The surrounding area is characterised by both bungalows and two storey dwellings.

Policy

4. Core Strategy Policies: P5 Transport and Accessibility; S1.2 Road Safety; CG3 The Built

Environment, CG4 Compatible Uses, OA4 West Bolton

- 5. House Extensions SPD
- 6. National Planning Policy Framework Section 10

Analysis

- 7. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
- 8. The main impacts of the proposal are considered to be:-
- * Design and Impact on the Character and Appearance of the Surrounding Area
- * Impacts on the Amenity of Neighbours
- * Impact on the Highway

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

- 9. Policy CG3 of the Core Strategy states that the Council will conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area, and require development to be compatible with the surrounding area in terms of scale, massing, grain, form, architecture, street enclosure, local materials and landscape treatment. Policy OA4 refers specifically to developments in West Bolton and states that the Council will conserve and enhance the character of the existing landscape and physical environment and ensure that development respects street patterns, the grain and the form of predominant architectural styles and where possible makes sympathetic use of locally distinctive materials such as stone.
- 10. Dwellings along this section of Oakwood Drive feature examples of low level and relatively open front boundary treatments, such as dwarf walls and hedging. The existing front boundary treatment was a brick wall with a height of approximately 0.5 metres with hedging above reaching to 2.4 metre in height. However, since the submission of the application these have been removed from the site and the applicant has erected the brick wall element of the proposal.
- 11. The neighbour across the road at no.39 Oakwood Drive features an example of a more solid front boundary wall which is of a similar design to the applicant's proposal. This features brick pillars with stone pier caps and steel railings above the main brick body, therefore the proposal is considered to harmonise with this example within the cul-de-sac. Further to this, although the neighbour at no.49a is not read in the street scene context of the application site, it is one neighbour removed and therefore its siting is not too far away to not be considered a local example of a similar scheme. This neighbour has a solid boundary wall stretching over 20 metres in length; again this is similar to the applicant's proposal, with a lower brick wall and steel

- railings above, this also includes wooden fence panels above the brick wall on a latter section of the boundary and therefore the applicant's proposal is not considered an obtrusive feature or an unacceptable scale for its context.
- 12. The proposed wall will be considerably reduced in height from the previous 2.4 metre high hedging and therefore this will reduce its visual prominence in the street scene.
- 13. As the proposed wall will feature elements of open steel railings and as the proposed gate will be entirely open steel railings, this will increase visual permeability into the front garden and therefore is considered to be in keeping with the context.
- 14. The proposed materials are considered acceptable for a residential boundary wall.
- 15. It is considered that the proposed wall would not be out of keeping with the surrounding townscape, nor detract from the character and appearance of the street scene. Therefore, it is considered that the proposal would be of appropriate siting and design and would be in accordance with policies CG3 and OA4 of the Core Strategy and the NPPF.

Amenity of Existing Residents and Future Occupiers

- 16. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security and does not generate unacceptable nuisance, odours, fumes, noise or light pollution.
- 17. It is not considered that the proposed boundary wall will impact upon the amenity of neighbours due to its limited height and distance from neighbouring dwellings and is therefore in accordance with policy CG4 of the Core Strategy and the NPPF.

Impact on the Highway

18. The Council Highways department were consulted on the application and commented that the access point onto Oakwood Drive is sufficiently wide in order to provide adequate visibility onto the back of footway line and is compliant with the requirements indicated in national guidance. On this basis, they raise no objection to the proposal.

Conclusion

19. The proposal is considered to comply with the relevant local and national planning policies. Members are therefore recommended to approve the application.

Representation and Consultation Annex

Representations

Letters:- one neighbour comment has been submitted, which comments that the works have already begun on site (Officer comment – This is noted. Since the submission of the application, the applicant has removed the front hedge and erected the brick wall element of the proposal).

Consultations:- The Council's Highways Engineers.

Planning History

85302/10 - ERECTION OF PART SINGLE / PART TWO STOREY EXTENSION AT REAR, ROOF EXTENSION AT SIDE, NEW DORMER WINDOW (WITH NEW PITCHED ROOFS TO ALL THREE FRONT DORMER WINDOWS) AND SINGLE STOREY PORCH AT FRONT, CONVERSION OF GARAGE TO HABITABLE ROOM AND PROVISION FOR THREE OFF-STREET CAR PARKING SPACES AT WESTERN SIDE OF SITE FRONTAGE. - Approved

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

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

Reason

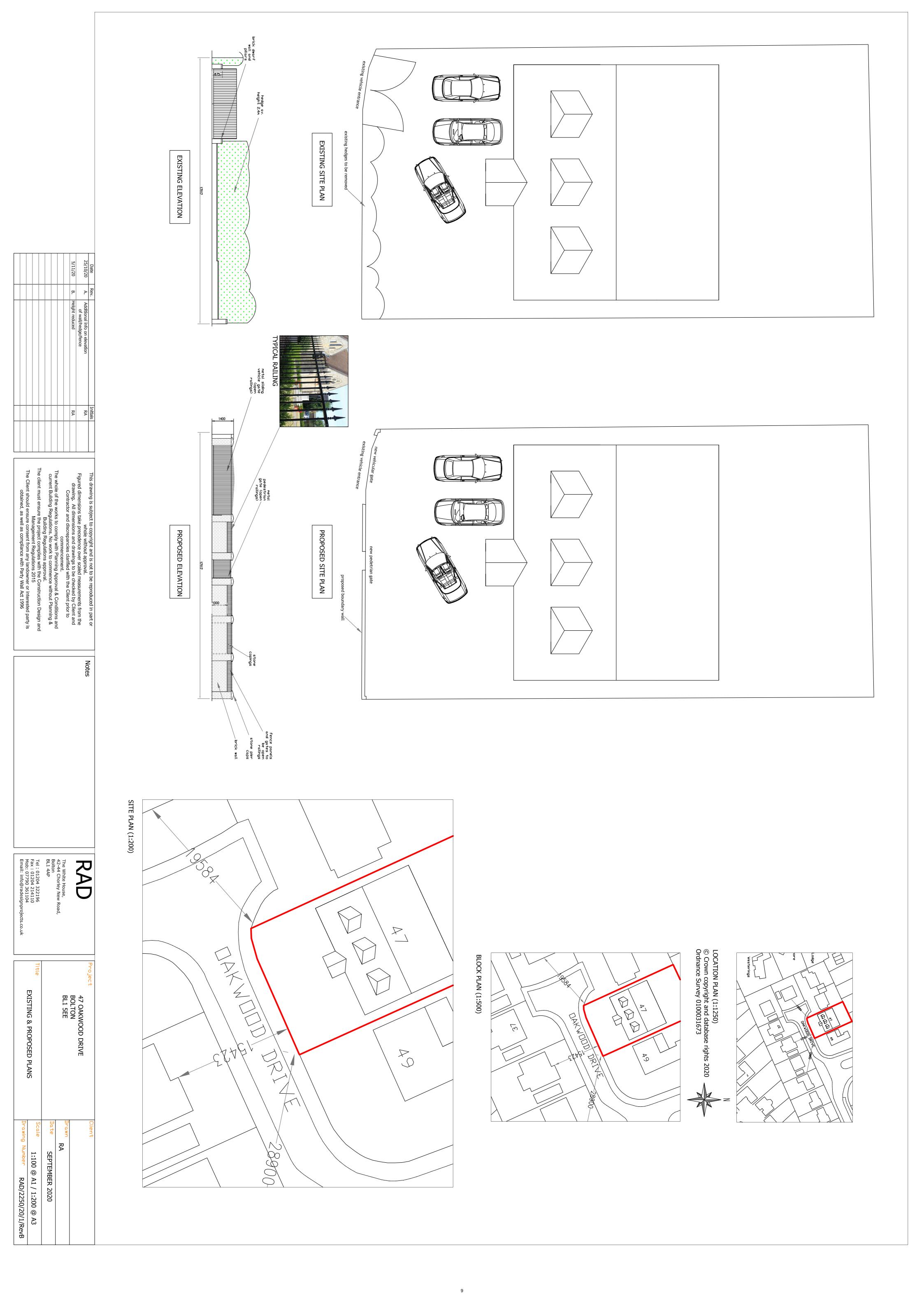
Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

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

EXISTING AND PROPOSED PLANS - RAD/2250/20/1/RevB - September 2020

Reason

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



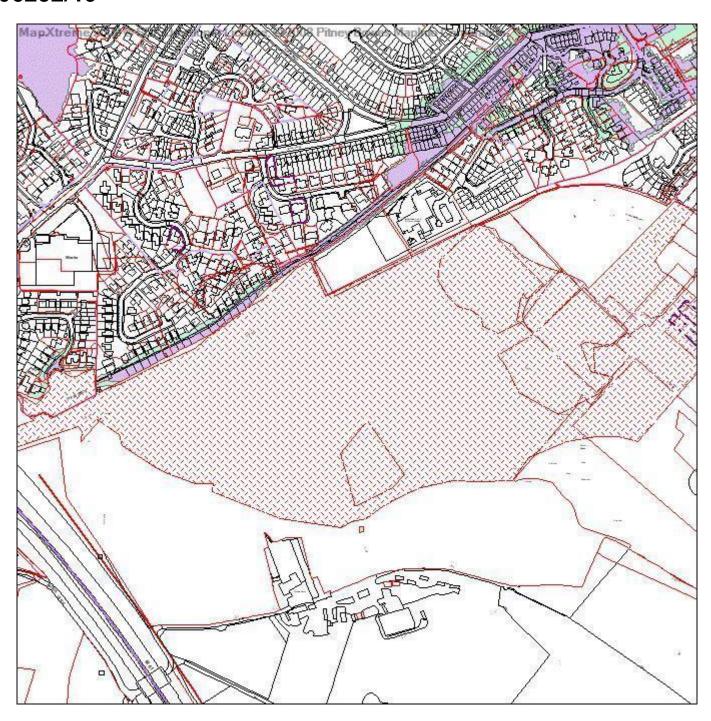








Application number 06232/19



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Date of Meeting: 25/11/2020

Application Reference: 06232/19

Type of Application: Reserved Matters
Registration Date: 21/06/2019
Decision Due By: 20/09/2019
Responsible Helen Williams

Officer:

Location: HORWICH LOCO INDUSTRIAL ESTATE, CHORLEY NEW ROAD,

HORWICH, BOLTON, BL6 5UE

Proposal: RESERVED MATTERS APPLICATION PERSUANT TO OUTLINE

APPLICATION 91352/14 FOR THE ERECTION OF 393

DWELLINGS.

Ward: Horwich and Blackrod

Applicant: Morris Homes (North) Ltd & Network Rail

Agent: Emery Planning Partnership Ltd

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- * This reserved matters application is pursuant to the outline planning approval for Rivington Chase, a mixed-use site to comprise up to 1,700 dwellings along with employment uses and public open space. It forms phase N2 and N3 of the comprehensive re-development, following the phase N1 (the neighbouring Bellway development).
- * The application is before Members as it is a major development that has attracted over 6 objections.
- * Officers consider that the proposed development of the 393 dwellings fully accords with the outline approval for the site, and also the core design principles for the Northern Development Area of Rivington Chase (where the application site is located).
- * It has never been the intention that the main road through the development would be of the same design and dimension as the spine road that would link the Rivington House access (off Chorley New Road) to Middlebrook (Aspinall Way) (approved by Members under application 05378/19). The road was always intended to be more residential in nature, with houses being served directly off it of (as prescribed within the approved Design and Access Statement for the outline approval). The road however includes on-road cycleways and segregated footways of the same dimensions proposed for the spine road, ensuring that the envisaged cycle and pedestrian routes to Blackrod Railway Station are provided and that better connectivity to the surrounding area is achieved.
- * The submitted plans, along with the submission of additional application 09496/20, demonstrate that the proposed main road can effectively link with the approved spine road, at the roundabout to the south of Rivington House.
- * Whilst the Design and Access Statement for the outline approval refers to the provision of two greenways within the application site, the subsequently submitted and approved masterplan

(January 2018) only shows one such greenway, with the other cycle and pedestrian way being shown to run along a road rather than within green space. The proposed layout of the development is therefore considered to comply with the masterplan in terms of greenway provision and serves the intended purpose of giving the development high connectivity to the rest of the Rivington Chase development and to the surrounding residential areas.

- * It has always been proposed that the self-seeded woodland that covers the majority of the site would be lost to accommodate the residential development. Some areas of existing woodland will be retained (along the boundaries of the development ad some within the proposed open spaces) but comprehensive tree planting is proposed in mitigation.
- * In line with the requirements of the Section 106 Agreement for the outline approval, the applicant has submitted a viability appraisal for this development. This shows that the development would be not be viable (not meet the agreed acceptable return prescribed within the S106) if the required 7.5% affordable housing provision is provided on site, and is still not viable even without providing the secondary education and public transport contributions. This appraisal has been reviewed and agreed with the Council's external viability consultee. The applicant will however still be contributing towards primary education, off-site highways works, on-site green land, off-site ecology and health, and the applicant is required to submit a further viability assessment prior to 90% occupation to reassess their position (the clawback clause).
- * Officers consider that the proposed development is fully compliant with the Council's development plan policies and Members are therefore recommended to approve the application subject to the suggested conditions.
- * Conditions attached to the outline approval also still apply.

Proposal

- 1. This reserved matters application has been submitted pursuant to the outline planning approval for the comprehensive redevelopment of the former Horwich Loco Works site (hybrid planning approval 91352/14). Permission is sought for the appearance, landscaping, layout and scale of 393 dwellings on land in the ownership of Network Rail, which comprises the majority of the "Northern Development Area" (phases N2 and N3) of Rivington Chase. The matter of access has already been approved within the outline consent and through the subsequent approval of application 06233/19, which was for the creation of a new access to Station Road.
- 2. Since this application was originally submitted in September 2019, the plans have been amended to take into account consultation comments received during the determination of the application and an amendment to the red-edge. A result of the amendments has been a reduction of nine dwellings proposed (from 402 to 393 dwellings).
- 3. The main road within the development is to be located centrally within the application site, running east to west, connecting to the approved spine road (approval 05378/19) to the east and to the new access approved under application 06323/19 to the west. A separate planning application, currently under consideration (09496/20), proposes the link between the spine road and the main road proposed within this development (this has been submitted separately as the land in question is within different ownership). The proposed main road within this development is to have a carriageway width of 6.75 metres, with a 1.5 metre wide cycleway on either side and a 2 metre wide footway also on either side, but segregated from the road and cycleway by a 1.5 metre wide grass verge. Trees are proposed to be planted within this grass verge, to create a tree-lined boulevard.
- 4. The layout of the development is based on three proposed character areas. The "Edwardian" character area is proposed along the central tree-lined main road. The "Country" character areas with "country-style" houses are proposed along the boundaries of the site and adjacent the proposed green spaces. The more central parts of the development are proposed as "Classic"

- character areas. The appearance of houses proposed within these three separate areas are to reflect the style of the character area.
- 5. The houses proposed are to be a mix of detached, semi-detached and mews dwellings. 6 apartments are also proposed (a block of four apartments and two "overcroft" apartments positioned between mews). The majority of the dwellings are proposed at two storeys, but a number of two and a half and three storey properties at proposed to be located at various focal points within the development. 33 house types are proposed.
- 6. A green corridor (greenway) is proposed centrally within the site, running north to south. As well as landscaped green space, this corridor is to accommodate a 3 metre wide shared pedestrian and cycleway and a locally equipped area of play (LEAP). A swathe of landscaped open space is proposed along the length of the southern periphery of the site with a 3 metre wide shared pedestrian and cycleway running through its centre, and a larger LEAP where the area meets the proposed greenway. Further areas of green space with footpaths are proposed within the western portion of the site and along the northern boundary. A community orchard is also proposed within the area of open space to the south of Angelbank.
- 7. Three balancing ponds (sustainable drainage features) are proposed within the open green space to the south west.
- 8. The proposed finished site levels are proposed through a "cut and fill" process.

Site Characteristics

- 9. The application site measures 16.45 hectares and forms the northern/north western part of the former Horwich Loco Works site. The former Loco Works site is allocated as a comprehensively developed mixed-use site within Bolton's Core Strategy ("Rivington Chase", policies M1 and M2 of the Core Strategy). The site is identified as falling within the N2 and N3 development areas of the approved Phasing Strategy for Rivington Chase and the Northern Development Area of the approved Design and Access Statement.
- 10. The application site was used for the disposal of spoil materials, mostly arising from the off-site railway engineering operations at the Loco Works. The site is now covered with self-seeded scrub woodland. There was a former gas works at the eastern end of the site. Public Right of Way HOR119 cuts through the application site at its western end, and bounds the site along its northern boundary. The site rises in level to its north and east. The western and southern parts are relatively flat.
- 11. To the north of the application site is Pearl Brook, which flows through the rear gardens of the houses at Rotherhead Close and Avonhead Close. The rear gardens of these houses adjoin the application site. Also to the north of the application site are houses at Toxhead Close and Vale Coppice, and St. Catherine's CE Primary School. Neighbouring the northern corner of the site are the dwellings at Fearnstone Close. To the north west are houses on Angelbank and Brightwater.
- 12. To the north east of the application site is Bellway Homes's Barton Quarter residential development, which is the first phase of the Rivington Chase development (approved under application 01373/17). This phase of the development is still under construction, though many of the houses are now completed and occupied.
- 13. The land between the application site and the Bellway Homes development, owned by Bluemantle, is subject to separate reserved matters applications (09469/20 and 09496/20) and is currently occupied by vehicle storage.

- 14. To the south of the application site are agricultural fields associated with the nearby Gibbs Farm. Nellies Brook also flows to the south of the site. The fields to the east of Gibbs Farm are also allocated within the development plan as part of the Rivington Chase development. The fields to the west and south are allocated Other Protected Open Land.
- 15. Adjoining the site at its eastern corner is a reservoir (part of the former works). Further to the south is Red Moss SSSI.

Policy

16. Development plan policies

- * Core Strategy Policies: H1.2 Health contributions; A1.4 Education contributions; P5 Transport and Accessibility; S1 Safe Bolton; CG1 Cleaner and Greener Bolton; CG3 The Built Environment; CG4 Compatible Uses; SC1 Housing; M1, M2 Horwich Loco Works; OA1 Horwich and Blackrod; IPC1 Infrastructure and Planning Contributions.
- * Allocations Plan Policies: P7AP Strategic Route Network; P8AP Public Rights of Way.
- * Greater Manchester Joint Minerals and Waste Plans

17. Other material planning considerations

- National Planning Policy Framework (NPPF): 2. Achieving sustainable development; 4. Decision-making; 5. Delivering a sufficient supply of homes; 6. Building a strong, competitive economy; 8. Promoting healthy and safe communities; 9. Promoting sustainable transport; 11. Making effective use of land; 12. Achieving well-designed places; 14. Meeting the challenge of climate change, flooding and coastal change; 15. Conserving and enhancing the natural environment.
- Supplementary Planning Documents (SPDs): The Former Horwich Loco Works; Infrastructure and Planning Contributions; Affordable Housing; General Design Principles; Accessibility, Transport and Safety.

Analysis

- 18. 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.
- 19. The main impacts of the proposal are:-
- * impact on the comprehensive redevelopment of the former Horwich Loco Works site and accordance with the outline approval
- * impact on the character and appearance of the area
- * impact on the road network and highway safety
- impact on existing public rights of way
- * impact on biodiversity

- * impact on the amenity of neighbouring residents
- * impact on the amenity of future residents
- * impact on land contamination
- * impact on drainage and flood risk
- impact on local infrastructure

<u>Impact on the Comprehensive Redevelopment of the Former Horwich Loco Works Site and Accordance with the Outline Approval</u>

- 20. The former Horwich Loco Works site is allocated within the Core Strategy as a comprehensive mixed use site that will make a significant contribution to the employment and housing land requirements of Bolton. Policies M1 and M2 of the Core Strategy specifically concern the redevelopment of Horwich Loco Works, and the Former Horwich Loco Works Supplementary Planning Document (SPD) provides further details to the policies in the Core Strategy.
- 21. Policy M1 of the Core Strategy states that Horwich Loco Works is a strategic site that will be developed for a sustainable mixed-use community primarily for employment and housing. Policy M2 sets out principles that the development of the Loco Works site will be guided by.
- 22. Policy 10 of the Former Horwich Loco Works SPD concerns the comprehensive development of the site. It states that development of the site will be phased and it is essential that all development accords with an overall Masterplan for the site. Development must not compromise the overall vision of a high quality, viable, sustainable and vibrant mixed use neighbourhood.
- 23. A site wide phasing strategy for Rivington Chase (the former Loco Works site) has been approved by the local planning authority through the discharge of condition 4 of the outline approval (the site wide phasing programme condition), in January 2018. The Bellway Homes development (Barton Quarter) which is currently under construction, was the first phase and constitutes the majority of Phase N1 of the phasing strategy. This latest planning application comprises the majority of Phases N2 and N3 of the approved phasing strategy. It is therefore considered that the proposed development is in accordance with the approved site wide phasing strategy.
- 24. The approved Design and Access Statement for the outline planning approval of the Loco Works redevelopment (91352/14), and the framework masterplan contained within this statement, contain the core design principles for Rivington Chase. These principles are also required to be complied with under condition 39 of the outline approval. A more detailed masterplan for the site-wide development was subsequently submitted by Alpha/Bluemantle and approved with the proposed site wide phasing strategy.
- 25. The application site is located within the area identified as the "Northern Development Area" within the approved Design and Access Statement. The Statement recognises that this area is less constrained by historic layouts and uses, which enables an informal character to be developed. The Statement confirms that development in this area should be of a lower density to reflect the informal character, with open front and back garden spaces set back from street frontages. It also states that a range of house types should be used with predominantly detached houses arranged along streets that connect into the wider movement network, and that street tree planting would be used where appropriate to enhance the streetscape. It is considered that the proposed layout of the development complies with these design principles and this is discussed in further detail within the character and appearance section below.
- 26. With regards to the principles for access and routes within the Northern Development Area, the Design and Access Statement states that a range of routes are to be developed within the area to create a highly permeable movement network with access to Horwich town centre, Blackrod

Station and to the strategic open space and footpath network. The characteristics that are to influence the route network are to be i) street frontages and direct access for housing, enabling streets and footpaths routes to engage with the surrounding development; ii) a hierarchy of road types, to create clear and legible mapping of the area; and iii) a further layer of pedestrian routes connecting into the surrounding footpath network and open spaces, to link Horwich into the development in the north east and west and to link the wider areas of the development together.

- 27. It is considered that the proposed layout of the development is highly permeable, with proposed pedestrian footways, cycleways and roads providing access and connection to the existing highway network, the approved spine road through the wider development, existing public rights of way, the envisaged new cycleway (outside the site) along the northern boundary which would eventually link to Old Station Park and Horwich town centre, the proposed green spaces within the development to the south, west and centre of the site, the large expanse of public open space (open space zone A) approved under application 05378/19 to the south east of the development, to existing neighbouring residential areas (footpath link to Angelbank) and to the next phase of the development (between this site and the Bellway development). Dwellings are proposed to directly front the roads, footways and cycleways. A hierarchy of road types are proposed: the main road through the centre of the site which is the primary road corridor, secondary streets with footways on either side, then private shared streets mainly on the periphery of the development and adjacent green space.
- 28. Regarding the main road (main road corridor) through the development, the Design and Access Statement states that houses are to directly engage with the street frontage and have driveway access onto the main road. The proposed development would comply with this. Also in accordance with the design principles of the Statement and with the masterplan, the main road will have on-street cycleways and segregated footways, alongside avenue tree planting.
- 29. The Design and Access Statement contains illustrative plans showing two 'greenways' through the application site, running east to west, which would carry an off-road cycle and pedestrian route. The illustrative masterplan subsequently submitted by Alpha/Bluemantle and approved in January 2018 as part of the outline approval only however shows one such greenway, with the second east to west cycle and pedestrian route being accommodated along a road and ending at the main road.
- 30. Therefore, in line with the outline approval for Rivington Chase, one greenway is proposed within the development, running centrally north to south. This will contain a 3 metre wide shared footway and cycleway, which would connect to public right of way HOR119, the envisaged cycleway to be created along the northern boundary of the Bellway site, the main road and secondary streets within the development, and to the open space proposed along the southern edge of the development. It is therefore considered that this greenway would have a high level of connectivity, as envisaged within the Former Horwich Loco Works SPD and the approved Design and Access Statement.
- 31. Furthermore, a footpath through open green space is proposed at the western end of the development and the submitted plans show that it is the applicant's (Morris Homes') intention to provide a 3 metre wide shared pedestrian and cycleway to the east of the development site, when they plan and build out that next stage of the development.
- 32. The possibility of providing a second greenway through the development has been discussed with the applicant during the determination of this application. They have confirmed that the provision of an additional greenway would have a significant impact on the quantum of development that could be achieved on the site and the viability of the development. The applicant's very low profit

margin on the proposal as currently proposed is discussed below in the section regarding local infrastructure. In any event, officers consider that the provision of one greenway is in accordance with the outline approval for the site and it would provide effective connectivity through the site as well as enhanced connectivity to existing development outside Rivington Chase, and ultimately to Horwich town centre.

- 33. The proposed development would also not constrain the development of the neighbouring phases of the Rivington Chase development, in accordance with Policy 10 of the SPD, with the future links to the spine road and the Bellway development being clearly shown and planned for on the submitted plans.
- 34. It is therefore considered that the proposed development would be fully in accordance with the outline approval for Rivington Chase and would comply with Policies M1 and M2 of the Core Strategy.

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

- 35. Core Strategy Policy CG3 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 including hard and soft landscaping and boundary treatment. Policy OA1 refers specifically to developments in Horwich and Blackrod and states that the Council will conserve and enhance the character of the existing landscape and physical environment and ensure that development respects street patterns, the grain and the form of predominant architectural styles and where possible makes sympathetic use of locally distinctive materials.
- 36. Policy 3 of the Former Horwich Loco Works SPD sets out design principles for the development of the wider site and states that development design should include the use of vernacular materials, that the architectural style of all new building should be of a high standard which reflect the character of the locality, and that the development design should minimise opportunities for crime and anti-social behaviour.
- 37. The application site is located within the area identified as the "Northern Development Area" within the approved Design and Access Statement. The Statement recognises that this area is less constrained by historic layouts and uses, which enables an informal character to be developed. The Statement confirms that development in this area should be of a lower density to reflect the informal character, with open front and back garden spaces set back from street frontages. It also states that a range of house types should be used with predominantly detached houses arranged along streets that connect into the wider movement network, and that street tree planting would be used where appropriate to enhance the streetscape.
- 38. The layout and design of the proposed development has been amended following initial comments from the Council's Conservation and Design and Landscape Officers.
- 39. The development is to be of low density and its layout is now based on three proposed character areas. The proposed "Edwardian" character area is to be along the central tree-lined main road. The "Country" character areas with "country-style" houses are proposed along the boundaries of the site and adjacent the proposed green spaces. The more central parts of the development are proposed as "Classic" character areas. The appearance of houses proposed within these three separate areas are to reflect the style of the character area. These separate character areas are noted by the Council's Conservation and Design Officer, though they have commented that they are not specifically distinct from one another. Officers however consider that the proposed

amendments to the layout of the development is a marked improvement from the initial submission.

- 40. In line with the approved Design and Assessment Statement for the development area, the houses do not exceed three storeys in height, with the majority of the houses being proposed at two storeys. Dwellings have been specifically sited in order to create terminated views at the end of roads and at junctions. Dual aspect properties have also been proposed at corner plots within the development, as well as rows of houses that turn with the corners.
- 41. The dwellings are proposed to present their principal (active) frontages to the roads and also to the green spaces within the development.
- 42. The houses proposed are to be a mix of detached, semi-detached and mews dwellings. 6 apartments are also proposed (a block of four apartments and two "overcroft" apartments positioned between mews). A variety of house types are proposed (33 house types), and these are to be constructed from a mixed pallet of materials, though the majority are to be constructed from red brick, which respects the local vernacular.
- 43. The main road within the development is to have a 1.5 metre wide cycleway on either side and a 2 metre wide footway also on either side, segregated from the road and cycleway by a 1.5 metre wide grass verge. Trees are proposed to be planted within this grass verge along the full length of the main road (expect to the fronts of plots 80 to 88, where an existing sewer and its easement prohibit planting), to create a tree-lined boulevard. Street tree planting is also proposed along other streets within the development and new comprehensive planting is proposed within the green areas of the development.
- 44. Objections to the proposed development have raised concern with regards to a perceived lack of green spaces within the development, and with these spaces being less than those shown within the masterplan for Rivington Chase. The application site only includes land within the ownership of Network Rail and therefore is unable to incorporate the open green space that was envisaged for the land to the south of the application site (Gibbs Farm). It is nevertheless considered that substantial green space has been provided within the development, within the greenway, the area of open space along the full length of southern boundary of the site, and a sizeable area of green space (containing a community orchard) at the western corner of the site.
- 45. It is considered that the proposed development would create a sense of place, an attractive neighbourhood and a development that is not dominated by the car. It is also considered that the proposal would comply with Policies CG3 and OA1 of the Core Strategy and the guidance within the SPD.

Impact on the Road Network and Highway Safety

- 46. Policy P5 of the Core Strategy states that the Council will ensure that development takes into account accessibility by different types of transport, freight movement for industrial and storage uses, servicing arrangements, parking, and the requirement for a transport assessment and travel plan with major trip generating developments. Policy S1.2 states that the Council will promote road safety in the design of new development.
- 47. Policy M2 of the Core Strategy states that the development of the Loco Works site will be guided by the following principles [amongst others] in order to secure that it is economically, socially and environmentally sustainable:
 - * It must ensure that additional traffic generated does not result in serious inconvenience or danger on the public highway.

- * It must provide transport links between Horwich town centre, Middlebrook and the site.
- * It must be well served by public transport, and make effective provision for cycling and walking.
- 48. Policy 1 of the Former Horwich Loco Works SPD concerns accessibility and sustainable transport for the Loco Works redevelopment and sets out broad principles for the site.
- 49. The main road through the development would have a carriageway width of 6.75 metres and on-road cycleways (1.5 metres in width) are proposed on either side of the carriageway. Segregated footways (2 metres in width) are proposed on either side, separated from the road by a 1.5 metre wide grass verge. This proposed road would connect to the new access road onto Station Road (approved under application 06323/19) and eventually to the spine road approved under application 05378/19. The submitted plans illustrate how the road would be connected to the approved roundabout at the end of the Rivington House access road, over land within the next proposed phase of the development (the land between this application site and the Bellway site, and which is also to be developed by Morris Homes). This link is being proposed under planning application 09496/20, which is currently being determined.
- 50. Third party concerns have been raised that the proposed main road through the development is not designed to the same standards as the approved spine road. It has however never been the intention that the main road through the Northern Development Area of the Rivington Chase development would be a continuation of the spine road, with the same design and dimensions, only that it would carry on-road cycleways and segregated footways, to better connect the development to Blackrod Railway Station. The proposed on-road cycleways and segregated footways are however of the same widths as those approved for the spine road.
- 51. The Former Horwich Loco Works SPD asserts that an objective of the redevelopment of the Loco Works site is to improve transport links between the development and Horwich town centre and Middlebrook, and to improve pedestrian and cycle connectivity between the development and surrounding communities and Horwich town centre. The "primary accesses" to Rivington Chase are described as being to Chorley New Road and Middlebrook, which the approved spine road provides; not to Station Road. The SPD sets out a vision for better vehicular connection between Horwich town centre, the development and Middlebrook/Horwich Parkway Station/junction 6 of the M61. The proposed main road through the application site does not contribute to this vision, and therefore does not need to be of the same dimensions as the spine road (which is to have a 7.3 metre wide carriageway width). It has always been envisaged that the main road through the Northern Development Area would be more residential in nature, with houses fronting it and having direct access onto it (Section 8.12 of the Design and Access Statement to the outline approval).
- 52. As stated above, the applicant has demonstrated within their submitted plans and through the submission of application 09496/20 that the proposed main road through the development would be able to sufficiently connect to the spine road, at the roundabout at the end of the Rivington House access. The Council's Highways Engineers have raised no concern in this respect.
- 53. Third parties have also raised concern about highway and cyclist safety given that driveways to houses are proposed directly off the main road through the development. As explained above, it has always been the intention that houses would be accessed directly off the main road through the Northern Development Area. Furthermore, the Council's Highways Engineers have raised no concerns on safety grounds regarding this arrangement.
- 54. With regards to provision for cycling and walking, this is considered to be well catered for within

the development, with segregated cycleways and footways along the main road, 3 metre wide shared pedestrian and cycleways running north to south along the greenway and east to west along the southern area of open space, and with footways running along the northern boundary and linking the development with the surrounding residential areas to the north west. The submitted plans also show that it is the applicant's intention to provide a 3 metre wide shared pedestrian and cycleway within the eastern phase of their development (between this site and Bellway's site) to link the proposed cycleway along the northern boundary of Rivington Chase (which would lead to Old Station Park) with the eastern part of Morris Homes' development and eventually the spine road's cycleways and footways.

- 55. Each house would have at least two off-road parking spaces and the six apartments would have one each. This is fully compliant with the Council's maximum car parking standards, contained within appendix 3 of the Core Strategy. A condition is suggested to remove permitted development rights from the houses, so that planning permission would need to be sought should future residents wish to convert their garages into habitable rooms.
- 56. With regards to the development's impact on the wider road network (the surrounding highways network), this was fully considered during the outline stage. This proposed reserved matters application does not increase in the quantum of development that was approved at outline stage and the proposed new access onto Station Road was considered separately under planning application 06233/19.
- 57. As with all the other development plots within Rivington Chase, the developer will be contributing £2,000 per dwelling for the planned off-site highway improvement works (improvements to the roundabouts at the Beehive, Junction 6 of the M61, Junction of the A6 with De Havilland Way and the Spirit of Sport, to be undertaken by the Council) when the specific trigger point within the Section 106 Agreement is met.
- 58. A condition is already imposed on the outline approval for the development (condition 16) that requires the applicant to submit detailed highways designs for the development, including carriageway markings, signage, lighting and a road safety audit.
- 59. It is thus considered that the proposed development would not have an adverse impact on the local highway network and would not jeopardise highway safety, and would be compliant with Policies P5, S1.2 and M2 of Bolton's Core Strategy.

Impact on Existing Public Rights of Way

- 60. Allocations Plan Policy P8AP states that the Council will permit development proposals affecting public rights of way provided that the integrity of the right of way is retained.
- 61. Public right of way HOR119 runs along the northern boundary of the application site, to the south of Pearl Brook and along the northern boundary of St Catherine's CE Primary School. This right of way is to be retained and integrated within the development. The route will retain open views for the majority of its length, being adjacent open spaces and private roadways, and will benefit from natural surveillance, with houses proposed to overlook it. HOR119 currently continues to the south, through a subway (to the south of Rotherhead Close and Angelbank). The Council's Public Right of Way Officer has advised that the subway currently attracts anti-social behaviour. It is therefore proposed within the development for the subway to be removed but for the public right of way to be retained and instead cross the proposed main road at ground level, and then continue to link to footpath BLA013.
- 62. To ensure the surfacing of public right of way HOR119 is improved as part of the development, a

- condition is recommended to require the applicant to submit a written scheme of proposed improvements and to undertake these works.
- 63. The proposed network of new footpaths and cycleways, and their connection to the rest of the Rivington Chase development and the surrounding community has been previously addressed.
- 64. The proposed development would retain the integrity of existing public rights of way and therefore complies with Policy P8AP of the Allocations Plan.

Impact on Biodiversity

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

Existing woodland/trees

- 66. The application site was used for the disposal of spoil materials, mostly arising from the off-site railway engineering operations at the Loco Works. The site is now covered with self-seeded scrub woodland. The preliminary ecological investigation of the former Loco Works site, undertaken before the adoption of the former Horwich Loco Works SPD, found that the woodland within the application site is still young and of no overriding value. It has therefore always been intended that the vast majority of these trees would be lost to accommodate residential development.
- 67. In line with condition 27 of the outline approval, a full Arboricultural Impact Assessment has been submitted with this reserved matters application. This confirms that the majority of trees within the site are to be lost (and that they are generally of low quality), but it is proposed to retain trees along the boundaries of the site and within the proposed open spaces. The Council's Tree Officers have not raised an objection to the proposal, but seek further clarification with regards to the number of trees that will be retained. A condition requiring a Tree Protection Method Statement (including a Tree Protection Plan) is therefore suggested prior to the removal of any trees within the development site.
- 68. Comprehensive new tree and shrub planting is proposed within the development, both within the proposed green spaces and along streets and in front gardens. A detailed landscaping scheme has been submitted with the application. Whilst this would not replace like for like the number of trees that will be lost through the development it is considered that the proposals would provide appropriate mitigation and an attractive setting for the residential development.
- 69. Condition 28 of the outline approval requires the applicant to also submit an Open Space and Green Infrastructure Strategy, which would cover both the formal and informal open spaces within the development and requires full details all the proposed landscaping and planting, as well as the proposed LEAPs, along with specifications and timescales for completion and mechanisms for on-going management and maintenance. This is required to be submitted to and approved by the local planning authority prior to the commencement of development.
- 70. Members are also advised that the future maintenance and management of the communal open green spaces within the development (and the site wide development) is secured within the Section 106 agreement for Rivington Chase.

Species and habitats

71. An updated ecological assessment has been submitted with this reserved matters application, and updated surveys have been carried out for bats, great crested newts, badgers, water vole and

common lizard.

- 72. No evidence of bats was found within the site and the bat activity surveys indicated only low level of bat activity across the site. As some of the trees to be felled have bat roost potential, Greater Manchester Ecology Unit (GMEU) recommend a condition be imposed for details of reasonable avoidance measures for bats prior to the clearance of trees.
- 73. No evidence of great crested newts was recorded within any of the waterbodies within 500 metres of the development. Also no evidence of common lizard, water voles, otter or badger were found. GMEU are satisfied that condition 25 of the outline approval sufficiently provides the required protection and mitigation measures for these species. This condition needs to be satisfied prior to commencement of development.
- 74. With regards to the protection of nesting birds, condition 24 of the outline approval already stipulates that no site clearance should occur during the bird nesting season and condition 25 requires, amongst other things, details of bird boxes. The applicant has already submitted with this application details of the type, variety and location of such boxes.

Invasive species

75. Japanese knotweed and Himalayan balsam have been identified on the site. Condition 32 of the outline approval requires these to be removed prior to development. GMEU have also noted the presence of rhododendron and variegated yellow-archangel within the application site, and therefore request a condition for this removal.

Nearby watercourses

- 76. Pearl Brook runs along the northern boundary of the site and Nellies Clough runs to the south, both tributaries of the River Douglas. A buffer zone (as required by condition 29 of the outline approval) is achieved between the development and Nellies Clough and the required mitigation measures for the protection of the watercourses during the construction period of the development are already conditioned within the outline approval (conditions 12 and 25).
- 77. For these reasons it is considered that the proposed development, subject to the proposed conditions and those conditions already imposed within the outline approval, would safeguard and enhance biodiversity, compliant with Policy CG1.2 of the Core Strategy.

Impact on the Amenity of Neighbouring Residents

- 78. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security, and that development does not generate unacceptable nuisance, odours, fumes, noise or light pollution. SPD General Design Principles sets out the Council's recommended minimum interface distances between dwellings.
- 79. To the north of the proposed development, on the other side of Pearl Brook, are residential properties at Rotherhead Close, Avonhead Close and Toxhead Close. To the north of the eastern section of proposed open green space are the houses on Angelbank and Brightwater. The houses under construction within Barton Quarter (the Bellway development) are separated from the application site by currently undeveloped land.
- 80. The interface distances between the principal elevations of the houses proposed along the northern boundary of the development site and the rears of the houses on Rotherhead Close and Avonhead Close all exceed 30 metres, which well exceeds the minimum interface distances within the SPD. Where the proposed houses present their side elevations to the northern boundary,

interface distances of over 21 metres are achieved between these elevations and the rears of existing neighbouring houses, again exceeding the required interface distances within the SPD. It is therefore considered that the amenity and privacy of neighbouring residents would not be unduly harmed by the siting and design of the development.

- 81. Condition 12 of the outline approval for the development requires the applicant to submit a Construction Management Plan prior to the commencement of development (to be agreed with the local planning authority). This would set out the developer's strategy for managing impacts to both the environment and neighbouring residents during the construction period, including how construction dust and noise would be controlled, and details of hours of operation, storage, construction traffic routes and prevention of mud on surrounding roads. This would ensure that any disruption caused during the construction period would be kept to a minimum.
- 82. Air quality mitigation measures have already been approved within the outline consent and are to be implemented in accordance with these approved details (as required by condition 43 of the outline approval).
- 83. It is considered that the proposed development would not unduly harm the amenity of any neighbouring resident, and therefore is compliant with Policy CG4 of the Core Strategy.

<u>Impact on the Amenity of Future Residents</u>

- 84. SPD Design Principles sets out the Council's recommended minimum interface distances between dwellings and outdoor amenity space standards for new dwellings.
- 85. The Council's recommended interface distances between dwellings are achieved throughout the development and each house will have a sufficiently sized private garden area. Owing to this, it is not considered that it would be reasonable to remove permitted development rights for the houses.
- 86. Each dwelling would also have easy access to the proposed open green spaces within the development, and to the play areas within these spaces (LEAPs).
- 87. As the application site is not located adjacent existing or proposed commercial and/or industrial uses, there was not a requirement for the applicant to submit a noise impact assessment with this reserved matters application (as per condition 44 of the outline approval).
- 88. It is therefore considered that the proposed development would ensure suitable living conditions for the future residents of the development, compliant with Policy CG4 of the Core Strategy.

Impact on Land Contamination

- 89. Policy CG4.3 of the Core Strategy states that development proposals on land that is (or is suspected to be) affected by contamination must include an assessment of the extent of the uses and any possible risks. Development will only be permitted where the land is, or is made, suitable for the proposed use.
- 90. Paragraph 121 of the NPPF states that planning decisions should ensure that the site is suitable for its new use taking account of ground conditions and land instability, including from natural hazards or former activities such as mining, pollution arising from previous uses and any proposals for mitigation including land remediation or impacts on the natural environment arising from that remediation.
- 91. The former Loco Works site can be described as being divided into three areas in terms of its

land contamination:

- i) The plateau area where the main former railway workshop buildings are sited, and where Armstrong's are currently located. Asbestos has been buried here in a number of "hot spots". With the exception of the areas of buried asbestos, the remainder of this part of the site has been found to be no worse than any other industrial site in the country.
- ii) The northern section of the site. This area contains ash (to the north west) and a former gas works (to the eastern end). This area has been found to be no worse than any other industrial site in the country.
- iii) The bank area, to the south of the plateau area and where the open space and employment land is proposed. This area is the most sensitive part of the site, with it having been filled over the years and being where the ash works tip is located. Asbestos has been capped in this area. The majority of this area is Council owned land.
- 92. The application site is located within the northern section (Northern Development Area) of the Loco Works and therefore falls within area ii) above.
- 93. Phase 1 (preliminary risk assessments) and Phase 2 (intrusive ground investigations) reports were submitted with the outline application for Rivington Chase and a Phase 3 remediation strategy was submitted further to the approval in respect of the site-wide phasing condition. A further preliminary risk assessment for the application site has been submitted with this reserved matters application. The Council's Pollution Control Officers have confirmed that the submitted report is acceptable but further site investigations are required prior to commencement of development, as areas to be developed lie close to a ACM (asbestos containing material) tip. Pollution Control Officers therefore recommend a standard contaminated land condition is imposed.
- 94. In addition, condition 20 of the outline approval requires the developer to comply with the remediation and earthworks principles approved at the outline stage and to submit a material management plan and risk communication strategy prior to the commencement of development.
- 95. It is therefore considered, subject to the suggested condition and the conditions already imposed on the outline permission, that the proposed construction of the development would not pose a risk to neighbouring residents or construction workers, and the site would be sufficiently remediated so that it is suitable for its proposed residential end use, compliant with Policy CG4 of the Core Strategy.

Impact on Drainage and Flood Risk

- 96. Policy CG1.5 of the Core Strategy states that the Council will reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development and ensuring a sequential approach is followed, concentrating new development in areas of lowest flood risk. Policy CG2.2 states that the Council will demonstrate the sustainable management of surface water run-off from developments. On greenfield sites, such as the application site, the rate of run-off should be no worse than the original conditions before development.
- 97. The proposed residential properties are proposed to be sited within Flood Risk Zone 1, meaning there is a low risk of fluvial flooding. The Environment Agency has therefore raised no objection on flood risk grounds.
- 98. Balancing ponds, as part of the proposed sustainable drainage system (SuDS) for the development, are proposed within the green space to the south west of the site. The applicant has also submitted a drainage scheme to show how the development would be drained.

- 99. At the time of writing this report, further information was being submitted by the applicant to the Council's Drainage team. An update on this matter will be reported directly to Members at the meeting if required.
- 100. A standard SuDS condition is currently suggested by officers for the development. It should also be noted that the conditions imposed on the outline permission require the development to accord with the approved Flood Risk Assessment for the full site, for details of surface water drainage to be submitted, and for no surface water to discharge into the combined sewer network.

Impact on Local Infrastructure

- 101. Policy IPC1 of the Core Strategy states that the Council will seek to ensure that developers make reasonable provision or contribution towards the cost of appropriate physical, social and green infrastructure required by the proposed development and/or to mitigate the impact of that development. In doing so, the Council will ensure that a scheme is made acceptable in planning terms and achieves the objectives of sustainable development. Policy IPC1 states that the policy is applicable unless it can be demonstrated by the applicant that the scheme would not be viable if contributions were sought or offered.
- 102. Policy 10 of the Former Horwich Loco Works SPD seeks the comprehensive development of the former Loco Works site, with timely provision of infrastructure and appropriate mitigation. Policy 10 states that the development of any part of the site should therefore contribute to the total costs of all on and off site infrastructure works, including highways and services, education, public open space and other development and planning requirements and obligations necessary for the development of the entire site.
- 103. The Section 106 Agreement for the Rivington Chase development (amended by a subsequent Deed of Variation in October 2019) sets out the following contribution requirements:

104. Affordable housing - 7.5% of the dwellings to be affordable - subject to

viability

Primary education contribution - £2,572 per dwelling 105.

106. Secondary education contribution - £1,567 per dwelling - subject to viability

- Off-site highways works contribution £2,000 per dwelling
- Public transport contribution £150 per dwelling subject to viability
- Green land contribution £883 per dwelling
- Off-site ecological contribution £30,000
- Health contribution £224 per dwelling
- A viability assessment submitted prior to the drafting of the S106 Agreement had found that the development of the Loco Works was not sufficiently viable to support affordable housing. The Agreement therefore contains a mechanism to assess viability at various points in the development programme, to establish whether the viability position had improved since the submission of the original viability assessment, and whether the scheme proposals are able to support affordable housing. The definition of an "Acceptable Return" in the S106 is 25% of the Gross Development Value (GDV) across the relevant landowner's entire ownership.
- The S106 requires all reserved matters applications to be accompanied by a "Phase Viability Appraisal" for approval. If such an appraisal demonstrates that the relevant phase will not provide an Acceptable Return if 7.5% of the dwellings are to be affordable units, then there is a mechanism for reducing the level of affordable housing and/or the secondary education

contribution and/or the public transport contribution to a level to enable an Acceptable Return to be achieved.

- * A Phase Viability Appraisal has been submitted with this application. This concludes that if the development was to include 7.5% affordable units (30 dwellings) and all the other contributions this would generate a residual developer's profit equivalent to 6.66% of GDV. Using the mechanism within the S106 to reduce to amount of affordable housing to 0% and removing the requirements for secondary education and public transport contributions the developer's profit is only equivalent to 9.94% of GDV, which is still significantly less than the agreed Acceptable Return of 25% of GDV within the S106.
- 107. The applicant's viability appraisal has been reviewed by the Council's independent external advisor. Whilst the Council's advisor queries some of the cost assumptions made by the applicant, they advise that any amendments made to these assumptions would not make a marked impact on the appraisal given the gap between the expected developer's profit and the agreed Acceptable Return.
- 108. It is therefore recommended that the applicant should not be expected, at this stage, to contribute towards affordable housing, secondary education or public transport. The applicant is required to submit a further viability appraisal (a viability reassessment) prior to 90% occupation of the dwellings, which would enable the Council to clawback any surplus made above the agreed Acceptable Return, at that time.

<u>Planning conditions already imposed on the outline approval and still relevant for this development</u>

- 109. Members are advised that there are a number of planning conditions imposed on the outline approval for Rivington Chase (application 91352/14) that remain relevant for this reserved matters application and should not be replicated on any reserved matters approval (as both the outline and reserved matters decisions would comprise the planning approval for the site). The applicant would need to formally discharge the conditions on the outline approval prior to commencement of their development. These are as follows:
 - 110. 12. Construction Environmental Management Plan strategy for managing environmental impacts during construction, including dust, noise, hours of operation, storage, construction traffic routes and prevention of mud on surrounding roads.
 - 111. 16. Design of roads including carriageway markings, signage, lighting and road safety audit.
 - 112. 19. Preliminary risk assessment, site investigation scheme and verification plan (contaminated land).
 - * 20. Remediation and earthworks principles, as well as the submission of a Materials Management Plan and Risk Communication Strategy.
 - * 21. Coal Mining Report.
 - * 22. Finished levels.
 - 23. Archaeological report.
 - * 24. No site clearance during bird nesting season.
 - * 25. Ecological Construction Management Plan (eCEMP) for the required on-site ecological enhancements, details of bird boxes, and details of site protection and mitigation measures.
 - * 26. Ecology Management Plan (EcMP) for the required on-site ecological enhancements, including long-term design objectives, management responsibilities and maintenance schedules, timescales for implementation. The EcMP is to be developed in consultation with GMEU, Natural England and the Environment Agency.
 - * 28. Open Space and Green Infrastructure Strategy to cover all the proposed formal and

informal open spaces within the development, including the LEAPs and street landscaping and planting, and to include the designs, specifications and timescales for completion, and the mechanisms for on-going management and maintenance.

- * 29. 5 metre wide buffer zone along Middle Brook.
- * 31. Details of the surface water attenuation ponds.
- * 32. Japanese knotweed and Himalayan balsam treatment/eradication.
- * 33. Details submitted in relation to the Nellies Brook culvert.
- * 34. Development to be in accordance with the approved Flood Risk Assessment.
- 35. Foul and surface water drainage.
- * 36. No surface water to discharge into the combined sewer network.
- * 43. Implementation of the approved air quality mitigation measures.

Other matters

Delivery

Morris Homes have confirmed that they would seek to commence development on site as soon as reasonably possible following the grant of permission and the discharge of the pre-commencement conditions. They anticipate that the first property would be completed by spring 2022.

Tilted balance exercise

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

Conclusion

- * The proposed residential development of 393 dwellings on the application site would constitute the second and third phases of the wider Rivington Chase development (Phase N2 and N3). The planned development of Rivington Chase on the former Loco Works site would significantly contribute towards the Council's housing land supply, delivering up to 1,700 dwellings on previously developed land, in addition to the provision of additional employment land within the Borough.
- 113. For the reasons discussed above, it is considered that the proposed development accords with the core design principles for the Northern Development Area of the Rivington Chase development, is fully compliant with the outline planning approval and does not jeopardise the bringing forward of other development plots within the form Loco Work site.
- 114. Furthermore it is considered that the proposed layout and design of the development contributes towards good urban design, creating a sense of place, being highly permeable and improving connectivity between the site and surrounding areas. It is considered that the proposed development would not have an adverse impact on the local highway network and would not jeopardise highway, would safeguard and enhance biodiversity, would not unduly harm the amenity of neighbouring and future residents and would not lead increase the risk of flooding. The applicant has also demonstrated that the application site can be sufficiently remediated for its end use for housing, without any harm or risk to neighbouring residents, future residents or workers on the site.
- 115. The proposed development is considered to constitute sustainable development (section 2 of

the NPPF) and Members recommended conditions.	are therefore	recommended	to approve	this application	subject to the

Representation and Consultation Annex

Representations

Letters:- 13 letters of objection have been received, which raise the following concerns:

- 116. The main road through the development is not to the same standard as the approved spine road through the rest of Rivington Chase and should continue the Bee Network/cycleways;
- 117. Houses will have direct access onto the main road and this will have safety implications (Officer comment: it is a masterplan principle within the approved Design and Access Statement for the site wide development of the Loco Works for houses to have direct access/their driveways accessed off the main road through this area of Rivington Chase, to allow for better engagement with the streets. The Council's Highways Engineers have no concerns about the safety implications of this);
- 118. Only one greenway (cycle/pedestrian route) is proposed whereas the masterplan proposed two within the application site;
- Loss of wooded areas within the site; loss of trees;
- * Proposed new planting will not mitigate for the loss of trees;
- Lack of greenspace with the development;
- Reduced space for the originally envisaged sustainable drainage (SuDS);
- * Increase in noise and pollution from additional traffic (Officer comment: the outline approval for the site wide redevelopment of the Loco Works fully considered the impacts of noise and pollution within the submitted Environmental Impact Assessment);
- Loss of privacy and impact on the living conditions of neighbouring residents;
- * Loss of privacy to residents on Rotherhead Close owing to the loss of trees and the differences in ground levels;
- * Impact on wildlife;
- Increased flooding;
- * Increase in traffic on the local highway network and concerns about congestion and highway safety:
- * Impact on local infrastructure and services;
- * Concerns about contaminated dust from the construction period;
- * Concerns about anti-social behaviour on the proposed footpath by Rotherhead Close (Officer comment: a new footpath is proposed to connect the development to Angelbank, to the rear of Rotherhead Close. The footpath would improve connectivity between the development and the surrounding community. It will be surrounded by open space and therefore open in nature, which is not considered to necessarily attract anti-social behaviour);
- * Impact on the Monkey Tunnel within the site (Officer comment: the underpass/subway is proposed to be removed owing to concerns about anti-social behaviour, but the alignment of the footway is to be retained and this will cross the main road at ground level);
- * The red-edge of the application site appears to include part of the school grounds at St. Catherine's CE Primary School (Officer comment: the applicant has confirmed that the red-edge to the application site is correct and they have provided an overlay of the Land Registry Title Plan and the site location plan to confirm this position. Any dispute in land ownership would however be a private matter).

Horwich Town Council:- raised an objection to the amended plans on 22nd October 2020 for the following reasons:

- * No sign of the link road (Officer comment: the submitted plans illustrate how the main road within this development would be lined to the spine road);
- Requirement for safe cycle ways and pedestrian links;

- * All the green space has gone and the applicant has crammed in the maximum number of houses that they could;
- * Looks like all the developments will merge into one another instead of a clear segregation between them all;
- * The applicant has a duty to uphold the masterplan, which looks like it has not been taken into consideration or delivered in the application;
- * The applicant needs to consult Bluemantle and Bolton Council and revisit the masterplan (Officer comment: the applicant has been in discussions with Bluemantle and the Council with regards to the proposal and how it will link to the neighbouring sites);
- * Unable to locate the covenant for the land (Officer comment: covenants are not material planning considerations).

Horwich Town Council also objected to the originally submitted plans at their meeting of 18th July 2019.

Blackrod Town Council:- At their meeting of 2nd November 2020 it was stated that they wished to re-iterate their previous comments on the amended proposal. Blackrod Town Council commented on the originally submitted plans at their meeting of 5th August 2019 and raised concern about the impact on the road network and local infrastructure.

Elected Members:- Cllr. Brady objected to the originally submitted plans for the following reasons:

- * The proposal does not prioritise or make appropriate provision for pedestrians and cyclists;
- * It does not promote road safety;
- * The road through the development should be a continuation of the Bee Network and be designed and constructed to the same standard as the remainder of the spine road.

It is considered that the concerns raised above, without a specific Officer comment, have been addressed within the analysis of this report.

Consultations

Advice was sought from the following consultees: Highways Engineers, Conservation and Design Officer, Drainage Officers, Landscape Officers, Tree Officers, Greenspace Officers, Pollution Control Officers, Public Rights of Way Officer, Strategic Housing Officers, Strategic Development Unit, the Council's external independent viability advisor, Greater Manchester Ecology Unit, the Environment Agency, Greater Manchester Archaeological Advisory Service, Greater Manchester Police, Primary Care Trust, the Coal Authority, Bolton Ramblers, Peak and Northern Footpaths Society, the Open Spaces Society, United Utilities and Horwich Heritage.

Planning History

Wider site history - the Rivington Chase development

06233/19 – A full application for the creation of a new access to Station Road and associated works to serve the former Horwich Loco Works strategic site (applicant Morris Homes and Network Rail) was approved under delegated powers in July 2020.

05378/19 – Full application for site preparation and infrastructure works comprising the re-routing and construction of the previously approved Aspinall Way access road; creation of open space zone A; demolition of existing on-site structures and associated land remodelling, remediation, landscaping, pedestrian/cycle connections, ecological mitigation and drainage works was approved at Planning Committee in September 2019.

04445/18 – An application for the erection of 2 detached dwellings (on the approved arrival green for the Bellway development) was refused under delegated powers in December 2018 and subsequently dismissed at appeal in June 2019.

01373/17 - Permission was granted (and a supplementary Section 106 Agreement signed) in January 2018 for the approval of reserved matters (details of layout, scale, appearance and landscaping) pursuant to hybrid application 91352/14 for the first part of the development at the former Loco Works site consisting of the erection of 112 dwellings and any other associated development (applicant Bellway Homes - the "Barton Quarter"). The application was heard by Planning Committee in November 2017.

00412/17 – Permission was granted for the demolition of 6 buildings (former Armstrong's site) in July 2016 (Committee decision).

92214/14 - Part A: Full planning application for site access, demolition of some buildings and change of use of one building to a flexible mix of commercial and community uses (A1/D2/A2/A3/A4/A5 and D1 uses including car parking), 28 apartments, and associated works. Part B: Outline application for residential development (C3) for up to 130 dwellings, recreational open space and landscaping and new pedestrian and cycle routes. This planning application was for part of the Heritage Core area. The application was approved in October 2019 (Committee decision).

91352/14 - Permission was granted (following a Committee approval and a referral to the Secretary of State) in September 2015 for:

Part A – Full planning permission for site access, demolition of some and change of use of core heritage buildings for A1 retail and D2 leisure (both up to 2,500 sqm) plus A2, A3, A4, A5, B1, C1 and D1 uses including car parking, diversions to public rights of way, land remodelling/site remediation, together with related associated works.

Part B – Outline application for residential development (C3) up to 1,700 dwellings, A1 retail (up to 2,500 sqm), employment zone of B1 and B2 uses and up to 2,700 sqm of ancillary D1 uses, children's play area, recreational open space and landscaping together with ecological mitigation areas, attenuation features and new cycle/pedestrian connections (Means of access details only).

89722/13 – An application for the creation of a new access for vehicles, pedestrians and cycles into the former Loco Works site, from land to the east of Station Road, was refused by Committee in June 2013. A subsequent planning appeal was withdrawn by the applicant in May 2014.

Discharge of conditions applications relating to outline approval 91352/14

Application 00730/17 for the partial discharge of condition 4 (site wide phasing programme) on 91352/14 (details of phasing of highways infrastructure, including vehicular access points and off site highways mitigations measures) was approved in May 2017.

Application 00925/17 for the discharge of the rest of condition 4 (site wide phasing programme) on 91352/14 was approved in January 2018.

01469/17 – Discharge of conditions 2 (reserved matters), 11 (landscaping), 19 (site investigation), 20 (remediation), 21 (coal report), 22 (levels), 23 (archaeology), 25 & 26 (ecology), 27 (arboricultural impact), 32 (Japanese knotweed), 34 (flood risk assessment), 35 (drainage), 39 (design statement), 40 (sustainability), 41 (crime impact), 43 (air quality), and 44 & 45 (noise impact) for the Bellway/Barton Quarter part of the development site.

06885/19 - Discharge of conditions 14 (access) and 36 (drainage) for the Bellway/Barton Quarter

part of the development site.

Planning applications currently under consideration

09469/20 – Reserved matters for access, appearance, landscape, layout and scale for the erection of 8no. residential dwellings pursuant to outline approval 91352/14 (applicant Morris Homes and Network Rail).

09496/20 — Reserved matters application pursuant to outline approval 91352/14 (site remediation, regrade, road connection and access only) (applicant Morris Homes and Network Rail).

Application site history

Permission was granted in July 2013 for the change of use of a portion of the site (land to the north of Gibb Farm) for paintball games for a temporary period of 18 months (89963/13).

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. Contaminated land

The approved preliminary risk assessment for the development hereby permitted is the NETWORK RAIL INFRASTRUCTURE AND MORRIS HOMES (NORTH) LIMITED Land to the East of Station Road, Blackrod (Comprising part of former Horwich Loco Works) Geo-environmental Desk Study by Wardell Armstrong, dated June 2015.

- (i) Prior to any physical site investigation, a methodology shall be submitted to and approved in writing by the Local Planning Authority. This methodology shall include an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration.
- (ii) The approved Remediation Method Statement and Environmental Management Plan details the sampling and mitigation protocol for asbestos and dust management. Should the remediation strategy require updating once item (i) of this condition has been completed and approved by the Local Planning Authority, the updated strategy shall be submitted to and approved by the Local Planning Authority.
- (ii) Any additional or unforeseen contamination encountered during development shall be reported to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this shall be submitted to and approved by the Local Planning Authority.

Upon complete of the approved remedial schemes, and prior to occupation of the dwellings hereby approved, a completion report demonstrating that the scheme has been appropriately implemented and that the site is suitable for its intended end use shall be submitted to and approved in writing by the Local Planning Authority. The validation of the scheme may be undertaken on a phased basis as plots and groups of plots are completed and made available for occupation.

Reason

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

Reason for Pre-Commencement Condition: Any works on site could affect contamination which may be present and hinder the effective remediation of any contamination causing a risk to the health of future occupiers and harm to the environment, hence the initial investigation must be carried out

prior to the commencement of any works on site.

3. Surface water drainage

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

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

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

Reason

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

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

4. Tree removal and retention

Prior to the removal of any trees within the development site a Tree Protection Method Statement (including a Tree Protection Plan) be submitted to and approved in writing by the Local Planning Authority. The Tree Protection Method Statement shall provide for the retention and protection of trees growing on or adjacent to the site which are shown to be retained on the approved Tree Protection Plan.

Reason

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

Reason for Pre-Commencement Condition: An understanding of the trees to be retained is required prior to the commencement of works to protect the health and appearance of those trees during the construction phase.

5. Protective tree fencing

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

1. The trees within or overhanging the site which are to be retained have been surrounded by fences of a type to be agreed in writing with the Local Planning Authority prior to such works commencing.

2. The approved fencing shall remain in the agreed location (in accordance with BS 5837:2012) until the development is completed or unless otherwise agreed in writing with the Local Planning Authority and there shall be no work, including the storage of materials, or placing of site cabins, within the fenced area(s).

Reason

To protect the health and appearance of the tree(s) and in order to comply with Bolton's Core

Strategy policies CG1 and CG3.

Reason for Pre-Commencement Condition: Tree protection measures must be implemented prior to the commencement of works to protect the health and appearance of the tree(s) during the construction phase.

6. Bats - reasonable aviodance measures

Prior to the felling of any trees within the site, a Method Statement shall be submitted to and approved in writing by the Local Planning Authority, which provides details of the Reasonable Avoidance Measures (RAMs) to identify mitigation measures to protect and avoid any possible harm to bats during the proposed felling of trees within the site. The felling of trees shall be undertaken in accordance with the approved RAMs.

Reason

To ensure a satisfactory form of development and to afford appropriate protection of protected species and to comply with policy CG1 of Bolton's Core Strategy and the National Planning Policy Framework.

Reason for pre-commencement condition: Any works on site could harm protected species that crosses the site if not properly managed so details of the matters set out above must be submitted and agreed in advance of works starting.

7. Rhododendron and variegated yellow-archangel

Development shall not commence until a scheme for the eradication of rhododendron and variegated yellow-archangel has been submitted to and approved in writing by the Local Planning Authority. This shall include a timetable for implementation. Should there be a delay of more than one year between the approval of the scheme and its implementation or the commencement of development then a new site survey and, if necessary, further remedial measures shall be submitted for the further approval of the Local Planning Authority. The scheme shall be carried out as approved and retained thereafter.

Reason

To ensure the safe development of the site and eradication of invasive species and to comply with policy CG1 of Bolton's Core Strategy.

Reason for pre-commencement condition: A scheme for the eradication of invasive species must be understood prior to works commencing on site as it could affect how works are planned and carried out.

8. Improvements to PROW HOR119

Prior to first occupation of the development hereby permitted a written scheme of proposed improvements to the part of public right of way Horwich 119 within the development/application site shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include specifications of the proposed works and a timetable for the implementation of the works. The improvements to the public right of way shall be implemented in full accordance with the approved scheme.

Reason

To ensure that the integrity of the public right of way is retained and to comply with Policy P8AP of Bolton's Allocation Plan.

9. Importation of soil and soil forming material

No soil or soil forming materials shall be brought to the site until a testing methodology including testing schedules, sampling frequencies, allowable contaminant concentrations (as determined by appropriate risk assessment) and source material information has been submitted to and approved in writing by the Local Planning Authority. The approved testing methodology shall be implemented in full during the importation of soil or soil forming material.

Prior to the development being first brought into use or occupied a verification report including soil descriptions, laboratory certificates and photographs shall submitted to and approved in writing by the Local Planning Authority.

Reason

To ensure the site is safe for use and in order to comply with Bolton's Core Strategy policy CG4.

10. Landscape scheme

Trees and shrubs shall be planted on the site in accordance with the approved landscape scheme [drawing references: M3230-PA-01(1)-V4, M3230-PA-01(2)-V4 and M3230-PA-02-V4 and Design and Planting Guidance version 2, dated August 2016 for Morris Homes Plot Planting Schemes] within the timescale/s to be agreed through the discharge of condition 28 of outline approval 91352/14. Any trees and shrubs that die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

Reason

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

11. **Boundary treatment**

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

Reason

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

12. Roads and footways

No dwelling shall be occupied until the access road, footway(s) and footpath(s) leading thereto have been constructed and completed in accordance with drawing ref. N283/P/PL01 Rev. F.

Reason

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

13. Parking and garages

Prior to the occupation of the dwelling houses hereby permitted provision shall be made for the parking or garaging of motor vehicles adjacent to each of the dwelling houses in the area identified for that purpose on the approved plan. Garage driveways shall be a minimum of 6 metres long. Those areas shall thereafter be retained at all times for that purpose. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order amending or replacing that Order), no extensions, porches, outbuildings, sheds, greenhouses, oil tanks, wind turbines or satellite antennae shall be erected within that area.

Reason

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

14. Traffic Regulation Orders

Prior to first occupation of the development hereby approved/permitted, all developer obligations

shall be fulfilled to enable the Local Highway Authority to carry out a review of Traffic Regulation Orders in the locality where necessary and to enable the Local Highway Authority to consult , advertise, promote and implement Traffic Regulation Orders to implement parking restrictions and a 20 mph speed limit within the development.

Reason

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

15. External materials

The dwellings hereby permitted shall be constructed entirely of the materials shown on drawing ref. N283/P/MD/01 Rev B; "Material Dispersion Plan"; revision dated 24.08/20.

Reason

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

16. Garages

The garages hereby approved/permitted shall be made available at all times for the parking of motor vehicles.

Reason

The loss of garage spaces would be likely to lead to an increase in on-street parking to the general detriment of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5, Supplementary Planning Document 'Accessibility, Transport and Road Safety' and Appendix 3.

17. Approved plans

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

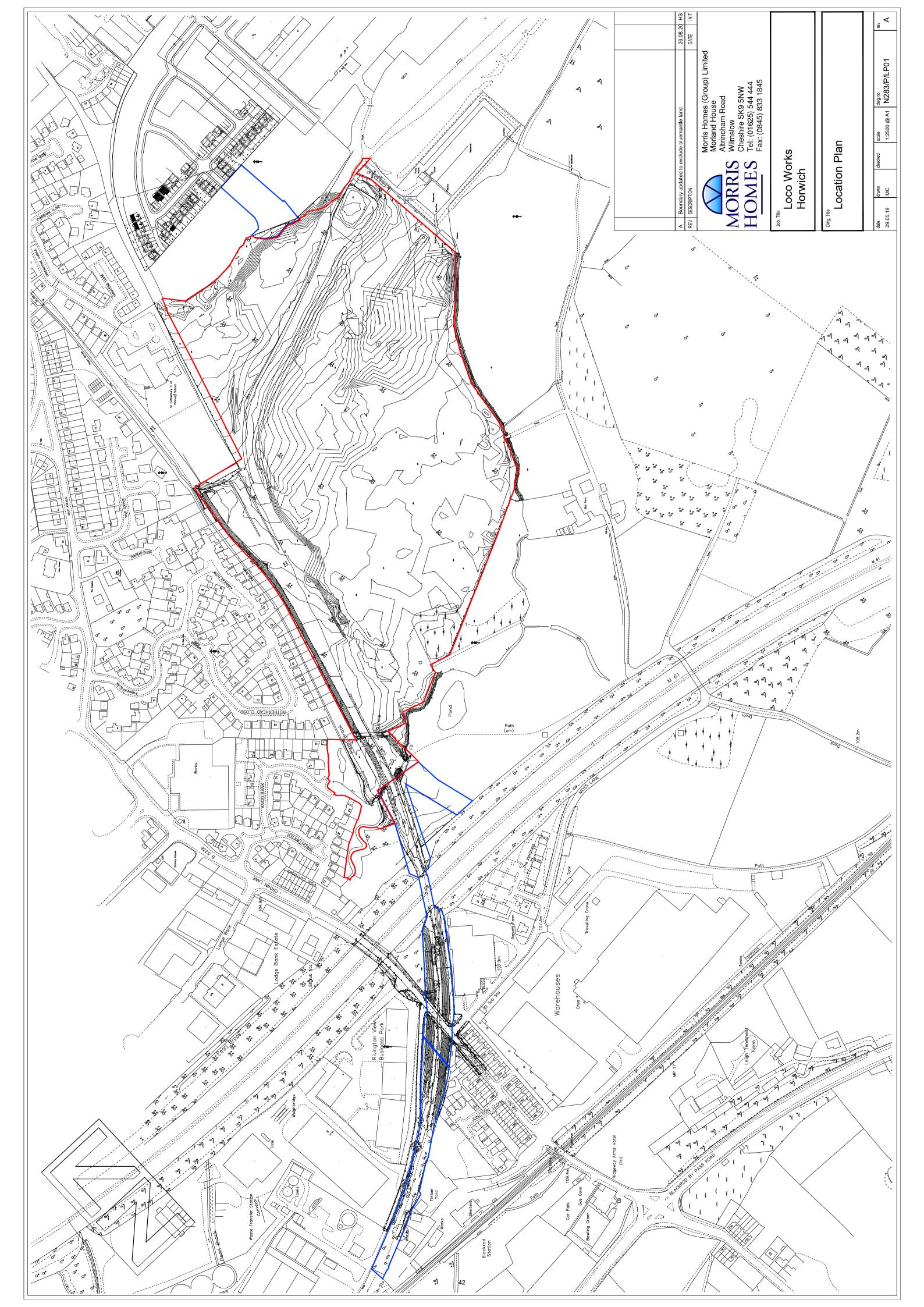
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N283/P/LP01 Rev A; "Location Plan"; revision dated 26.08.20
N283/P/PL01 Rev F; "Planning Layout"; revision dated 10.11.20
N283/P/CA01 Rev B; "Character Area Plan"; revision dated 24.08.20
N283/R/RF01; "Refuse Plan"; daed 15.09.20
M3230-PA-01(1)-V4; "Structure Planting Plan"; dated 03.2020 M3230-PA-01(2)-V4; "Structure Planting Plan"; dated 03.2020
M3230-PA-02-V4; "Landscape Masterplan"; revision dated 12.11.20
10-02-01 Rev P1; "Cut and Fill Volumetrics Sheet 1 of 2"; revision dated 24.05.19 10-02-02 Rev P1; "Cut and Fill Volumetrics Sheet 2 of 2"; revision dated 24.05.19
N/283/P/HTASHLAV/01; "Ashwell & Lavenham Classic Elevations"; dated 06.04.2020
N/283/P/HTASHLAV/02; "Ashwell & Lavenham Floor Plans"; dated 06.04.2020
N/283/P/HTGWA/01; "Grassmere, Windermere & Ambleside Classic Elevations"; dated
06.04.2020
N/283/P/HTGWA/02; "Grassmere, Windermere & Ambleside Classic Floor Plans"; dated
06.04.2020
N/283/P/HTBRAC/01; "Bracknell House Type Classic Elevations"; dated 06.04.2020
N/283/P/HTBRAC/02; "Bracknell House Type Classic Floor Plans"; dated 06.04.2020
N/283/P/HTBRAY/01; "Bray House Type Classic Elevations"; dated 06.04.2020 N/283/P/HTBRAY/02; "Bray House Type Floor Plans"; dated 06.04.2020
N/283/P/HTLYN/01; "Lyndhurst House Type Classic Elevations"; dated 06.04.2020 N/283/P/HTLYN/02; "Lyndhurst House Type Classic Floor Plans"; dated 06.04.2020
N/283/P/HTDID/01; "Didsbury Semi House Type Classic Elevations"; dated 06.04.2020
N/283/P/HTDID/02; "Didsbury Semi House Type Floor Plans"; dated 06.04.2020
N/283/P/HTDID/04; "Didsbury Semi House Type Edwardian Elevations"; dated
06.04.2020
N/283/P/HTDALT/01; "Dalton House Type Classic Elevations"; dated 06.04.2020
N/283/P/HTDALT/02; "Dalton House Type Floor Plans"; dated 06.04.2020
N/283/P/HTDALT/03; "Dalton House Type Country Elevations"; dated 06.04.2020
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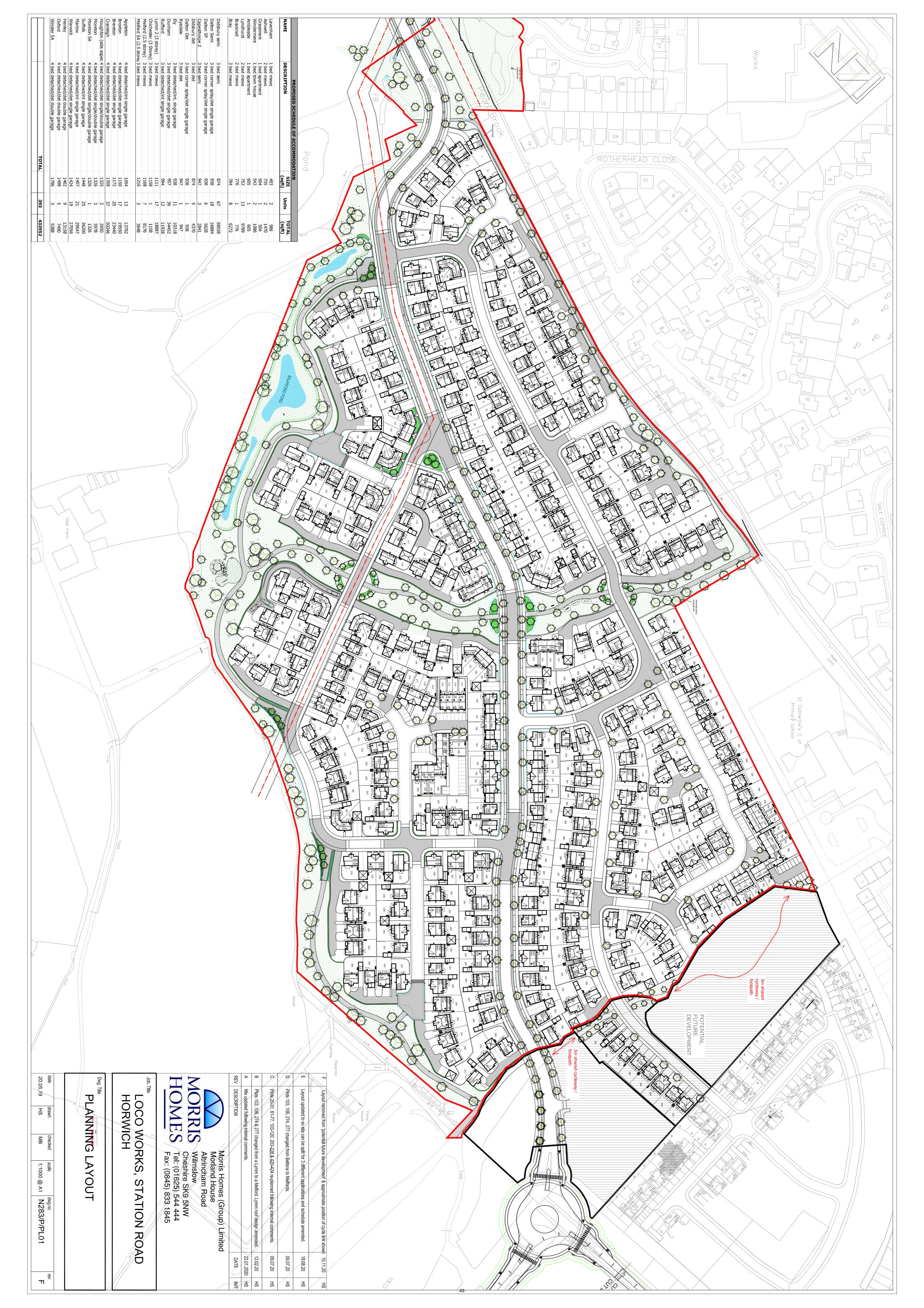
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N/283/P/HTCAPE/04; "Capesthorpe House Type Edwardian Elevations"; dated
06.04.2020
N/283/P/HTDIDDET/01; "Didsbury Det House Type Classic Elevations"; dated
06.04.2020
N/283/P/HTDIDDET/02; "Didsbury Det House Type Floor Plans"; dated 06.04.2020
N/283/P/HTDIDDET/03; "Didsbury Det House Type Country Elevations"; dated
06.04.2020
N/283/P/HTDIDDET/04; "Didsbury Det House Type Edwardian Elevations"; dated
06.04.2020
N/283/P/HTCOT/01; "Cotswold House Type Classic Elevations"; dated 06.04.2020
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N/283/P/HTBELT/02; "Belton House Type Floor Plans"; dated 06.04.2020
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06.04.2020
N/283/P/HTLYMM/02; "Lymm House Type Floor Plans"; dated 06.04.2020
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N/283/P/HTBRE/01; "Brereton House Type Classic Elevations"; dated 06.04.2020
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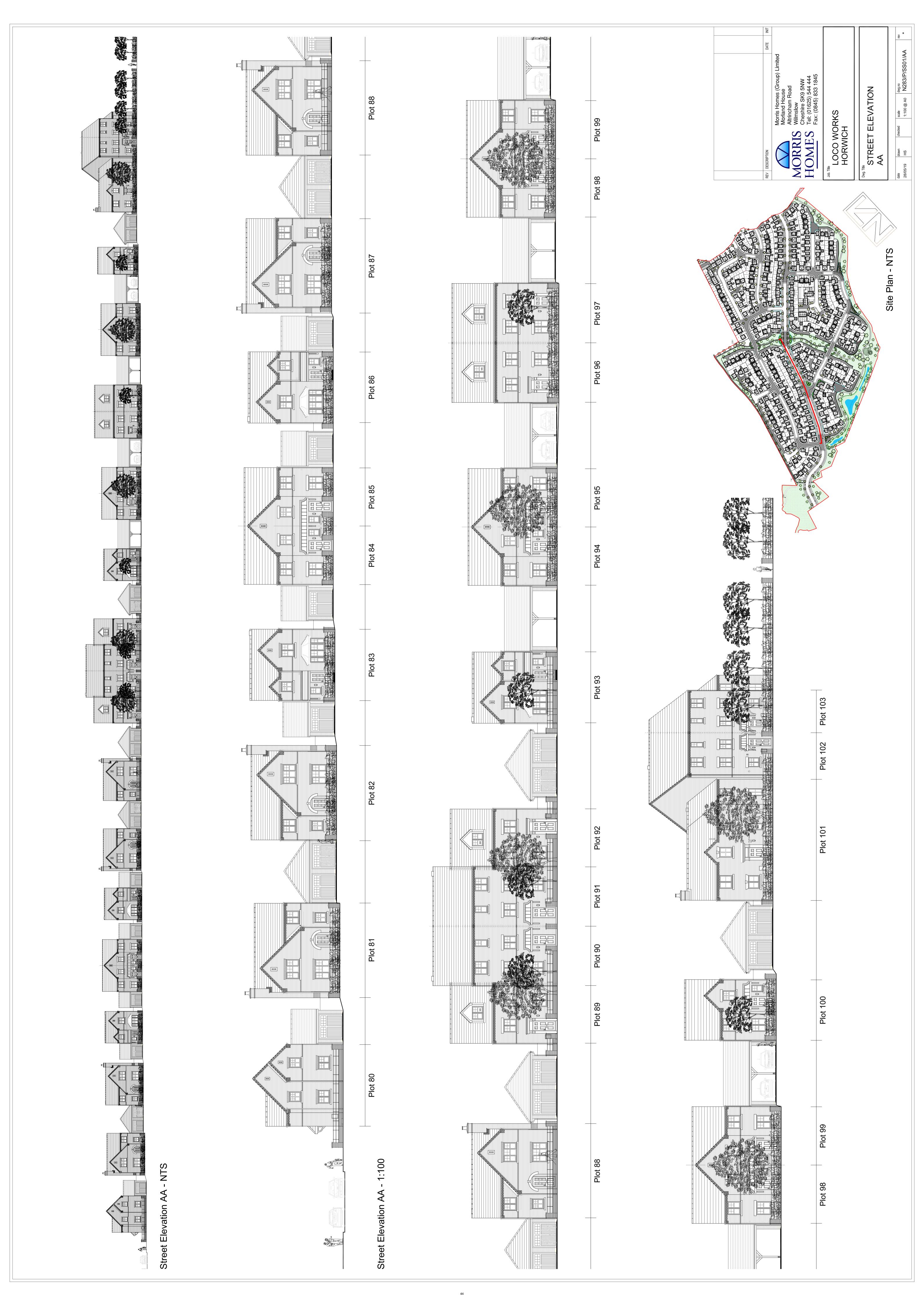
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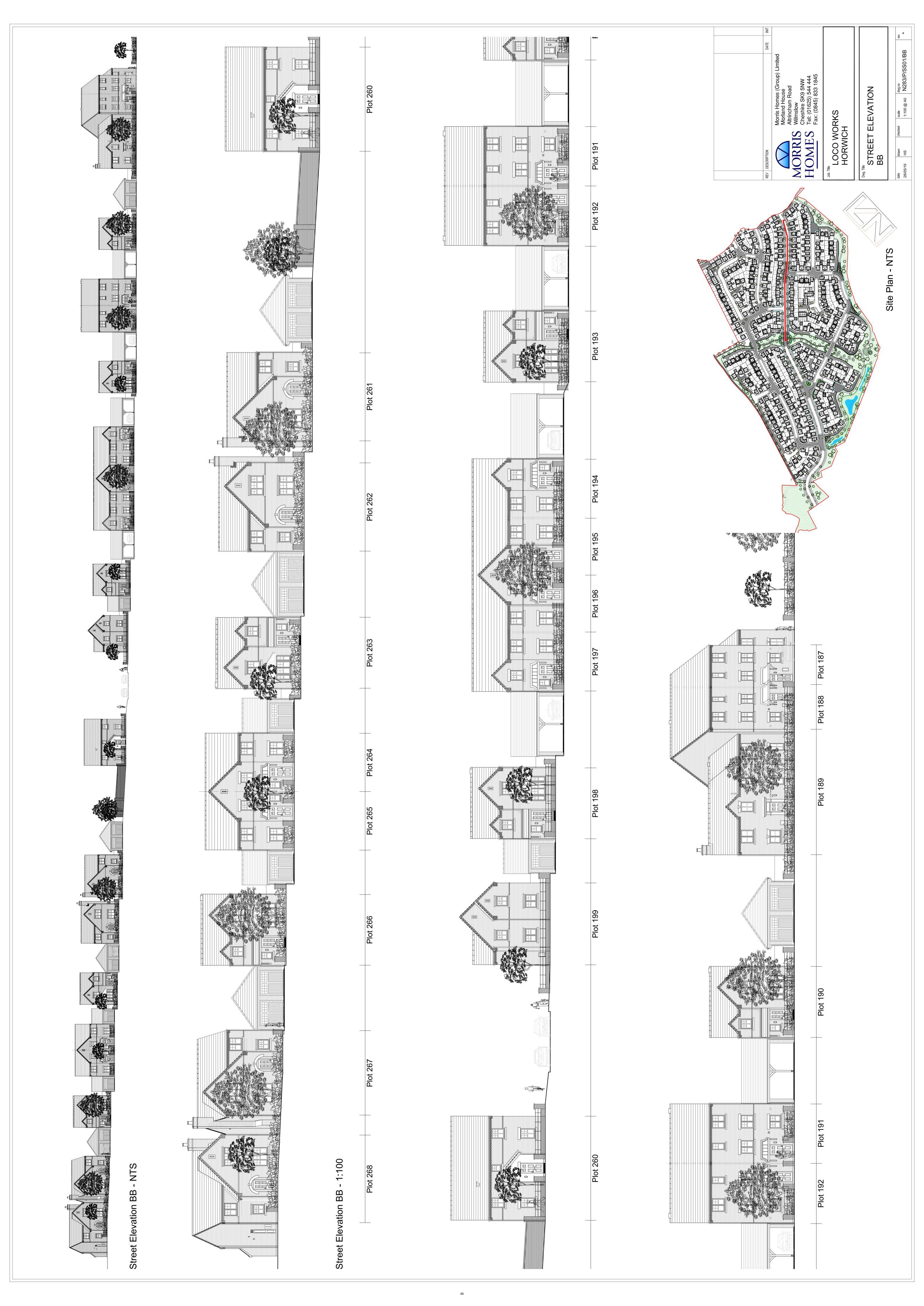
Reason

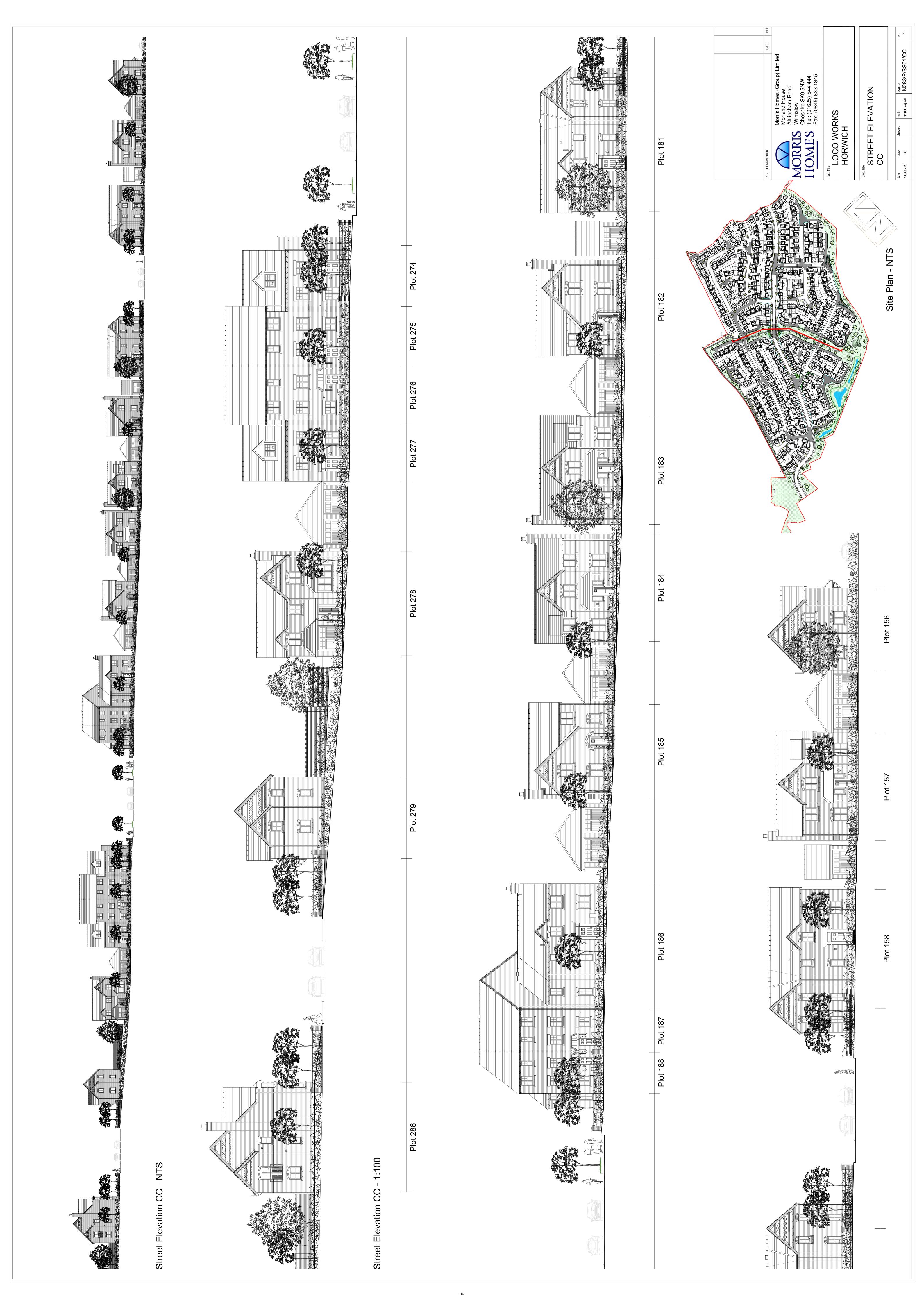
For the avoidance of doubt and in the interests of proper planning.













Application number 08883/20



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



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Date of Meeting: 25/11/2020

Application Reference: 08883/20

Type of Application: Full Planning Application

Registration Date: 21/07/2020 Decision Due By: 14/09/2020 Responsible John Dupre

Officer:

Location: ST PETERS VICARAGE, 93 BRADFORD STREET, FARNWORTH,

BOLTON, BL4 9JY

Proposal: TEMPORARY CHANGE OF USE FOR TWO YEARS OF VACANT

OFFICE (CLASS B1) TO SUPPORTED LIVING ACCOMMODATION

(CLASS C3b)

Ward: Kearsley

Applicant: CFS Care Ltd

Agent: Tom Webster Planning

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- This application was heard by Planning Committee at the meeting held on the 10th October 2020, following which Members resolved to grant planning permission for a permanent change of use from (B1(a) Use to supported living accommodation (C3(b)). The applicant has since clarified that they only seek and require a temporary change of use from (B1(a) Use to supported living accommodation (C3(b)) for two years. The description of development has therefore been changed to reflect this and the application is therefore again before Members.
- A temporary two year permission would allow the applicant to convert the building back into offices following the cessation of the temporary use.
- St Peters Vicarage was originally built as a dwelling and has either been used wholly or partially as a dwelling or been vacant until 2018 when the building was bought by CFS Care. Planning permission was then granted for a change of use into offices (application 03190/18). The building has been since been used by CFS Care as their head office.
- The outbreak of the Coronavirus pandemic and the working from home arrangements which
 followed has meant that the building is currently vacant and not needed for office space. This
 opens the possibility for CFS Care Ltd to use the building to provide supported living
 accommodation for a temporary period of time.
- A consultation event was undertaken to communicate plans to the local community. This involved sending letters to residents and an online Zoom meeting. The applicant also met with officers from the Council's Children's Services.
- A total of 47 objections have been received from local residents. Key concerns are whether this is

- a suitable location for a supported living unit and whether the future occupants will increase levels of anti-social behaviour and crime. These are not matters that can be controlled by the planning system.
- Consultation has been undertaken with Highways, Children's Services, Greater Manchester Police, Environmental Health and Housing Standards. No objections have been received from any of these consultees.
- Officers again recommend approval subject to conditions, but now also with a condition limiting the permission to two years.

Proposal

- 1. The applicant CFS Care Ltd seeks planning approval for the temporary change of use of the existing building (The Vicarage) from an office (B1(a)) use to supported living accommodation (C3(b)). Under the amended Use Classes Order (amended 1 September 2020, after the application was registered) the existing use of the building is classed as a Class E use, whilst the proposed use is still a Class C3(b) use; and therefore planning permission for the change of use is still required.
- 2. CFS Care have owned this property for just over two years. It has until recently been their Head Office, however the outbreak of the Coronavirus pandemic and the working from home arrangements which followed has meant that the building is currently vacant and not needed for office space. This opens the possibility for CFS Care Ltd to use the building to provide supported living accommodation for a temporary period of two years, after which time the use will revert to that of an office.
- 3. If granted, the building will be occupied by 6 vulnerable young people and one live-in member of staff for a temporary period of two years. CFS Care Ltd will also provide additional specialist support, as required.
- 4. The internal layout of the property will comprise:
 - 6 bedrooms
 - 1 kitchen
 - 1 staff lounge
 - 1 family room
 - 1 sitting room
 - 3 attic rooms
 - 2 en suite bathrooms
 - 2 bathrooms; and
 - 1 utilities room
- 5. No internal or external alterations to the property are proposed.
- 6. Prior to the submission of the application, CFS Care wrote to the neighbouring occupiers to provide them with details of the proposal. A community consultation event was also held on Thursday, 2 July 2020 via Zoom.

7. The applicant also met with and discussed the plans officers from Bolton's Children's Services team.

Site Characteristics

- 8. St Peters Vicarage is a large attractive brick-built building with pitched slate roofs. It was originally built as a dwelling, however in 2006 consent was granted for a change of use to form a children's nursery at the ground floor and an apartment at first floor. In 2018 a further consent was granted for a change of use to use the building as offices.
- 9. The building stands behind a row of mature trees on a large plot bounded by Bradford St to the south, Phoenix St to the east west and Alexandra St to the east.
- 10. The immediate area is predominately residential with a mixture of terrace and semi-detached properties. St Peters C of E Primary School lies some 30m to the west on the opposite side of Alexandra St.

Policy

11. The Development Plan

Core Strategy: RA2 Farnworth; CG3 Built Environment, CG4 Compatible Uses, S1 Safe Bolton; SC1 Housing, S1 Access and Appendix 3 - Parking Standards.

12. Other material considerations

National Planning Policy Framework (NPPF). SPD General Design Principles; SPD Accessibility, Transport and Road Safety.

Analysis

- 13. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. 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.
- 14. The main impacts of the proposal are:
 - * Principle of the Development
 - * Impact on the Character and Appearance of the Building and the Surrounding Area
 - * Impact on the Amenity of Neighbouring Residents
 - * Impact on Highway Safety
 - * Other Matters

Principle of the development

- 15. It is noted that the proposed temporary change of use will support the strategic vision of the Council by helping to ensure that the needs of the whole community, inclusive of age, are met. The change of use is also in line with Paragraph 59 of the NPPF which states that a sufficient amount and variety of land should come forward where it is needed, and that the needs of groups with specific housing requirements are addressed.
- 16. With regards to the building itself, it is noted that St Peter's Vicarage was originally built as a residential property and has been used as a residential property for most of its lifespan. The proposed temporary change of use from offices back into residential use would return the building to its former and original residential use. It is also noted that the surrounding area is predominantly residential.
- 17. For the reason discussed above, it is considered that the principal of the proposed development is in line with Bolton's Development Plan.

Impact on character and appearance of the surrounding area

- 18. Core Strategy policy CG3.1, states that the council expects development proposals to display innovative, sustainable designs that contribute to good urban design. Core Strategy policies CG3.2 and CG3.3 require proposals to respect and enhance local distinctiveness, being compatible with the surrounding area in terms of scale, massing, grain, form, architecture and landscape details, including hard/soft landscaping and boundary treatment.
- 19. No external alterations are proposed to the building and the proposed change of use will have no impact on the character and appearance of the building or the surrounding area.
- 20. It is noted that the applicant did not comply with a condition imposed on planning approval 03190/18, for the conversion of the building into offices, to plant a replacement tree in the front garden area. This condition is therefore suggested to again be imposed should this application be approved, to ensure that the tree is planted prior to first occupation of the proposed facility.
- 21. For these reasons, it is considered that it complies with Policies CG3 of the Core Strategy.

Impact on neighbouring residential amenity

- 22. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security and should not generate unacceptable nuisance, odours, fumes, noise or light pollution.
- 23. The proposed change of use seeks to revert the use of the building back to residential use for a temporary period of two years. It is noted that there have been no material changes to the building environment since the building was last used as a residential dwelling and so the building continues to meet all the necessary interface distances to surrounding dwellings. In this regard it is not considered that the proposed temporary change of use to supporting living accommodation will create any undue overlooking to the any neighbouring properties.

- 24. A large number of objections have been received to the proposed change of use from the local community. Broadly speaking these objections centre around the concern that the proposed use will generate nuisance and anti-social behaviour which in turn will have an undue impact on the safety and amenity of local residents, many of whom are elderly. Concerns have also been raised regarding potential disruption to the nearby school.
- 25. While these may be genuine concerns, it is not the role of the planning system to pass judgement on whether the future residents of a building will engage in anti-social or criminal behaviour. These are issues that fall outside the scope of the planning system and would be matters for CFS Care Limited or the Police. With regard to the impact on the school, it is also noted that there has been no objection to the proposal from the school itself.
- 26. Additional concerns have been raised regarding the suitability of the local area for the future inhabitants of the residential unit and the availability of facilities for young people in the area. Again, while these may be valid observations, they are not reasons in themselves to refuse planning permission, especially as it is considered that the application site is in a highly sustainable location, close to local amenities.
- 27. The Council's Environmental Health Officers have raised no objection to the proposed development.
- 28. For the reasons given above, it is considered that the proposed temporary change of use complies with Policies CG4 of the Core Strategy.

Impact on the highway network

- 29. Policy P5 of the Core Strategy states that the Council will ensure that developments take into account [amongst other things] accessibility, servicing arrangements and parking. Policy S1.2 states that the Council will promote road safety in the design of new development.
- 30. Consultation has been undertaken with the Council's Highways Engineers, who have noted that four off-street parking space were required to be have been provided under previous permission 03190/18. A site visit has confirmed that these spaces are in place. Engineers do not consider that the proposed temporary change of use would have any impact on the local highway network.
- 31. It therefore considered that the proposed development complies with Policies P5 and S1.2 of the Core Strategy.

Other Matters

Housing Standards

32. Housing Standards officers have been consulted and note that the property may be subject to HMO licensing if not regulated by another body or covered by a legal exemption.

Children's Services

- 33. Consultation has been undertaken with officers from the Council's Children's Services team who have confirmed they are supportive of the need to provide facilities for vulnerable young people in the community. In this regard, they do not object to the principal of the development, however they note that the facility would be quite large in comparison to other similar facilities elsewhere in the community and is located in a quiet residential area. Due to the nature of the care provided they feel that this may lead to potential areas of difficulty with and subsequent complaints from the local community.
- 34. They feel that more engagement is needed with members and Children's Services to ensure that potential issues can be properly addressed. They also questioned whether a condition could be imposed that restricted the use of the facility to residents of Bolton.
- 35. Planning Officers have reviewed this response and would note as follows. Firstly, St Peters Vicarage is large building which is quite capable of accommodating the number of people proposed and is in line with other units in the Borough. In this regard it is not considered that the size of the unit is excessive. As discussed above, the question of whether the future residents will engage in anti-social behaviour is not a material planning consideration. These are matters for CFS Care and the Police. Secondly, it is noted that the applicant undertook a virtual consultation exercise with the local community. Given that the community was in lockdown at the time, it is considered that given the circumstances this was commensurate for the change of use proposed. Thirdly, it is not considered that imposing a condition restricting the use of the facility to "residents of Bolton" would meet the five condition tests of paragraph 55 of the NPPF as this would not be relevant to planning or reasonable.

Conclusion

- 36. For the reasons discussed above, it is considered that the proposed temporary change of use to residential use for a period of two years accords with Bolton's Development Plan and the NPPF.
- 37. Members are therefore recommended to approve the application.

Representation and Consultation Annex

Representations

Letters: A total of 47 objections have been received to the application. The reasons for the objections can be categorised as follows:

- Too close to St Peter's School may disrupt school children (Officer comment issues of anti-social behaviour fall outside the remit of what can be rightfully controlled by the planning system).
- Residents may disturb elderly residents in the area. Area is already prone to Anti-Social Behaviour

 this will make it worse (Officer comment issues of anti-social behaviour fall outside the remit
 of what can be rightfully controlled by the planning system).
- CFS Care have not been straight with the local community as it originally stated that the building would not be used as a residential facility (Officer comment it is noted that since the last application working arrangements have been affected by the pandemic).
- Planning conditions on 2018 consent not discharged (Officer comment it is noted that a landscaping condition requiring the planting of one tree has not been discharged, however this is not in itself a reason for refusal. It is instead suggested to impose this condition again, to ensure that the tree is planted prior to first occupation).
- Will increase the fear of crime in the local area (Officer comment issues of crime and anti-social behaviour fall outside the remit of what can be rightfully controlled by the planning system).
- There are no facilities for young people in the local area (Officer comment this is not in itself a reason for refusal)
- The unit will be over 3 miles from the nearest college (Officer comment this is not in itself a reason for refusal)
- One support worker not enough to manage 6 teenagers (Officer comment the size of the unit is in line with others elsewhere in the Borough)
- Overlooking to neighbouring properties (Officer comment no external alterations are proposed and the building meets all the required interface distances to neighbouring properties)
- Adverse impact on parking (Officer comment there are four car parking spaces together with 2 internal car parking spaces which are considered to be more than adequate for the change of use proposed).
- Members should be held responsible for any decline in the health and wellbeing of residents resulting from the proposed development (Officer comment – it is not considered that the proposed development will have an undue impact on the health and wellbeing of residents therefore members are requested to determine the application in accordance with the development plan).

Elected Members: Cllrs Pattison and Flitcroft have both expressed an interest in the application and asked officers whether the required number of objections had been received to require the application to be determined by Committee.

Consultations

Advice was sought from the following consultees: The Council's Highways Engineers, Environmental

Health, Security GM Police, Housing Standards and Children's Services.

There have been no objections from any of the consultees.

Planning History

03190/18 - Change of use from vacant residential dwelling (class c3) to offices (class b1) – Approved with conditions

84499/10 - Non-material change to planning permission 81245/08 to change the roof tiles of garage from natural blue grey slate to smooth grey flat marley modern tiles – Approved with conditions

81245/08 - Demolition of garage and erection of detached garage - Approved with conditions

77764/07 - Pruning of 1 silver birch, 2 hornbeam, 4 hawthorn, 1 ash, 3 sycamore, 1 oak, 1 rowan, 1 cherry and 1 alder tree – Approved with conditions

74977/06 - Change of use of vicarage at ground floor to nursery and formation of one apartment at first floor including external staircase, disabled ramp and external alterations — Approved with conditions

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

1. This permission shall be for a temporary period expiring on **27 November 2022** when the use hereby approved shall be discontinued.

Reason

The applicant has only applied for temporary permission.

2. Prior to the commencement of development / implementation of this permission a landscape scheme shall be submitted to and approved in writing by the Local Planning Authority. The landscape scheme shall provide for a select standard oak to be planted in the front garden area. The approved scheme shall be implemented in full and carried out within 6 months of the occupation of any of the buildings or the completion of the development, whichever is the sooner, or in accordance with phasing details included as part of the scheme and subsequently approved by the Local Planning Authority. If the tree dies back or is removed within five years of planting it shall be replaced in the next available planting season with a tree of similar size and species.

Reason

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

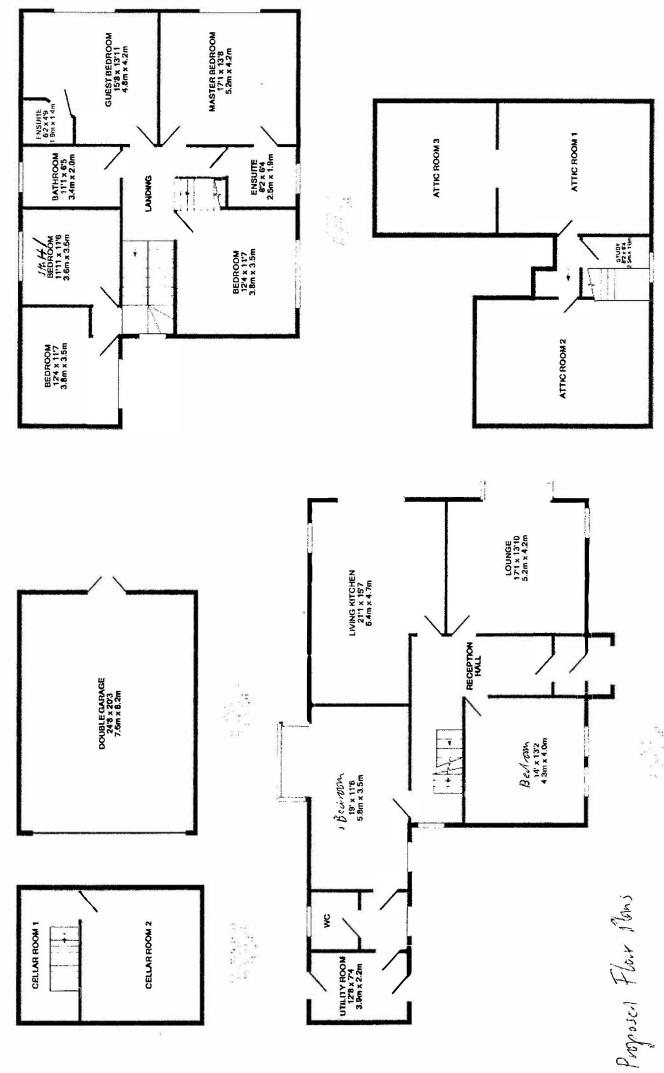
Reason for pre-commencement condition: To ensure that sufficient landscaping of the development is proposed prior to first occupation of the building.

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

Proposed Floor Plan - uploaded 21st July 2020

Reason:

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



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