

PLANNING COMMITTEE
Schedule of Supplementary Information

22nd AUGUST 2019

**Members are advised of the enclosed information that was either
received or requested after the production of the planning applications report**

**Bolton
Council**

05378/19

Ward	Location
HOBL	FORMER HORWICH LOCO WORKS SITE, ASPINALL WAY, HORWICH, BOLTON, BL6 6DW

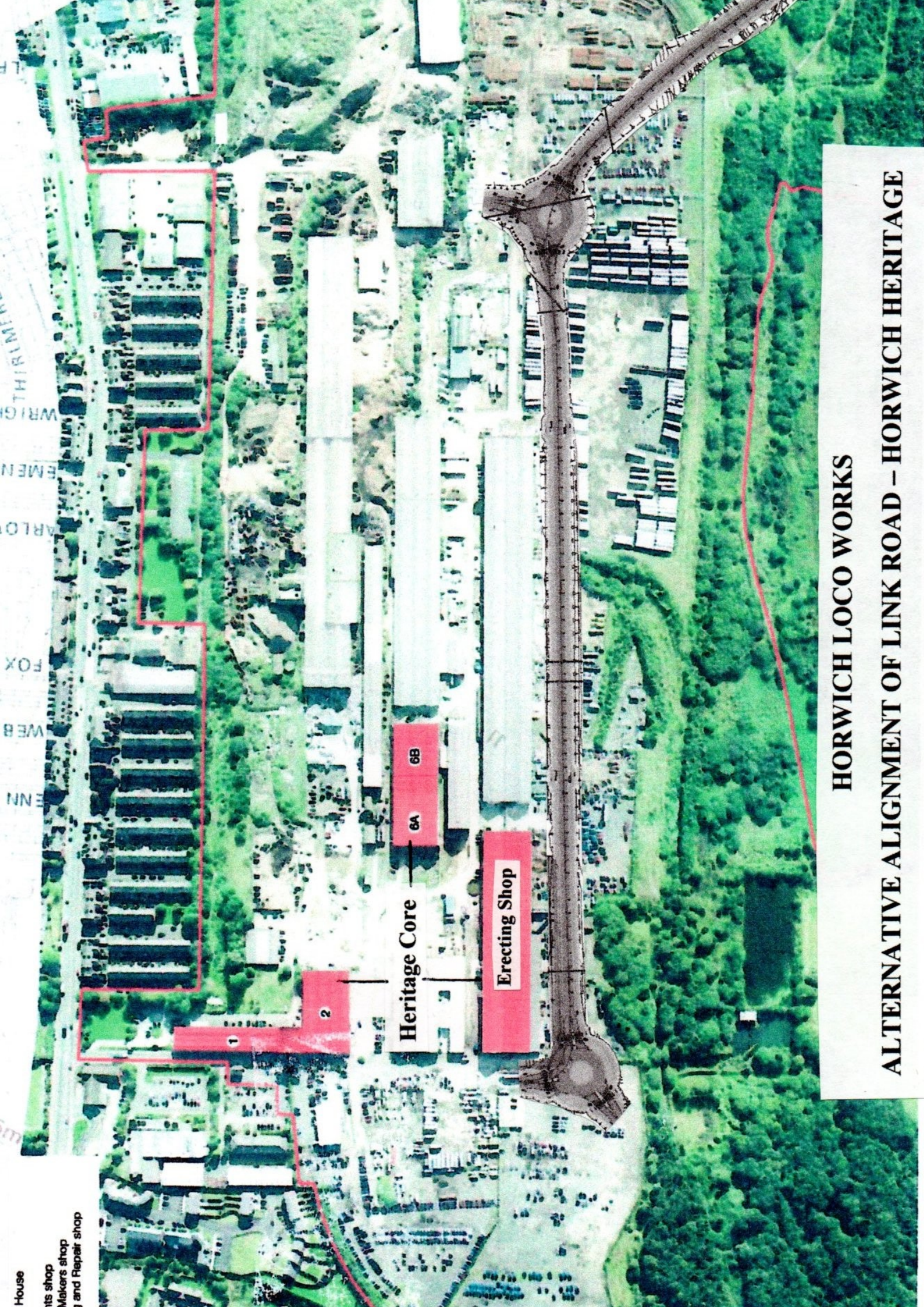
Members are advised that a number of documents have been submitted since the Officer's report was drafted. These are reproduced below and are summarised as being:-

- * Alternative Scheme provided by Horwich Heritage (circulated to Committee Members on 15th August)
- * Arguments in favour of the alternative scheme, provided by Horwich Heritage (circulated to Committee Members on 15th August)
- * Plan showing the Horwich Heritage scheme in context, provided by the Applicant
- * Arguments against the alternative scheme, provided by the Applicant
- * Frequently Asked Questions about the Rivington Chase scheme and the proposed road, provided by the Applicant (circulated to Committee Members on 20th August)

Officers have assessed this information and remain of the view that there are no other options available for the position of the road and also that the less than substantial harm that would be caused to the significance of the Conservation Area would be outweighed by the public benefits of the proposal.

Minor changes to the wording of conditions have been suggested by the Applicant in order to better address issues raised by Natural England, in the interests of precision and to distinguish between demolition and development. A Construction Environmental Management condition is also now proposed, together with a condition to protect nesting birds and one to improve ground conditions.

Lastly, Officers would like to make it clear that this application is not formally an amendment to a previous consent. It is a full planning application in its own right, seeking consent to construct a road. It will of course, if approved, have the effect of modifying the way that the development is carried out, and future applications for Reserved Matters will need to take account of the new road alignment, however it is not technically a section 73 minor material amendment nor is it a non-material amendment application. It is an application for full planning permission.



House
its shop
Makers shop
and Repair shop

Heritage Core

Erecting Shop

6A

6B

2

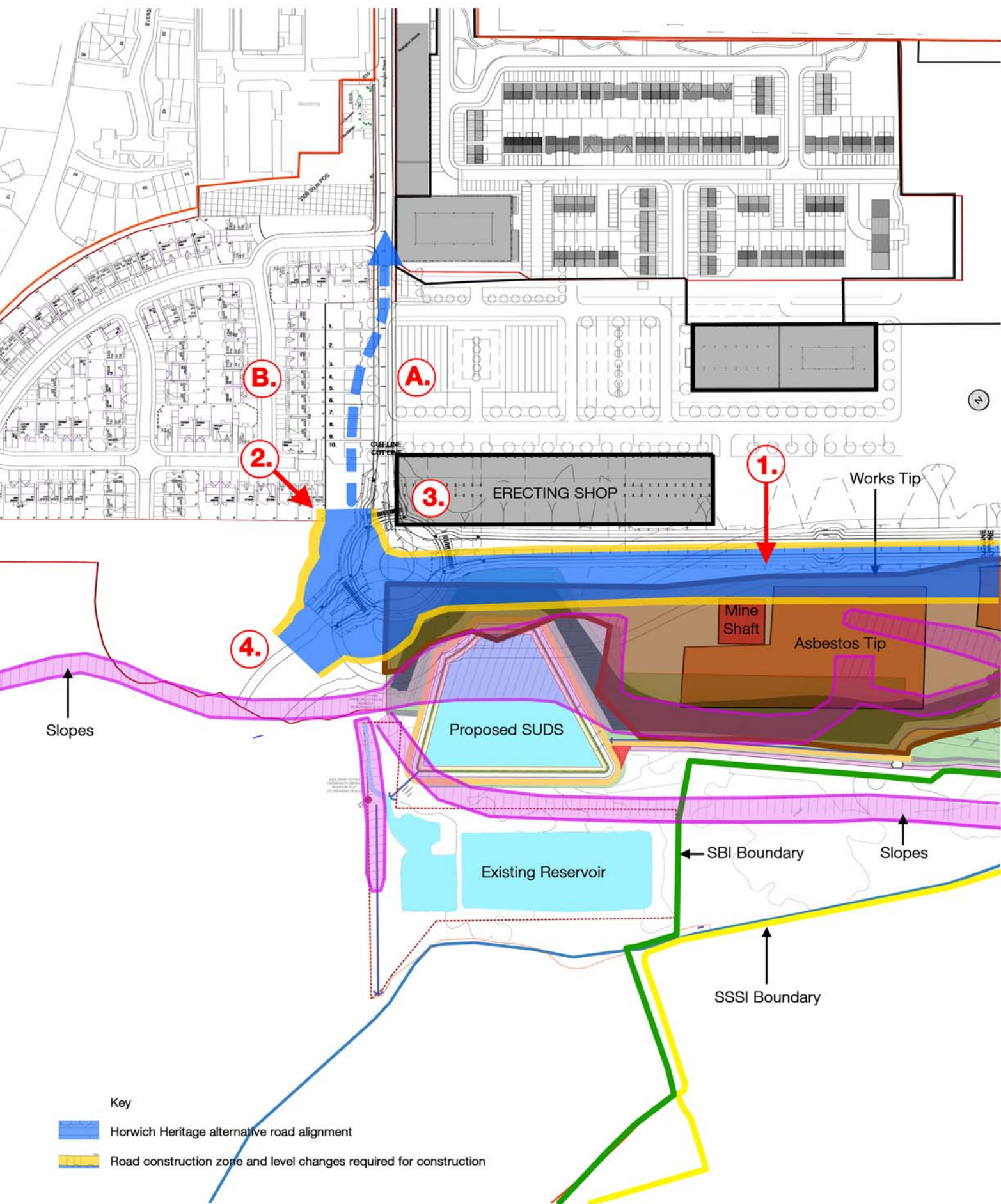
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HORWICH LOCO WORKS

ALTERNATIVE ALIGNMENT OF LINK ROAD – HORWICH HERITAGE

RE – APPLICATION 05378/19: WHY SAVE THE ERECTING SHOP?

- If you don't know anything about Horwich, all you need to know is that it was the Loco Works built by the L&YR Co. in 1880s that effectively built the town. The arrival of the Works turned a sleepy village of 3000 into a thriving industrial town of 12,000 people in just 10 years.
- The Works was the main employer and backbone of the town for 100 years until it closed in 1983.
- Even after closure, the Works has remained intact as an industrial estate until the last few years and was declared a CONSERVATION AREA by Bolton Council in 2006
- It is now a strategic development site with planning permission for 1700 new houses and work has started on the first phase (120). The Conservation Area has been decimated.
- As part of the Master Plan for the site, a HERITAGE CORE was set aside containing just 4 of the original Loco Works buildings which were to be preserved as a small reminder of the very enterprise that built the town. THE MOST ICONIC BUILDING in that 'heritage core' area is the remaining section of the ERECTING SHOP where the locomotives were actually assembled. Externally, it has been badly neglected, but inside it is still a 'cathedral' of railway engineering with all the original steel stanchions and gantries still intact (possibly the last one in the country).
- Now we are being told that this building needs to be DEMOLISHED to make way for a new £12m link road and that, even without this threat, it is not 'viable' and needs to be demolished. This is reneging on the MAIN PROMISE made to the Horwich community about respecting and preserving the heritage of this site and the case is based on 'contrived' arguments.
- Our position is:
First of all, we don't accept that the road line & roundabout can't be slightly adjusted to miss the building (despite assertions by the developer that it is too expensive/impractical to move it to the south). The attached Horwich Heritage drawing shows how it can be re-positioned with minimal change rather by the exaggerated re-routing shown on the applicant's drawing (option 2) – also attached.
Secondly, we don't accept that the building doesn't have a future. We know it will be expensive to restore & convert, and it obviously doesn't have a use at the moment because there is no one living there to support any new use(s). However, as the Rivington Chase population builds up to c. 5000 over the next 10 years then it will need facilities like a new primary school, shops, offices, health, welfare and other community uses retail, commercial and community uses which this building could provide all under one roof as a 'community hub'. In terms of 'viability', the developer should be comparing the cost of restoring the Erecting Shop with the cost of building new structures to accommodate all these uses - it will probably be cheaper!
- So what to do now? The application needs to be deferred so that the road/roundabout can be re-aligned to miss the Erecting Shop or a condition attached to that effect, and the separate request for Conservation Area consent for demolition should be refused. The building then needs to be maintained for a few years until a viable use(s) can be found. If the owners don't wish to do this, it should be handed over to a Preservation Trust who will look to restore it and secure its commercial future. NB None of these requests affect the ability of the Link Road and Rivington Chase development to move forward as required.
- Please note that the same threat of demolition hangs over 2 of the other 'preserved buildings' in the 'heritage core' – which are also said to be 'unviable' for the same reasons. So only one building, the office block, has anything like a secure future. Are Bolton Council prepared to fight to save what's left of Horwich's Locomotive Heritage?
Stuart Whittle (Chairman, Horwich Heritage)



Our Ref: RS/1581/04B807720

Your Ref:

19th August 2019

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Mrs Helen Williams
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Development Management
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Dear Helen

**Former Horwich Loco Works Site, Horwich, Bolton –
Planning Application Ref: 15739/19 (Application for Spine Road and
Open space Works).**

Further to our recent correspondence in relation to the above application, I am writing to set out the applicant's response to the latest comments provided by Horwich Heritage (received 15th August 2019). The comments received from Horwich Heritage raised concerns around two main areas, firstly the alignment of the proposed spine road and secondly about the prospect of retaining and re-using the erecting shed. These points are addressed below in turn.

Proposed Road Alignment

Avison Young, on behalf of the applicants have previously provided a response which set outs the alternative road alignments that have been considered and the clear justification as to why the proposed route is the only viable and deliverable alignment (see Avison Young Letter dated 10th July 2019).

Notwithstanding this information, which has been accepted by Bolton Council and Historic England, Horwich Heritage's latest comments continue to contest the applicant's position, stating that there is an alternative alignment that can be delivered which would retain the Erecting shed. Their response included a plan which showed their "Alternative Alignment of Link Road- Horwich Heritage".

The Horwich Heritage drawing has been shown on an aerial photograph base that does not illustrate the current site context, such as the Bellway development (phase 1) nor does it consider the complex site constraints. In order to assess the feasibility of the Horwich Heritage Alignment, the applicant's architect has shown the Horwich Heritage alignment within

Avison Young is the trading name of GVA Grimley Limited registered in England and Wales number 6382509. Registered office, 3 Brindleyplace, Birmingham B1 2JB

Regulated by RICS

the site context (see enclosed drawing ref: 1010-Sk03). This drawing highlights the following key technical constraints and considerations:

1. The Horwich Heritage alignment moves the road further south west and therefore approximately half the width of the road runs through the old works tip area with poor ground conditions. The road also runs over the known asbestos tip and directly adjacent to a historic mineshaft. The submitted alignment sought to avoid the constraints as far as practically possible to minimise the geo-environmental solutions to the road construction and enable the road construction to be achieved within the available funding.

In addition, the alignment 'Spine Road Alignment Option 2' (deemed 'exaggerated' by Horwich Heritage) sought to avoid the asbestos tip and mine shaft location to avoid yet further construction complexity. A high-level cost appraisal estimated that if the road was moved south as per Option 2 this would add additional costs at circa £1.5m to the construction cost. In comparison, the Horwich Heritage alternative location has a greater length of road running over the old works tip and also runs over the asbestos tip which would further increase that additional cost, making the Horwich Heritage alignment unviable.

2. The Horwich Heritage alignment is located directly adjacent to the boundary of the Bellway site (phase 1) and does not allow for the necessary 5m road construction zone and level changes, the alternative road therefore cannot be achieved in the location illustrated as it would conflict with the approved development already under construction. As such the Horwich Heritage alignment would need to be relocated north east, i.e. closer towards the existing erecting shop.
3. Noting point 2 above, if the road is positioned closer towards the erecting shop then the required safe minimum highways visibility cannot be achieved due to the position of the existing building. It was for this reason that 'Spine Road Alignment Option2' moved the roundabout further south than illustrated on the Horwich Heritage proposal. On this basis it is clear that the Horwich Heritage alignment is not deliverable as it would result in unacceptable highway safety concerns.

In addition, the Horwich Heritage alignment would result in a chicane in the Rivington House access road to connect the existing access road to the proposed roundabout location which would not provide a safe approach to the roundabout location (see point A). Again, this demonstrates that the Horwich Heritage alignment is not deliverable as it would result in unacceptable highway safety concerns.

4. The Network Rail / Morris Homes spur has been designed to allow vehicles to approach the roundabout in line with the required highways standards, the Horwich Heritage alignment increases the angle of approach which would impact highways safety and not be acceptable.
5. As previously advised, the relocation of the road further south west than the current application alignment also has a major impact upon the proposed surface water drainage feature. The drainage feature location ultimately ensures that the hydrology and hydrogeology between the site and adjoining SBI/SSSI remains in balance. The hydrology balance between the SBI/SSSI and the works plateau is a very precise one and it is this pattern of water ingress to the ecological designations which needs to be maintained through this detailed design feature in this location, upstream of the reservoir.
6. The Horwich Heritage alignment would also result in the road being located closer to the approved Bellway phase 1 site, which could negatively impact on the residential amenity of the rear gardens. In addition, it is intended that housing would front the Rivington House access road, which in turn would shield the rear gardens from road noise. Without the housing fronting the road, the rear garden fences to the Bellway phase 1 site would then form the

boundary to the road and backdrop to the core of the development. This inactive frontage is not a desirable outlook along a primary access and from within the core of the development.

In light of the above and the information previously provided in our letter dated 10th July, it is clear that the proposed road alignment sought by this application, is the optimal and only deliverable and viable option. This position has been accepted by Historic England and Bolton Council's planning officers, as evidenced in the officers committee report.

Prospects for the Re-Use of the Erecting Shed

The Horwich Heritage response also contests the applicant's case that there is no viable use for the existing erecting shed. As previously advised, a detailed conservation area appraisal report was undertaken and submitted to support the application, which confirms the very significant viability gap which exists, a total of £12m, to bring the building up to modern building standards. The viability gap would be further expanded if alternative uses were considered, as suggested by Horwich Heritage. Unfortunately, whilst options have been continuously reviewed in terms of possible grant funding and other options to bridge the viability gap there is no obvious source of this funding nor any viable use identified which would allow for the beneficial reuse of buildings. The applicant has however accepted a condition which requires, where possible, the reuse or recycling of elements of the building that possess historical interest either on or off-site at an appropriate location, as requested by Historic England.

As previously set out in our letter dated 10th July 2019, the supporting evidence submitted with the application provides clear justification, in accordance with national and local planning policy, that the harm associated with the loss of the building is clearly outweighed by the public benefits of the scheme and as such there is no reason to refuse the application on heritage grounds, a position which is agreed with Historic England and Bolton Council's planning officers.

It is also noted that the other buildings in the heritage core, including Rivington House and the Stores building, will be unaffected by this application. Any works to the remaining aspects of the heritage Core will need to be considered as part of a future reserved matters application and it is noted that the applicant has consistently worked with the community, as well as Horwich Heritage and Historic England, to sensitively preserve the area's heritage. In fact, the applicant has invited the community to submit ideas for the site's heritage celebration and they look forward to integrating their suggestions and continuing to work with them in future.

Summary


As set out above, it is clear that robust evidence has been presented to support the current application and that whilst it is accepted that the development will result in the loss of the erecting shed, the harm is clearly outweighed by the benefits of the scheme. The applicant has considered all reasonable alternatives in respect to the alignment of the road and it is clear that the proposed development is the optimal solution when considering the site context and technical constraints.

The proposed link road is vital to unlocking the development and integrating it into the surrounding infrastructure, and in the process relieving local traffic. Without this necessary access and improved connections to nearby amenities, the housing development is placed in jeopardy, and with it the 1,700 new homes, 1,500 new jobs, and outside investment that the project is set to provide. A delay in the planning process could result in loss of the £12m grant funding for the road's construction, which would be deeply problematic for the future of the development.

Rivington Chase has already started to deliver much needed housing on a brownfield site. The council should be fully supportive of bringing forward and facilitating the future development of this brownfield site, as it ensures that further greenfield and greenbelt land isn't required to meet the boroughs housing and employment needs.

We trust this information assists the Council in its determination of the proposals at the 22nd August planning committee.

Yours sincerely

A handwritten signature in black ink that reads "Rhian Smith". The signature is written in a cursive style with a large, stylized 'R' and 'S'.

Rhian Smith
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For and on behalf of
GVA Grimley Limited t/a Avison Young

Rivington Chase Link Road - FAQs



What is it?

This link road will connect Horwich Town centre and Chorley New Road to Middlebrook retail park, Horwich railway station, and the M61 via the new Rivington Chase development.

Alongside the link road there will be extensive open spaces for residents of Rivington Space and Horwich to enjoy, including cycle paths, footpaths and green spaces. This road is crucial to the Rivington Chase scheme and the successful regeneration of Horwich Loco Works, and will help relieve pressure on other roads in the area.

A major technical study has been undertaken to identify the most appropriate route for the road.

Who is involved?

There are five key landowners: Bluemantle, Network Rail, Homes England, Bolton Council and HKR Ltd. Bolton Council is overseeing the whole Rivington Chase scheme, and ensuring that each development adheres to the masterplan and is delivered accordingly.

Who is it for?

The road will serve the residents and businesses of Rivington Chase by enabling better site access, as well as improving the infrastructure for the whole of Horwich. The high-quality connection through the site will also facilitate, and integrate with, a large area of new open space for the public.

When?

The planning application for the link road has been submitted to Bolton Council. Subject to planning, it is expected to be fully operational by early 2021.

Why is it needed?

The comprehensive regeneration and delivery of the Rivington Chase site is entirely dependent on the delivery of this infrastructure.

The link road is expected to significantly improve the traffic flow in and around Horwich and reduce congestion on nearby roads and infrastructure. It is an integral part of the £262m Rivington Chase scheme, which will deliver much needed homes (including affordable housing) to local people, alongside retail, business, leisure and green space for the whole community to enjoy. The previously inaccessible open space will provide health and wellbeing benefits to the community.

For the last 10 years, Bluemantle has been working with Bolton Council to turn dilapidated brownfield land into homes for local people. This link road will unlock the further development of Rivington Chase, and enable more housing developers to commence work on the site. If the Rivington Chase site is not made more accessible to housing developers, other areas of the wider community - such as Horwich and Bolton's greenbelt land - would be in danger of overdevelopment.

In addition to housing, the Rivington Chase development will deliver more investment in healthcare and education provision for the community – the link road is crucial in enabling this.

Rivington Chase Link Road - FAQs

How much is it going to cost?

The vital link road will cost £12m and has been funded by Homes England through a Government grant.

What impact will it have on the local infrastructure?

The link road, which includes provision of a new roundabout, will provide relief for existing local infrastructure, alleviating traffic problems in and around Horwich, especially on Chorley New Road.

It will provide a safe cyclist and pedestrian environment to contribute towards sustainable development, offering alternative options to the private car.

What impact will the road have on the environment?

The road has been carefully designed to minimise any ecological impact. Alongside this, extensive open spaces, including new footpaths and cycleways, will be provided for residents of Rivington Chase and Horwich. The cycle paths on the new link road have been designed to the specification of former Olympic cyclist Chris Boardman MBE, and will be the first to be built in Greater Manchester.

The road will allow for the remediation of brownfield land and tackle significant environmental issues on the site, such as improving air, noise, and odour quality,

How many jobs will it create?

Overall, the construction of Rivington Chase and associated supply chain could create 320 new jobs. Further employment opportunities will be created by this very significant financial investment directly into Horwich and the local area, which could generate around 1,500 full time equivalent jobs based on site. It is estimated that new residents of Rivington Chase would spend more than £80m per annum on local goods and services, leading to a further 200 indirect jobs. The significant boost to the local economy will help to tackle issues of unemployment. The new employment land will permit businesses to expand, attracting new investors into the area.

Will the road affect existing buildings on the site?

Over the last four years, careful consideration has been given to deciding the best route for the link road. As part of this, an independent report was commissioned to consider the future of the Erecting & Repair shop, which concluded that the building is no longer viable. There are no alternative uses for the building; even if there were, there is a deficit of £12m just to bring it up to a safe state that meets modern building standards - unfortunately, no grant funding is available for this work, leaving the building with no perceptible future.

Owing to the close proximity of the Red Moss site of scientific and biological importance, and poor ground conditions, the Erecting & Repair shop stands on the only viable route for the link road, meaning its demolition is the only way forward. Options for alternative routes were thoroughly analysed and evaluated, and deemed not possible in the light of these considerations.

The other buildings that will be part of the Heritage Core, including Rivington House and the Stores building, will be unaffected.

Rivington Chase Link Road - FAQs

Have all alternative options for the road's route been considered?

Comprehensive analysis has been undertaken with regards to potential other routes, and have confirmed that the planned route is the only viable one. Moving the roundabout and road alignment further to the north west would result in a substandard road layout with the Spine Road running too close in terms of traffic and visibility to the erecting shop. The resulting roundabout design would not be acceptable in terms of highway safety. The impact of retaining the Erecting & Repair Shop would also have to consider car parking requirements for the building and the impact this would have on pedestrian and cyclist safety. There is no scope for vehicle parking on the new road due to the cycle path requirements.

Routing the Spine Road on a more southerly track would require an even more complex geoenvironmental solution due to the known presence of contamination and significant levels differences and poor ground conditions generally. It has been determined technically unfeasible.

Any relocation of the road further south west than the current application alignment would have a detrimental impact upon the proposed sustainable surface water drainage feature due to levels requirements and geotechnical conditions with associated knock on impacts on the ecology and biodiversity of the SBI and SSSI.

A high-level appraisal of the cost implications of this has been undertaken and it estimated that it would add circa £1.5m to the overall road construction budget, which is unviable.

Any attempts to realign the roundabout would cause a significant delay that might lead to the loss of grant funding entirely. This would jeopardise the entire Rivington Chase development, and prevent the traffic relief that the Spine Road will provide.

How will the link road reflect the heritage of the Horwich Loco Works?

We have worked with Horwich Heritage, Historic England and the wider community during the planning process to ensure we commemorate the history of the site, and will continue to work closely with the local community to ensure this heritage is not lost. We have invited the community in Horwich and the surrounding areas to suggest ways in which the area's heritage can be preserved, and will continue working with them throughout the development. A planning condition has been agreed to preserve the historically valuable items in the Erecting Shed's interior; this will either be done on site or off-site at an appropriate location, such as a local heritage railway organisation. We are welcoming community input on this matter.

What will it mean for existing residents and businesses?

It is hoped that the link road will significantly reduce traffic and congestion in and around Horwich, particularly around Chorley New Road. It will improve the commute for residents and those employed on the Rivington Chase site, as well as providing direct access to Middlebrook retail park, Horwich railway station, and the M61.

For further information contact James Hennigan or Hannah Dawson on

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