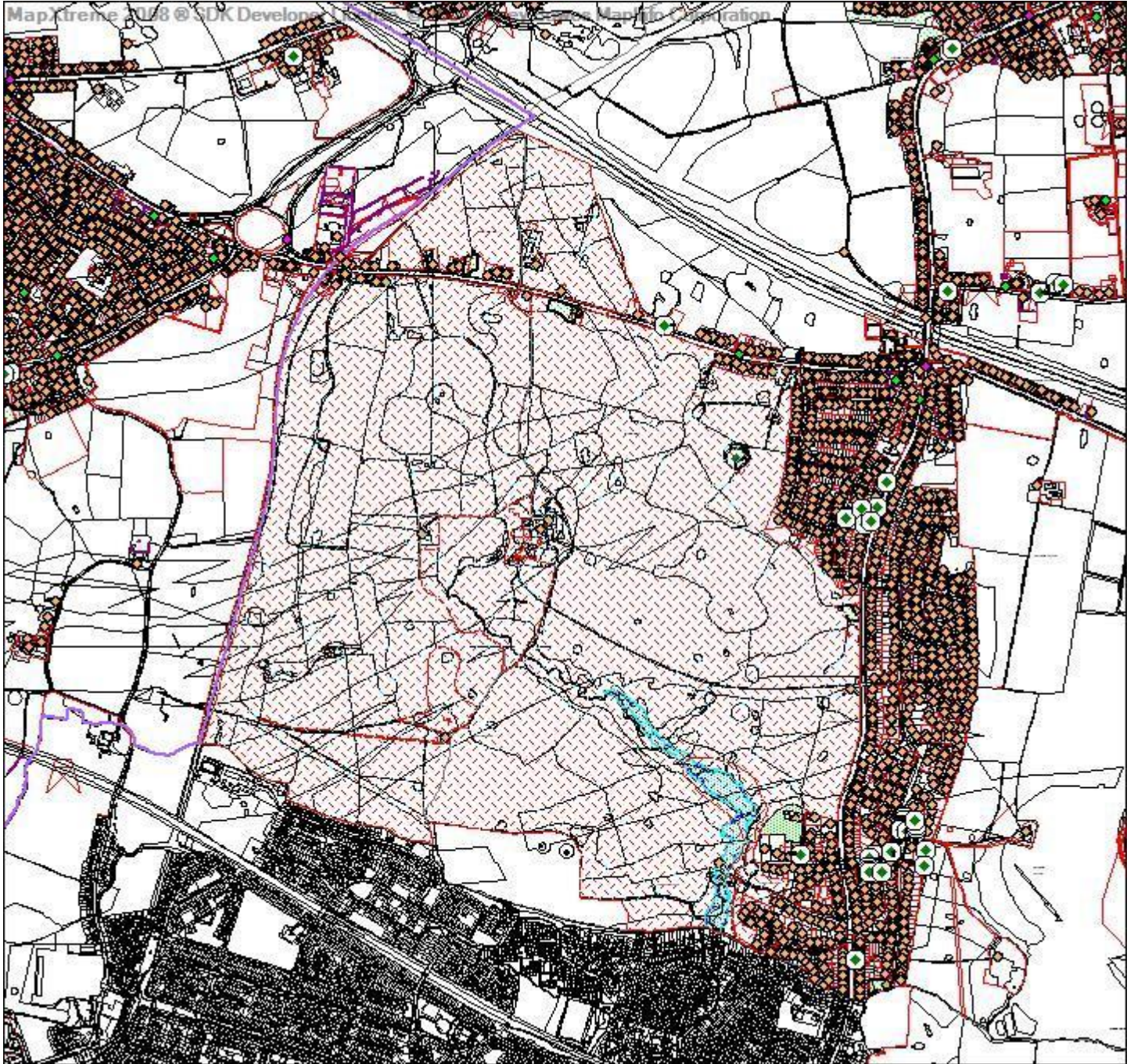


Planning Application Report
LAND AT AND ADJACENT HULTON PARK, BOLTON
Extraordinary Planning Committee
22nd March 2018

**Bolton
Council**

**Application number
00997/17**



**Development & Regeneration Dept
Development Management Section**

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



Date of Meeting: 22nd March 2018

Application Reference: 00997/17

Type of Application: Full Planning Application

Registration Date: 22/05/2017

Decision Due By: 10/09/2017

Responsible Officer: Alex Allen

Location: LAND AT AND ADJACENT TO HULTON PARK, BOLTON

Proposal: HYBRID PLANNING APPLICATION COMPRISING:
PART A: FULL PLANNING APPLICATION FOR RESTORATION WORKS TO HULTON PARK AND EXISTING STRUCTURES & HERITAGE ASSETS WITHIN IT INCLUDING THE PLEASURE GROUNDS, DOVECOTE, WALLED GARDEN AND LAKES, AND DEVELOPMENT OF AN 18-HOLE GOLF COURSE & CLUBHOUSE-; GOLF ACADEMY INCLUDING DRIVING RANGE, PRACTICE COURSE, ADVENTURE COURSE & ACADEMY BUILDING WITH SPORTS & LEARNING FACILITIES, SHOP & CAFE; 142 BED HOTEL WITH ADJOINING SPA & CONFERENCE FACILITY; OTHER ANCILLARY BUILDINGS, STRUCTURES & ENGINEERING & LANDSCAPE WORKS INCLUDING A MAINTENANCE BUILDING, HALFWAY HOUSE, HIGHWAY ACCESSES, UNDERPASS, VARIOUS BRIDGES, BOUNDARY TREATMENTS, INTERNAL ACCESS ROADS, EXTERNAL LIGHTING, PARKING, LANDSCAPING; DEMOLITION OF EXISTING BUILDINGS/STRUCTURES; & WHERE APPLICABLE THE RE-ROUTING, UPGRADING AND EXTENSION OF THE PUBLIC RIGHT OF WAY NETWORK

PART B: OUTLINE PLANNING APPLICATION FOR THE RESIDENTIAL DEVELOPMENT OF UP TO 1036NO. DWELLINGS, A LOCAL CENTRE (CLASS A1/A2/A3/A4/A5/D1) AND WHERE APPLICABLE RE-ROUTING, UPGRADING AND EXTENSION OF PUBLIC RIGHT OF WAY NETWORK (ALL MATTERS RESERVED EXCEPT FOR (IN PART) HIGHWAYS)

Ward: Westhoughton North

Applicant: Peel Holdings (Land & Property) Limited

Agent : Turley

Officers Report

Recommendation: That Members are minded to approve the application subject to conditions and a S106 agreement, that the application is referred to the Secretary of State under The Town and Country Planning (Consultation) (England) Direction 2009: circular 02/2009 and that in the event that the SofS does not intervene that the issue of the decision is delegated to the Director of Place.

Proposal

1. The applicant has submitted a hybrid planning application, seeking part full and part outline planning permission. The application site is within the Green Belt in respect of which the Applicant has advanced very special circumstances for its development proposal which is inappropriate development in Green Belt terms. A fundamental aspect of the development proposal is that the residential development is integral to the funding/subsidising of the Ryder Cup golf course for the 2026 competition. The Ryder Cup is the 3rd largest global sports event, one of only a few 'mega events'. If implemented, the development provides the opportunity to establish a world class golf and leisure resort which would deliver a long term investment programme to increase sports participation, support local business and strengthen the local economy. Members should be aware that the applicant has proposed a restriction so that if the applicant's bid to host the 2026 Ryder Cup at the proposed golf course fails then the proposed development could not be implemented. Officers take the view that this is appropriate as the benefits which would accrue from hosting the 2026 Ryder Cup are critical to the question of very special circumstances and the overall planning balance and, without them, it is not considered that the very special circumstances test would be met. In the event of the decision to grant permission, this restriction would be secured by an appropriate legal agreement which should also include provisions to ensure the delivery of the golf course and the various benefits described below. The application is accompanied by an environmental statement which has been revised and which has been subject to public consultation together with the application itself.

2. Full permission has been sought for the golf related development to include:

- Creation of an international standard golf resort which would consist of a 7,400 yard length, Par 72 - 18 hole championship grade golf course;
- A clubhouse sited within the northern part of the Listed Park comprising of changing facilities, bar and restaurant, function and administration spaces with ancillary retail facility (golf shop) with associated car and golf buggy parking;
- A golf academy located to the north of the A6/Manchester Road to include a driving

range with state of the art computerised bays, short course, adventure golf course, putting greens and associated building which would comprise of a cafeteria/restaurant and retail facility with car and golf buggy parking;

- A 4 to 5 * equivalent hotel complex comprising of 142 bedrooms with associated restaurant, spa and conference facilities with car parking to be located on the site of the former Hulton Hall;
- Ancillary golf buildings to include a maintenance building, halfway house, an underpass underneath the A6 Manchester Road, golf buggy tracks, various bridges and boundary treatment;
- Internal access roads to each new building including remodelling of the existing drives within the Registered Park;
- New and replacement landscaping;
- New junctions with the A6 to provide vehicular and pedestrian access to the Academy and Clubhouse.

3. Restoration works to Hulton Park:

- Reinstating the original Pleasure Grounds, Ha-Ha and wall kitchen garden associated with the former Hulton Hall;
- Repair to dams (Mill Dam [south lake] and the dam at the north lake) and reinstatement of part of the south lake and the whole of the north lake;
- Restoration/replacement of boundary treatment;
- Restoration of the gate, railings and Lodge building at the estate entrance on Newbrook Road;
- Restoration of the Listed Dove cote;
- Restoration of the Dutch barn located in the curtilage of Home Farm;
- Restoration of other historic structures.

4. Re-routing, upgrading and extension of the existing Public Right of Way Network to include the creation of the 'Hulton Trail'.

5. Outline planning permission is sought for the following:

- Residential development of 42.66 hectares of land located at the west of the site (Western Fields) which have the potential to provide c. 759 dwellings to be accessed via a new link road from the west. An alternative is sought to include the provision of a new local neighbourhood centre with up to 729 dwellings on this land;
- 7.44 hectares of residential development at the north east of the site, known as Dearden's Farm to deliver a potential 192 dwellings accessed from the A6; and
- 5.93 hectares of land located in the south east corner of the site, accessed from the Woodlands and Broadway to deliver a potential 85 dwellings.

6. Demolition of existing structures:

- Hulton Cottage and associated outbuildings;
- Farmhouse (Back Gates Farm) and associated farm buildings off Punch Lane (north of the A6/Manchester Road);
- Northern gateway and walls to drive;
- Arcade wall to former Hulton Hall;
- Home Farmhouse and farm buildings (Excluding the existing Hay Barn and Dove cote);
- Dearden's Farm and associated outbuildings;
- Outbuildings associated with Park End Farm (Farmhouse is to be retained);
- Former stable block.

7. The applicant submitted additional information in January 2018 (including additional environmental information) which included a redesign of the proposed Clubhouse and Academy buildings to better integrate them with the location where they would be sited and generally with the aim of making them more reflective of the character of the wider area. Additional information also includes the creation of additional areas of habitat including 6 additional ponds (27 new ponds in total), 1.5 km of additional hedgerow planting (over 6km in total) and enhanced ecological mitigation (bat hotels, creation of new wildlife corridor, additional tree and woodland planting including off site planting

with one potential location being land at Gorses Wood and also the management of Pretoria Pit Local Nature Reserve).

8. Further minor changes were submitted in February 2018 which altered the entrance detail (railings and gates / pillars) to the Academy facilities from the A6 Manchester Road. The aim of these changes was to make the entrance gates and pillars reflect the ancillary function of the Academy rather than to replicate the entrance detail used for either the proposed Clubhouse or the existing access from Newbrook Road.

9. The proposed vehicular access to both the proposed tournament staging and for the later residential development of the 'Western Fields' part of the application does not form part of the current planning application. In order to serve the residential development, it is proposed that the Applicant will either deliver a new link road to the west of the site that would form part of a future Westhoughton bypass or make a financial contribution of an equivalent value towards an alternative highways arrangement in this location. An indicative arrangement for this link road has been identified and it would extend from the Chequerbent Roundabout southwards and westwards to join Platt Lane. The estimated cost of its delivery is £4.92m and additional highway improvements would also be provided which would amount to a cost of c. £385,000.

10. The link road does not form part of the proposed development for which planning permission is sought and the relevant land is not included within application site. Nevertheless, given that it is directly associated with the proposed development, the Environmental Impact Assessment ('EIA') has assessed the potential effects of the link road development alongside the application proposals.

11. A viability appraisal has been submitted which demonstrates that the development as a whole would make a loss of between £24.6 m and £25.3 m. Additional costs associated with improvements to the scheme as submitted to the Council in January 2018, which were not taken into account within the submitted viability report, will also add to this deficit. As discussed below, the applicant is not currently proposing any affordable housing contribution and officers recommend that viability review mechanisms be

imposed which will ensure that if the viability position improves following the grant of planning permission the provision and level of affordable housing will be reviewed.

12. The applicant submitted a full Environmental Statement with their initial submission in May 2017 and subsequently provided an Addendum to the Environmental Statement in January 2018. It is noted that prior to the submission of this application the applicant requested the Scoping opinion of the Local Planning Authority in November 2016. Officers provided a Scoping opinion response in January 2017.

13. Officers confirm that the application should be considered under the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. This is because a scoping opinion was requested and provided prior to the commencement of the 2017 EIA Regulations and regulation 76 of the 2017 EIA Regulations continues to apply the 2011 Regulations in such cases.

14. It is considered that the originally submitted ES when combined with the Addendum are considered to be satisfactory and meet the requirements of the 2011 EIA Regulations.

Site Characteristics

15. The application site is approximately 268 hectares in size located in the Over Hulton and Westhoughton North and Chew Moor wards of Bolton, approximately 4.5 km south west of Bolton Town Centre, 8 km east of Wigan town centre and is set between three established towns of Over Hulton to the east, Atherton to the south and Westhoughton c. 500 metres to the west.

16. The A6 Manchester Road bisects the site to the north, extending westwards where it forms an existing five way roundabout at Chequerbent (junction with the A58) and eastwards where it forms Four Lane Ends (junction of St Helens Road, Newbrook Road, Salford Road and Manchester Road).

17. A larger southern area, broadly square in shape and directly bounded by the A6

(Manchester Road) along its northern boundary, the A579 (Newbrook Road) and residential housing on its eastern boundary, residential housing on its southern boundary, and a disused railway line / public footpath along its western boundary. Part of the site lies to the north of the A6 and is broadly triangular in shape.

18. A rail line is approximately 300 meters south of the site within Wigan and there are two train stations – Hag Fold and Atherton – approximately 500 meters to the southeast and southwest of the Site respectively. These stops provide access to train services to destinations such as Southport, Chester, Wigan and Manchester.

19. The majority of the larger southern parcel of the Site comprises Hulton Park, a Grade II Listed Registered Park and Garden of Special Historic Interest. Hulton Park is formed of the landscaped estate that once surrounded Hulton Hall, which was demolished in the 1950s. The Park is generally undulating land laid to grass with substantial areas of woodland, rising to the north, its features include:

- A principal entrance from the east off Newbrook Road, in the form of a gated carriage entrance bounded by a lodge building with a single width drive that approaches the location of the former Hall;
- A secondary entrance fronting the A6, again in the form of a gated carriage entrance, with a residential property known as the Cottage (a former residence of the Hulton family) lying adjacent;
- A cluster of 19th and 20th century farm buildings and deteriorated structures around the site of the former Hulton Hall, known as Home Farm. Within this cluster is a small Dovecote, which is a Grade II listed structure;
- The severely overgrown remains of pleasure grounds and a kitchen garden that once served Hulton Hall;
- Two large lakes, albeit subject to significant silting and hence reduced in depth and size;
- A stream known as Mill Dam Stream which extends from the north west down in to the centre of the Site where it feeds one of the lakes;
- Three other farm building clusters:

- Dearden's Farm in the north east, accessed from the A6;
 - Park End Farm in the south east, accessed from Woodlands to the east; and
 - Wood End Farm in the west, accessed from a farm track which adjoins Platt Lane to the west;
- A memorial to the Pretoria Pit mining disaster in the south east corner;
 - Large expanses of open ground, now largely grazing pasture, defined by woodland, plantations and individual specimen trees;
 - Vehicular tracks and footways, only one of which is a public right of way, extending in to the western extent of the Park.

20. The Park is currently used for agricultural purposes (grazing) and horse related activity, some limited residential use (in the properties referenced above) and limited leisure use, such as local archery and angling clubs.

21. The Site also includes land beyond the designated boundary of the registered Park, namely:

- 42.66ha of land immediately west of the boundary of Hulton Park comprising agricultural land interspersed by a network of public footpaths and blocks of woodland. The land is bounded to the west by a disused railway line which is now an informal recreational footpath; and
- 19.18ha of land to the north of Hulton Park and north of the A6 (Manchester Road), comprising agricultural land, blocks of woodland, and agricultural buildings (Back Gates Farm), with residential properties lining Manchester Road;
- Two smaller parcels of land, one in the south eastern corner of the Site adjoining Woodlands Drive and comprising grassed areas, trees, and a farm track access to Park End Farm (also a public right of way); with a second in the north east, comprising farm buildings and access to Dearden's Farm.

22. In order to serve the residential development it is proposed that the Applicant will either deliver a new link road to the west of the Site or make a financial contribution of an equivalent value (c. £4.92 m) towards an alternative highways arrangement in this

location. This land lies to the west of the disused rail line that forms the Site boundary and comprises pasture land broken up by field boundaries (mainly hedgerows).

Policy

The Development Plan

23. The Committee should have regard to the requirements of the development plan as a whole. The following policies are considered to be particularly relevant.

- Bolton's Core Strategy Development Plan Document (2011) - Strategic Objectives
 - SO1 - Maximising access to sporting and recreation facilities and increasing opportunities for walking and cycling, SO5 - Ensuring Bolton takes full advantage of its location in the Greater Manchester City Region, SO6 Ensuring that transport infrastructure supports all aspects of the spatial vision, SO11 Conserving and enhancing the best of Bolton's built heritage and landscapes, SO12 Biodiversity and SO14 - Providing housing that meets the needs of everybody.
- Bolton's Core Strategy Development Plan Document (2011) - H1 Healthy, A1 Achieving, P2 Retail and Leisure, P4 Minerals, P5 Accessibility, S1 Safe, CG1 Cleaner Greener, CG2 Sustainable Design and Construction, CG3 The Built Environment, CG4 Compatible Uses, SC1 Housing, SC2 Cultural and Community Provision, OA4 West Bolton, IPC1 Infrastructure and Planning Contributions and Appendix 3 - Car parking standards.
- Bolton's Allocations Plan (2014) - P7AP Strategic Route Network, P8AP Public rights of way and CG7AP Green Belt.

24. The Greater Manchester Minerals Plan (April 2013).

Other Material Considerations

25. Supplementary Planning Documents: Accessibility, Transport and Road Safety

(October 2013), Infrastructure and Planning Contributions (July 2016), Affordable Housing (February 2013), General Design Principles (June 2015), Sustainable Design and Construction (October 2016).

26. National Planning Policy Framework:

- Achieving sustainable development (paragraphs 6 -16) , Core Planning principles (Paragraph 17), Delivering Sustainable Development (paragraphs 18 - 22), Ensuring the vitality of town centres (paragraphs 23 - 27), Supporting a prosperous rural economy (paragraph 28), Promoting sustainable transport (paragraphs 29 - 41), Delivering a wide choice of high quality homes (paragraphs 47 - 55), Requiring good design (paragraph 56 - 68), Promoting healthy communities (paragraphs 69 -78), Protecting Green Belt land (paragraphs 79 - 92), Meeting the challenge of climate change, flooding and coastal change (paragraphs 93 - 108), Conserving and enhancing the natural environment (paragraphs 109 - 125), Conserving and enhancing the historic environment (paragraphs 126-141), facilitating the sustainable use of minerals (paragraphs 141 – 149), Determining applications, Planning conditions and obligations (paragraphs 203 – 206). The specific policies will be considered in more detail below where relevant.
- It is proposed to revise the NPPF and a draft was issued by MHCLG for consultation on 5 March 2018 (consultation closes on 10 May 2018). Whilst as a draft open to consultation it will attract limited weight, members should have regard to it and in particular:
- Achieving sustainable development (paragraphs 7 – 14) – *includes reference to the need to plan for unmet housing need of neighbouring areas within Bolton and a change in the wording from 'specific policies in this Framework (Para. 14 of NPPF) to policies in the (Draft) NPPF which protect assets of particular importance* Development contributions (paragraph 34) – *specific reference is made to ensure contributions do not make development unviable with applications submitted by viability assessments*, Pre application engagement and front loading (paragraphs

40 to 47), Determining applications (paragraphs 48 to 51), Planning Conditions and obligations (paragraph 55 -58) – *conditions to be kept to a minimum, agreeing early with applicants is beneficial, avoid pre commencement conditions*, Delivering a sufficient supply of homes (paragraphs 60 to 78) – *requirement to use a standard methodology for housing need, major housing development to provide 10% affordable housing subject to a number of exclusions, introduction of a housing delivery test, shorter commencement periods*, Building a strong, competitive economy (paragraphs 82 – 85) (*limited change from NPPF*), Ensuring the vitality of town centres (paragraphs 86 – 91) (*limited change in NPPF*), Promoting healthy and safe communities (paragraphs 92 to 96) – *added requirement to consider the delivery of local strategies to improve health, social and cultural well-being – also a requirement to promote public safety*, Open Space and recreation (paragraphs 97 – 102) (*limited change from NPPF*), Promoting sustainable transport (paragraphs 103 – 111) (*limited change from NPPF*), Making effective use of land (paragraphs 117 – 123) – *increased emphasis on efficient use of land including encouragement to mixed use schemes and denser development*, Achieving well-designed places (paragraphs 124 – 131) – *limited change from NPPF*, Protecting Green Belt land (paragraphs 132 – 146) – *introduction of one additional use of land which is not inappropriate in the Green Belt i.e. material changes of use of land that preserves openness and does not conflict with the purposes of including land within it e.g. use for outdoor sport or recreation*, Meeting the challenge climate change, flooding and coastal change (paragraphs 147 to 163) *requirement for major development to incorporate sustainable urban drainage systems to include minimum operational standards and maintenance arrangements*, Conserving and enhancing the natural environment (paragraphs 168 – 181) – *wholly exceptional reasons to exist together with a suitable mitigation strategy to justify the loss/deterioration of irreplaceable habitats*, Conserving and enhancing the historic environment (paragraphs 182 – 198) *limited change from NPPF*, Facilitating the sustainable use of minerals paragraphs 199 – 206) – *limited change from NPPF*.

27. Relevant National Planning Practice Guidance

28. A Landscape Character Appraisal of Bolton (October 2001).
29. The Planning System in England and the Protection of Historic Parks and Gardens - Guidance for Local Authorities (The Gardens Trust).
30. Golf in Historic Parks and Landscapes (English Heritage, 2012) -archived and superseded by the publication of NPPF but considered to be a useful advice and guide including the provision of case studies.
31. The Setting of Heritage Assets: Historic Environment Good Practice Advice Note 3 in Planning (Historic England 2017) and Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning Note 2 (Historic England 2015)
32. Conservation Principles for the Sustainable Management of the Historic Environment (Consultation Draft, 2017)
33. Planning (Listed Building and Conservation Areas) Act 1990 s. 66 - General duty as respects listed buildings in exercise of planning functions.
34. Standing Advice for Ancient Woodland and Veteran Trees (2018) - Forestry Commission England and Natural England - applicable to all Local Planning Authorities in England.
35. Consultation draft of Greater Manchester Spatial Framework (2016) - this document represents a spatial framework prepared by the ten Greater Manchester local authorities to guide the development of the conurbation over the next 20 years (to 2035). This consultation draft was published in October 2016 and planned for the amount of housing and employment development which was to be provided between 2015 and 2035, where this development will be focussed, how it would support the delivery of key infrastructure required and set out how important environmental assets would be protected. Allocations

included land outside the urban area and defined a new Greater Manchester Green Belt. This draft is under review and it is intended that a new consultation draft is consulted upon in summer 2018. Very little weight can be given to the current consultation draft.

36. Northern Powerhouse Strategy (2016)

37. DCMS Sporting Future (December 2015)

38. Greater Manchester Strategy (2017)

Analysis

39. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

40. Applications which are not in accordance with Development Plan policies taken as a whole should be refused unless material considerations justify granting permission.

41. Similarly, proposals which accord with the Development Plan should be approved unless there are material considerations which would justify a refusal of permission.

42. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan as whole and then take account of other material considerations.

43. The main issues in relation to the proposal are:-

- * highways;
- * public rights of way;
- * ecology/biodiversity;
- * trees / woodland;
- * the living conditions of adjoining occupiers;
- * local and regional economy;

- * housing need/requirements;
- * mineral extraction;
- * proposed local centre provision, hotel and academy facilities;
- * sporting provision / health
- * infrastructure;
- * agricultural land / local business / farms;
- * surface water drainage / flooding;
- * sustainability (buildings);
- * land stability/ground conditions and coal mining;
- * design;
- * impact on the Listed Park and Garden, other designated heritage assets and non-designated heritage assets;
- * landscape / visual impact;
- * green belt; and
- * the planning balance.

Impact on highways

44. Core Strategy Strategic Objective 6 seeks to ensure that transport infrastructure supports all the aspects of the spatial vision and that new development is in accessible locations and makes the best use of existing infrastructure. In addition, Core Strategy Strategic Objective 9 aims to improve road safety by ensuring that neighbourhoods are attractive and well designed.

45. Core Strategy policy P5 and S1 seek to ensure that new development proposals take account of accessibility of transport prioritising pedestrians, cyclists, public transport users over other motorised vehicle users, design developments to be accessible by public transport, servicing arrangements, sufficient parking, transport needs of people with disabilities. Major trip generating developments would need to be supported by a Transport Assessment. Core Strategy policy S1 seeks to ensure that the Council and its partners will promote road safety in the design of new development and also target expenditure on road safety to locations with the worst safety record.

46. Appendix 3 of the Core Strategy provides car, cycle, motorcycle and disabled parking standards for a range of new development proposals. In addition, guidance contained within the Accessibility, Transport and Safety SPD covers a range of highways related matters including provision of facilities for people with disabilities, provision for pedestrians, cyclists, public transport and car parking. In addition, the SPD provides guidance on highway design, Transport Assessments/Statements, Travel Plans, Infrastructure provision and the means for securing such provision.

47. Paragraph 32 of the National Planning Policy Framework provides that developments that generate significant amounts of movement should be supported by a Transport Assessment with Plans and decisions taking account of the following:

- opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

48. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of highways matters there are limited change between NPPF and the consultation draft.

49. Officers consider that whilst the Core Strategy policies P5 and S1 were adopted prior to publication of the NPPF are consistent with the NPPF and can be given significant weight. NPPF para. 32, as set out above, provides the test for assessing whether the impact of a proposal on the highway network is sufficient to refuse planning permission in itself.

50. The congested nature of the existing road network is one of the key concerns of local

residents with the additional concern that the proposed development would increase congestion and harm highway safety.

51. A Transport Assessment (TA) was submitted as part of the application and is found in Appendix 11.1 of the Environmental Statement. As part of the application process all key highways consultees have assessed the proposal including the Council's Highways Engineers/Local Highway Authority (LHA), Transport for Greater Manchester (TfGM), Highways England (HE) with comments on the potential impact on the highway network from the adjoining boroughs of Salford and Wigan. In terms of reviewing the submitted TA, the LHA commissioned AECOM to undertake an independent review. TfGM reviewed the information in terms of the impact on the key route network and Highways England reviewed the TA in terms of the impact on the Strategic Route Network.

52. The review by the LHA, TfGM and HE concluded that the applicant should undertake additional 'Vissim Micro-Simulation' modelling to support the application. The benefits of using a Vissim model is that it can model whole networks at once rather than individual junctions. The Vissim model was submitted by the applicant in November 2017 and has been reviewed by the Council's consultant AECOM.

53. The Council's Highways Engineers have confirmed that the traffic surveys were undertaken between 07/10/15 and 20/10/15 and the base date of the actual TA was 20/10/15. National guidance on undertaking traffic surveys indicates that October is a neutral month, avoiding school holiday periods. Video turning movement surveys and queue length surveys were undertaken. The aim was to capture peak traffic conditions.

54. Trip generation for all aspects of the proposed development (not including when golf tournaments would take place) equates to 809 two way trips in the AM peak and 918 two way trips in the PM peak.

55. The proposal would provide for a number of changes to the existing network including:

- A new link road linking Chequerbent roundabout with Platt Lane to the south would be provided. The road would initially serve the Ryder Cup event and after the Ryder Cup would provide the access to the residential development of the Western fields. Whilst the link road would require the benefit of planning permission in itself it would be accessed by enlarging the existing fifth arm at the Chequerbent roundabout and would provide a two lane section entering the roundabout with a single lane exiting onto the new link road. This would be secured through a s.106 agreement. It is noted that the principle of enhancing the fifth arm of Chequerbent roundabout was established during the recent Persimmon planning appeal;
- Provision has been made within the proposed legal agreement that if the promoted Westhoughton by pass scheme is ready to be delivered and completed prior to the hosting of the Ryder Cup, then the applicant will make a contribution to the Westhoughton Bypass Scheme for the sum of the proposed link road which amounts to £4.92m;
- Improvements to Chequerbent roundabout by increasing the Snydale Way south bound running lanes from two to three which will continue around the roundabout at Chequerbent with spiral lane markings - i.e. a driver will stay in the same lane from entering the roundabout to exit - this improves capacity, flow and safety. With increased lane discipline, traffic in the left lane turning left into the A6 Manchester Road and south via the new link road; middle lane for traffic travelling south west via Park Road; and right lane for traffic travelling west along the A6 Manchester Road;
- Junction 5 M61 - widening and provide radius improvements at the entry points into the circulatory carriageway of the roundabout. Provision of a 3rd lane on Snydale Way on the north bound approach to the Junction 5 roundabout;
- Four Lane Ends - proposed minor mitigation measures including the increased length of the right turn filter lanes;
- Leigh Road/Cricketers Way - removal of some central hatching to provide additional stacking space for queuing vehicles onto Cricketers Way and to enable more vehicles to turn down Leigh Road;
- Golf course, hotel and Academy access points - creation of a ghost island priority junction within the existing central hatching and the provision of three additional

pedestrian refuges. Deemed to be acceptable in design and safety terms;

- New access point off the A6 Manchester Road to provide access for the first phase of residential development in the northern part of the Western fields site which is deemed to be acceptable in design and safety terms;
- Dearden's Farm - accessed from Manchester Road via a ghost island. Deemed to be acceptable in design and safety terms;
- Broadway - currently serves c. 55 dwellings. The existing road complies with the Council's residential roads for adoption in relation to road widths and visibility splays. A review of Traffic Regulation Orders would be required as well as discussions with the Greater Manchester Emergency Services for compliance with their requirements. This would be completed at the detailed design stage. Future numbers and design would be the subject of a subsequent reserved matters planning application. Deemed to be acceptable in design and safety terms;
- Woodlands Drive - is an existing unadopted residential road serving in the region of 17 dwellings, a nursing home and farm. A further 9 residential units could be provided in this location (subject to a detailed reserved matters application).

56. In terms of the impact of the proposal and the projected increase in trip generation from the development the LHA has concluded as follows:

- The combination of improvements to Chequerbent Roundabout with the implementation of the link road is forecast to significantly reduce the level of congestion at Chequerbent Roundabout e.g. the AM and PM peak total queue lengths in Passenger Car Units (PCU) reduces from 66 and 341 in the base year to 21 and 27 in the future years model with growth and development. This clearly shows the combination of mitigation measures will both support the level of development proposed and also ease existing congestion issues.
- M61 Junction 5 - the improved flow of traffic at Junction 5 has the knock-on effect of removing traffic backing up on the westbound off slip road of the M61. The improved flow reduces opportunities to pull on to the circulatory carriageway from the east bound slip which in the model sees queues extending further back onto the motorway slip road;

- Improved flow at the Junction 5 roundabout also impacts on the south bound A58 with increases in queue length. The increase in PCU length is from an average of 7 PCU and maximum of 71 PCU in the base model to an average of 22 PCU and maximum of 84 in the growth/development scenario (Source: VISSIM model);
- the implementation of the link road will essentially remove traffic from the Park Road/Platt Lane junction as the VISSIM model forecasts that most traffic will divert to the new link road.
- Four Lane Ends - the AM and PM peak total queue lengths for passenger car units reduces from 98 and 76 in the base year to 82 and 74 in the future years model with the level of both committed development and the proposed development including mitigation. This junction would still be operating over capacity, albeit with an improvement on the existing situation;
- Leigh Road/Cricketers Way - modest level of additional capacity would be created after the proposed works are complete (0.3% increase).

57. This modelling and analysis takes into consideration the level of committed development (including the approved Lee Hall/Persimmon residential development of 300 dwellings) and this includes an allowance for growth in vehicle movement.

58. The LHA's overall conclusion in terms of the operation of the local highway network is that any increases in queue length at some times and / or locations are offset in terms of the overall network improvement offered by the new link road and mitigation at Chequerbent roundabout. The LHA also notes that the applicant has not explored the potential for trip redistribution on the strategic and local highway network through the implementation of the link road. Increased capacity may result in changes in travel patterns which may have a beneficial impact on some of the most congested junctions.

59. In respect of consultations with the two adjoining Salford and Wigan Councils, comments were received during the initial round of consultation. Both Council's raised no objections to the proposal but requested that the applicant reconsider the assumptions made within the initial Transport Assessment with specific regard to trip generation / distribution and committed developments. Detailed comments were made with regard to

enhanced links to public rights of way in Wigan, potential improvements to parking at Atherton Station, potential for enhanced cycling parking at train stations and the requirements for a number of Travel Plan measures (Car sharing and Electric Car Charging Points).

60. Subsequently the applicant has undertaken further modelling work. Both Wigan and Salford Councils have recently confirmed that they do not object to the proposal including with respect to the potential impact of the proposal on their local highway network. Officers from Salford Council have recommended that given the scale and significance of the proposal that there is potential to maximise opportunities for sustainable travel and to provide funding to enhance public transport in the area.

61. Officers consider that whilst capacity on trains during the peak AM and PM period is limited the matter of capacity on trains is something which the train operating companies, Network Rail and the Department of Transport are responsible for. A contribution from a local development would not influence the number of trains which run.

62. The applicant has submitted an Interim Travel Plan for the proposed Golf Resort together with a residential travel plan. It is considered that through the completion and implementation of a full travel plan, employees of the Golf Resort and occupiers of the new residential development will be encouraged to travel as sustainably as possible maximising the use of other modes of transport other than the private car. It is considered that through the submission and approval of full travel plans and subsequent implementation and monitoring of these plans, opportunities for adopting sustainable travel plans and reducing car travel will be maximised.

63. The applicant has committed to the provision of car sharing bays and Electric car parking / charging bays and the provision of cycle parking within the Golf Resort development. Further details of the Travel Plan for the Golf Resort would be developed prior to commencement of these aspects of the proposal.

64. Highways England have recently stated that they have no objections to the proposed development subject to (i) the proposed improvements at the roundabout adjacent to Junction 5 of the M61 (ii) consultation on the Events Transport Management Plan and (iii) a proposed Travel Plan for the proposed development. All of these requirements would be conditional upon any approval.

65. It is noted that Network Rail have also commented that due to a potential increase in the footfall at railway stations, predominantly as a result of hosting the Ryder Cup event developer contributions should be considered to provide full funding for enhancements at rail stations. The applicant has agreed to enhance cycle parking at rail stations together with improvements to existing public rights of way which provide direct links to the application site from train stations in Wigan.

Impacts of the Ryder Cup/future golf tournaments

66. The proposed golf course, hotel and clubhouse have been designed to be capable of hosting the largest professional championship golf tournaments, with the objective of securing the rights to host the 2026 Ryder Cup. The Ryder Cup usually attracts in the region of c.70,000 spectators, c.7,000 staff and c.1,500 media personnel to the key competition days of Friday, Saturday and Sunday with less numbers to the practice days of Wednesday and Thursday. The logistics of catering for this number of visitors to the Hulton Park Estate will require a detailed Event and Travel Management Plan to be agreed by all partners and stakeholders in advance of any competition.

67. To support this application the applicant has submitted an Interim Event and Travel Management (IETM) Plan that sets out numbers and modes of travel based on analysis of the Ryder Cup tournaments previously staged at Gleneagles in 2014 and Celtic Manor in 2010.

68. The proposed main Staging Area is proposed to be located in the Western Fields providing c. 3,000 VIP Parking spaces and an area of c. 50,000 operating as a bus terminal. The new link road would provide access to this area.

69. Based on previous experience at Ryder Cup events, the spectators and staff will arrive by a variety of modes of transport including the car. As detailed within the Interim Event and Travel Management (ETM) Plan it is envisaged that the following facilities will be available for golf tournaments. The IETM Plan also includes an estimate of how attendees at the tournament would travel to the event:

- **Park and Ride facilities** - will be required at numerous locations. The applicant has a number of locations within their control and other existing areas of major parking that they would be able to use. It is envisaged that around 45,840 visitors and 3,750 staff will use the Park and Ride facility.
- **Train** – there are three train stations in relative close proximity to the site including Hag Fold and Atherton in Wigan to the south and Daisy Hill to the west in Westhoughton. The Interim ETM Plan proposes visitors can use spare capacity in the off peak period with opportunities to run 'Ryder Cup' special trains would be investigated. It is likely that shuttle buses would be proposed at either Daisy Hill or Atherton stations. People could also walk to the Course from these stations.
- The Plan suggests that c.6,910 visitors and 235 staff will travel to the event by train.
- **Coach and bus** – this includes both the use of existing bus services and with the majority being organised coach trips from a variety of locations including city centres and large hotels. These movements would access the site via the bus terminal. It is estimated c.10,650 visitors and c.1,797 staff will travel to the event by coach and bus.
- **Car** - up to 3,000 VIP spaces would be made available within the main staging area. Places would need to be pre booked. Measures are also proposed to prevent visitors informally parking on the highway within the surrounding area. It is estimated c. 6,600 visitors and 750 staff as well as 1,500 media personnel will utilise the onsite parking.
- **Cycling and walking** - a limited number of trips, mainly staff, will be made on foot or by bicycle to the site. Pedestrians will be signed to the main tournament staging area via the new link road which will include a footway/cycleway. The

Interim Event and Travel Management Plan therefore only estimate around 468 staff to travel to the site via this mode.

70. The Council's Highways Engineers have commented that as the proposal is a significant event it will have an impact on the highway network for the short period of the event. The Interim Plan seeks to minimise this impact when also combined with a comprehensive Traffic Management and Control Strategy.

71. Based on information detailed in the TA it is calculated that 1,200 vehicles would arrive between 0700 and 0800 which would also depart between 1800 and 1900 hrs. Most vehicles would come via the Strategic Route Network/motorway. There will be significant numbers of vehicles which would be using the highway network.

72. The Council's Highways Engineers stress that this must be considered in the context of the improvements / proposed mitigation measures proposed on the local highway network. If this application is approved and the applicant is successful in bidding for the Ryder Cup then a Full Event and Travel Management Plan and Traffic Management and Control Strategy would be developed and approved prior to the hosting of any events at this location. This will require significant pre planning with all key stakeholders.

73. Officers consider that the potential harmful impacts of hosting a golf event can be mitigated against/minimised to an acceptable level and given the length of time which is leading up to a future event there is sufficient time to develop detailed mitigation measures.

74. In conclusion, officers consider that the transport implications of the proposal have been properly assessed and reviewed and that there would be net benefits to the existing local road network by providing the changes to the road network as summarised in paragraph 55 of this report. The measures which would be secured through the development of full Travel Plans for both the Golf Resort and the proposed residential development, together with measures proposed on site in the form of secure cycle parking provision, electric and car sharing bays, would ensure that the benefits of the

scheme are strengthened. In respect of the impact of hosting the Ryder Cup event and other smaller events, they have the potential to generate large amounts of trips. Officers consider that the Interim Event and Travel Management Plan is robust enough to provide the basis of a fully developed Plan. Once implemented during events the measures contained within the Plan would be capable of mitigating / minimising highway problems.

75. It is considered that in respect of highways matters the proposal would comply with the development plan (Policies S1 and P5) and other material considerations (NPPF). It is also clear that the proposal would not result in residual cumulative impacts which are severe and so not engage the last part of paragraph 32 of the NPPF.

76. In the event that either the applicant brought forward the link road, or the Council in partnership with the applicant brought forward the wider Westhoughton bypass linking into the Gibfield Park development prior to the Ryder Cup development, it is considered that the highways related benefits of the scheme would accrue to existing users of the local highway network once complete/in a much quicker time frame than originally envisaged.

Impact on public rights of way

77. Core Strategy policy P5 seeks to ensure that new development proposals will ensure that developments must take into account accessibility by a range of means including cycling and pedestrians. In addition, Allocations Plan policy P8AP states that the Council and its partners will permit development proposals affecting public rights of way, provided that the integrity of the right of way is retained.

78. Guidance contained within paragraphs 69 to 78 of NPPF highlights the planning system's important role in facilitating social interaction and creating healthy, inclusive communities. Paragraph 73 states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. In particular paragraph 75 states planning policies should protect and enhance public rights of way and access, with local authorities seek opportunities to provide better facilities for users.

79. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of public rights of way matters there are limited changes between NPPF and the consultation draft.

80. The Council's Public Rights of Way (PRoW) team have provided detailed comments on the proposal and have confirmed that the proposal will affect a total of 10 public rights of way which are located within the application site including WES 211, 139, 137, 138, 136, 135, 134, 130, 128, 129, 127 and 126.

81. The Council's PRoW officer concludes that the public rights of way through the site have been identified and considered within the design of the scheme prior to submission in consultation with the Council's Public Rights of Way officer and the Footpath User Group. As a result a Public Rights of Way Strategy was submitted with the initial submission which includes detailed plans for the provision of a new Public Right of Way which is entitled the Hulton Trail. The public right of way (WES 139, 137, 133) which runs in a north south direction through the proposed area known as the Western fields proposal would be realigned to run along the western side of the residential development along the line of the former railway line.

82. The applicant has submitted additional information to show locations and the potential type of access restrictions on the new PRoW/Hulton Trail. The benefits of the new Hulton Trail are as follows:

- Improved access, wayfinding and upgraded surfaces to all footpaths;
- Formalisation of an existing railway path along the edge of the Registered Park and Garden;
- Indicative overall increase in total PRoW length of 950 metres plus the formalisation of 1,526 metres of path as PRoW.

83. It is important to recognise that currently there is limited authorised public access to the Listed Park and Garden. Footpath WES134 runs from the North of Belgrave Spinney

towards Dog Kennel Wood in the south east, eventually leading to Wood End Farm, WES 130 and WES129 runs through the south western corner of the Park. It is acknowledged that:

- there are a number of footpaths which run alongside the Park providing opportunities for views into the Park;
- that the fields in which the footpaths are located provide an important part of the setting of the Listed Park; and
- these footpaths provide a valuable and appreciated amenity to existing residents who use them.

84. However, while a number of footpaths would be diverted officers consider this harm would be offset by the benefits of a greater length of Public Rights of Way which would be a multi user route which would potentially benefit a larger section of the local population and, as a consequence, have the potential to provide broader health and well-being benefits.

85. Officers from Wigan Council have provided detailed comments on the proposal and have requested that footpath links to the site from the south (Wigan) from both Hag Fold and Atherton are improved to encourage access to the Hulton Trail network. In addition, Wigan Council PRow team have also asked for a new pedestrian and horse crossing across the A579 Newbrook Road. It is understood that the applicant is currently considering this request. Further information will be provided to Members by way of the Supplementary Information list.

86. Officers from the Ramblers Association are broadly supportive of the proposals (as they relate to footpath matters) which include a net increase in the length of the footpath network, new signage, creation of a multi user route, linkages between Newbrook Road and the west of the site and a welcome proposal to create a formal PRow along the old railway line. They state that the development would:

'...add greatly to the enjoyment of the remaining countryside and encourage local

residents to make use of what are now somewhat neglected Rights of Way north of the A6.'

87. In conclusion, the proposal would provide a new and enhanced network of public rights of way which over time could contribute to a wider circular Hulton Trail which links in with the Cutacre Country Park to the east. Whilst the proposal would not comply with the requirement of protection of the integrity of all public rights of way as required by Allocations policy P8AP and the first part of paragraph 75, the quality and quantity of the proposed replacement would provide enhanced provision which could be used by a wider number and type of users. This is a material consideration which outweighs any minor loss of integrity to the existing PRow network. This is a substantial benefit of the scheme.

Impact on ecology/biodiversity

88. The aim of Core Strategy Strategic Objective 12 is to protect and enhance Bolton's biodiversity. Core Strategy policy CG1.1 seeks to ensure that the Council and its partners will safeguard and enhance the rural areas of the borough from development that would adversely affect its biodiversity including trees, woodland and hedgerows, geodiversity, landscape character, recreational or agricultural value or its contribution to green infrastructure, reducing flood risk and combating climate change.

89. Guidance contained within NPPF states that in order to achieve sustainable development the planning system has three key roles. The third (environmental) role places a requirement for the planning system to contribute to protecting and enhancing our natural, built and historic environment, helping to improve biodiversity as an integral part of ensuring the planning system contributes to achieving sustainable development (Paragraph 7) and a Core Planning Principle (Paragraph 17). The aim is to move from a net loss of bio-diversity to achieving a net gain for nature (Paragraph 9), to establish coherent ecological networks that are more resilient to current and future pressures.

90. Paragraph 118 of NPPF provides guiding principles for Local Planning Authorities when determining planning applications including:

- development proposals where the primary objective is to conserve or enhance biodiversity should be permitted;
- opportunities to incorporate biodiversity in and around developments should be encouraged; and
- planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.

891. Officers consider that Core Strategy Strategic Objective 12 and Core Strategy policy CG1.1 are consistent with the NPPF and can be given significant weight. Additionally, the relevant sections of the NPPF provide a more detailed consideration of biodiversity and ecological matters and should be taken into account.

92. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of public rights of way matters there are limited changes between NPPF and the consultation draft.

93. In terms of designations within the application site there are four Sites of Biological Interest (SBI): (i) Mill Dam Wood SBI located in the South Eastern corner of the site (Category B), (ii) Hulton Park SBI itself (Category B), (iii) New Park Wood SBI (Category B) and Carr Brook Mere (Category B). There is one other SBI located adjacent to the application site, Gorses Wood SBI (Category A).

94. In respect of the SBIs which are located within the application site or adjacent to the site they have been designated primarily for importance of the established woodland located within those areas including the habitats and flora and fauna which this supports. In summary, the important features of each SBI are as follows:

- ***New Park Wood SBI*** - An area of broadleaved woodland that is a mixture of semi-natural and plantation. The majority of the semi-natural woodland has been

identified as ancient on the Ancient Woodland Inventory (Natural England 2007). Several ponds are present together with a small area of grassland. The habitats present are UK or Greater Manchester Biodiversity Habitats.

- **Hulton Park woodland** – A large mature estate with a number of woodlands varying in complexity and structure, with both plantation and semi-natural broadleaved woodland. The woodlands and surrounding agricultural landscape supports a high number of ponds. The woodlands and ponds are priority habitats in the Greater Manchester Biodiversity Action Plan. The acidic ground flora support large areas dominated by creeping soft grass or wavy hair-grass in addition to bracken and bramble. Elsewhere, the ground flora is characteristically dominated by bluebells and broad buckler fern with local dog's mercury. Additional species include red campion, foxglove, heath bedstraw, male fern and the moss *Polytrichum formosum*. The woods and surrounding fields supports a number of small ponds, some of which are over-shaded by invasive rhododendron and supports little aquatic or emergent vegetation.
- **Carr Brook Mire** - A small area of marsh in association with Carr Brook. Marsh is a Greater Manchester Biodiversity Habitat.
- **Mill Dam Brook** - A mature beech plantation woodland with valley side semi-natural broadleaved woodland forming part of a complex of estate woodlands. Additional habitats include a lake, willow carr and valley side flushed grassland communities. Wet woodland is a UK Biodiversity Priority Habitat with lakes (large areas of open water) being a Greater Manchester Biodiversity habitat. Invasive Himalayan balsam is present at the head of the dam.
- **Gorses Wood** - An area of oak/birch woodland with associated ponds. Such habitats are UK Biodiversity Priority Habitats. The ponds support great crested newts, a UK Biodiversity Priority Species. Reference is made to the presence of a number of amphibians, mammals, birds and damsel fly and dragon fly.

95. The applicant submitted detailed ecological information at the initial submission stage within the Environmental Statement (Chapter 10 and ES Appendix 10.3). It is considered that the survey information submitted at that stage was carried out by suitably qualified

ecologists and are to appropriate standards and was comprehensive.

96. Officers from Greater Manchester Ecology Unit, the Council's Wildlife Liaison Officer and Natural England have commented on the proposal together with comments received from other consultees / interested parties including the Woodland Trust/Ancient Tree Forum and the Lancashire Wildlife Trust. Following comments received from consultees the detailed initial submission has been recently updated in January 2018.

97. GMEU have provided detailed comments regarding the submission of additional detail in January 2018 (Environmental Statement Addendum Chapter 10, Interim Landscape and Habitat Management Plan). They acknowledge that there has been a considerable shift in the design of the mitigation offered. Particular reference is made to the works to Gorses Wood SBI and the Pretoria Pits Local Nature Reserve (part of New Park Wood SBI). The amended submission provides for:

- Green roof on the Clubhouse c. 60%;
- Park End Farm farm buildings redesign around retained farm buildings and consequently the ability to retain the bat roosts they support;
- Increase in pond numbers within the scheme and at/adjacent to Gorses Wood SBI;
- Increase in provision of hedgerows by 1.5km which will improve the habitat for hedge birds;
- Strengthening of wildlife corridor at southwest of site (includes new pond provision adjacent to gcn temporary reserve area);
- Provision of 5 bat 'hotels' as compensatory bat roosting facilities;
- Increase in number of barn owl boxes (3 proposed);
- 13th hole realignment of the bridge and clarity of design which has eliminated the need for a culvert and the cut and fill is less damaging ecologically of the SBI woodland it crosses;
- Consolidation of the scheme with identification of different phases of the proposal and how each biodiversity resource will be protected or mitigated for, along with

the restructuring of the approach;

- New woodland planting (Gorses Wood);
- Production of an Interim Landscape Habitat Management Plan (ILHMP).

98. GMEU officers consider that the most significant outstanding item is the process and management of the desilting operation of the central lakes. The outline strategy resolves some of the concerns GMEU had previously highlighted. They note that the desilting operations can use the existing routes and golf construction routes without resulting in additional tree removal or impacts to the SBI's. They comment that the amount of material to be removed is not inconsequential (58,000 cubic metres). It is clear that the strategy to determine where exactly the material is stored and whether it is contaminated with Japanese Knotweed needs to be detailed prior to this work commencing. This would include discussions with the Environment Agency. Conditions are required to ensure there is no damage to features of biodiversity value.

99. Officers from GMEU acknowledge that the grassland located within the Park End Farm is of SBI quality and would be lost as part of the residential development, compensation is provided within a substantially greater area of wildflower rich grassland on the golf course.

100. Whilst GMEU officers are disappointed that some elements of the scheme could not be achieved e.g. to retain the Great Crested Newt ponds at the Golf Academy and species rich grassland at Park End Farm they have taken a balanced approach concluding that the proposal would '*meet the necessary local and national policy*' i.e. there is a net gain of biodiversity interest across the site. They recommend that the ecological enhancements are secured by way of planning condition and through the legal agreement.

101. Officers consider that if development commences it will have an adverse impact on the site over a large area. Where areas of grassland and woodland would be lost it is considered that some mitigation should be front loaded including the provision of new

ponds, the management of the Pretoria Pits Local Nature Reserve and woodland planting at Gorses Wood.

102. It is considered that the measures proposed within the Interim Landscape and Habitat Management Plan will provide the basis to ensure that the ecology / biodiversity of the site will be protected throughout both the construction periods of the various elements of the project, and would allow for the enhanced management and maintenance of the site over a long time period.

103. Taken as a whole the overall development would result in a net gain in biodiversity of the site with the benefit of the site being managed in the long term which is a extremely positive given the lack of management the wider site has had over previous decades. The key to the success of the net gain would be to secure the implementation of the Construction Management Plan and the Landscape and Habitat Management Plan which will ensure the retained habitats are managed and protected throughout the development process and the lifetime of the development.

104. Therefore, it is considered that the proposal complies with Core Strategy CG1 and also policy contained within the NPPF in relation to biodiversity.

Impact on trees / woodland

105. Core Strategy policy CG1 states that the Council and its partners will safeguard and enhance the rural areas of the borough from development that would adversely affect its biodiversity including trees, woodland and hedgerows.

106. National Planning Policy Framework (NPPF) notes: paragraph 109 that "... the planning system should protect and enhance valued landscapes ..." (para. 109) and that "planning permission should be refused for development resulting in the loss or deterioration of irreplaceable habitats, including ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss." (para. 118).

107. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of tree and woodland guidance there has been limited changes between NPPF and the consultation draft.

108. Forestry Commission (FC) and Natural England (NE) standing advice notes state that:

- "Ancient wood pastures and historic parkland can be a distinct form of ancient woodland. Many have not been included on the Ancient Woodland Inventory because their low tree density meant that they didn't register as woodland on historical maps. Where ancient wood pastures are identified they should receive the same consideration as other forms of ancient woodland."
- "'Veteran trees' are trees which, because of their age, size or condition are of cultural, historical, landscape and nature conservation value. They can be found as individuals or groups within ancient wood pastures, historic parkland, hedgerows, orchards, parks or other areas."
- "Planning authorities should refuse planning permission for developments that would lead to loss or deterioration of irreplaceable habitats unless the need for, and benefits of the development in that location clearly outweigh the loss."

109. In terms of the weight to be attached to Core Strategy policy CG1, the relevant paragraphs of NPPF and the Forestry Commission / Natural England standing advice, it is considered that the Core Strategy provides a broad principal of safeguarding and enhancing and is consistent with the NPPF such that it can be given significant weight. The NPPF guidance provides some additional detail in relation to ancient woodland with the decision maker having to assess the balance of the harm created by a proposed development against the benefits of the development.

110. As part of the submitted Environmental Statement (Chapter 10 and ES Volume 4,

Appendix 10.3) which includes an Arboricultural Impact Assessment the applicant has sought to take into account the effects the proposals will have on the wider habitats that are associated with the presence of woodlands and trees. The submission of additional detail in January 2018 (Environmental Assessment Addendum) also includes the provision of an Interim Landscape and Habitat Management Plan (LHMP) together with an Interim Construction and Environmental Management Plan (CEMP) which details how, amongst other things, existing/retained habitats will be protected throughout the construction period and how the site will be managed in the long term.

111. As detailed within the original GMEU comments, the mature woodlands located within the site are one of the most important ecological receptors to be affected by the proposals. The majority of the estates woodlands are also locally designated as sites of Biological Importance (SBI's) under Grade B status. Both parts of this application propose some woodland felling and tree removals in areas of mature woodland, parkland trees, individual trees, hedgerows, through to naturally regenerated areas within silted up areas of formerly open ponds and lakes.

112. Comments have also been received from Natural England, the Woodland Trust and the Council's Trees and Woodland Officer (TWO).

113. The Woodland Trust have raised strong objection to the proposal in respect of tree loss, as have a large number of residents. In summary, the Woodland Trust has commented as follows:

- The site is not a degraded tree-scape – underestimation of the current value of mature and veteran tree resource – there is a substantial number of high value trees and groups of trees within the area;
- Deterioration of protected heritage assets should not be taken into consideration in decision making;
- Large amount of priority wood pasture and parkland;
- The trees located within the Park, form an integral part of the characteristics of the

Listed Park and Garden, they are therefore heritage assets in their own right.

- Protection is required adjacent to new/enhanced woodland footpaths to reduce trampling especially during golf tournaments;
- Use of fertilizer on golf course and impact of drainage on woodland;
- Unacceptable tree loss – high number of Category A and B trees and groups of trees and hedges being removed.

114. The applicant has provided a rebuttal of the Woodland Trust and Ancient Tree Forum comments:

- Speculation over the future with no consideration of mitigation in assessing the effects of the proposals;
- Conflation of the status of woodland pasture and parkland being the same as Ancient Woodland;
- Reference is made to the 2002 Listing of Hulton Park as an RPG – this should not be the baseline for considering tree and woodland issues. A large amount of specimen trees have been lost over time;
- Deterioration of the site is as a result of long term inaction and a change to management of the site by intensive grazing.

115. Natural England do not object to the development proposals. They state they have undertaken a preliminary investigation of the woodlands in Hulton Park and can confirm that New Park Wood in the south of the Park is on the ancient woodland inventory. There is currently no evidence to support any additions to the ancient woodland inventory at Hulton Park. The other woodlands within Hulton Park appear to be 18th Century parkland plantation. They have provided a copy of their standing advice on this matter. The aim of the advice is to help planners to decide if there is a 'reasonable likelihood' of Protected Species being present or whether development will result in the loss or deterioration of ancient woodland or veteran trees. For protected species, it also provides advice on survey and mitigation requirements; whilst for ancient woodland, it includes protection and mitigation requirements.

116. The Council's Trees and Woodland officer (TWO) have provided detailed comments following the additional information submitted by the applicant in January 2018. The TWO notes that historic individual tree losses throughout the parkland areas and former garden areas have been predominantly due to lack of tree management within the past where the estate has generally seen a decline in tree & woodland management and increased grazing of cattle and livestock.

117. In terms of the impact of the development proposal the TWO recognises that there will be a short and medium term adverse impact on some species. In particular:

- the golf course development at Holes 3, 4, 5, 13, 14, 15, 17 and 18 would result in the loss of areas of Category A and B trees, some of which is designated as Ancient Woodland (New Park Wood). Where possible the golf course has been designed to minimise the impact on existing woodland.
- the new hotel facility (Back o'th' Lawn Wood) is the main area where there will be tree losses.

118. The Council's TWO notes that there will be the following benefits of the proposal which are:

- the inclusion of far rough and rough grassland management on the woodland edges will have a positive impact when compared with the current situation. Currently the woodland area is grazed right up to the edges. This management will encourage additional colonisation of flora and fauna.
- compensatory tree planting at the Gorses Wood SBI and enhanced woodland management at the Pretoria Pits Local Nature Reserve (part of the New Park Wood SBI).
- detailed proposals for the course management to achieve biodiversity benefits including details of grass cutting regimes will be considered as part of the detailed Landscape and Habitat Management Plan;

- management of the retained woodland habitat within the applicants control including the removal of invasive species - secured through the provision of a full CEMP and LHMP and monitored by the Council.
- Provision of an Arboricultural Clerk of Works and / or an Environmental Manager employed by the applicant. The Council would also require the appointment of an appropriately qualified team, paid for by the developer to oversee the construction works.

119. One benefit of the scheme not specifically referred to by the Council's TWO is the reinstatement of parkland trees in locations which were shown on the original park design yet have been lost over time. The applicant estimates that there are approximately 267 parkland trees which are shown on the 1890 plans which are no longer present on site. A total of 165 new parkland trees are to be provided in the approximate historic locations. However, the applicant also notes that 102 parkland trees which have been lost over time cannot be replanted due to the golf course design.

120. In conclusion the Council's TWO states that there will be substantial tree planting, woodland creation and management proposals being offered in mitigation of tree losses.

121. Officers consider that the proposal would safeguard retained woodland and trees throughout the construction process and over time would result in enhanced woodland and tree management both within the application site and on adjoining land. In addition, there will be substantial tree planting to mitigate tree losses. It is noted there will be short and medium term loss of high value woodland. However, in compliance with guidance contained within the NPPF (para. 118) the benefits which would accrue through the proposed mitigation (new woodland habitats) and perhaps more importantly the enhancements to existing woodland through enhanced management and maintenance of the retained woodland would on balance outweigh the loss of trees and woodland proposed.

Impact on the living conditions of adjoining occupiers

122. Core Strategy policy CG4 seeks to ensure that new development proposals are

compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. It also seeks to ensure that development does not generate unacceptable nuisance by way of odours, fumes, noise or light pollution nor cause detrimental impacts upon water, ground or air quality. Development proposals on land affected by contamination or ground instability must include an assessment of the extent of these issues and any possible risks. Development will only be permitted where the land is, or is made suitable for the proposed use.

123. In the context of the Core Strategy amenity is defined as follows:

'A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the interrelationship between them, or less tangible factors such as tranquillity.'

124. Guidance contained within NPPF para. 109 states that the planning system should contribute to and enhance the natural and local environment by amongst other things: 'preventing...development from contributing to or put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability...'. In addition, paragraph 121 states it should be ensured that the site is suitable for the proposed use in relation to ground conditions and land instability.

125. Furthermore paragraph 123 of the NPPF states planning decisions should aim to: (i) avoid noise from giving rise to significant adverse impacts on health and quality of life, (ii) mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise including the use of conditions and (iii) identify and protect areas of tranquillity and which are prized for their recreational and amenity value for this reason.

126. In addition, guidance in the NPPF also makes reference to planning policies ensuring compliance with national objectives for pollutants (paragraph 124) and take into account the presence of Air Quality Management Areas and the cumulative impact on air quality from individual sites. Reference is also made to ensure through good design limit light

pollution on local amenity, intrinsically dark landscapes and nature conservation (paragraph 125).

127. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of living conditions / air quality issues there are limited changes between NPPF and the consultation draft.

128. Officers consider that Core Strategy policy CG4 is consistent with the NPPF and has significant weight in the determination of this application as has the NPPF guidance itself.

129. The applicant has submitted a detailed Environmental Statement which provides an assessment of all the key aspects of the proposal including air quality, noise, geology, soils and contamination and water environment. The original ES was updated in January 2018.

130. The Council has sought the responses from the Pollution Control officers and the Environment Agency to assess these aspects of the proposal.

131. In relation to noise from both the construction phases, the hosting of the Ryder Cup event/other golf tournaments, and the day to day operations of the 'Golf Resort' the Council's Pollution Control officers have concluded that they do not object to the proposal. Due to the relationship of the existing dwellings on the north side of the A6 with the proposed golf academy an acoustic fence is proposed running along the shared boundary with the existing field. This would mitigate any potential noise issues in relation to the existing dwellings.

132. Officers considered that the operations of the golf course are relatively remote to any retained dwellings within the site. The overall management of the site during the construction phase across the site would be controlled through the proposed Construction Environmental Management Plan. The overall management of the site during events would be controlled by the Event Management Plan. Both these documents would

mitigate any environmental disturbance to either existing or future owner/occupiers/uses. Both these documents are in outline/interim form and more detailed plans will be required from the applicant by the LPA prior to commencement.

133. In respect of guidance contained within the NPPF, it is considered that an integral part of the existing site's character and quality is that it is an area of relative tranquillity when compared with the adjoining urban area. It is considered that the day to day operations of the golf course would not disturb that tranquillity and that the proposed Hotel facility is sufficiently remote that it would not have a significant impact on the tranquillity of the Park as a whole. Officers also consider that noise management plans could be submitted and approved which ensure noise from the Hotel complex and Clubhouse is acceptable.

134. In terms of the proposed residential development Officers consider the character of those parts of the site where they are proposed would change, providing a more urban/suburban character with a reduction in tranquillity. However, the impact on tranquillity would be limited due to the relatively low density of housing provided within the site and the relatively large areas of retained open space within the proposed residential parcels. While the Academy facility would provide an increased level of activity the impact of that activity would be mostly felt in areas which are already adversely affected by the noise from Manchester Road (A6), Snydale Way and the M61 motorway.

135. Pollution Control officers have also assessed the submitted desktop contaminated land survey information which has been submitted with the application and raise no concerns over potential contamination subject to further survey work and remediation where necessary.

136. With regard to air quality it is noted that the applicant has submitted an Air Quality Assessment in support of the proposal. Pollution Control officer have commented that the main concern would be with regard to the impacts of dust associated with the construction phase. The applicant has submitted an Outline Construction and Environmental Management Plan (OCEMP) to mitigate these impacts and has undertaken

to carry out a specific Construction and Environmental Management Plan for each phase of development. Pollution Control officers comment that the OCEMP reflects best practice detailed in IAQM Guidance on the Assessment of Dust from Demolition and Construction Site.

137. Pollution Control officers have recommended that the applicant agree dust deposition, dust flux or real time PM₁₀ continuous monitoring locations with the Local Authority and to commence baseline monitoring at least three months before work commences on site or, if it is a large site, before work on a phase commences. This would be secured by condition.

138. Pollution Control officers have also recommended that in accordance with the Air Quality addendum every new house should have one electric vehicle charging point together with ev vehicle charging points for apartments and the commercial elements of the proposal. This would be secured by a planning condition.

139. Pollution Control officers therefore do not object to the proposal and consider that the Interim Construction Environmental Management Plan provides a sound framework to develop a more detailed CEMP prior to the commencement of each phase of the proposed development. Subject to the submission of a detailed CEMP (secured through a requirement in the s.106 agreement) and full implementation of the approved document it is considered that the proposal would not result in unacceptable nuisance to surrounding land uses and occupiers. Officers therefore take the view that the proposal would be in compliance with CS policy CG4.

140. In relation to guidance in paragraph 123 (ii) of NPPF, tranquillity areas should be identified and protected. No sites within Bolton have been designated due to their value for tranquillity per se. However, it is clear from visiting the site it does have value as a tranquil setting. There are aspects of the proposal which would not comply with the need to protect tranquil areas.

141. It is considered that the proposal complies with the development plan. The matter

of the protection of tranquil areas is of relevance in the context of the character of the application site. There will be some loss of tranquillity as a result of the proposal which will primarily be within the proposed residential areas. This will be limited by the low density character of the dwellings which would be integrated with high quality landscaping and areas of public open space. Officers consider that this matter would need to be considered more fully when considering the overall planning balance of this development proposal.

142. In summary, the proposal complies with the requirements of both the development plan and NPPF in terms of being compatible with surrounding land uses and occupier and protecting amenity. Whilst there will be some loss of tranquillity in certain parts of the site, this will be limited and would not significantly impact on surrounding land uses or the amenities of local occupiers.

Local and regional economy

143. Strategic Objective 3 seeks to ensure a 'Prosperous Bolton' by taking advantage of the economic opportunities presented by Bolton town centre and the M61 corridor, and ensure that these opportunities benefit everyone in Bolton, including those people living in the most deprived areas.

144. The provision of a strong, responsive and competitive economy lies at the heart of the NPPF and the aspiration for the planning system to contribute to the achievement of sustainable development (paragraph 7). One of the Core Principles identified within the NPPF (paragraph 17) is to proactively drive and support sustainable economic development delivering the homes, businesses and industrial units, infrastructure and thriving places that the country needs. Guidance in paragraph 19 states that the planning system should operate to encourage and not act as an impediment to sustainable growth. Significant weight should be placed on the need to support economic growth through the planning system.

145. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of

economic matters there are limited changes between NPPF and the consultation draft.

146. It is considered that the Core Strategy is consistent with the NPPF and can be given significant weight.

147. The applicant has assessed the socio-economic effects of the proposal within Chapter 16 of the Environmental Statement and an Economic Impact study (ES Volume 4, Appendix 16.1) and a Social Value Assessment to support the proposed development. Within their Planning Statement they set the context for the potential economic benefits which would flow in the event that the Ryder Cup is hosted at the application site by referring to:

- Northern Powerhouse Strategy (November 2016) - which aims to boosting the local economy by investing in skills, innovation, transport and culture;
- DCMS Sporting Future (December 2015) - enhancing physical well-being, mental well-being, individual development, social and community development and economic development;
- Greater Manchester Strategy (October 2017) - provides a collective vision for Greater Manchester with a number of key aims including providing good jobs, with opportunities to progress and develop, a thriving and productive economy in all parts of Greater Manchester, a green city-region and a high quality culture and leisure offer for all, safer and stronger communities and healthy lives.

148. As discussed elsewhere, integral to the whole development proposal is that it underpins a bid to host the Ryder Cup, one of only a few 'mega events' and one which Sports England has indicated may be the third largest global sports event. If implemented, the development provides the opportunity to establish a world class golf and leisure resort which would deliver a long term investment programme to increase sports participation, support local business and strengthen the local economy.

149. The applicant recognises that based on the economic benefits of the proposal it represents a *'once-in-a-generation growth opportunity'*. The economic benefits as detailed within the applicant's submission include the following:

- Raising the international profile of Bolton and Greater Manchester through hosting a global mega event and offering the potential to attract business investment by placing the region on a world stage;
- 1,111 FTE jobs as an annual average over a 20 year period - to include construction jobs, operation of the golf resort, hosting the Ryder Cup event and jobs from the related Ryder Cup commitment programmes;
- 39,400 annual overnight stays associated with the golf resort, generating annual spend of £3 million and supporting 21 FTE jobs in the leisure and tourism business;
- 318,367 overnight stays associated with the 2026 Ryder Cup event, generating expenditure of £56.4 million on accommodation and in local shops and services. In turn supports 1,973 FTE jobs and £56 million of Gross Value Added (GVA);
- £19.3 million of additional annual household expenditure;
- £5.2 m of 'first occupation' expenditure by households moving into a new property;
- Additional public revenue to Bolton Council, comprising of £4.5 million in New Homes Bonus, up to £2 million in additional Council Tax payments and £400,000 in annual business rate revenue;
- Support the development of training via local university's, colleges and training organisations.

150. Conversely, without the opportunity of hosting the 2026 Ryder Cup, including the related pre and post Ryder Cup golf tournaments investment programme, the above benefits would not accrue from such a development and therefore the significant potential benefits that would arise from hosting a mega event would not be achieved.

151. Officers from the Economic Research team of the Greater Manchester Combined Authority, Marketing Manchester and the Council's Economic Development team have

provided comments on the proposals.

152. The assessment of the economic benefits of the scheme has been independently assessed by research officers at New Economy who have validated the economic benefits assessment. This was a technical assessment rather than an endorsement of the actual scheme as a whole. Their conclusion was that the economic assessment of the proposal was sound.

153. Marketing Manchester supports the proposal to develop a world class golf resort as outlined and has commented that tourism across Greater Manchester continues to grow at higher levels than the overall economy. The sector is worth £7.9billion to the regional economy and supports almost 100,000 jobs. This is forecast to grow at 5% per annum to 2025.

154. Tourism is a competitive industry and requires continued investment in order to compete with global destinations: the development of a golf resort of international standard within Greater Manchester will attract additional national and international visitors who, in turn, will create local employment and economic growth. Moreover, with an ambition to attract major golf tournaments, this development has the potential to place Bolton firmly in the international spotlight.

155. Researchers from Sheffield Hallam University found that the 2014 Ryder Cup generated more than £106million in economic activity for Scotland. Other key findings from the report include:

- 57 per cent of event spectators came from outside Scotland with 22 per cent travelling from overseas to attend the event;
- Attendees at The Ryder Cup accounted for a total of 133,104 bed nights during the week of the event alone whilst a further 10,793 attendees extended their stay either pre or post event, accounting for an additional 57,758 bed nights;
- Almost three quarters (73 per cent) of accommodation providers reported greater than normal takings compared with September 2013 with an average 21

percentage point increase; and

- 68 per cent of attendees from out with the country indicated that they would return again.

156. In short, the golf element of the proposal would have significant positive impact on Bolton's economy.

157. The Economic Development Team (EDT) have reviewed in detail the "Hulton Park: Economic Impact of Hulton Park and the 2026 Ryder Cup", "Hulton Park: Social Value Assessment March 2017", plus other supporting economic based evidence, alongside additional information provided by the applicant to support the application (job types etc). It is clear that this proposal will bring significant economic benefit to the Borough.

158. The EDT concurs with both GMCA Economic Research team and Marketing Manchester officers in concluding that the submission provides a detailed and justified economic and social impact case. The assumptions use recent data sources, assumptions, impact which are commonly applied in such work. The strategic case is outlined, including links to national, regional and local strategy; and wider social and cultural impacts which – alongside the potential for employment / volunteering /training opportunities - include health and wellbeing benefits.

159. The EDT also note that the development has significant strategic links to the visitor economy will help to achieve a number of targets in the Bolton Economic Strategy 2030 and Bolton Visitor Economy Strategy and, additionally, that the development of the 18 hole Ryder Cup championship golf course will enhance Bolton's visitor offer, providing an opportunity to attract major national and international events.

160. Should the application be successful, the EDT would wish to discuss how the applicant could support Bolton's major events programme, development plans for the area and other areas of partnership working.

161. Economic Development officers recommend a number of key requirements which

would need to be secured to ensure the maximum benefits accrue to local residents including:

- There are a number of references to supporting JSA claimants into work across all the key stages of the development. However, officers consider this needs be made broader to 'anyone claiming an out of work benefit'– Heads of Terms / S106 agreement would need to pick up this request
- As per above, lots of reference to supporting NEETs (not in education, employment or training) into work. This is helpful but there are plenty of young people not registered as NEET who nevertheless have barriers to work and would appreciate the opportunity of an apprenticeship. We would like to see this to be a broader reference - Heads of Terms / S106 would need to pick up this request
- We would want some commitment to working with our work and skills partnership, Team Bolton, alongside our neighbouring Authorities on all aspects of recruitment and training including working with our key local training providers on apprenticeships and other opportunities (not just large national providers). We would expect to work with Team Bolton to ring fence a number of jobs to long term unemployed local people and all claimants can access the opportunities on all aspects of the development. We would like to see a Local Employment Framework which would be secured via the S106 agreement
- Commitment to work with Team Bolton on all age work placements/ work experience – Heads of Terms / S106 would need to pick up this request
- Work with us on IAG (information advice and guidance) and aspiration for local residents – including agreeing to work with the College and University linked to sports science courses; hospitality and catering and construction/civil engineering opportunities e.g site visits; work placements etc – Heads of Terms / S106 would need to pick up this request
- We would like explore the supply chain opportunities that would be available as a result of the project and how we can ensure local suppliers are linked into all aspects of the build, fits outs etc. We would want the applicant to be working with and engaging with the GM Chamber of Commerce Bolton, Bury and Wigan

Construction Club (as well as other network opportunities) and working closely with us to maximise the impact for the town. – Heads of Terms / S106 would need to pick up this request

- Volunteering/voluntary sector- it would be encouraging to see the applicant working with local voluntary groups in the area ideally offering financial or 'in kind' support to local groups – Heads of Terms / S106 would need to pick up this request
- Health and wellbeing- Potential to engage with colleagues in Public Health on this point. In terms of bringing golf to young people and residents this is great but we might want to consider to target certain harder to reach groups within the local communities – Heads of Terms / S106 would need to pick up this request.

162. In summary, the Council's Head of Economic Development states the proposal represents a very significant opportunity for the economic prosperity of Bolton Borough. The methodologies applied with the EIA are accepted and he sees the proposal to be firmly integrated with local priorities working closely alongside the Economic Development Team and key local partners on the areas listed and maximising the social and economic benefits of this very significant development (which the applicant has committed to do). The information and requests will serve to strengthen social and economic commitments that can be made in relation to the proposed development.

163. In response the applicant has confirmed that all the above requirements would be managed by way of a Local Employment Framework which would be secured via the legal agreement.

164. Officers consider that whilst the opportunity for major inward investment and economic development provided with this application was not identified within the Core Strategy in 2011, the proposal provides a unique development which would ensure that Bolton takes advantage of this economic opportunity for the benefits of local people and the wider regional and national economy.

165. It is considered that the economic benefits provide a very significant material

consideration in the determination of this application.

Housing need / requirements

166. Strategy Objective 15 of the Core Strategy is, "To focus new housing in the existing urban area, especially in Bolton town centre, council-owned housing areas and in mixed-use developments on existing older industrial sites".

167. Core Strategy policy SC1 states that the Council will identify a range of housing sites for additional provision of 694 dwellings per annum between 2008 and 2026.

168. Paragraph 47 of the NPPF requires local planning authorities to significantly boost the supply of housing to ensure (amongst other things):

- the Local Plan meets the full objectively assessed need for market and affordable housing;
- Identify and update a supply of deliverable sites sufficient to provide 5 years worth of housing;
- Identify a supply of specific, developable sites or broad locations for growth for years 6 – 10.

169. Paragraph 49 of the National Planning Policy Framework (the Framework) sets out that where a local planning authority cannot demonstrate a five-year supply of deliverable housing sites, the relevant policies for the supply of housing should not be considered up-to-date and of limited weight.

170. The consultation draft of NPPF proposes a number key changes which include the requirement on Council's to *to use a standard methodology for housing need, for major housing development to provide 10% affordable housing (subject to a number of exclusions), the introduction of a housing delivery test and shorter commencement periods*. However, as stated above whilst the consultation draft of NPPF has recently been published it is considered that very little weight can be given to the proposed changes to NPPF policy.

171. In relation to whether the Council can demonstrate a 5 year housing land supply of deliverable sites, this matter has been considered at a number of recent planning appeals most recently the Persimmon Homes development proposal on the adjoining site (LPA ref: 94696/15).

172. The key conclusions reached from the Persimmon Homes appeal and earlier appeal decisions in Bolton are that:

- The housing requirement, as set out in the Core Strategy was based to a large extent on the revoked Regional Spatial Strategy (RSS) figure established prior to the publication of the Framework. Reliance can no longer be placed upon such a figure it being derived from a now revoked plan and cannot be considered to be reflective of the Full Objective Assessed Need (FOAN).
- based on a date of March 2016, it was agreed that there was a maximum housing land supply of 3.2 years. At March 2017 there is only a 2.8 year supply when considered against emerging GMSF housing requirements. Therefore, in relation to the requirements of Paragraph 47 of the NPPF the Council cannot demonstrate a five year housing land supply.
- There has been a persistent under delivery of new housing completions in Bolton over the last 8 years.
- In the absence of any other housing need figure the FOAN figure of 840 dwellings per annum derived from the draft Greater Manchester Spatial Framework (GMSF) was used. Although this is an emerging plan and subject to a rewrite due to a change in the strategic direction of planning in Greater Manchester, this represents a clear direction as to Bolton's housing requirement is likely to increase.

173. As a consequence, Core Strategy policy SC1 is considered to be out of date and carries limited weight. The tilted balance detailed in paragraph 14 of the NPPF is therefore engaged. The thrust of paragraph 14 is that planning permission should be

granted unless the adverse impacts significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF. Planning permission should also not be granted if specific policies in the NPPF indicate development should be restricted.

174. In terms of housing delivery the applicant has estimated that the proposal will contribute a total of 115 dwellings in the next five years (2018/19 to 2022/23) with the remainder to be provided between 2023/24 and 2039/40. This is a substantial contribution to long term housing delivery which should be given significant weight especially in the light of the substantial current shortfall in housing supply land.

175. However, Green Belt policy is a specific policy indicating that development should be restricted in the terms of paragraph 14 of the NPPF (see footnote 9). New residential development in the Green Belt is inappropriate development. Therefore, notwithstanding the fact there is a requirement for additional house building in Bolton i.e. a step change in delivery, this in itself would not override the requirement for the protection of the Green Belt.

176. Allocations Plan policy CG7AP states clearly that the Council will not permit inappropriate development in the Green Belt (consistently with the NPPF), although paragraph 5.17 of the supporting text acknowledges that, in accordance with national policy, permissions may be granted where applicants demonstrate that “very special circumstances” exist. As a result, the allocations plan policy is consistent with guidance contained within NPPF paragraphs 79 – 92.

177. The applicant has set out several factors which it considers demonstrate the existence of very special circumstances sufficient to meet the test in paragraph 88 of the NPPF, which include the contribution to housing need. However, National Planning Policy Guidance states that, in decision taking, unmet housing need on its own is unlikely to outweigh the harm to the Green Belt and other harm to constitute the “very special circumstances” justifying inappropriate development on a site within the Green Belt. These issues will be considered later in this report.

178. The applicant contends that there is insufficient land within the urban area to accommodate housing development. This is evidenced in that the draft GMSF provides for additional housing to be located both within the urban area and outside the urban area including areas of Other Protected Open Land in Bolton. This is to minimise the effects on the priority to protect Green Belt.

179. It is noted that the draft GMSF does include areas of Green Belt in Bolton to be released for residential development to achieve the draft GMSF OAN figure of building 16,420 dwellings between 2015 and 2035. This includes the Western Fields area.

180. However work is still continuing on a further draft of GMSF for consultation later this year on overall housing requirements, appropriate locations for new development, the capacity of sites within the urban area and therefore the need to pursue releases in either Green Belt or Protected Open Land has yet to be resolved. In the light of this the 2016 version of the GMSF carries little weight.

181. The provision of new residential development to meet housing need, in itself, is a material consideration relevant to the determination of this application. However, given that the land is located within the Green Belt and that limited weight can be attributed to the draft GMSF, Officers consider that the need for housing cannot in itself justify a grant of permission.

Mineral extraction

182. Strategic Objective 8 seeks to ensure that Bolton provides minerals to support economic growth in an environmentally sustainable way. Core Strategy policy P4 states that the Council will identify sites, preferred areas or areas of search for sand, gravel and coal, mainly in the southern lowland parts of the Borough. In addition, this policy states that the Council and its partners will safeguard known resources of minerals, and existing and planned infrastructure that supports mineral exploitation.

183. Parts of the site fall within Mineral Search Areas for sand and gravel and also sandstone. The whole site is allocated as a Mineral Search Area for surface coal and brick

clay.

184. The Greater Manchester Joint Minerals Plan (GMJMP) forms part of the Development Plan in Bolton and allocates Mineral Search Areas. Policy 8 of the GMJMP states that all non-mineral development proposals should extract any viable mineral resource present in advance of construction. Proposals for prior extraction will be permitted in accordance with Policy 2.

185. Whereby proposals do not allow for the prior extraction of minerals, this will only be permitted where:

- The need for the development outweighs the need to extract the mineral; or
- It can be clearly demonstrated that it is not environmentally acceptable or economically viable to extract the mineral prior to non-mineral development taking place; or
- It can be demonstrated that the mineral is either not present or of no economic value or too deep to extract in relation to the proposed development or
- The development is limited or temporary and would not prevent mineral extraction taking place in the future.

186. The GMJMP is fully compliant with guidance within Paragraph 143 of the NPPF in relation to the policy for mineral extraction prior to the commencement of non-mineral developments.

187. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of minerals planning there are limited changes between NPPF and the consultation draft.

188. The applicant submitted an assessment of the potential effect of the proposal on mineral resources (Environment Assessment Chapter 14 and Appendix 14.4 - Mineral Resource Assessment). The detailed Minerals Assessment assessed the proposal and the

implications for the potential for prior extraction under the four different Mineral Area of Search in relation to whether prior extraction of each mineral was recommended.

189. The report concludes that the proposed development satisfies with the tests as set out in Policy 8 of the GMJMP. Tests 1, 2 and 3 are met in full and test four is met in part. It is noted that GMJMP only requires compliance with one of the four tests to satisfy that prior extraction is not required.

190. The Greater Manchester Minerals and Waste Planning Unit, the Council's consultee on minerals and waste planning issues have confirmed that the proposal complies with Policy 8 of the GM Minerals Plan (2013) as one or more of the four criteria within the policy are met for each mineral resource. Accordingly, Officers advise that there is no conflict with either local or national policy.

Impact of the proposed local centre provision, hotel and academy facilities

191. Core Strategy policy P2 in relation to the provision of new retail and leisure development seeks to focus new retail development primarily within Bolton town centre with the other town centres within Bolton also being suitable for new retail development. Policy P2 is silent in respect of leisure provision.

192. This is consistent with the town centre first approach detailed within NPPF (paragraphs 23-27). The key aim of NPPF is to continue to support existing town centres and where new town centre uses are proposed in out of centre locations to require a sequential test to locate new development within existing centres, then in edge of centre locations and only choose out of centre locations where there are no other suitable sites available (Paragraph 24).

193. For retail, leisure and office development outside town centres which are not in accordance with the development plan LPAs should require an impact assessment over a default threshold of 2,500 sq m. The assessment should include impact on vitality / viability of town centres and also the impact on existing, committed or planned public and private sector investment in a centre or centres in the catchment area of the

proposal.

194. Where an application fails the sequential test or is likely to have a significant adverse impact on the matters highlighted above permission should be refused.

195. In addition, Paragraph 26 requires an impact test for all out of centre retail, leisure and office development if the development is over 2,500 sq. m of floorspace

196. Furthermore, guidance contained within the NPPF in relation to promoting sustainable transport makes it clear (para 38) that for larger scale residential developments planning policies should promote a mix of uses with key facilities such as primary schools and local shops being located within walking distance of most properties.

197. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of retail and leisure planning there are limited changes between NPPF and the consultation draft.

198. The current Consultation Draft of GMSF identifies the Hulton Park and Chequerbent area as an area for significant residential development (c. 2,700 dwellings). Specifically, it identifies the potential area south of Chequerbent (to the west of the application site) where consideration should be given to the provision of local shopping facilities. In addition, the same policy references the potential for a heritage restoration project which is the subject of this application which would involve the provision of a new hotel and associated facilities.

199. Officers consider that the development plan policies carry substantial weight whilst the Consultation Draft of GMSF carries very limited weight.

Hotel facilities

200. The hotel complex would have a net internal floorspace of 10, 469 sq. m. There is a requirement to consider the impact of such a proposal. It is noted that Core Strategy policy P2 does not make specific detailed reference to leisure provision in the Borough. It

is considered therefore that policy in NPPF provides detailed advice as how applications should be assessed (sequential assessment and impact test).

201. Notwithstanding the above, Officers note that the applicant has not submitted a formal sequential assessment of the proposal nor provided an impact study. The reason is that the Hotel and Academy facilities are considered to be closely related to the bid for the Ryder Cup and are an integral part of the bid providing facilities for golfers during the Ryder Cup event. Officers also consider that the new Hotel would reinstate a focus for the Registered Park.

202. The applicant has submitted a Feasibility Study of the hotel complex (Appendix 8 of the Planning Statement). In summary, this document concludes that the hotel complex would not undermine the operation of any existing or planned developments in existing town centres nor will it impact on the overall vitality and viability of those centres.

203. The applicant acknowledges that there may be alternative sites within town centre or edge of centre locations, these locations would not be able to deliver the hotel complex or golf resort as a whole and would also not bring about the wider benefits attributed to the whole proposal.

204. Officers consider that the proposal would not be contrary to development plan policy in itself. However, it would be contrary to policy requirements as set out in NPPF which as acknowledged is a material consideration of substantial weight.

205. Due to the specific requirements to host the Ryder Cup and the facilities which would be required on site Officers agree with the applicants' comments that there are no other **suitable** sites within either existing town centres or edge of centres. In addition, due to the particular features of the proposed hotel it will not undermine the operation of existing/planned developments in existing town centres.

Academy and clubhouse facilities

206. These elements of the proposal would include the provision of 180 sq. m and 433 sq. m of retail floorspace respectively. The retail provision within the Clubhouse would be for the purchase of essential golf related products e.g. balls, tees and apparel. The proposed retail floorspace within the Academy would comprise of a trade specialist outlet.

207. The applicant has not provided a sequential assessment of this element of the proposal. Officers note that an impact assessment would not be required due to the modest scale of proposed floorspace. As a result the proposal would therefore not comply with the development plan (CS policy P2) or other material considerations (NPPF paragraph 27).

208. The applicant has put forward other material considerations which they seek to justify the acceptability of the academy and clubhouse facilities to justify the approval of the (retail elements) scheme. These can be summarised as follows:

- Both elements are a direct response to the need and demand arising from the operation of the golf resort.
- The retail floorspace is required to support the operation of the golf resort and therefore cannot be disaggregated from the golf resort;
- Absence of sites within designated centres or edge of centre to serve the purposes which are also close to the golf resort;
- If the elements cannot be disaggregated there are no other sites within town centres or edge of centre which could accommodate the golf resort as a whole.

209. Officers consider that the modest retail elements are an integral part of the golf resort and therefore are materials considerations which justify the grant of planning permission (retail elements only).

Local centre

210. The applicant has proposed two options for the development of the Western fields part of the site, the first wholly residential with a second option to provide a local centre

within this part of the site directly adjacent to where the link road would access the Hulton Park site. The applicant is seeking the provision of a local centre to provide a potential broad range of uses including A1 (retail), A2 (Office), A3 Restaurant/cafe, A4 (Drinking establishment), A5 Hot Food / Takeaway and D1 (Non-residential institution). The proposed total floorspace of this element would be up to 1,382 sq. metres with associated car parking.

211. The location of the local centre would be fixed under the submitted parameters plan with the aim of ensuring that it would be within c. 900 metre walk from all new homes in the Western fields development. The detail of the mix of uses is not known at the outline stage but could potentially consist of a local convenience store, smaller scale uses e.g. bank, newsagent and pub, restaurant and cafe and also the potential for a new clinic. Due to the scale of the proposed local centre it is aimed at serving the needs of the proposed residential development whereby the majority of residents would be within walking distance of the centre.

212. Whilst the Consultation Draft of GMSF has very limited weight it does acknowledge that when providing a large quantity of new dwellings in this area it is essential to provide appropriate facilities including a local centre. The provision of a local centre would create a more sustainable environment for future residents, such a proposal would be compliant with guidance in paragraph 38 of the NPPF.

213. Officers consider that the proposal would not comply with Core Strategy P2. This policy seeks to make provision for new retail provision within existing centres. The provision of a new local centre as part of the current proposal would not be in compliance with this policy as it would be clearly neither within an established town centre or edge of centre.

214. It is also noted that the scale of development would not require an impact assessment of existing town centres as it is below the threshold contained within NPPF paragraph 26.

215. The applicant has not undertaken a sequential assessment of the proposal. The proposal would therefore be contrary to policy contained within the NPPF (paragraph 27). The applicant acknowledges within their Planning Statement that there may be sites located either within existing centres or edge of centres which are capable of accommodating the whole or parts of the local centre proposal.

216. The applicant has put forward material considerations which would justify the acceptability of the local centre elements of the proposal. These can be summarised as follows:

- Local centre is of neighbourhood significance and whose role is to meet the day to day needs of potential future occupiers of the western fields residential development;
- If a sequentially preferable site is located e.g. within Westhoughton town centre it is located beyond a reasonable walking distance from the site failing to satisfy need / demand from the development i.e. not meet the purpose and function of those proposals;

217. Officers consider that the location of a local centre either within the application site or on adjoining land would result in an enhanced development which would enable a more sustainably designed and planned new residential development/community.

218. In addition, the proposal must also be seen in the context of the potential residential development to the west of the site (Lee Hall site) which is currently allocated as Other Protected Open Land. This is land identified as having the potential for development beyond the existing Development Plan period. The land to the west has been identified for future residential development part of which has recent planning permission for 300 dwellings.

219. It is noted that either of the proposed two options for a new local centre are capable of be implemented (subject to planning permission) given that both areas are

within the applicants' control.

220. Officers consider that the local centre proposals whilst contrary to the development plan policy and policy within NPPF there are material considerations which justify the grant of planning permission (retail elements only).

221. In summary, Officers consider, whilst the proposal would be contrary to retail policies contained within the development plan and also guidance contained within the NPPF, Officers consider that the material considerations put forward by the applicant would justify the granting of planning permission (for the retail and leisure elements) of the proposal.

Sporting Provision / health

222. Strategic Objective 1 of the Core Strategy seeks to maximise access to (inter alia) sporting and recreations facilities, especially for those in the most deprived areas, and to increase opportunities for walking and cycling. Core Strategy policy P2 relates to retail and leisure provision. Whilst the policy reasoned justification states tourism and leisure attractions will be concentrated in Bolton town centre. No specific reference is made within the Area Policy OA4 in relation to the provision of tourist/leisure facilities in West Bolton. Reference is made to the need to conserve and enhance the character of the existing physical environment including the historic registered Hulton Park.

223. Government guidance contained within Paragraph 73 of NPPF acknowledges the importance of access to high quality open spaces and opportunities for sport and recreation in contributing to the health and well-being of communities.

224. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. It is also noted that in respect of promoting healthy communities there are limited changes between NPPF and the consultation draft.

225. The applicant has referenced the potential benefits the proposal would have on sports participation and related health and well-being (Planning Statement Chapter 7 and Appendix 5 of the Environmental Statement).

226. The benefits which would accrue from several years of build-up and development work prior to the Ryder Cup event include volunteer recruitment and a sports participation programme. The volunteer programme would have economic as well as health and well-being benefits. In respect of the Sports Participation programme this would run across the North West region between 2022 and 2026.

227. In relation to the proposal Sport England have been consulted and have confirmed that they support the proposal as it provides an opportunity for a world class golf facility within the north of England.

228. Sport England has sought the views of Golf's National Governing Body for Sport, England Golf (EG), on the amended plans. Their comments have been summarised as:

- happy with the amendments
- EG do not have any specific design guidance, as golf is supported by a professional industry of course architects and facility consultants, who would no doubt be engaged with a project of this scale.
- They are fully supportive of the development in principle and see it as a great opportunity for a world class facility within the north of the Country.

229. Sports England also confirmed that:

- the Ryder Cup is one of only four or five 'mega' events' with a global media interest. It is the third largest global sports event, after the Olympics and FIFA World Cup. It is the highest profile golf event in the world;
- Hosting the Ryder Cup will bring significant opportunities as set out in Appendix 5

of the Planning Statement. The Ryder Cup will provide a legacy including sports development to increase excellence, engagement and participation at all levels of the sport;

- The golf course is designed by European Golf Design which designed the 2010 Ryder Cup venue at Celtic Manor and is remodelling the 2018 Paris venue;
- They consider the proposal to meet Objective 3 of the Core Strategy: Provide new facilities to meet demand of their planning objectives.

230. On this basis they considers that the proposal addresses an identified need for this facility type and has the potential to be of benefit to the development of golf and indicate that they would wish to see this accorded an appropriate weight in the decision that is reached on this application.

231. England Golf, the national governing body of golf in England have written separately in support of the proposals. They comment that the proposal represents a major initiative to drive interest in participation in the game at every level. The proposal would provide a:

'...facility for the local and regional community on a day to day basis, it will also provide a facility of national significance, and the platform in the future to host major events'.

232. They also acknowledge the development will bring significant leisure and tourism benefits.

233. Officers therefore conclude that the proposal will be of a major benefit to sport and leisure facilities in the Borough, across the Greater Manchester conurbation, regionally and nationally in compliance with guidance contained within Core Strategy Strategic Objective 1 and policy within paragraph 73 of the NPPF.

Impact on infrastructure

234. Core Strategy policy H1 seeks to ensure that new development proposals contribute appropriately through planning contributions to meet the health needs that they generate.

235. Core Strategy policy IPC1 states that the Council will seek to ensure that developers make reasonable provision or contribute towards the cost of appropriate physical, social and green infrastructure which are required by the proposed development and/or to mitigate the impact of the development to ensure the development is made acceptable in planning terms and achieves the objective of sustainable development.

236. For new residential development specific contributions will be sought for: (i) Affordable housing, (ii) Open Space provision and maintenance, (iii) Health and well-being, (iv) education and (v) community facilities. For all other types of development including residential development, contributions will be sought for additional types of infrastructure necessary to remedy site specific deficiencies that arise from a development or any other mitigation/compensatory measures are required. This includes off site highway works including public transport, cycling and walking, biodiversity, green infrastructure and flood protection measures.

237. Further guidance is contained within the Affordable Housing SPD, the Infrastructure and Planning Contributions SPD and the Transport and Road Safety SPD in relation to the provision for on/off site contributions. These SPD provide more detailed guidance as to how the requirements for education affordable housing, public health, public open space and public art would be requested and calculated. All these three documents have been through public consultation and are deemed to be a material consideration in the determination of the proposal which carries significant weight.

238. The requirements for the proposed development to offset the residential aspects of the proposal would be as follows:

- Affordable housing - on site provision of 35% of units to be provided as affordable

housing (c. 75% of units being for affordable rent and 25% of units being for shared ownership) - the applicant states that the proposal is not viable to sustain any affordable housing contributions at the outset. They will provide the Council with a re-appraisal of the viability in 2026 and upon completion of the 650th and 950th dwelling. This will enable the Council to seek either on/off site contributions for affordable housing;

- Open Space provision / maintenance - the maintenance of public open space would be provided within each individual residential scheme which came forward;
- Health and well-being - the Council's public health advisor has confirmed that there is a requirement for a public health contribution as the existing facilities are there are no available places. They confirm that there would be a requirement to pay £700 per new dwelling to provide expanded primary health care facilities;
- Education - the Council's Asset Management have stated that the proposal would generate a likelihood of 231 primary age children and 186 secondary age children and would result in the need for a commuted sum provision of £2,885,602 (primary) and £3,011,848 (secondary) and also the provision of land on an adjoining site in order to build a primary school upon. Final payments would be calculated based on the final number of dwellings delivered and the size of the dwelling;
- Community facilities: no community facilities are proposed at this stage, nor have any been requested by the LPA. It is noted that the proposed local centre does allow for the provision of a D1 use within the centre. This could include uses such as clinics, health centres, crèches, day nurseries, art gallery, museums, halls, places of worship. This element of the proposal would be further developed at the reserved matters stage;
- Public art - the cost of public art within the development would need to equate to 1% of the total construction costs the applicant envisages that this element would be provided on site in the form of a sculpture / features located adjacent to the proposed Hulton Trail. This would be secured by condition.

239. Paragraph 50 of NPPF seeks to ensure the LPAs should identify that affordable

housing is needed and set policies for meeting this need on site, unless off-site provision of a financial contribution can be robustly justified. In addition, it is clear that planning obligations should only be sought where contributions are necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development (paragraphs 203 – 205).

240. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 34) makes specific reference to development contributions. Contributions relate to affordable housing provision, other infrastructure including education, health, transport, green and digital infrastructure. Reference is made within paragraph 34 as to these requirements making development unviable.

241. The applicant submitted a full market and viability assessment of all aspects of the development with a separate assessment for each of the two residential development options. In summary, the viability statement showed that at today's values the proposed development if built out would result in a deficit/developer cost ranging between £24,630,000 to £25,330,000. This assessment made provision for offsite contribution for the link road, education and public health provision but with no initial provision for affordable housing. The viability assessment has been independently reviewed by the District Valuer.

242. In terms of the broader definition of whether the proposed dwellings would be affordable, there is the potential for smaller unit accommodation to be provided within the scheme. For example, the site masterplan, parameters plans and the submitted viability has assumed that there would be between 174 and 204 apartments provided within the site as a whole. These units would be a mix of one and two bedroomed properties broadly around a sales value of £140,000. These properties would be the smallest and cheapest units which could be purchased. It must be noted that the final mix of housing would very much depend on individual house builders, albeit guided by both the Design Codes and Parameters plan.

243. In terms of the other contributions which are required to satisfy deficiencies or other mitigation measures are as follows:

- Provision of a local link road or monies (£4.92 m) to assist with the provision of a Westhoughton by-pass (depending on whether timescales for implementation match the requirement to have highways access to facilitate the Ryder Cup event) and a further C £385,000 of additional off-site junction improvement mitigation works;
- Submission of a Landscape and Habitat Management Plan for each phase including the management/maintenance of New Park Wood, resurfacing of paths, installation of gates/furniture to restrict access by motor vehicles and the management of invasive species;
- Submission of a Construction and Environmental Management Plan for each phase of the development;
- Payment for the Council to oversee/monitor the applicants environmental manager;
- Provision of offsite woodland management and planting equivalent to 5.36 ha of new woodland - two options - site within the applicants control e.g. adjacent to Gorses Wood or the payment to the Council of a contribution to provide the woodland planting elsewhere;
- Local Employment Framework to be submitted prior to the commencement of development;
- Management of public open space within the parcels of residential development by a private company;
- Provision of the Hulton Trail as shown on the approved plans.

244. Due to the complex and detailed nature of the viability information the Council have sought the experience of the District Valuer to provide advice on whether the submitted viability information was assessment of viability. In summary the District Valuer

concluded as follows:

- The assessment has been undertaken in accordance with recommended practice with the appraisal dated as at September 2017;
- Expectation that values will rise over the course of the development;
- Golf course, commercial, hotel revenue - difficult to assess until the major elements have been trading for a number of years. Only forms a small proportion of revenue and a significant variation would not impact on the conclusion of the viability report;
- Construction costs including abnormal costs - reasonable.

245. The overall conclusion of the District Valuer is that the scheme cannot currently viably afford the whole of the required Planning Policy s106 and affordable housing contributions. However, this may change during the course of the development period and review mechanisms should therefore be included.

246. The applicant has agreed to the provision of a review mechanism over the course of the development. This will be reviewed at a number of stages throughout the lifetime of the development (in 2026, upon completion of the 650th and 950th dwellings). These review periods would take into account the value of the hotel and golf course post Ryder Cup and increases in value from residential development after the Ryder Cup event.

247. Officers consider that the proposed on/off site contributions fully comply with Core Strategy policy IPC1 and also with policy with the NPPF.

Impact on agricultural land / local business / farms

248. Core Strategy policy CG1 states that the Council and its partners will safeguard and enhance rural areas of the borough from development that would adversely affect amongst other things agricultural value.

249. Guidance contained within the NPPF (Paragraph 28) seeks to ensure that planning

policies support economic growth in rural areas to create jobs and prosperity. In addition, guidance contained within Paragraph 109 states that the planning system should contribute to and enhance the natural and local environment by firstly protecting and enhancing valued landscapes, geological conservation interests and soil. It is clear that from Paragraph 112 that LPAs should take into account the economic and other benefits of the best and most versatile land. Where significant development of agricultural land is necessary, LPAs should seek to use areas of poorer quality land in preference to that of higher quality.

250. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 168) makes specific reference to recognising the intrinsic character and beauty of the countryside and the wider benefits including the economic and other benefits of the best and most versatile agricultural land.

251. Therefore, it is considered that the Core Strategy policy is consistent with the NPPF has substantial weight when considering the agricultural value of land and NPPF provides more detailed policy with the use of the MAFF classification of agricultural land which also has substantial weight when assessing the quality and value of agricultural land.

252. As part of the Environmental Statement (Section 14 and Appendix 14.7 – Agricultural Land Classification and Soil Resources report) the applicant provided an assessment of the agricultural land classification of the site which assessed the quality of the agricultural land within the application site together with the soil resource. The assessment of the quality of the agricultural land used the MAFF classification of land from Grade 1 (excellent land quality) to Grade 5 (very poor land quality). Grade 3 land is sub divided into Grade 3a and 3b. Grade 3a being defined as good quality land with Grade 3b being moderate quality land. The application site consists of a range of agricultural land quality, predominantly Grade 3b with a small area of Grade 4 and 3a land.

253. The agricultural land within the application site is used for the grazing of cows and

sheep by the occupiers of Dearden's Farm, Home Farm and Back Gates Farm. These farms have a number of outbuildings located within their curtilage which are used for agricultural purposes. The tenants of Dearden's Farm run a farm shop which is located adjacent to the A6 frontage which has established an ice cream making business on site which uses milk from the cows which graze the land. The occupiers of Park End Farm in the south east corner of the site use the land surrounding their property for the grazing and stabling of horses.

254. It is clear that these working farms are an important source of local employment for the farm owners/tenants and their families and are also an important community resource.

255. In terms of the application site (c. 268 ha) at the time of the submission 179.5 ha was in agricultural use. Of this agricultural land the majority was of Grade 3b / moderate quality (c. 161.2 ha) and 15.5 ha being of poor quality land with the remaining 2.8 ha being of good quality (Grade 3a).

256. In the context of paragraph 112 of NPPF only a small proportion of the existing agricultural land is classified as good quality (2.8 ha). The area of land defined as Grade 3a is located between Belgrave Spinney and Dog Kennel Wood and as part of the proposal would form part of the proposed golf course. It follows that the majority of the residential development i.e. on the Western Fields is on poorer quality agricultural land Grade 3b and 4. The retention of this small area of agricultural land in isolation would not result in the sufficient land to establish a viable farming enterprise. Furthermore, the use of the site is for the grazing of animals rather than use of the soil in itself to grow crops.

257. Natural England assessed the submission in relation to the use of the best and most versatile soils and concluded that the proposal falls outside the scope of the Development Management Procedure Order (as amended) consultation arrangements, as the proposed development would not appear to lead to the loss of over 20 ha 'best and most versatile' agricultural land (within the meaning of paragraph 112 of the National Planning Policy Framework).

258. The provision of a golf course would provide a new use for the agricultural land which would necessitate the cessation of all agricultural activity with the potential to restore the park and enhance the ecology/biodiversity of the land over time from its current degraded state.

259. Therefore, with the current application, it is considered that as the proposal would use some land which is classified as being of the best and most versatile agricultural land the development proposal, although given the nature of proposal and the location of the 3a agricultural land officers are satisfied that this is necessary. The quantity of land used is small. If the land were to revert back to agricultural use in its current state i.e. classified as Grade 3a land then no loss of land would occur. However, this has not been evidenced by the applicant. Therefore, officers for the purposes of this proposal assume that the Grade 3a land would be lost.

260. Officers consider that the economic benefits of retaining the use of a small area of best quality agricultural land on this site are limited. It is considered that the benefits of the overall management and maintenance of the site would outweigh the loss of existing farms and the use of the agricultural land.

261. The proposals would have an adverse impact on the agricultural value of the land and therefore would not comply with Core Strategy CG1. The local farms provide economic benefits to the farm owners/tenants and are of benefit to the wider community in which they are located. However, the benefits which accrue from the small part of the application site which is classified as of good quality land are limited. Therefore, whilst contrary to the development plan Officers consider that this would have limited harm and therefore limited weight in the determination of the application.

Impact on surface water drainage / flooding

262. Strategic Objective 13 aims to reduce the likelihood and manage the impacts of

flooding in Bolton, and to minimise potential flooding to areas downstream.

263. Core Strategy policy CG1.5 seeks to ensure that the Council and its partners will seek to 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.

264. Policy contained within the NPPF (paragraphs 100 to 104) seeks to ensure that inappropriate development in areas at risk of flooding should be avoided, directing development away from areas a highest risk. When determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where it is demonstrated that the most vulnerable development is located in the lowest flood risk areas and that development is flood resilient and resistant.

265. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft makes specific reference to flooding and drainage matters (Section 14).

266. Officers consider that both Core Strategy policy SO1 and CG1 are consistent with the NPPF and can be given substantial weight.

267. The applicant has submitted a Flood Risk Assessment and Drainage Strategy at Appendix 15.1(a) of Volume 4A of the Environmental Statement which provides a detailed assessment of the proposal and its impact on surface water quality, hydrology, river morphology, flood risk and drainage strategies for the key buildings which are proposed within the site together with an overall drainage strategy for the golf course development. The aim of this strategy is to ensure compliance with the requirements of both NPPF, Core Strategy policy CG1 and the Sustainable Design and Construction SPD by requiring that:

- Surface water runoff from the site will be discharged into the onsite watercourses

at a restricted Greenfield runoff rate;

- Sufficient attenuation storage will be provided in the vicinity of each development to attenuate surface water runoff generated from all storms up to and including the 1 in 30 year critical duration storm with no above ground flooding;
- All above ground flooding as a result of a 1 in 100 year critical storm event plus a 30% allowance for climate change will be contained on site;
- Detailed surface water modelling will be required as part of the detailed design and the inclusion of other possible SuDs methods will be considered as part of this detailed design phase;

268. The above would ensure that there are no off-site impacts as a result of the Proposed Development in relation to surface water. In addition, the de silting of lakes and other improvements e.g. new spillway at Mill Dam will support the aims of providing additional storage capacity within the site and provide a more efficient drainage system which would be maintained throughout the lifetime of the development.

269. The Council's Drainage / Flood Risk team (the Local Lead Flood Authority) have confirmed that the drainage schemes submitted for all the built form of development are acceptable drainage proposals. The Council's Drainage team have confirmed that detailed drainage for the golf course could be provided at a later stage and the submission and detailed assessment of this information would be secured by planning conditions.

270. The applicant has explained that this is because the detailed design of the drainage system is to be dealt with later under conditions.

271. The Environment Agency have also commented on the proposals and do not object to the proposals subject to the imposition of a number of conditions on any approval. They require an 8 metre easement from the bank top of both Mill Dam Stream and Carr Brook to enable access and also to protect the stream/brook corridor for ecological reasons. They note that whilst the site is shown as being in the lowest risk of flooding (Flood Zone 1) that the watercourses running through the site will need modelling to

ascertain whether there is any localised flooding. They state that the overall design of the development has the potential to result in opportunities for storage of water which would potentially reduce downstream flows therefore reducing flood risk.

272. Officers consider that the applicant has demonstrated that the overall drainage strategy is appropriate and that the detailed drainage scheme for the golf course and residential areas can be provided subject to further work being completed prior to the commencement of development or any future phase of development. It is also noted that through the reinstatement of the lakes within the site, the renovation work to Mill Dam and the provision of additional on-site storage, the proposal has the wider benefit of potentially reducing flooding downstream.

273. The proposal would comply with Core Strategy CG1 in that the enhancement works provided within the proposal would have the potential to reduce the risk of flooding downstream and also comply with policy within NPPF.

Impact on sustainability (buildings)

274. Core Strategy policy CG2 seeks to ensure that new development proposals contribute to sustainable development, being located and designed to mitigate any adverse effects of the development and adapt to climate change by incorporating high standards of sustainable design and construction principles. There is a requirement on developments of 5 residential units or more or where proposals result in the creation of 500 sq. m of non-residential floorspace to achieve:

- (i) a Level 3 of the Code for Sustainable Homes or the "very good" BREEAM standard;
- (ii) Incorporate decentralised, renewable or low carbon energy sources to reduce CO2 emissions of predicted regulated and unregulated energy use by at least 10%;
- (iii) Demonstrate the sustainable management of surface water run-off from developments.

275. As detailed within the NPPF, an integral part of the function/role of the planning

system is to achieve sustainable development with a presumption in favour of sustainable development. The environmental role of the planning system to achieve sustainable development is (NPPF Paragraph 7) to use resources prudently, minimise waste and pollution and mitigate and adapt to climate change, including moving to a low carbon economy. Guidance contained within Paragraphs 93 to 104 of the NPPF seeks to ensure planning helps shape places to secure radical reductions in greenhouse emissions, minimising resilience to the impacts of climate change, and supporting the delivery of renewable low carbon energy and associated infrastructure.

276. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 148 to 153) makes specific reference to planning for climate change.

277. Further guidance is contained within the Sustainable Design and Construction SPD. This SPD has been through the relevant public consultation process and is now a fully adopted SPD.

278. Officers consider that the Core Strategy policy CG2 carries substantial weight in the assessment of the (environmental) sustainability of the proposed development. Guidance contained both within the NPPF and also the Council's Sustainability SPD also carry significant weight as they provide additional detail to guide the assessment of planning applications.

279. The applicant has referenced in Section 17 of the Environmental Statement that buildings have been designed to achieve a high level of sustainability and a separate BREEAM and Sustainability report which details how the applicant would seek to achieve the minimum required BREEAM rating for all aspects of the proposal, including a BREEAM Communities, Hotel and Club House and Academy Pre Assessment.

280. The applicant has also provided a Golf Sustainability Blueprint which provides an overarching strategy which highlights the comprehensive nature of the proposals sustainability, ranging from drainage, ecology, landscaping and the provision of multi

modal transport solutions.

281. Whilst the applicant's aspiration is to achieve a BREEAM rating of Excellent for all non-residential aspects of the proposal the minimum they would seek to achieve is a Very Good standard. This would ensure compliance with the requirement of Core Strategy policy CG2 (i). The applicant confirms that the implementation of the BREEAM requirements would also require compliance with the need to reduce CO2 emissions from the new buildings.

282. Officers consider that the broader sustainability matters highlighted within the Golf Sustainability Blueprint would be secured through the provision of full CEMP and Landscape and Habitat Management Plan.

283. The applicant's drainage strategy confirms that the surface water run-off from all parts of the development would not exceed current existing flows/greenfield run-off rates, this matter is discussed further within the Impact on drainage / surface water run-off section of this report.

284. It is considered that the proposal would comply with the relevant development plan policy, guidance in NPPF and the Sustainable Design and Construction SPD.

Impact on land stability/ground conditions and coal mining issues

285. Core Strategy policy CG4 seeks to ensure that new development proposals on land affected by contamination or ground instability must include an assessment of the extent of these issues and any possible risks. Development will only be permitted where the land is or is made suitable for the proposed use.

286. Guidance contained in paragraphs 120 and 121 of the NPPF confirms that to prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that development is appropriate for its location taking account ground

conditions and land instability, including from natural hazards or former activities such as mining.

287. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 176 to 181) makes specific reference to ground conditions and pollution.

288. Officers consider that Core Strategy policy CG4 is consistent with the NPPF and carries substantial weight.

289. The applicant has assessed the impact of the proposal in respect of geology, soils and contamination within the Environmental Statement. This includes detailed assessments of mining, contamination, ground conditions and a sediment technical note which are contained within the various appendices to the ES.

290. Both the Council's Pollution Control officers and the Coal Authority have been consulted on the proposed development.

291. In respect of coal mining/land stability issues the Coal Authority have concluded that the site lies within a defined Development High Risk area and that there are coal mining features and hazards within the site which need to be considered during the determination of the application. It accepts the conclusion of the Minerals Assessment that the surface coal is either not present, of no economic value or too deep to extract.

292. The site has been the subject to both historical recorded and unrecorded underground coal mining at a shallow depth. There are numerous recorded mine entries/shafts within the site.

293. Based on a review of this the Mining Assessment Report subdivides the site into a series of blocks, with only two of these blocks (Hulton Park – North East Area and Hulton Park – North Central Area) featuring as areas where no further investigation is required. The Coal Authority acknowledges the reference in the Report to the two recorded mine

entries, potentially within the Golf Academy – North of the A6, which the Report confirms are difficult to locate and that an exclusion zone will be established. In considering the proposed land use and that no built development is proposed in this location, the Coal Authority considers this to be a proportionate response.

294. Whilst the applicant has identified recorded mine entries which are proposed to be treated, the Coal Authority recommend that further intrusive site investigations are required in relation to mine entries and shallow workings. This will enable the identified remedial measures to be submitted and approved and which will also dictate the layout of the proposed residential development areas. The Coal Authority note that the indicative residential layouts submitted by the applicant appear to have been designed around mine entries.

295. To conclude, the Coal Authority does not object to the proposal subject to an appropriately worded planning condition which requires the submission and approval of further site investigations prior to the commencement of development.

296. Officers consider that the proposed land use and development of the site are appropriate and whilst further site investigation work and a detailed remediation strategy are required to secure the safe development of the site in order to comply with Core Strategy CG4, this can be conditional upon any approval.

Design

297. Strategic Objective 11 of the Core Strategy aims to conserve and enhance the best of Bolton's built heritage and landscapes and improve the quality of open spaces and the design of new buildings.

298. Core Strategy policy CG3 seeks to ensure that new development proposals contribute to good urban design. This has a number of elements including (amongst other things):

- conserve and enhance local distinctiveness ensuring development has regard to

the overall built character and landscape quality of the area;

- Compatibility with surrounding area – scale, massing, grain, form, architecture, local materials and landscape treatment.
- Conserve and enhance the heritage significance of heritage assets and area;
- Maintain and respect the landscape character of the surrounding countryside and its distinctiveness, being compatible with the nearby landscape character.

299. Core Strategy policy OA4.4 seeks to conserve and enhance the character of the existing physical environment, especially the conservation areas at Deane and Chorley New Road, and the historic registered Hulton Park.

300. Guidance contained within the NPPF seeks to ensure that planning should always seek to ensure high quality design (Paragraph 17) whilst conserving heritage assets. Paragraphs 56 to 68 of the NPPF provide detailed guidance on the requirements for good design.

301. The use of design codes (Paragraph 59) is considered appropriate to guide the overall scale, density, massing, height, landscape, layout, materials and access of new development. Planning decisions should not seek to stifle innovation or impose particular styles but to promote / reinforce local distinctiveness (paragraph 60).

302. Guidance within NPPF is clear that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

303. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 124 - 131) makes specific reference to achieving well – designed places.

304. Bolton's Landscape Character appraisal (2001) identified a number of key character areas whose characteristics are shared with certain parts of the Borough. Hulton Park is

located within land defined as an Agricultural Coal Measures character area. The characteristics of this area are as follows:

- Undulating topography with hills and valleys falling to the Mersey basin in the south;
- Low grade agricultural land with ponds and flash areas;
- Structure provided by broadleaved woodland;
- Fragmented landscape with scattered settlements and dissecting transport links;
- Lack of historical continuity and variety in landscape quality;
- The landscape type reflects a history of coal mining in the area which provide physical evidence of subsidence from former mine workings;
- The broadleaved woods play a significant part in defining local landscapes;
- the presence of ponds in supporting Great Crested Newt and providing a 'pondway' across southwest Bolton, Wigan and Salford;
- Farmland is predominantly used for grazing livestock, with signs of physical deterioration in land quality.

305. Hulton Park is noted as an example of an 18th Century and early 19th Century parkland which is largely untouched. Reference is made to the excellent preservation of the site and its importance for nature conservation.

306. Areas which were considered to be worthy of change within the character area include:

- better management and maintenance of the existing woodland resource, restrict the extension of the urban edge into rural fringes;
- Secure the retention, enhancement and management of the existing 'pondscape' to maintain its contribution to the landscape character;
- ensure any built development / changes in land use respect the character of the

area.

307. Officers consider that Core Strategy policy CG3 is consistent with the NPPF and can be given substantial weight in the consideration of the design matters. Guidance contained within the NPPF on design provides additional detail, recommends the use of design codes to guide development, and is considered to be of substantial weight.

308. The information contained within the Landscape Character Appraisal whilst dating back to 2001, predates the listing of Hulton Park as a registered Park and Garden by one year. The description of Hulton Park is still of relevance in the consideration of design matters.

309. The applicant's submission provides for detailed design for the golf resort elements including the Hotel, Academy, Clubhouse and ancillary buildings. The applicant has submitted a Design and Access Statement to justify their design approach all aspects of the proposal. In addition, for the two residential development parcels within the Registered Park and Garden two Design Codes were prepared (Dearden's Farm and Park End Farm).

310. Following on from informal comments by the Council's Urban Design and Conservation consultant the applicant has amended the design of both the proposed clubhouse and Academy facilities together with amended design codes for the Dearden's Farm and Park End Farm parts of the site.

Proposed hotel facilities

311. The applicant has sought to site a 4/5* quality hotel resort at the heart of Hulton Park on the site of the former Hulton Hall. The aim was '...to reinstate the original focal point to the Emes/Webb designed landscape...'. The creation of a new focal point is seen as an opportunity to provide a new focus for the Park with an active use which can be sustained. Whilst larger in scale the applicant has sought to reflect the original Hall's proportions.

312. The Council's Urban Design and Conservation consultant has commented that the proposed building is of a substantial scale and the applicants have submitted a design response that they feel demonstrates that it is of a scale that is appropriate to the site and its setting. The architectural design is itself of a robust form and appearance and an eclectic architectural style. The house, whilst not a contemporary response to the site, forms a grand statement that would reinforce the core principles of the landscape design by providing a focal point to the RPG.

313. Officers therefore consider that the design of the hotel is appropriate for its setting providing a new focal point for the Park.

Proposed clubhouse

314. The proposed clubhouse would be located in the 'North Meadows' part of the Listed Park and Garden which the applicant considers is a less sensitive part of the Listed Park and Garden. The location of the Clubhouse has evolved with the aim of minimising the impact of the new Clubhouse on the character of the Park and also ensuring the proposed golf course would function well. A new access point would be created off Manchester Road following the removal of Hulton Cottage allowing dense woodland to the north, west and east of the site to providing natural screening of the clubhouse.

315. The site of the clubhouse slopes to the south with the main elevation to Manchester Road being single storey and the rear elevation of the building being two storey using the levels of the land. The historical precedents used by the architects for this building was a classical style building which is similar in design/character to other designed buildings in listed parks e.g. Ashley Park, Hampshire, Palladian House, Sussex and Riverside House in Dorset.

316. The applicant contends that as the parkland was created when classicism was the 'style of the day' there is a strong logic for introducing classical revival architecture as an integral part of the landscape restoration.

317. Officers consider that the location of the proposed clubhouse is acceptable and to

site it in a different part of the Listed Park would result in greater compromises than are required in the current location. In terms of the design response, the Council's Urban Design and Conservation officer considered that it is important that the design should be an appropriate response. They consider:

'...that a building that responds more positively to this setting would be something very lightweight and elegant, and maybe one that is more integrated into the landscape so as to sit more discretely in the landscape to reduce its impact. A more appropriate response may have been to provide a much lower sweeping single roofline with green roof and lighter weight frontage that allowed the building to sit within the landscape rather than impose itself on the landscape.'

318. It is noted that the current design solution does not meet with the preference/recommendations of the Council's Design and Conservation consultant. Instead, the applicant has amended the design of the clubhouse to reduce the overall massing and lightening its construction. The Council's consultant states that the:

'...proposal still remains a traditional building form which has an architectural relationship with the proposed hotel building, rather than the landscape itself and it is unfortunate that the opportunity wasn't taken to produce a design that was more responsive to the landscape.'

319. Officers consider that whilst the design of the clubhouse does not represent the optimal design solution recommended by the Council's consultant the design solution brought for consideration does not necessarily need to replicate these recommendations to represent good design. Guidance contained within paragraph 60 of NPPF states that planning decisions should not seek to stifle innovation or impose particular styles but to promote / reinforce local distinctiveness.

320. It is considered that the proposed design of the building is appropriate for this location which provides a landmark building with a traditional design approach which has strong connections with the design of the proposed hotel providing a consistency of

design approach across the site and meets the requirements of the Ryder Cup in terms of scale, position and layout.

Proposed Academy building/facilities

321. The proposed Academy facilities are located outside the Listed Park and Garden on the site of the existing Back End Farm. The building has been redesigned to respond to the local context providing single storey design which is intended to be respectful of the scale of nearby dwellings and to also interpret the two storey elements as individual barns. The main focal point would be to the south, facing Manchester Road. Golf practice bays would be provided within the northern elevation overlooking the practice facilities.

322. The Council's Urban Design and Conservation officer has commented as follows:

'The academy building occupies a large footprint and the design has been modified from the original submission to one which is more responsive to its context and surrounding area. The quality of the materials, finishes and detailing will need to be very carefully considered to ensure the design is well executed.'

323. The structure is still of a significant footprint with large car park area to the front and it is important that the landscaping to the car park is well considered so that the car park does not dominate. The Council's consultant also states that the impact of the adventure golf course and various structures at the rear of the existing residential properties on Manchester Road have not been detailed and as such their design and impact has not been assessed. It is considered that these matters can be appropriately dealt with by condition.

324. Officers consider that the scale of the buildings have been detailed to reflect the requirements of the Ryder Cup and are considered to be an appropriate design response.

Other buildings / structures

325. Officers consider that the other new buildings and structures located within the site would be either purely functional and of an appropriate scale to meet the needs of the

golf course (e.g. maintenance building) or are screened either by existing and proposed new woodland planting. In addition, the smaller golf related buildings e.g. halfway house are also modest in size and include the use of materials which are compatible in a parkland setting.

326. The new bridges over the stream and lake are also considered to be sympathetic to the parkland setting being relatively modest structures in themselves.

326. In respect of the proposed residential development, the applicant has submitted two Design Codes for the Dearden's Farm and Park End Farm sites. The Council's Urban Design and Conservation Consultant consider that the Codes are aspirational and provide an opportunity for innovation and to provide a distinct character for each area which positively relates to the area. They also consider that in particular the layout as shown for the Western Fields site is generic and lacks distinctiveness. Officers consider that the masterplan is illustrative and the Council would be reliant on securing good urban design through the submission of separate reserved matters applications.

327. In conclusion, officers consider that all aspects of the design of the proposed buildings are appropriate in the context of a Historic Parkland setting. Whilst it is noted that the Council's Urban Design and Conservation officer considers that an alternative design approach would be more appropriate for the proposed clubhouse, officers consider that the amended clubhouse design is appropriate and would provide a striking building. In addition, the proposed hotel complex, whilst to some extent mirroring the design of the rebuilt Hulton Hall, would provide a new focal point for Hulton Park as well as a new centre for the active use of the site.

328. Officers consider that the design of the new 'Golf Resort' buildings will once completed ensure that the landscape and built heritage of the RPG will be enhanced. The buildings within the RPG would be part and parcel of the restoration of RPG. The new build elements are considered to enhance the character of the area as a result and are therefore considered to comply with Core Strategy policy CG3 and OA4 and NPPF paragraphs 17, 60 and 61.

Impact on the Listed Park, other designated heritage assets and non-designated heritage assets

329. Strategic Objective 11 seeks to conserve and enhance the best of Bolton's built heritage and landscapes and improve the quality of open spaces and the design of new buildings.

330. Core Strategy policy CG1.1 states that the Council and its partners will safeguard and enhance the rural areas of the borough from development that would adversely affect a number of concerns including landscape character. Core Strategy policy CG3.3 states that the Council and its partners will seek to ensure that development should be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture and landscape treatment. CS policy CG3.4 aims to conserve and enhance the heritage significance of heritage assets and heritage areas recognising the importance of sites.

331. Core Strategy policy OA4.4 details that the Council and its partners will conserve and enhance the character of the existing physical environment, with specific reference to the historic registered Hulton Park.

332. Paragraphs 126 to 141 of the NPPF provide guidance on conserving and enhancing the historic environment. Heritage assets are seen as an irreplaceable resource and the NPPF makes clear that LPAs should ensure that they are conserved in a manner appropriate to their significance (paragraph 126) with the aim to sustain and enhance the significance of heritage assets and put them to a viable use which is consistent with their conservation.

333. Paragraph 128 of the NPPF recommends that applicants submit a statement of significance of any heritage assets affected, to include contributions made by their setting to include as a minimum a desk-based assessment of the archaeological interest. The level of detail needs to be proportionate to the assets' importance. The aim of the statement is to understand the potential impact of the proposal on their significance. It

follows that this assessment should be used to guide development so it either avoids or minimises conflict between the heritage asset's conservation and any aspect of the proposal (paragraph 129).

334. Paragraph 130 of NPPF makes it clear that where there is evidence of deliberate neglect or damage to a heritage asset the deteriorated state of the asset should not be taken into account in any decision.

335. Paragraph 131 states that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them into a viable use which is consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

336. In assessing the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (Paragraph 132) and the more important the asset the greater weight should be given to the asset's conservation. Significance can be harmed or lost through alteration of the asset or development within its setting. Any harm or loss should require clear and convincing justification. The NPPF advises that "Substantial harm to or loss of a grade II listed building, park or garden should be exceptional".

337. Where a proposed development will lead to substantial harm or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply (paragraph 133):

- the nature of the heritage asset prevents all reasonable uses of the site;
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservations; and no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
- conservation by grant-funding or some other form of charitable or public ownership is demonstrably not possible; and conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

338. Paragraph 134 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. If the loss of the whole or part of a heritage asset is permitted it should be ensured that new development will proceed after the loss occurs (Paragraph 136 of NPPF).

339. The impact of the proposal on the significance of a non-designated heritage asset should be taken into account in determination of an application taking a balanced judgement as to the scale of the harm and the significance of the heritage asset (paragraph 135).

340. Guidance contained within Paragraph 140 states that LPAs should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the dis-benefits of departing from those policies.

341. Information gathered as part of the proposal should be made publicly accessible in addition to further recording and understanding of the significance of heritage assets to be lost which should also be archived and publicly accessible (Paragraph 141 of NPPF).

342. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 34) makes specific reference to conserving and enhancing the historic environment (paragraph 182 – 198).

343. With specific reference to Listed Buildings it is noted that s. 66 of the Planning (Listed Building and Conservation Areas) Act 1990 that when a LPA is '...considering whether to grant planning permission...for development which affects a listed building or its setting, the local planning authority...shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'

344. Guidance can also be found within the English Heritage (EH) report "Golf in Historic Parks and Landscapes". Whilst this document has been archived, Historic England consider that it still provides useful guidance in planning golf courses within Listed Parks and Gardens. At the time of writing EH, now Historic England, acknowledged that they do not object to the provision of the development of golf courses in Listed Parks and Gardens. They recognise that such development can sometimes play a part in regeneration. However, this has to be done sensitively as there are examples of where golf course development has irreversibly damaged the historic environment including archaeological remains and the setting of listed buildings. It is also acknowledged that the:

'...introduction of golf courses within historic parks and landscapes almost invariably alters their historic physical form and can erode their character and damage archaeology.'

345. EH guidance provides the following criteria for the assessment of proposals:

- Design and long term management of the golf development fully recognises the significance, character and value of the site and its setting. The proposal should

conserve the historic aesthetic, cultural, archaeological, scenic and biodiversity interest of the site;

- Proposal are founded on a thorough assessment of the historic and other significances and values of the site and its wider setting preferably in the form of a Conservation Management Plan;
- Conservation, management and repair of the historic environment is properly considered and forms an integral part of the design of the golf course;
- Monitoring of short and long term conservation benefits;
- Subject to health and safety considerations, new and improved opportunities for public access, including interpretation of the historic environment; and
- That the proposal are sustainable i.e. the golf development needs to be economically sound which assists in conserving and sustaining the unique attributes of the site.

346. EH provides guidelines for the design and management of golf courses including ensuring golf courses are:

- in keeping with the historic character of the site and its wider setting,
- use a Conservation Management plan to inform works, arrange the course to avoid / have the least impact on the most significant areas and features of the historic landscape,
- be of a suitable density without crowding fairways,
- respect and conserve the historic pattern of approaches and routes,
- minimise earth moving and where it does occur to understand significance of existing landform,
- exploit existing topography, protect archaeological remains,
- minimise the introduction of bunkers,
- minimise new furniture,

- signage and paths,
- ensure new / improved water bodies respects the historic landscape,
- opportunities should be taken to restore lost water bodies.
- Design and place new buildings so they complement the historic landscape, existing buildings and their setting;
- Re-use existing buildings of historic/architectural interest;
- Conserve existing (particularly veteran) trees) and plant new trees to preserve/restore the historic tree planting patterns and species;
- Design and maintain the grass of the golf course to reflect where possible the appearance of traditional maintenance regimes appropriate to the historic character of the site, keeping watering and use of fertilisers to a minimum.

347. Whilst it is considered the Strategic Objective and relevant Core Strategy policy regarding conservation is consistent with the NPPF and has substantial weight, regard must also be had to the NPPF as it provides detailed guidance to Local Planning Authorities about how to assess planning applications which involve both designated and non-designated heritage assets. In addition, whilst the English Heritage advice on the development of golf courses in historic Parks and Gardens has been withdrawn it still contains useful advice and is value in assessing whether the application will cause to the designated Listed Park. English Heritage's Good Practice Advice notes are also of relevance and have been considered throughout this report.

348. An integral part of this proposal is that it would provide for the restoration of Hulton Park which is a Grade II Registered Park and Garden (a designated heritage asset), albeit by providing a Championship standard golf course within the Park with associated recontouring of the land and the provision of buildings /structures. A copy of the Historic England listing for this site is attached at the end of this report.

349. The applicant provided an assessment of the impact of the proposal on the cultural heritage of the site (Environmental Statement Section 8) including the provision of a

Heritage Impact Assessment (ES Volume 4 Appendix 8.1) a Conservation Management Plan (ES Volume 3.1), Lighting Strategy (ES Volume 4 Appendix 3.2) together with an assessment of the effects on archaeology.

350. The Conservation Plan assesses the Heritage Significance of the site. This sets out the history of Hulton Park, the keys areas of heritage, landscape and ecology and was accompanied by a Conservation Strategy for the site which is informed by the significance of the Park. The applicant sought to ensure that the proposed golf course proposals conserve the significance of the Park's heritage and ecology whilst securing the future of the site as a viable entity/proposition. In addition, the applicant's Design and Access Statement and Planning Statement also seek to explain how the proposal has been designed in response to the heritage significance of the Registered Park and Garden.

351. The Conservation Strategy for the site in turn informs the Interim Landscape and Habitat Management Plan which was updated in January 2018 as part of a comprehensive strategy to manage/maintain the Park in the future. In addition, in terms of the archaeology of the site the applicant has submitted an archaeological desk based assessment, geophysical survey and historic building assessment.

Significance and setting of Hulton Park

352. Hulton Park is a Grade II Listed Park and Garden. It is also recognised by Policy OA4 as a valued part of the physical environment of west Bolton. It has been therefore recognised as being of local, regional and national significance.

353. Hulton Hall was the seat of the Hulton family for over 800 years with Hulton Park being designed to create a country estate sheltered from the outside workings of the collieries and encroaching urban landscape.

354. The design of the Park is attributed to the designs of William Emes and John Webb who worked within the stylistic parameters set by Capability Brown which includes undulating topography with carefully placed individual and clumps of trees, depicting what was considered to be most loved about the English countryside.

355. The overall significance and special qualities of Hulton Park whilst detailed within the Historic England listing can be summarised as follows:

- it is an intact Park Design by Eames and Webb;
- stylistic parameters of the English Landscape Garden;
- A Grade II listed dovecote;
- Industrial archaeology;
- Link with local history and community; and
- Provides for a unique ecological habitat.

356. In accordance with paragraph 128 of the NPPF the applicant has submitted a Conservation Plan which (i) assesses the Heritage Significance of the Listed Park and Garden as well as the assets contained within it - including the Grade II listed dovecote and (ii) provides a conservation strategy for the site. This seeks to address all the key guidelines as recommended by Historic England (then English Heritage) summarised at paragraphs 300 and 301 of this report.

357. In addition, the Conservation Plan identifies areas of the Park which are deemed to be of less significance in order to guide the overall design and layout of the Golf Resort.

358. The Council's Urban Design and Conservation officer has confirmed that the level of detail contained within the Environmental Statement and associated documents is comprehensive and satisfies the requirements of the NPPF (paragraph 128).

359. In respect of paragraph 130 of NPPF Officers note that whilst Hulton Park has not been managed or maintained for decades and its condition has essentially deteriorated for a long period of time. This is to some degree as a result of the agricultural use of the land which through overgrazing has resulted in over compaction and poaching of the land. The deterioration of Hulton Park cannot be attributed solely to Peel who have been developing ways to manage the listed Park over a number of years.

360. Whilst the Lancashire Gardens Trust (LGT) and the Gardens Trust (GT) object to the current proposal, the LGT do state that the special character of the park is only slightly diminished by:

'...the current somewhat degraded appearance resulting from its present agricultural use. It is of particular cultural and heritage value due to its location in proximity to heavily urbanised settlements.'

361. The LGT do also highlight the beneficial restoration proposals including the pleasure gardens, walled garden, lakes and dovecote. However, they consider that set within the context of the risk of harm to the RPG in relation to the golf course development and residential development. In addition, the Gardens Trust also acknowledge within their initial objection letter that:

'...currently there is no realistic strategy that will bring Hulton back to its former glory, and if nothing is done the Park will probably be lost forever.'

362. Both the LGT and GT and a large number of local residents however, consider that the harm caused to the both the character and appearance of the RPG and its setting by the proposed development would be substantial.

363. As Hulton Park was only added to the 'list' in 2002 it is unlikely the Park has suffered any major deterioration since its listing. Indeed the listing description of Hulton Park is as follows:

'An early 19th Century landscape park, with plantations by Mr Webb and the remains of pleasure grounds and kitchen garden of the same period.'

364. The Council's Greenspace Management team (Landscape) have commented that Hulton park remains structurally largely intact, but lacking in active management and maintenance in recent years. Notwithstanding the relative decline the Park was listed in

its own right in 2002.

365. Officers consider that when the site is compared with the original design it is considered that there has been significant deterioration. It is therefore considered that given the above there is a great opportunity to both conserve and enhance the status of the Park by the current proposal in accordance with Paragraph 126 of NPPF and also Core Strategy policies CG3.4 and OA4.4.

366. When assessing the site, the applicant has divided the Historic Park and Garden into eight key character areas:

- The Park;
- Pleasure Grounds and Woodland;
- Mill Dam and Lake;
- North Meadows;
- West of House;
- New Park Wood and Fields;
- Park End Farm; and
- Dearden's Farm.

The Park

367. In terms of the Park this area retains the broad layout of the 19th Century designed landscape including boundary detail located at the principal entrance of Newbrook Road. The character is one of irregular expanses of open ground which is currently used for grazing pasture. In terms of condition the soil shows signs of poor drainage/water logging with a large proportion of the individual Parkland trees either missing or in poor health, through overgrazing, compaction from farming practices and a lack of a coherent management strategy. The surrounding woodland has no real management and maintenance but is of high significance. Some subsidence has occurred and also concentrations of the invasive species Himalayan Balsam.

368. In terms of significance, this area retains the broad layout of the John Webb designed landscape. It incorporates an earlier Parkland landscape and is of higher historical value. The Great Park incorporates an early design by Eames which is fairly unique within the NW.

369. Officers consider that the applicants' assessment that this part of the Park has high significance is accurate.

Pleasure Grounds and Woodland

370. Now derelict and unmaintained. The site of the former Hulton Hall is now grassed with trees lining the footprint of the Hall. The original Pleasure Grounds are planted with mature trees and self-seeded rhododendron and ash providing an informal woodland character. Little remains of the planting character and the informal path networks. The area is currently used by an archery club. Land within the Kitchen Garden is largely overgrown.

371. The Lake which is located adjacent to the former Hall is silted up with Japanese Knotweed lining the edge of the lake and surrounding area.

372. The remains of the curved wall which linked the Hulton Hall with neighbouring buildings including Home Farm remains. Home Farm is made up of a number of historic and modern farm buildings including the Grade II Dovecote building. This building is in a fair condition. The stable block is derelict.

373. The Pleasure Grounds were an important feature of the landscape design created by Eames and Webb. This area has considerable significance and is in need of significant restoration.

374. Officers agree with the applicants' assessment of the significance of this area of the Park, the Pleasure Grounds formed part of the original design of Hulton Park, closely connected with the use of the Hall.

Mill Dam Wood and Lake

375. Mill Dam Stream runs through the Park entering in the NW corner of the site running southwards where it enters a Lake. The stream then runs SE passing through a wooded valley to Mill Dam. Mill Dam Wood has mature tree specimens with some invasive rhododendron. The Lake is silted up and the Mill Dam wall is in poor condition.

376. The Lake was a key feature of the designed landscape with the area resembling some of the picturesque parameters of the original design. Much of the historic character of this area has been lost.

377. Officers also agree that this area is of low significance whose design goes back to the original design and layout of the Park providing an important link between the North Lake adjacent to Hulton Hall running in a South Easterly direction.

North Meadows

378. The area is enclosed by Hardwick's Plantation to the north, Stone Holes Wood and Markland Plantation to the north-west and Old Dam Wood to the south. This creates an irregular shaped pasture and meadow used for grazing cattle and horses. The land is bisected by a track running north from Home Farm and Hulton Hall to the A6 / Manchester Road. The track is largely grassed over. This track was the secondary access and service entrance to the House and primary access to Home Farm. To the west of the access is Hulton Cottage which was the residence of the Hulton family from the 1950s until 1998.

379. Retains the broad shape of woodland Plantations laid out by John Webb. Views from the northern edge across the Park are still intact. The applicants suggest that this area is of medium/low significance.

380. Officers consider that whilst this area was an extension to the originally designed Park it is of medium significance as it also provides views from the main vehicular access from Newbrook Road when entering the Park up to this area. These views are important

in the providing the undulating topography and provide the opportunity to have sweeping vistas over the site.

West of House

381. Forms part of the designed landscape with the woodland plantations of Belgrave Spinney, Rawsthorne Wood and Dog Kennel Wood laid out by John Webb. The land shows signs of compaction and over grazing. A large amount of the woodland is of good quality and high significance.

382. This area contains Plantations laid out by John Webb with limited historical references beyond this. The area forms part of the wider landscaped Park created by Webb to hide the industrial coal mining and is considered to be of medium/low significance.

383. Officers agree with the applicants' assessment of the significance of this area. This part of the site, whilst forming part of the wider Park, has been used for agricultural purposes and has a different character than the core areas of the Listed Park.

New Park Wood

384. Historically bound on the southern edge by colliery workings and the Bolton and Leigh railway line, landscape is rugged. Land to the south is owned by Bolton Council and has been restored with woodland planting.

385. The Wood is designated as an area of Semi-Natural Woodland pre dating Webb's designed landscape. Medium / low significance.

Dearden's Farm

386. Contains a number of farm buildings surrounded by fields with the boundary defined by the edges of Cow's Wood and Park Pit's Wood. The current condition shows signs of over compaction and over grazing.

387. The applicant considers that this part of the Park is of low significance with few

historically significant features in the area and is separated from the main Park by Plantations.

388. Officers agree with the applicant's assessment of this part of the Listed Park and Garden. The area is peripheral to the main core of the Park screened by existing woodland.

Park End Farm

389. Farm house and buildings are positioned on the lower ground at the end of Mill Dam Stream and are surrounded by irregular patterns of fields laid to pasture, interspersed with ponds and small lakes. Similar signs of over compaction and over grazing. Trees and woodland are of lower quality and younger in age. Woodland aims to shelter the Park from the outside world.

390. Low/negligible significance - little evidence of historically significant features in the area and separated from the main Park by Plantations.

391. Officers agree with this assessment of this part of the Park. This area is distinct from the main body of the Park and is at a much lower level.

Significance of the Grade II Dovecote

392. The Dovecote is the only building located within the Registered Park and Garden which is listed (Grade II) and is therefore a designated heritage asset. The Listing is relatively recent dating back to 2005.

393. The Dovecote is described within the listing as follows:

Dovecote, early nineteenth century, red brick with grey slate roof. Small, octagonal in shape, with hipped roof having iron covers at the hips, and a central raised lantern with a wooden frame and conical slate roof supported by a wooden post. Some slates missing from roof. Plain entrance doorway and two brick-framed circular openings spaced around sides. Internal nesting boxes reported intact. The dovecote

is one of the few remaining buildings associated with Hulton Hall which was demolished in 1957. It was probably built at around the same time as the hall and surviving stables, in the early years of the nineteenth century.

394. The significance of the Dovecot is that, as stated above, it is one of the few remaining buildings associated with Hulton Hall dating back to the same time as the former hall and surviving stables.

395. The current setting of the Dovecote has changed substantially since the demolition of Hulton Hall in the 1950s. The current setting is mixed with a number of derelict/ramshackle structures located in close proximity to the dovecote including the former stables, archway. An important element in the current setting and as set out in the Listing description is the presence of Home Farm whose use as an agricultural holding dominates the site with ad hoc storage around the Dovecote e.g. storage container. The setting is part working farm and part derelict and overgrown former Hulton Hall site.

Impact on the significance of designated heritage assets

396. The proposal must be assessed against the relevant development plan policy and guidance in NPPF. In terms of the future use of Hulton Park as detailed within Core Strategy policy OA4 the Council aims to conserve and enhance Hulton Park as a Listed Park and Garden. It is considered that the current use of the site and lack of active management / maintenance within the Park has part resulted in a deterioration of the quality of the Park from its original design.

397. It is considered that in its current use and limited maintenance it is unlikely that the Listed Park status would be enhanced and without a management/maintenance regime in the future the conservation status of the site is likely to decline. The Council note that the applicant's intention is to restore Hulton Park and the Dovecote thereby enhancing their character and appearance together with long term management of the site. Paragraph 3 of the NPPG and paragraph 126 of the NPPF confirms that, generally, the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation.

398. It is considered that if the proposal is designed, implemented and managed sensitively it has the potential to sustain and enhance the Listed Park and Garden and make a positive contribution to the character and distinctiveness of the area.

399. The Council's Design and Conservation consultant has commented that the positive elements of the proposal are:

- The restoration of the park entrance and lodge is welcomed. The detailed design and materials proposed for the footways and carriage ways will need to be detailed;
- The proposed hotel building is of a substantial scale and the applicants have submitted a design response that they feel demonstrates that it is of a scale that is appropriate to the site and its setting. The architectural design is itself is of a robust form and appearance and an eclectic architectural style. The house, whilst not a contemporary response to the site, forms a grand statement that would reinforce the core principles of the landscape design by providing a focal point to the RPG;
- The restoration works to the lakes, pleasure grounds and walled garden are welcomed and will better reveal the significance of these heritage assets by restoring and making them more legible and accessible. These are important features within the park and their reinstatement will significantly improve the quality of the RPG in these areas;
- The repair and restoration works to the listed Dovecote, the repairs to the ha-ha, ice house, mill dam and other features of interest within the park are all positive elements that will constitute major benefits of the scheme;
- For the built components a comprehensive repair strategy has been provided by conservation accredited architects, and if followed should ensure a high standard of works to these elements;
- The introduction of the proposals will bring benefits in terms of the longer term use of the park and its contribution to the area as well as allowing more access to

appreciate its heritage value.

400. However, he also advises noted that due to certain elements of the proposal, harm will be caused to aspects of the Listed Park. It is therefore necessary to assess the extent of this harm to the Listed Park in the light of the development plan and the NPPF. The details are considered above but the main elements of the proposal which result in harm include:

- The loss of the Dearden's Farm and Park End Farm parts of the site to residential development;
- The provision of new buildings and structures located within the Park including the Clubhouse, Hotel, Maintenance building and other ancillary structures;
- Impact on the setting of the Listed Park with the proposed residential development located within the Western Fields part of the wider application site.
- Landscaping which is required to create the Ryder Cup golf course which will remodel the existing grassland and parts of the existing woodland including drainage works; and
- The loss of Hulton Cottage and other non-designated heritage assets.

Residential development within Hulton Park

401. The development to the north east and south east elements of the Hulton Park RPG will encroach onto the registered section of the park. The Council's Urban Design and Conservation consultant considers that this encroachment is unfortunate and the preference would be to see the all development removed from within the boundary as any encroachment will cause a degree of harm.

402. However, the heritage statement and landscape assessments have identified these two areas as having lower significance and have suggested that if residential development is to take place then these are the least harmful locations. The residential development will not impact on the significance or setting of the Dovecote. The applicants acknowledge that there will be a level of harm caused but officers accept that

these must remain in order to justify the level of investment and improve viability.

403. The Council's Urban Design and Conservation consultant states that both the north-east and south-east corners beyond the Park boundary have experienced a level of residential growth and spread that has had an incremental effect historically in eroding the edges of the wider park. Despite this it is regrettable that there needs to be any form of development within the registered area of the park.

404. In respect of guidance contained within NPPF great weight is given to the asset's conservation. It is considered that though there will be a total loss of two parts of the Historic Park and Garden this in itself would not result in the total loss or substantial harm to the heritage asset and its setting. That substantial harm of the loss of the two constituent parts of the Listed Park and garden would need to be assessed against the public benefits of the proposal, including securing its optimum use.

405. When considered as part of the wider proposal it is considered that the residential development within the Park is necessary to assist in funding the provision of the Golf Resort, which in turn provides a use within the site which restores and enhances the key features of the Listed Park bringing the site into an active use and providing a long term management / maintenance regime for the whole site.

406. Therefore, it is considered that there are substantial benefits which accrue from the proposed development which would outweigh the harm caused.

Provision of other buildings within the Park

Impact of the hotel on both RPG and dovecote

407. The Council's Urban Design and Conservation officer has commented that the proposed main hotel complex is positioned in the location of the former house and is therefore well sited and responds well to the RPG and reinforces the 'house' as the main focal point of the landscape.

408. The Council's Urban Design and Conservation officer has also stated that the proposed building is of a substantial scale and the applicants have submitted a design response that they feel demonstrates that it is of a scale that is appropriate to the site and its setting. The architectural design is itself of a robust form and appearance and an eclectic architectural style. The house, whilst not a contemporary response to the site, forms a grand statement that would reinforce the core principles of the landscape design by providing a focal point to the RPG.

409. Officers therefore consider that the proposal would re-provide a focal point for the RPG, providing the Park with a renewed purpose/use. Whilst the listing of the Park does not include the provision of a Hall it is clear from the historical development of the site that the Hall was central to the former use of the site. Officers consider that the proposal would enhance the Park. Officers also consider that whilst the footprint and overall scale of the Hotel is larger than the original Hall it draws references to the design of the Hall which was demolished in the 1950s.

410. In respect of the Listed Dovecote the new Hotel will provide a new enhanced setting for this building with a newly created walled garden.

Impact of the clubhouse

411. To the south of Hulton Cottage is the proposed new golf club house. The Council's Urban Design and Conservation officer notes that this substantial new building will have some impact in the landscape. They consider it would have been more appropriate to have sited the clubhouse within the hotel complex to avoid any more built form encroaching into the landscape.

412. The applicants have subsequently advised that this would not be possible and have set out further justification for its proposed location which officers accept.

413. The requirement to provide an 18 hole golf course has necessitated the provision of a clubhouse at the half way point (between holes 9 and 10) which is also well served by a direct road link from the existing local highway network. To place the proposed

clubhouse in an alternative location would have resulted in further compromises being made e.g. impact on ecology, siting of the Clubhouse in more sensitive locations in relation to landscape.

414. Officers have considered the detailed justification for siting the Clubhouse in its current location and consider the siting has been carefully chosen with the heritage of the Park being fully considered. Whilst the proposed clubhouse would be viewed when travelling along the original main approach from Newbrook Road, it would be set against the backdrop of the plantations/woodland which are located to the north and west of the site and would not cause harm to the significance of the Park.

415. Officers also consider that the provision of other ancillary buildings within the proposed golf course would have negligible impact on the significance of the Park as they are small in scale, in the main respectful of the character and appearance of the Park. The largest other building is the proposed maintenance building which is located in a secluded area of the Park. The maintenance building would also be screened by additional woodland planting.

416. In summary, officers conclude that the provision of the other buildings (excluding the residential development discussed above) within the RPG would broadly respect the setting and significance of Hulton Park and the Grade II listed Dovecote and that moderate (less than substantial) harm would be caused to those assets.

Impact on the setting of Hulton Park by the proposed Western Fields residential development

417. The Council's Urban Design and Conservation consultant has concluded that the setting of the RPG goes beyond its boundary and the green open space and countryside beyond the western edge is an important part of its landscape setting.

418. They concluded that this development will cause some degree of harm. If it is acceptable on viability grounds to justify the principle of residential development to the west of the park, then the mitigation measures now provided to reinforcing boundary

planting should put in place to avoid open views towards the built form that surrounds the park.

419. Officers would agree with the fact the Western Fields form an important part of the setting of the Park. However, in the main the western edge of Hulton Park is dominated by the presence of Plantations in the form of Markland Plantation to the north west corner and Belgrave Spinney in the south west corner of the site. The key area where the Western Fields do create a setting is in the west of the site where there is a gap in the woodland plantation. This coincides with the presence of the existing public rights of way which enter the Park at that location.

420. The applicant has proposed the provision of the creation of a new setting for this part of the Park with the addition of new woodland which once established would effectively fill in the gap between the two adjoining existing Plantation areas.

421. Therefore, over time it is considered that the residential development in the Western Fields would have a limited impact on the setting of the Listed Park resulting in less than substantial harm to the Registered Park and Garden. It is not considered that the Western Fields forms part of the setting of the Dovecote. Officers consider that the benefits accrued by allowing residential development in this location would assist in the improvement of the retained RPG and its future maintenance and management. It is considered that these benefits would outweigh any harm caused.

Landscaping and creation of the golf course

422. The Council's Urban Design and Conservation consultant has confirmed that the physical works to the park will undoubtedly cause harm to the significance of the RPG. However, the submission states that the EH/HE guidelines have been referred to when designing the course. The championship nature of the course has meant that there have been additional requirements that will naturally impose additional conflict and constraint.

423. The Council's consultant confirms that the applicants appear to have softened the re-profiling and other features to a minimum in the most significant parts of the park, especially the highly significant front section. They identify that there still be some harm caused by the re-profiling work and the introduction of greens, fairways, water features and tees. This cumulatively amounts to a large element of regrading which will have some impact and will affect the gentle undulating nature of the landscape and change its character.

424. The proposed pathways for buggies add visual intrusion which would also impact on the appreciation of the landscape and create visible scars. The applicant has sought to reduce the impact of the creation of pathways by proposing to agree to a coloured finish to the pathways which is sympathetic to the grassland appearance of the site. This can be secured by condition.

425. Where new tree planting is taking place this needs to be carefully monitored to ensure the correct species and standards are used. More mature trees will need to be introduced where there is a need to reinstate particular key views or reinforce planted areas.

426. The Council's Urban Design and Conservation consultant, in summary, states that the works are a large scale intervention in a sensitive location and will ultimately lead to the loss of some significance of the RPG and some loss of legibility by the introduction of features and re-profiling that are undoubtedly not original or perfectly compatible with the planned landscaped park, however there have been efforts to minimise the impact by following the EH guidance and recognising the significance RPG.

427. The Council's Greenspace Management team consider that the requirements of placing a prestigious Championship golf course and the complexity of the construction project within the historic parkland is a challenge for the project to reflect the criteria that requires that the project 'conserves the historic or aesthetic interest of the site'.

428. Officers consider that whilst the proposal would impose fairways on parts of the Park a large proportion of the proposal would retain the rough and far rough parts of the golf course as grassland together with the replanting of a number of trees which formed part of the original design of the Park but which have been lost over time. It is therefore considered that these elements would assist in restoring these parts of the site.

429. Officers consider that the design of the golf course has evolved to be as sensitive as it can be to the significance and overall character and appearance of the Listed Park and Garden. The essential character of the most sensitive parts of the Park will be retained and restored and some key features will be enhanced. It is considered that this harm is less than substantial.

Overall impact on designated heritage assets and paragraph 134 balance

430. Overall, having regard to all of the matters considered in this section, officers consider that the proposal would result in less than substantial harm to Hulton Park and cause no harm to the Dovecote, so that para. 134 of the NPPF is applicable and the LPA is required to weigh the benefits of the proposal against the identified harm. Officers consider that in heritage terms the proposal offers a number of significant benefits for the conservation and enhancement of the Park and presents a valuable and potentially unique opportunity to provide the Park with an active use which is consistent with its conservation. The use of the site will in turn assist in the implementation of the restoration and management plans for the site which will be overseen on a full time basis initially by Council officers to ensure the quality of the landscape is maintained and enhanced. Other significant benefits in heritage terms include opening up access to the assets, and the provision of education and signposting materials which will help to explain the historical and cultural significance of the assets to visitors. These on their own

are considered to outweigh the moderate harm which the proposal will cause but additionally the proposal will also have very significant wider benefits as detailed elsewhere in this report, which will clearly outweigh the identified harm to significance and setting.

431. The benefits of restoration of the site and the long term management and maintenance of the site are considered to outweigh the harm to the Listed RPG. This is in accordance with paragraph 134 of the NPPF.

The loss of Hulton Cottage and other non-designated heritage assets

432. Paragraph 135 of NPPF provides guidance on the effect of proposals on non-designated heritage assets. It is recommended that a balanced judgement as to the scale of the harm and the significance of the asset.

433. It is proposed to remove all of the original buildings to Dearden's Farm and also Hulton Cottage.

434. The Council's Urban Design and Conservation consultant has confirmed that the loss of Dearden's Farm is harmful to the significance and local character of the area with a preference for the retention of the Farm complex. The significance of Dearden's Farm is that it represents a farmstead complex whose buildings are of some interest. The preference would be for the retention and conversion of these buildings.

435. The applicant has responded to these comments by amending the Residential Design Code for the Dearden's Farm part of the site to ensure that a strong residential frontage is provided onto Manchester Road. The illustrative masterplan shows a configuration of dwellings which replicates the courtyard character of the farm buildings.

436. Officers consider that the loss of Dearden's Farm would not be significant, especially if the overall design of the final scheme seeks to replicate the urban design in this location. The loss of Dearden's Farm is an integral part of the proposal and is considered to be acceptable.

437. Concerns have been expressed regarding the relationship between the proposed residential development and the Pretoria Pit disaster memorial. The setting of the Pretoria Pit Disaster Memorial will be affected by the new housing development. It currently has a landscaped setting which will change as a result of the proposed new built form. The design of new development and any works proposed to the memorial and its immediate setting needs to respect its significance. This will be secured and controlled for future residential development to comply with the area Design Code.

438. The Council's Urban Design and Conservation consultant has also commented that the proposed new main entrance to the north will involve the loss of Hulton Cottage. This cottage is a non-designated heritage asset and important component in the landscape and also relevant due to its association with the Hulton's and their estate.

439. The applicant proposes the demolition of Hulton Cottage to facilitate the new access road for the 'Golf Resort' including Hotel and Clubhouse access.

440. The Council's Urban Design and Conservation consultant explains that the significance of Hulton Cottage has continued to have an important role in the park's history and evolution and for the Hultons themselves. It appears to have been their past seat of residence until it exchanged hands to the current owners. The Cottage represents to some degree the final chapter in the changing fortunes of the family and their estate and therefore has an important historical association. The cottage has clearly evolved over the years as a result of extensions and alterations to the property from its original more humble stature to a more polite and gentrified house that has a frontage to the landscape, thus allowing the Hultons to still appreciate the landscape and estate. Whilst suffering from various changes that have had an effect on its original form and legibility it still has significance as a non-designated heritage asset.

441. The applicants have explored options around retaining the cottage by reconfiguring the entrance but this has been shown to have a detrimental effect on other important features such as mature boundary trees as detailed within the Design and Access

Statement.

442. Officers consider that whilst the loss of Hulton Cottage is regrettable the applicant has given careful consideration as to the overall design and layout of the golf course and associated facilities. The optimal main access point for the development would result in the removal of Hulton Cottage. It is considered that the benefits of the new access point would outweigh the disadvantages in this instance.

Archaeological assessment

443. The Council's archaeological consultant, the Greater Manchester Archaeological Advisory Service (GMAAS) which provides archaeological advice to the ten Greater Manchester Local Planning Authorities, has assessed the applicant's submission and the potential impact on matters of archaeological interest within the site. They conclude that the application is supported by a comprehensive range of documents including an archaeological desk based assessment and historic building assessment. These documents identify the heritage assets with an archaeological interest and discusses their relative significance. This detail provides recommendations for mitigation.

444. Officers from GMAAS also explain that the applicant has undertaken a targeted geophysical survey to inform understanding of potential buried archaeological features. This has resulted in a large number of non-designated heritage assets of known and potential archaeological interest. Whilst not of national significance warranting preservation in situ, these assets need to be recorded.

445. The archaeological interest within the site ranges from potential prehistoric and Roman remains, a medieval hall site, two post medieval halls and associated outbuildings with landscaping, a post medieval farming landscape, together with industrial remains relating to tramways, workers' housing and collieries. These remains vary from local to regional significance.

446. GMAAS recommend a programme of works to further survey (including trial trenching) and record the archaeology and dissemination of the results to the local and

wider community which needs to be secured by a planning condition. In terms of the historic built environment detailed recording will also be required in line with the recommendations as set out in the applicant's submission. The surveys vary from Historic England building levels 1 to 3. This would need to be conditioned by the requirement for a Written Scheme of Investigation.

447. The requirement to disseminate the results of the archaeological investigation would ensure compliance with paragraph 141 of the NPPF. However, that of itself should not be considered a justification for the project or a supporting factor for granting permission.

Summary

448. In conclusion, Officers consider that the proposal would result in the moderate harm to the designated heritage assets but that the benefits of restoring the Park and providing a viable long term use of the site would outweigh that harm. Additionally, consideration of wider benefits makes it clear that the requirements of paragraph 134 are met.

449. A number of non-designated heritage assets would be lost as a result of the proposal but again officers consider that the benefits of limited residential development within the Park and the creation of a new vehicular access point are necessary compromises which outweigh the harmful impacts.

Landscape and visual impact

450. Strategic Objective 11 of the Core Strategy seeks to ensure that there is a requirement to conserve and enhance the best of Bolton's built heritage and landscapes, and improve the quality of open spaces and the design of new buildings.

451. In addition, Core Strategy policy CG1.1 makes specific reference to the need to safeguard and enhance rural areas of the borough from development that would adversely affect its (amongst other things) landscape character. Also Core Strategy policy CG3 states that the Council and its partners will:

- Conserve and enhance local distinctiveness ensuring development has regard to the overall built character and landscape quality of the area (CG3.2);
- Require development to be compatible with the surrounding area (CG3.3);
- Conserve and enhance the heritage significance of heritage assets and heritage areas. Recognising the importance of sites, areas and buildings of archaeological, historic, cultural and architectural interest and their setting (CG3.4); and
- Maintain and respect the landscape character of the surrounding countryside and its distinctiveness. Any soft landscaping and landscape enhancement schemes should enhance biodiversity and be compatible with the nearby landscape character types identified by the Landscape Character Assessment.

452. Core Strategy policy OA4.4 states that the Council and its partners will conserve and enhance the character of the existing physical environment, including Hulton Park. In addition, Core Strategy policy OA4.6 states that development should respect the large amount of open space and lower density development in West Bolton, with planting to include native species which are identified in the Landscape Character Appraisal. Core Strategy CG4 states that the Council will ensure that new development is compatible with amenity.

453. Guidance contained within NPPF, in particular paragraph 7 as part of the planning systems environmental role there is a requirement to protect and enhance our natural, built and historic environment. In addition, paragraph 17 details twelve core planning principles, the fifth principle being:

'...to take account of the different roles and character of different areas...protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside...'

454. As the site is located within the Green Belt and also designated as a Listed Park and Garden there are also green belt policies (Paragraph 81 NPPF) which seek to retain and enhance landscapes. This is in addition to the policies within NPPF which relate to the

conservation and enhancement of the natural environment (paragraph 109) including valued landscapes, and conservation and enhancement of the historic environment, including Listed Parks and Gardens.

455. Whilst a consultation draft of NPPF has recently been published it is considered that very little weight can be given to this document. Officers note that this draft (paragraph 168 - 175) makes specific reference to conserving and enhancing the natural environment.

456. As detailed within paragraph 304 of this report, Bolton's Landscape Character appraisal (2001) identified a number of key character areas whose characteristics are shared with certain parts of the Borough. Hulton Park is located within land defined as an Agricultural Coal Measures character area. The characteristics of this area are as follows:

- Undulating topography with hills and valleys falling to the Mersey basin in the south;
- Low grade agricultural land with ponds and flash areas;
- Structure provided by broadleaved woodland;
- Fragmented landscape with scattered settlements and dissecting transport links;
- Lack of historical continuity and variety in landscape quality;
- The landscape type reflects a history of coal mining in the area which provide physical evidence of subsidence from former mine workings.
- The broadleaved woods play a significant part in defining local landscapes;
- The presence of ponds in supporting Great Crested Newt and providing a 'pond way' across southwest Bolton, Wigan and Salford.
- Farmland is predominantly used for grazing livestock, with signs of physical deterioration in land quality.

457. Officers consider that the relevant development plan policies are consistent with the NPPF and have substantial weight in the assessment and determination of the landscape appraisal of the site and the impacts the proposal would have. Policies contained within

the NPPF are considered to be complementary to the development plan and also have substantial weight.

458. The applicant have provided a Landscape Character and Visual Assessment at Chapter 7 of the Environmental Statement which was submitted with the application. Officers have reviewed this assessment and consider it to be sound.

459. This assessment considered the likely effects on the landscape character (including the character of the registered park and the wider landscape); and the likely significant effects on the visual amenity of people.

460. The assessment took 15 key heritage viewpoints and 13 additional views which compare the baseline character as at 2016/17 with the character of the viewpoints as at 2026. The 2026 views assume that the Golf resort would be complete, as would the provision of 130 units at Dearden's Farm, 85 units at Park End Farm, 100 units on the western fields and a new link road.

461. The heritage viewpoints were taken with the aim of illustrating the character of the Historic Park whilst the additional viewpoints were taken to assess the change to visual amenity from public locations.

462. The impact of the proposals is dependent on a number of factors including:

- Sensitivity – the nature of landscape receptors;
- Susceptibility – the ability of the landscape to accommodate the proposed development;
- Value of receptors – dependent on whether the site is designated e.g. Listed Park and Garden and the reasons for designation;
- Magnitude of effect – change in existing / new landscape features;
- Geographical extent;
- Duration – short term (0-5 yrs), medium (5-15 years) and longer term (15+

years);

- Reversibility – whether change can be reversed.

463. These impacts produce a significance rating varying from the effects being negligible through to major. The applicant has identified the impact of the proposal on the landscape throughout the lifetime of the development, to include Construction and Operation of the proposed development / off site highway works, Construction and operation of the Ryder Cup and Decommissioning of the Ryder Cup.

464. In terms of the application site, as detailed elsewhere within this report, it is made up of two distinct parts, land north of the A6/Manchester Road and land located to the south which is dominated by the presence of Hulton Park.

465. Hulton Park is a Grade II Listed Park and Garden and as such is of national importance. As detailed within both the ES and Planning Statement the application site has been broken down into 10 character areas which are consistent with the areas used to assess the impact of the proposal on the significance of the Listed Park and Garden (e.g. The Park, Pleasure Grounds and Woodland, Mill Dam Wood and the Lake etc).

466. The applicant has identified a number of sources of effects on the landscape and visual character of the site, this ranges from consideration of the effects of the construction of the development proposal, through to the use of the site including the hosting of a Ryder Cup event.

Effects of the proposed development

Construction

467. The applicant recognises that there will be some significant effects on the character of the historic landscape of the Park during the construction of the Golf Course. This will include the construction of the golf course with considerable earth movement and activity across the site. The applicant identifies this as having a significant effect on all areas of the Park, if only for a temporary period and a moderate to major effect in the Western

Fields area. In addition, they identify the effects on the Northern fields (land north of the A6) as being not significant given the lower susceptibility and value of this area.

468. Officers consider that, given the relative self-containment of the development and screening by substantial woodland planting, the proposal would not impact on the character of the wider character area (Agricultural Coal Measures) area i.e. land in Wigan or land to the west.

469. However, due to the nature of the proposal it would have temporary/short term adverse impacts on the landscape character of the application site.

Operation of the proposed development

470. Officers consider that the residential use of the three parcels of land will have a significant negative impact on the landscape character of these areas (Park End Farm, Dearden's Farm and Western Fields). The Council's consultants have advised that the visual impact on adjoining residents and footpaths from Park End Farm and Dearden's Farm would be significant and this is accepted. However, having considered Chapter 7 of the ES, it is not accepted that the impact of Western Fields in terms of landscape or impact on visual impact for residents and footpath users would be more significant.

471. In terms of landscape impact, the introduction of the final landforms for the golf course and the bunkers would have a detrimental impact on the landscape character of the site. As set out in the ES, there will also be additional impacts from the other buildings to be introduced. However, it is considered that applicant has designed the golf course to effectively minimise and mitigate level changes in the more sensitive locations of the Historic Park and it is concluded that the overall impacts are moderate. Implementation of the scheme would also provide for enhanced condition of boundary treatment and the provision of additional woodland planting.

472. In terms of impact on visual receptors, regard has been had to Chapter 7 of the ES. It is noted that during the full operation of the site significant adverse effects will remain

for receptors close to residential areas (including visitors to the Pretoria Pit Disaster Memorial, properties at Over Hulton on the southern side of the A6 and on the western side of Newland Drive, and residents on the northern edge of Atherton) and that the operation of the link road will cause significant adverse impacts on residents on the south side of the A6 between the Chequerbent Roundabout and the Park, as well as scattered properties to the north of the A6.

473. In terms of landscape character/impact the proposal would have a number of benefits including for example, the Hulton Trail would provide an upgraded footpath network in terms of condition, surfacing and legibility and there would be improvements for people travelling on the A6 and A579 Newbrook Road. There also will be beneficial effects from restoring key parts of the historic Park and Garden, including the Pleasure Grounds, Woodland and Mill Dam Wood and Lake. In addition, providing a new use / focus for the site would also be beneficial as would the enhanced management of the site including woodland plantations. This would be for the Great Park, Pleasure Grounds and Woodlands, Mill Dam Wood and Lake areas.

Construction / decommissioning and use of the site for hosting Ryder Cup

474. Integral to the proposal is the hosting of the Ryder Cup tournament and associated tournaments before and after 2026. Officers consider that whilst the proposal would result in significant impacts to the parts of the site used for hosting the event(s) but these are temporary in nature. The applicant has submitted an Interim Construction Environmental Management Plan and also an Event Management Plan at Volume 4 of the ES. These would assist in mitigating any impact the hosting of a golf tournament on the landscape character of the site and on visual receptors.

475. In conclusion, Officers consider that the proposal would have significant short term negative impacts on the character of the whole site throughout the construction period for the golf related facilities. There would also be significant negative impacts on the character and appearance of the areas identified for residential development. Whilst

Design Codes can go some way to ensuring the developments are reflective of the local environment in terms of the retention of high quality green spaces there will be a permanent change in the character of these areas, to the detriment of both the landscape character and visual amenity.

476. The character and appearance of the areas used for the proposed Golf Course would also be changed. The incorporation of fairways and other golf related requirements would undoubtedly provide for areas of compromise when compared with the Landscape character of the Historic Park. Whilst the undulating nature of the site would be retained the management of fairways would to some extent create features which would be at odds with the Parkland setting. However, it is considered that the benefits of enhanced management of the retained rough/grassland elements of the Golf Course together with new tree / woodland planting and management of the whole site would result in an improvement to the appearance of these areas of the Park.

Summary

477. On balance it is considered that the impacts of the proposed development will be mixed having both positive and negative effects. In the medium and long term, the overall landscape character of the site will improve in line with the ambitions of the applicant to provide for a heritage restoration project. However, there would be some conflict with both the development plan policies (SO11 and CG3) and paragraph 109 of the NPPF as some of the valued landscape would be permanently lost. The visual impacts of the proposal are also mixed with negative and positive effects. Officers consider that with suitable mitigation and when considered in the context of the wider benefits of restoration and full use of the site this would offset such harm.

Green belt impact

478. The relevant development plan policy in relation to development in the Green Belt is Allocations Plan policy CG7AP. This policy states that the council will not permit inappropriate development in the Green Belt. "Inappropriate development" includes any

development (change of use or operational development) which does not maintain the openness of land or which conflicts with the purposes of including land within the Green Belt, and the erection of new buildings except for:

- Agriculture and forestry;
- Provision of appropriate facilities for outdoor sport and outdoor recreation, and for cemeteries which preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- The extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- The replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- Limited infilling in villages at Hart Common and Scot Lane End as shown on the Proposals Map.

Limited infilling or the partial or complete redevelopment of previously developed sites, whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purposes of including land within it than the existing development.

479. Paragraph 5.17 of the supporting text states that the Council “will permit development proposals which fail to meet the above criteria in CG7AP only in ‘very special circumstances.’” This reflects paragraphs 87-88 of the NPPF. Paragraphs 79 to 92 of NPPF provide guidance to the assessment of development proposals in the Green Belt. This policy provides a greater explanation on the purposes of the Green Belt.

480. The NPPF states that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open with Green Belt serving five purposes:

- to check the unrestricted sprawl of large built up areas;
- to prevent neighbouring towns from merging into one another;

- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in focusing development in urban areas to encourage urban regeneration by encouraging the recycling of derelict and other urban land.

481. Paragraph 81 of NPPF states that LPAs should plan positively to enhance the beneficial use of the Green Belt and look for opportunities to provide access, to provide opportunities for outdoor sport and recreation, to retain and enhance landscapes, visual amenity and biodiversity, or to improve damaged and derelict land.

482. Paragraph 87 reiterates that inappropriate development in the Green Belt is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Very special circumstances will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

483. Paragraph 89 of NPPF sets out where the construction of new buildings in the Green Belt would represent appropriate development. The appropriate development definition is the same as detailed within the Council's Allocations Plan policy. Paragraph 90 also provides a number of examples where certain forms of development are not inappropriate e.g. mineral extraction and engineering operations.

484. It is considered that the development plan Green Belt policy is consistent with the NPPF and can be given substantial weight. The guidance in NPPF provides more detail as to the purposes of Green Belt and the very special circumstances in which inappropriate development may be permitted.

485. The applicant states that the proposed development entails a mix of inappropriate and appropriate (not inappropriate) development in the Green Belt (Planning Statement Chapter 10). Within that assessment the applicant suggests that there will be harm beyond definitional harm, in respect of openness and purposes of the Green Belt and the

harm caused will be in some respects substantial.

486. In terms of the current proposals Officers consider that regrading of the land, construction of ancillary buildings and structure, internal roads and paths and the heritage restoration works could, if applied for separately, be potentially deemed to be not inappropriate development. However, a significant part of the proposal is inappropriate development within the meaning of CG7AP and paragraph 87 of NPPF. As such, officers consider that, considered as a whole, the development is inappropriate and, by definition, causes harm to the Green Belt and should only be permitted if very special circumstances can be shown whereby the potential harm to the Green Belt (which should be assessed by reference to the purposes and nature of the Green Belt) arising from the development as a whole, along with any other harm non-Green Belt harm, is clearly outweighed by other considerations.

Severity of harm to the Green Belt

487. As indicated above, a number of the features of the development do not harm the purposes of the Green Belt and would not have been considered as inappropriate in their own right. As such it is considered that the majority of the ancillary golf-course facilities including the new bridges, half way house would not harm the openness of the Green Belt as they are relatively modest structures which in the view of officers do not impacting on the openness of the Green Belt. By contrast, Officers also consider that the proposed maintenance compound, which might well have been not inappropriate development on its own, would by virtue of its scale have a detrimental impact on the openness of the Green Belt.

488. The most clearly inappropriate elements of the proposal would be the proposed clubhouse, academy and hotel facilities, provision of the golf course and also the residential development. These elements, especially the residential components would result in significant harm to the openness of the Green Belt

489. It is appropriate to assess the severity of harm overall by reference to the five purposes of the Green Belt.

Check the unrestricted sprawl of large built up areas

490. The applicant contends that the proposal, by the very nature of the residential proposal would result in 'sprawl', but not unrestricted sprawl. The development would be constrained / restricted by existing mature woodland in the north east and south east corners of the site (part of the Listed Park) which would provide a strong Green Belt boundary. In addition, parts of the western boundary of the Registered Park would be enhanced by additional planting of woodland to create a stronger definition to the Green Belt boundary.

491. Officers consider that the proposal would conflict with this purpose of Green Belt policy and that this conflict would be significant. However, they accept that there are some benefits in the creation of an enhanced boundary. This reduces the severity of harm.

Prevent neighbouring towns merging into one another

492. A large number of representations have raised the concern that the development would result in the towns of Atherton, Westhoughton and Over Hulton merging into one. The applicant contends that there will be some reduction in the space between neighbouring towns but not the physical, visual or perceptually merging of Atherton, Westhoughton and Over Hulton.

493. It is clear that there will be some reduction in the gap between Atherton and Westhoughton but officers advise that the retention, enhancement and conservation of the major part of the Registered Park in a use which maintains, on the whole, the openness of the Green Belt would ensure that the towns of Atherton and Overhulton remain separate and there is therefore only a limited impact on this purpose.

Assist in safeguarding the countryside from encroachment

494. The applicant's Green Belt study describes the site as being:

'largely free from encroachment and/or urbanizing development...and generally displays strong characteristics of the open countryside.'

495. The applicant's Planning Statement acknowledges that the proposal would result in encroachment of countryside, predominantly in the form of the proposed new residential development. The applicant does state that the development of the clubhouse, hotel, and golf academy facilities will encroach but are sited in locations which in the main contain clusters of either agricultural buildings or residential properties which will be demolished.

496. Officers also consider that the application site as a whole has a strong role in safeguarding countryside from encroachment. The proposal will result in a loss of a relatively large area of countryside, especially within the Western Fields. However, it is considered that the retention of the majority of Hulton Park together with the strengthening of the boundaries with the provision of additional woodland planting would ensure the remaining land is retained in open use. In addition, Officers consider that the proposed Clubhouse is located in an area of the Park which does not have any development located within it. In addition, the proposed Academy building and wider Academy use represents a larger scale development than purely the footprint of Back End Farm.

497. This would result in substantial encroachment into the countryside which would cause significant harm to Green Belt purposes in addition to the harm caused by reason of the proposal for inappropriate development.

To preserve the setting and special character of historic towns

498. The closest towns to the site are Westhoughton and Atherton. Officers consider that the Green Belt in this location does not contribute to either preserving the setting or special character of historic settlements and therefore this purpose is not affected in any significant way.

To assist urban regeneration by encouraging the recycling of derelict and any other land

499. In respect of the proposed golf resort including the key buildings required (clubhouse, hotel complex, Academy building and maintenance building), it is locationally fixed and therefore there would be no other sites within the urban area which would be able to provide an alternative whether this would be either recycled derelict land or other land. The high quality nature of the hotel complex is such that it would not compete with any hotel located within the existing urban area.

500. In relation to the supply of housing, the applicant refers to the 2016 draft of the Greater Manchester Spatial Framework which recognises there is insufficient brownfield land available within Bolton which is capable of accommodating the projected growth in population and demand for new housing in Bolton.

501. The draft GMSF details the overall housing requirements for Bolton between the years of 2015 and 2035 of 16,800 and sought the release of large sites beyond the urban area, including those located within areas of Other Protected Open Land, and proposed limited Green Belt release – for example the 'Western Fields' part of this proposal and a broad area of search in North Bolton which also comprised of largely Green Belt land. A further review of potential housing land allocations in the form of a revised consultation draft of GMSF is due for publication in Summer 2018. Therefore, at this stage the earlier version of Draft GMSF has very limited weight in the assessment of this application.

502. However, it is clear that the required scale of future new residential development in Bolton is beyond both the current housing requirement detailed within Core Strategy policy SC1 and what the current allocated sites within the Allocations Plan can realistically provide. Delivery of this proposal will contribute only 115 dwellings up to 2022/23 so there would be limited benefits of housing in the short term.

503. In this context, and given that the residential component is predominantly for medium to long term delivery, it is not considered that the proposal would result in any harm to the urban regeneration of previously developed sites within the urban area.

504. In summary, Officers consider that in terms of harm the proposal taken as a whole

causes substantial harm to the Green Belt.

Other harm

505. In order to properly assess whether the very special circumstances test is met (see paragraph 486 above) the Committee must consider whether the very special circumstances clearly outweigh both the Green Belt harm described above (including harm caused by reason of inappropriateness, harm to the purposes of the Green Belt and harm caused to openness) and any other harm identified in the other sections to this Report. Particular attention will need to be given to the landscape harm which have been the subject of detailed discussion above. The matters to consider in respect of other harm are (i) loss of existing PROW, (ii) loss of best quality agricultural land, (iii) heritage including non-designated assets, (iv) out of centre retail and hotel provision, (v) additional queuing on the eastbound slip road at Junction 5 of the M61, (vi) loss of trees and habitats (vii) loss of visual amenity.

Very special circumstances

506. In terms of determining whether the matters put forward by the applicant would outweigh the harm to the Green Belt and therefore constitute "very special circumstances", it is necessary to consider what constitutes very special circumstances. The answer to the question will depend on the weight of each of the factors put forward and the degree of weight to be accorded to each is a matter for the judgment of the decision taker, in this case the Planning Committee, acting reasonably.

507. This stage may be divided into two steps. The first is to determine whether any individual factor taken by itself outweighs the harm and the second is to determine whether some or all of the factors in combination outweigh the harm. There is case law that says that a number of factors, none of them "very special" when considered in isolation, may when combined together amount to very special circumstances and goes on to say that "there is no reason why a number or factors ordinary in themselves cannot combine to create something very special".

508. The weight to be given to any particular factor will be very much a matter of degree and planning judgement and something for the decision-taker.

509. There is not a formula for providing a ready answer to any development control question arising in the Green Belt. Neither is there any categorical way of deciding whether any particular factor is a 'very special circumstance' and the list is open-ended but the case must be decided on the planning balance qualitatively rather than quantitatively.

510. What is required of the decision taker above all, is a value judgement and inevitably decision takers are given a wide discretion to be exercised in the public interest, as indeed is inherent in the entire planning regime.

511. The applicant has put forward eight factors which it advances as very special circumstances. These are summarised as follows:

- Restoration and enhancement of Hulton Park (Grade II Listed Registered Park and Garden) and the Grade II Listed Dovecote;
- Absence of an alternative location;
- Economic and legacy benefits of the proposed development linked to the proposed hosting of the Ryder Cup;
- Social, cultural and tourism value of the proposed development;
- Increased beneficial use of the Green Belt across the site;
- Meeting the Borough's housing needs;
- Reducing congestion in the local highway network;
- Net environmental enhancements to the site as a result of the proposed development.

Factor 1 - Restoration and enhancement of a Grade II Registered Park and Garden / Grade II Listed Dovecote

512. The majority of the site comprises of Hulton Park which is a Grade II Registered Park on the Historic England Register of Parks and Gardens of Special Historic Interest. The Park has experienced decades of decline and is now degraded. It is unlikely that the current use of the site will provide for conservation or enhancement of the heritage asset in the medium to long term. The aim of the proposal is to provide a viable use which can facilitate the long-term management and maintenance of the historic asset. It is for these reasons that the proposal is considered to be the optimum viable use of the site.

513. An assessment of the proposal's impact on the heritage asset is detailed elsewhere within this report.

514. The applicant acknowledges that the proposal will result in harm to some areas of the Park but there will be major benefits in terms of a substantial package of interventions and investment which will enable the registered Park and heritage assets within it to be restored to their former condition and put to a long term viable use consistent with their long term conservation and enhancement.

515. The Grade II Listed Dovecote will be restored together with an improvement in its setting.

516. Officers note that the residential development proposed as part of the application is integral to the provision of the Golf course to cross fund the Golf Resort project and to enable the landowner to progress the development.

517. Officers consider that the net heritage benefits of the proposed development should be afforded substantial weight when assessing against the harm to the Green Belt.

Factor 2 - absence of an alternative location

518. The proposal has been specifically designed to realise the restoration of and provide

a viable future for Hulton Park by delivering a championship grade golf resort capable of hosting the Ryder Cup. The provision of the golf course facilitates the restoration and viable future for the registered Park. Furthermore, the project provides significant social and economic benefits for the local area and north west region.

519. There are no other locations which could achieve the twin aims of restoration and positive socio-economic effects.

520. All the aspects of the golf resort including the existing mature landscape made up by the Registered Park and Garden are required collectively to achieve the provision of a Ryder Cup standard golf course at this site which is capable of winning the bid in 2018/9.

521. The absence of an alternative site is a material consideration to weigh in the planning balance.

Factor 3 Economic and tourism benefits of the proposed development and hosting of the Ryder Cup

522. The detailed economic and tourism benefits are summarised within paragraphs 136 to 158. Officers consider that the economic benefits package represents a significant material benefit to the scheme.

523. It is considered that the economic benefits which would flow from winning the bid for the Ryder Cup represent significant local, regional and national benefits. These have been evidenced and assessed by New Economy, Marketing Manchester and the Council's Economic Development team as being justified outcomes which would not be forthcoming if the Ryder Cup event was not hosted at the Hulton Park site. In addition to the direct benefits of the Ryder Cup there would be additional benefits locally and regionally from the pre and post Ryder Cup events.

524. It is considered that this factor has substantial weight when assessing the benefits

of the proposal against the harm to the Green Belt.

Factor 4 - Social and cultural value of the proposal

525. The applicant has submitted a Social Value Assessment of the proposal as to what is likely to be a result of the investment. In summary this includes:

- £13.48 m 2/3 of trained volunteers volunteer at least once at a sports event in the future;
- £55.05 m - savings and increases in revenue associated with people coming off Job Seekers Allowance and gaining new employment;
- £2.56 m associated with increased participation in sport over an indicative 10 year period;
- £42.62m associated with young people who are Not in Employment, Education or Training gaining employment.

526. A number of qualitative social and cultural benefits would also accrue from the proposed development including the following:

- Provision of new greenspace as a community resource;
- Extensive programme of heritage restoration works to Hulton Park;
- Hulton Trail and Public Rights of Way - new public right of way will be close to large numbers of existing houses which will result in health, social inclusion and social wellbeing benefits;
- Sporting legacy - enhanced participation in sport will leave a legacy of reducing crime, improving educational attainment, enhancing human capital whilst volunteering and improving feelings of well-being;
- Health and well-being legacy - benefits of exercise on a regular basis - offer local population increased opportunities for participation in golf with resultant benefits to health. Estimated 225,000 participants focused on priority groups including young people and women;
- Educational legacy - Ryder Cup commitment comparable to previous tournaments

would result in every school student in Bolton and surrounding areas being introduced to golf, with older students provided with a coaching lesson at local clubs. Rise in participation in sport estimated to have a positive impact with potential increases in numeracy and other transferable skills;

- Place making and community legacy - 2026 Ryder Cup cultural programme would help spread the benefits across Greater Manchester providing activities and events for people to participate in. This can result in increased connectedness to the area.

527. It is acknowledged that the proposal provides a great opportunity for lasting benefits for local people with the ability to improve the life opportunities of residents in Bolton and the surrounding area. The social and cultural benefits would be secured through a s.106 agreement.

528. It is considered that this factor has a moderate to substantial weight when assessing the benefits of the proposal against the harm to the Green Belt.

Factor 5 - Increased beneficial use of the Green Belt across the site

529. The proposal in itself will provide significant benefits in providing the following opportunities for outdoor sport and recreation:

- Provide one of the leading golf courses in the UK - an opportunity for all to play;
- Multi-functional golf academy providing leading edge teaching and practice facilities for all standards of golfer which is open outside normal working hours;
- Adventure and short courses designed to provide opportunities to all ages including those persons with disabilities;
- Spa facilities within the hotel complex;
- Outdoor activities offered by the Hotel e.g. fishing, archery, horse riding, cycling and running;
- Series of public open spaces, including play areas within the new residential areas

created which would be available for existing and new residents in excess of the development plan requirement;

- Enhanced recreational routes that would be accessible to a range of users (foot, cycle, horses) across the site - new increase in PRow network including the creation of the Hulton Trail;
- Creation of a new public park - 'Pretoria Park'.

530. Enhanced biodiversity of the site:

- Net increase in the amount of woodland habitat and qualitative improvements;
- Enhanced habitat quality from the treatment / management of areas of far rough and conservation grasslands;
- Optimising habitat connectivity on the site to the wider landscape e.g. new woodland planting will link areas of woodland which are currently fragmented.
- Habitat management of woodlands in perpetuity, including the removal of non - native invasive plant species.

530. Officers consider that whilst there will be benefits in terms of the greater use of the Green Belt through a variety of recreational uses, these are in large part outweighed by harm to the Green Belt through the creation of these new facilities e.g. Golf Academy, residential development. It is considered that this factor has limited weight in the balance to outweigh harm to the Green Belt.

Factor 6 - Meeting Bolton's housing needs

531. Guidance contained within the Planning Policy Guidance states that the contribution of a development proposal towards unmet housing need in itself is unlikely to comprise Very Special Circumstance by itself. The applicant advocates that it is a material consideration which must be weighed in the overall planning balance and therefore contributes to a comprehensive VSC case.

532. As detailed within paragraphs 166 to 181 of this report it is evident that there is insufficient land within the urban area of Bolton to provide for sufficient housing to meet (5 year housing land) future requirements and also that there has been a persistent under delivery of new housing to meet the requirements on either the basis established by Core Strategy policy SC1 or on the basis of current housing (Objectively Assessed) need. New sources of housing are required and this is the aim of the Greater Manchester Spatial Framework which seeks to identify and allocated sufficient housing and employment land to meet requirements up to 2035 as well as providing a vision to guide the future of Greater Manchester.

533. Draft GMSF at this stage can only be afforded very limited weight. The applicant contends that as the Western Fields were identified within the original draft GMSF that residential development in that location met the principal objectives for site selection and was considered to be appropriate in principle for Green Belt release and residential development. However, the 2016 Draft GMSF is being redrafted in the light of the Greater Manchester Mayor's involvement and therefore the principle of residential development on the site has not yet been accepted.

534. Based on estimates for the timing of the proposed residential development the applicant suggests that 115 of the proposed dwellings would be delivered up to 2022/23. This is due to the fact that the delivery of the new housing would be tied to the applicant securing the Ryder Cup and also the fact that the majority of the new housing would be commenced after the Ryder Cup event has been staged. For this reason, the substantive contribution towards the housing supply would occur between 2022/23 and 2034/35 (967 dwellings).

535. Officers consider that this factor has limited weight as the site's contribution to the 5 year housing land supply would be small and would not if taken by itself an amount to very special circumstances but may provide a small contribution to such when the benefits are considered as a whole.

Factor 7 - Reducing congestion in the local highway network

536. The submitted Transport Assessment (Appendix to Chapter 11 of the Environmental Statement) identifies that the existing highway network is constrained with significant levels of congestion being experienced during peak hours. The applicant acknowledges the fact that new development in the area needs to be accompanied by new and enhanced transport infrastructure to ensure that any adverse impacts are satisfactorily mitigated but contends that the enhancements would go beyond those necessary to meet the developments own transport impacts and would constitute benefits capable of contributing to very special circumstances.

537. A number of improvements are proposed including:

- A new link road to the west of the site, between Platt Lane and Chequerbent roundabout which would comprise of a single carriageway road with footpaths. This would provide access to the Western Fields development for the hosting of the Ryder Cup event and also for the later residential development and form part of the intended Westhoughton by pass;
- Addition of a 3rd lane on the south bound carriageway of the A58 Snydale Way where it adjoins the Chequerbent roundabout;
- Addition of a 3rd lane on the north bound carriageway of the A58 Snydale Way where it adjoins Junction 4 of the M61 motorway;
- Extension of the two lane carriageway on the A6 immediately to the west and to the east of Four Lane Ends; and
- Extension of the stacking capacity for queueing vehicles on the A58 Park Road approach to the Leigh Road / Cricketers Way junction.

538. As detailed within paragraphs 44 to 85 of this report, the Council's Highways Engineer considers that the proposal would have an overall material and positive impact on traffic conditions. The effect of the link road would be to spread the traffic accessing Chequerbent roundabout onto an additional arm, diverting it onto the link road and away from the A58 Park Lane and A6 Manchester Road. This will increase the capacity of the local highway network and assist in reducing congestion.

539. It is proposed that there is a clear mechanism for the delivery of the link road via a legal agreement.

540. Members may be aware that the Council have an aspiration for the creation of a Westhoughton Bypass which is currently at the Outline Business Case stage. A HIF bid was submitted to central government to deliver this route and to extend into Wigan. The Council will find out in March 2018 whether the proposed bid has been short listed to progress to the next stage.

541. In the event that a Westhoughton Bypass proposal comes forward prior to the need to create a link road for the delivery of the Ryder Cup event, the applicant remains committed, by way of the payment of a financial contribution to assist with this. This would also be secured by way of a legal agreement and would enable the link road to be delivered at an earlier point than progressing infrastructure improvements vis the GMSF outcomes.

542. The highway improvements represent a significant enhancement in reducing congestion and journey times and providing a mechanism for the delivery of either the link road or Westhoughton bypass. Officers consider that moderate weight can be attributed to this factor. It is not a factor which taken by itself would amount to very special circumstances but may do so when taken together with other benefits.

Factor 8 - Net environmental enhancements to the site as a result of the development

543. The proposal would deliver a net enhancement to the natural environment which comprises:

- Tree and hedgerow planting - the design of the development has sought to minimise the impact on existing woodland and specimen trees. New hedgerows and trees will be planted to compensate for the loss. Approximately 6.1 km of hedgerows will be provided with on-site woodland planting equating to 11 ha in area and additional off-site equivalent to 5.36 ha as illustrated at Gorse Wood. An

overall net enhancement of tree and hedgerow provision and also a qualitative improvement.

- Enhanced biodiversity value by way of comprehensive landscaping scheme to improve habitats - including enhancements to habitat quality arising from far rough and conservation grasslands to be created within the golf course, optimising habitat connectivity on the site; and enhancing woodland habitat through a programme of management.

544. Officers would acknowledge that these enhancements are a significant benefit of the proposal in the medium to long term, this factor has limited/moderate weight when considered against the proposals harm to the openness and other harm.

Whether the factors provided outweigh the harm to the Green Belt

545. The site is located within the Green Belt and the proposal represents inappropriate development, causing definitional harm and also additional substantial harm to a number of the five purposes of the Green Belt with some other harm also identified. Substantial weight must be given to the harm to the Green Belt. Additionally, weight must be given to any other harm including landscape harm.

546. Officers also consider that the following factors should be given substantial weight against the harm to the Green Belt, including (i) the restoration and enhancement of the Grade II RPG/Grade II Dovecote and (ii) the unique local, regional and national economic and tourism benefits of the delivery of the Ryder Cup.

547. In addition, it is considered that the following elements would have moderate weight to be attributed and set against the identified harm to the Green Belt, including: (i) absence of an alternative location, (ii) social and cultural value of the proposal, (iii) reducing congestion in the local highway network. The remaining factors are considered to have limited benefit when weighed against the harm to the Green Belt.

548. Based on the above assessment it is considered that the benefits which would

accrue from hosting the Ryder Cup event taken together with the benefits to the restoration and enhancement of Hulton Park in addition to the other benefits identified by the applicant would clearly outweigh the harm to the Green Belt and any other harm. As such, it is officers' view that there are very special circumstances and that the proposal can be supported in Green Belt terms notwithstanding that it is inappropriate development. However, it is important to note that officers consider that without the additional benefits which would accrue from hosting the Ryder Cup, there would not be sufficient benefits (taken alone or as a whole) to justify a finding of very special circumstances.

The Planning Balance

549. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with the Development Plan taken as a whole should be refused unless material considerations justify granting permission.

550. The report has considered all the relevant issues relating to this development proposal. It is clear that the proposal does not fully comply with all applicable elements of development plan policy. When considering the proposal it is important for the Committee to bear in mind that it is proposed that the implementation of the development will be restricted so that if the applicant does not win the rights to host the 2026 Ryder Cup development it will not be able to proceed with the development.

551. In terms of the elements which do not comply with the development plan these are in respect of public rights of way (loss of integrity of some footpaths), loss of trees/woodland (short term only), provision of new housing, retail and leisure provision (out of identified town centres/local centres), harm to a Registered Park and Garden and non-designated heritage assets, harm to the Green Belt, and harm to landscape and visual outlook.

552. In respect of each of these conflicts it is considered that there are other material considerations that have been detailed within this report which would mitigate or overcome the harm caused. For example, additional tree and woodland planting, the provision of a new local centre thus promoting sustainable development for existing and future occupiers and the provision of very special circumstances.

553. Despite these conflicts, officers consider that the proposal would constitute sustainable development within the meaning of the NPPF. The development would deliver a range of benefits including (i) the restoration and enhancement of the Grade II RPG/Grade II Dovecote including the delivery of a viable use which will ensure their long

term future maintenance and enhancement and (ii) the unique economic and tourism benefits of the proposed development for the North West, as well as others such as to transport, biodiversity, housing, and social and cultural benefits. For the reasons already detailed it would not be in conflict with paragraph 134 (heritage balance) nor paragraph 87 (green belt, given very special circumstances). While there would be some harm in terms of paragraph 109, officers are clear that this does not make the development unsustainable.

554. Therefore, in conclusion it is considered that the proposal is contrary to the development plan but that officers consider that the reasons put forward by the applicant do represent very special circumstances when taken as a whole which would outweigh the harm to the Green Belt and demonstrate that the development is sustainable development. These factors are material considerations which justify the grant of planning permission.

555. Officers consider that the significant national, regional and local benefits of the proposal which would result from the site hosting the Ryder Cup 2026 are a fundamental component of the benefits of the proposal, without which it would not be appropriate to grant planning permission.

556. Officers consider that, consistent with their assessment and recommendation, a restriction should be imposed to ensure that the development cannot be implemented unless the applicant is successful in its bid, and that such a restriction can be imposed via a planning obligation because it would meet the tests in regulation 122 of the Community Infrastructure Levy Regulations 2010 and national policy in NPPF paragraph 204. Officers also consider that the restriction would meet the tests for imposition of a condition but consider that the special circumstances of this case, including the exceptional importance of the Ryder Cup 2026 in justifying the Proposal, the potential risk that a condition might not be imposed on subsequent permissions under s.73 TCPA and the greater security offered by a planning obligation justify departing from the guidance set out in NPPF (paragraph) 203.

Conclusion

557. The development proposal under consideration is to ensure the restoration of Hulton Park, a Grade II Registered Park and Garden by way of providing a golf course/resort development within it together with elements of residential development to ensure that the Ryder Cup golf course and in turn restoration of the Registered Park is a viable proposition. The residential development will cause less than substantial harm to the character, appearance and setting of the Park as will the proposed Clubhouse building. It is considered that the benefits of the restoration of the Park that would follow from implementation of the proposals would outweigh the harm to Hulton Park.

558. Furthermore, Officers consider that the proposed development would be contrary to green belt policy but that cumulatively the reasons put forward by the applicant constitute very special circumstances which outweigh the harm to the Green Belt and any other harm.

559. Therefore, whilst noting the substantial levels of objection to the proposal and that the proposal would be contrary to the development plan, it is considered that the material considerations detailed within this report justify the granting of permission in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004.

Representation and Consultation Annex

Representations

The application has been the subject of consultation with local residents. The initial consultation period was advertised by way of Site Notices, Press Notice and neighbour notification letters with copies of the initial submission available to view on line and also at the One Stop Shop at Bolton Town Hall and also Westhoughton library. Due to the extensive nature of information submitted as part of the initial submission an extended period greater than 21 days was given to local residents / interested parties to formally comment on the proposal. In addition, two consultation events were organised by the applicant where representatives of the applicant and the Council (Planning and Highways) discussed the scheme with interested parties.

As a result of the recent submission of the Environmental Statement Addendum and additional information to the Council a further 21 day consultation period was given to interested parties for their comments to be provided to the Council. This consultation expired on 9th February 2018. The Addendum was advertised by way of site notice and press notice whilst the Addendum and the additional amendments were also publicised by way of neighbour notification letter.

Letters:- as a result of the initial public consultation 388 individual objection letters were received, 698 circular style objection letters, 1 support letter and 27 comment letters.

The individual objection letters raise the following concerns / issues regarding the proposal ***(Officer comment in bold)***:

- problems it will create with the amount of extra traffic from the additional houses and as a result of visitors to the Ryder Cup event -reference is made to a HEART traffic survey results or summary (not submitted) ***see Impact on Highways section of the report above;***
- Chequerbent roundabout is over capacity - ***see Impact on Highways section of the report above;***

- Proposal does nothing to relieve existing congestion on surrounding roads including Park Road and Newbrook Road and also the M61 - ***see Impact on Highways section of the report above;***
- The traffic survey was completed by the applicant in the school holidays and is therefore not representative - ***see Impact on Highways section of the report above;***
- Increased use of Westhoughton town centre will place extra pressure on car parking in the town centre which is at a premium - ***see Impact on Highways section of the report above;***
- Additional house building in Horwich will also place added pressure on roads - ***see Impact on Highways section of the report above;***
- New transport infrastructure not delivered prior to construction - ***see Impact on Highways section of the report above;***
- No plans to improve Newbrook Road or Four Lane Ends - ***see Impact on Highways section of the report above;***
- Existing infrastructure i.e. roads, gas, electric, drainage and sewerage system, schools, doctors / dentists / health care provision is inadequate - further development will increase pressure on inadequate resources - ***see Impact on Highways and the Impact on Infrastructure sections of the report above;***
- Social facilities in Westhoughton are inadequate;
- Refuse collection capacity is at a maximum as the emergency services;;
- The use of Broadway for serving part of the new housing development is unsuitable for large volumes of traffic and increased usage will dissuade children from playing in the street;
- the rail network will not be able to take the additional capacity and the existing trains and car parks at the local station(s) are inadequate now without additional passengers and cars.
- eradication of two milk producing farms . The families and farms have been on these sites for many years and in addition will lose a very popular and busy farm shop and ice cream parlour.

- there are numerous golf courses around Bolton, most of which are under subscribed for membership. There is no need for a further golf course and no guarantee of the Ryder Cup;
- the site is located within the Green Belt and the proposal development represents inappropriate development with no special circumstances applicable to the development. It would result in the merging of the towns of Atherton, Westhoughton and Overhulton;
- the site is a registered Park and Garden - the proposal would have a detrimental impact on the character and appearance of the Listed Park by imposing a golf course - is a valued landscape;
- large scale housing on the Western Fields will destroy the western setting of the Listed Park;
- the Park is special to local residents with specific reference to the Pretoria Pit disaster which took place on site, the Pretoria Pit memorial which is sited off Broadway and special memories of Scouts who used the site;
- damage to wildlife including Great Crested Newts (in ponds and flashes), birds, pond life, deer, bats and farm horses. Also impact on flora including native bluebells;
- unsustainable environmental impact on the Sites of Biological Interest located within the Park and destruction of woodland habitat, cutting off the wildlife corridor between Hulton Park and Hall Lee Brook Park nature reserve;
- loss of mature hedgerows and trees and also grassland - harm to biodiversity;
- construction process will decimate and disrupt existing habitats and take a long time to recover even if the habitats which are lost are replaced;
- reference is made to rare birds being sited within the Park e.g. Hobby birds, Golden Plovers, Grey partridges and cuckoos
- lack of public access to the Park / Golf Course instead the area should be opened up to the public;
- diversion of existing public rights of way / footpaths - loss of access through the park - also impact of new footpaths next /close to existing residential properties e.g. r/o 36 / 37 Broadway.;

- a concern that once built the golf course would be designated as a brownfield site and therefore suitable for wholesale residential development – ***the Golf Course would remain defined as a green field site which is in the Green Belt;***
- development should allow for road access to the south to Hag Fold and Heaton Mount to allow for the dispersal of traffic rather than using one access point.
- loss of open (green) space / Green belt will have negative impacts on the health of local residents;
- increase in noise and air pollution with negative impact on residents health;
- use other brownfield sites and other sites (not in Green Belt) before this land;
- devastation of the heritage value of the site;
- no real benefits to the local community;
- real need for affordable housing / housing mix - type of housing is predominantly 4/5 bed detached houses;
- against human rights i.e. to enjoy the wildlife observed from residents homes and right to peaceful enjoyment of all their possessions including land and their home;
- light and noise pollution from the driving range and golf academy;
- major hotel facility is not consistent with the nature of the locality;
- query when a soil grade survey was undertaken - importance of agriculture;
- soil structure of the land does not lend itself to the provision of a free draining golf course;
- why is an EIA not mandatory - ***the applicant submitted an Environmental Statement with the initial planning submission. An Addendum to the ES was submitted in January 2018 which updates sections of the original ES.***
- mine workings are present under the land Including the site of the Pretoria Pit (including four pit heads) and therefore it is not fit to be built on - ***the applicant has submitted both a Coal Mining Risk Assessment and a desk top Contaminated Land Survey which confirms that subject to further more detailed site investigations and mitigation / remediation the site is suitable for the proposed end uses;***
- Lord Hulton wanted the land to be left for the benefit of the community;

- new development will cause flooding with Carr Brook stream in Springfield Road (Atherton);
 - Ryder Cup is a one off event/ephemeral wildlife and local residents are there for the long term;
 - Golf course is a red herring to secure residential development on the site, change the status of the land from Green Belt to brownfield land which will result in further residential development in the future;
 - Limited weight can be given to the Draft GMSF which has been the subject of widespread objections;
 - overlooking of existing houses from either proposed footpaths or proposed housing - ***detailed matters of the siting of the properties would be determined at the reserved matters stage for the residential development areas. Each RM application would need to comply with the Council's policies and interface distances as set out the relevant in Supplementary Planning Document;***
 - loss of light from siting of new housing - ***same as above issue;***
 - There are a number of active planning applications in the local area - houses are currently being built in Atherton - ***see Impact on Highways section, in particular the comments from Wigan Council;***
 - the site should be brought into public ownership and remodelled for everyone to enjoy;
 - will destroy the natural capacity of grassland to soak up flood water and result in an increase in flood risk;
 - concern over the burial, within the Hulton Park estate, of farm animals which died as a result of foot and mouth outbreak;
 - provision of a new school would also increase congestion;
 - development will result in the loss of stabling for horses;
 - the proposal is not economically or socially sound;
 - there has never been a Ryder Cup on a golf course which was unbuilt;
 - diseased cattle were buried during previous the foot and mouth outbreaks.
- Residential development will take place in some of these areas;

- cost of policing the Ryder Cup - ***this is not a material planning consideration;***
- 6 hole golf course, golf academy and adventure golf are not pre requisites for the Ryder Cup;
- Loss of lap wing habitat which is a priority protected species in decline – ***Officers from GMEU have confirmed that lap wings nest on the ground. They will readily relocate and whilst they are a priority species they are not protected. The Golf Course would provide suitable habitat for nesting subject to adequate management. Nesting birds have been taken into consideration in the planned mitigation/landscaping proposals.***

The circular style letters received raised the same concerns as raised within the individual letters which are detailed above.

The support letter raises the following benefits of the scheme:

- any investment into the town and promotion of the local area that attracts tourism, generates revenues is a bonus;
- these developments are needed to bring back much needed commercial investment to generate jobs, and improve the overall quality of life;
- infrastructure needs improving and this would add to the woes already, but if Bolton and Wigan can continue to bypass to Atherleigh way as part of these major plans then it would be a positive.

The comment letters raise the following issues:

- The application should not be approved unless the necessary improvements are made in the following areas: - health provision, school capacity, road congestion and public transport;
- the golf course, hotel and complex sounds ideal for the area and can be an asset to an already desirable part of Bolton.

- the proposal of so many houses can only mean a vast increase in local traffic and strain on medical services and schools.
- few objections but feel the Council should insist that the golf course goes ahead before any housing plan is implemented.
- Broadly in support of the application however has two comments:
- the exit from Woodlands Drive onto Newbrook Road is not a proper junction and there's no break between the pavement and the road. Children cross this all the time and don't stop because there's no obvious fact that it's a road.
- the residents of Broadway could use Woodlands Drive as a short-cut. It would be preferred not to see the link between the new developments on Broadway and Woodlands Drive.
- the traffic on Chequerbent roundabout needs to be addressed and by adding another exit it will not make the flow of the traffic better. Possibility of lights along with other changes may be more efficient.
- it is a shame that the plan doesn't connect Chequerbent roundabout with the end of Atherleigh Way as this would remove an lot of traffic.
- Request additional time to comment as 21 days not sufficient to read through the whole application and then comment.

As a result of the two drop events which were held in June 2017 a total of 17 feedback forms were submitted. Four of the people who filled the form in supported the scheme, nine people object to the proposal and three people were unsure with one comment letter. The following comments were made:

- Very misleading maps;
- Like the idea of the Hulton Trail;
- Visitor expenditure of £56.4 m during the Ryder Cup event - optimistic;
- Concerned regarding access from the hotel and Academy onto to the A6. Vehicles turning right will not wait - result in accidents;
- Concern re: preservation of historic trees - need for a preservation order to protect existing trees;

- Plans are ambitious and impressive - what will happen to the golf course and hotel after the event? How sustainable is it? A potential screen for further housing development?
- Interested in buying a house within the site - after years of neglect it is nice to see something done to the estate;
- A once in a lifetime chance to develop the area and raise the profile of Bolton - negative aspects would be the increase in traffic.

As a result of the most recent consultation with neighbours/interested parties a total of 314 no. individual objection letters were received and 682 no. circular style objection letters. They raise objections identical to those received as part of both the original neighbour notification. In addition, they comment that the amended detail submitted does not change the principal objections to the proposal. Additional comments which are different from the originally submitted objections are as follows:

- There needs to be a commitment to Bolton being awarded the rights to host the Ryder Cup;
- Why the applicant cannot build the houses elsewhere within their property portfolio;
- More traffic more potholes;
- Movement of substantial amounts of earth will result in the loss of the heritage asset;
- Impact on drainage;
- Newbrook Road cannot cope and residents near Atherton station have problems of commuters parking outside their homes.

Petitions:- no petitions were received as a result of the consultation.

Town Council:- Westhoughton Town Council (whose area adjoins the site) has objected to the proposal, raising the following concerns:

- Loss of a Grade II historic park;
- Loss of green space and wildlife;
- Impact on health provision and school places;
- Demolition of Hulton Cottage - which is a historic building with a blue plaque;
- Demolition of Deardens Farm which is a family's livelihood;
- Impact on the surrounding highway network including Park Road, Chequerbent roundabout and the A6 which is congested at peak times;
- Strain on the highways network during Ryder Cup event;
- There is a current oversupply of dwellings within the next 5 years;
- There are sufficient brown field sites in Bolton; and
- There is no guarantee that a future Ryder Cup will be held at the site.

Elected Members:- Councillor Parkinson has objected to the proposal including that Hulton Park is a Registered Grade II Park and Garden of Historic Interest and therefore a recognised heritage asset of national importance. If implemented the landscape would be lost. Residential development around the Park would result in urban sprawl with little/inadequate infrastructure.

Both Chris Green MP and Yasmin Quereshi MP have written in to object to the proposals which are reflective of the concerns raised by local residents. The concerns raised included traffic/congestion, lack of available car parking at local railway stations, impact on infrastructure (schools, hospitals), housing would be unaffordable, loss of existing houses/farm businesses, contrary to Green Belt policy, detrimental impact on heritage assets, other previously developed land in the urban area which can be built on, coal mining legacy of the land, destruction of trees, hedges and grassland and the benefits do not outweigh the harm, proposal would have a detrimental impact on the future bypass proposals, merging of surrounding towns, new housing would not be for local people, the golf course would turn the site from green field to brown field.

Consultations

Advice was sought from the following consultees: English Heritage (Parks and Gardens), Ramblers Association, Greater Manchester Ecology Unit, Environment Agency, The Open

Spaces Society, Greater Manchester Archaeological Advisory Service, Peaks and Northern Footpath Society, National Grid, Drainage and Technical Support, Trees and Woodland officer, Coal Authority, Public Rights of Way officer, Forestry Commission, Westhoughton Town Council, Highways Engineers, Greenspace Management (Wildlife Liaison officer), Landscape Architect, Environmental Health officers, Strategic Housing Service, Economic Strategy, Housing and Public Health Unit, Tourism officers, Corporate Property Services, Greater Manchester Pedestrians Association, The Garden History Society, Sport England, Highways Agency, Ancient Monuments Society, Council for British Archaeology, The Georgian Group, Society for the Protection of Ancient Buildings, Victorian Society Northern Office, National Amenity Society/Group, Bolton District Civic Trust, Primary Care NHS Bolton, Network Rail, Council for British Archaeology, Transport for Greater Manchester, Natural England, The Woodland Trust, United Utilities, Salford City Council, Wigan Borough Council, Lancashire Gardens Trust, Highways England, Asset Management and Planning (Education), Strategic Development Unit and Marketing Manchester.

Planning History

There are two other planning applications which are under consideration by the Council:

Listed Building Consent to restore the Grade II Listed Dove Cote (Ref: 00998/17);

The applicant is also seeking permission to undertake remedial works to Mill Dam to include the removal of existing draw down pipe and valve, construction of a new spill way and draw down system adjacent to the existing dam. This also includes the creation of a new construction and maintenance access and the demolition of two outbuildings which are currently used for the stabling of horse and storage of haylage (Ref: 02673/18).

Recommended Conditions and/or Reasons

1. No more than 275 dwellings hereby approved shall be occupied prior to the operation of the golf course hereby approved.

Reason

To ensure that the delivery of the Ryder Cup is not prevented by the early delivery of housing, especially within the Western Fields area.

2. The development hereby approved shall not be commenced until a phasing scheme has been submitted to and approved in writing by the local planning authority. The phasing scheme shall identify the proposed phasing of the development hereby approved, including definition of any site preparation works and the phased implementation of the Hulton Trail referred to in Conditions 4 to 6. The development shall thereafter be implemented in accordance with the approved phasing scheme, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the golf course development is commenced prior to the commencement of any of the residential development.

3. The development hereby approved shall be implemented in accordance with the objectives, parameters, works, commitments and other relevant details set out in the following approved documents:
 - Conservation Plan Volume 2: Conservation Strategy (September 2017), including the provisions for regular monitoring and review.
 - Crime Impact Statement (February 2017).
 - Design and Access Statement (January 2018).

Reason

To ensure the development complies with Core Strategy policies CG3 and S1 in relation to designing out crime and the conservation and enhancement of heritage assets.

The Hulton Trail

4. The Public Right of Way infrastructure referred to as the "Hulton Trail", shown on approved drawings "507C 08 to 12 Revision C", shall be implemented in accordance with the phasing approved pursuant to condition 2 and completed prior to the occupation of the 500th dwelling. With the exception of site preparation works approved pursuant to condition 2, the development of the residential development area referred to in the approved "Design and Access Statement" (January 2018) as "Park End Farm" shall not be commenced until the specification for and route in respect of the part of the Hulton Trail which is reserved, as identified on approved drawing "507C 12 Revision C", shall be submitted to and approved in writing by the local planning authority. The Hulton Trail shall be implemented in accordance with the approved details unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the approved development enhances the public right of way network and accessibility for pedestrians and cyclists and other users in compliance with Core Strategy policy P5 and Allocations plan policy P8AP.

5. Prior to commencement of the development of each phase of the Hulton Trail, details of the following shall be submitted to and approved in writing by the local planning authority:
 - materials to be used to surface that phase of the Hulton Trail.
 - appropriate measures to be installed to restrict access to that phase of the Hulton Trail by motor vehicles, in broad accordance with the proposals illustrated on approved drawing "507C 13 Revision A".

The relevant phase of the Hulton Trail shall thereafter be implemented in full in accordance with the approved details prior to its use by members of the public, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the approved development enhances the public right of way network and accessibility for pedestrians and cyclists and other users in compliance with Core Strategy policy P5 and Allocations plan policy P8AP.

6. Prior to commencement of the development of each phase of the Hulton Trail, the specification for and design of public art and interpretative material to be provided along the route of the Hulton Trail shall be submitted and approved in writing by the local planning authority. The specification and design details shall be prepared in broad accordance with the information provided within Section 5.15 of the approved "Design and Access Statement" (January 2018). The features shall be

implemented in accordance with the approved details prior to the use by members of the public of that phase of the Hulton Trail unless otherwise agreed in writing by the local planning authority.

Reason

In ensure that the approved development complies with the requirement of Core Strategy policy IPC1 to provide public art within new development proposals.

Construction management

7. No construction work in relation to the development hereby approved shall be carried out at any time on Sundays, Bank or Public Holidays, before 8.00am or after 1.00pm on Saturdays, or before 8.00am or after 6.00pm on any other days unless in accordance with emergency procedures for deviation as previously agreed in writing by the local planning authority.

Reason:

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

8. Prior to the commencement of any phase of the development hereby approved, details of the methods to be employed to minimise noise disturbance during construction of that phase shall be submitted to and approved in writing by the local planning authority. Those details shall include the measures detailed in "Table 13.32: Recommended Construction Phase Mitigation Measures" of Chapter 13 of the "Environmental Statement Volume 2: Environmental Assessments". The approved details shall thereafter be implemented in full during construction, unless otherwise agreed in writing by the local planning authority.

Reason:

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

9. Prior to commencement of each phase of the development hereby approved, a scheme for the management of dust or windblown material associated with the construction of that phase of the development shall be submitted to and approved by the local planning authority. The scheme shall:
- be prepared in broad accordance with the details provided in the "Outline Construction and Environmental Management Plan" (January 2018);
 - include proposals for dust deposition, dust flux and/or real time PM10 continuous monitoring locations; and

- specify that baseline monitoring of dust emissions shall commence at least three months before the commencement of the construction.

The scheme shall thereafter be implemented in accordance with the approved details during the construction of that phase of development, unless otherwise agreed in writing by the local planning authority.

Reason:

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

Drainage

10. With the exception of site preparation works approved pursuant to condition 2, no phase of the development hereby approved shall be commenced until details of a scheme for the management of foul and surface water from that phase of the development has been submitted to and approved in writing by the local planning authority. The details shall be prepared in broad accordance with approved "Drainage Strategy Report" (January 2018) and approved drawings "PSAM-ACM-XX-XX-DR-CE-00117 Revision F", "PSAM-ACM-XX-XX-DR-CE-00108 Revision P3", "PSAM-ACM-XX-XX-DR-CE-00107 Revision P3", "PSAM-ACM-XX-XX-DR-CE-00107 Revision P3" and "PSAM-ACM-XX-XX-DR-CE-00105 Revision P4". The details shall include:

- A hydraulic model of the proposed surface water drainage scheme;
- A programme for the phased delivery of the foul and surface water drainage scheme; and
- A management and maintenance plan for the foul and surface water drainage scheme, including arrangements for either a) adoption by an appropriate public body or statutory undertaker or b) management and ongoing maintenance by an appropriate management company.

The scheme(s) shall be implemented in accordance with the approved details unless otherwise agreed within the local planning authority.

Reason

To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site.

11. With the exception of site preparation works approved pursuant to condition 2, no phase of the development hereby approved shall take place until a scheme for the provision of Water Framework Directive (WFD) mitigation and enhancement within that phase has been submitted to and approved in writing by the local planning authority. The scheme shall be prepared in accordance with the approved "Preliminary Water Framework Directive (WFD) Compliance Assessment" (March 2017)¹.

¹ Environmental Statement, Volume 4, Appendix 15.4

Thereafter the relevant phase of the development shall be implemented in accordance with the approved scheme, unless otherwise agreed in writing by the local planning authority.

Reason

Development that encroaches on the Chanters Brook waterbody and a mitigation and enhancement strategy is required to protect ecology and biodiversity.

Ground Conditions

12. With the exception of site preparation works approved pursuant to condition 2 no phase of the development hereby approved shall commence until the following information in respect of that phase has been submitted to and approved in writing by the local planning authority:
- (i) A preliminary risk assessment to determine the potential for the site to be contaminated.
 - (ii) Prior to any physical site investigation, a methodology for undertaking an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration.
 - (iii) Provision of a comprehensive site investigation and risk assessment examining identified potential pollutant linkages in the approved "Preliminary Risk Assessment".
 - (iv) Where necessary a scheme of remediation to remove any unacceptable risk to human health, buildings and the environment.

Following the approval of the above by the local planning authority, each shall be implemented in full during the construction of that phase of the development hereby approved. The local planning authority shall be notified regarding the presence of any additional or unforeseen contamination encountered during development as soon as practicably possible and a remedial scheme to deal with this shall be submitted to and agreed in writing by the local planning authority, and thereafter implemented in full.

Upon completion of any approved remediation schemes, and prior to the occupation of that phase of the development hereby approved, a completion report demonstrating that the scheme has been appropriately implemented and the site is suitable for its intended end use shall be submitted to the local planning authority.

Reason

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

Transport

13. Prior to the occupation of any of the development hereby approved, the following off-site highway works shall be implemented:

- Improvements at the A58 Snydale Way / Chequerbent roundabout junction, as shown and identified as "additional third lane to be created on approach" at Snydale Way and "lane markings to be amended" at A6 West on drawing "ITM10187-SK-199 Revision A".
- Improvements at the A58 Snydale Way / M61 Junction 5 junction, as shown on drawing "ITM10187-SK-192 Revision C".
- Improvements at the A6 Manchester Road / Newbrook Road junction, as shown on drawing "ITM10187-SK-194 Revision A".
- Improvements at the A58 Park Road / B5235 Leigh Road junction, as shown on drawing "ITM10187-SK-193".

A detailed scheme in respect of the design and construction details, including geotechnical and structural design requirements, for each of the above off-site highway works shall be submitted to and approved in writing by the local planning authority prior to the implementation of each of the works. The scheme shall include the following details:

- How the off-site highway works interface with the existing highway alignment, details of the carriageway markings and lane destinations;
- Full signing and lighting details;
- Conformation of full compliance with Department Standards (DMRB) and Policies (or approved relaxations/departures from standards)
- An independent Stage Two Road Safety Audit (taking account of any Stage One Road Safety Audit recommendations) carried out in accordance with current Departmental Standards (DMRB) and Advice Notes.

The works shall thereafter be implemented in accordance with the approved scheme, unless otherwise agreed in writing by the local planning authority.

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'.

Landscaping

14. With the exception of site preparation works approved pursuant to condition 2 each phase of the development hereby approved shall not be commenced until a detailed planting specification in respect of the soft landscaping works to be provided within that phase has been submitted to and

approved in writing by the local planning authority. The scheme shall be prepared pursuant to and in broad accordance with the detail identified by the "Indicative Planting Schedule & Specification" (reference: 6628-LD-SCH-705; dated April 2017) and the associated drawings. Each phase of the development shall be implemented in accordance with the approved scheme prior to its operation, unless otherwise agreed in writing by the local planning authority.

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.

15. All hard and soft landscape works hereby approved shall be carried out in accordance with the approved details and to a reasonable standard in accordance with the relevant recommendations of appropriate British Standards or other recognised Codes of Good Practice. Any trees or plants that, within a period of five years after planting, are removed, die or become, in the opinion of the local planning authority, seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved, unless otherwise agreed in writing by the local planning authority.

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.

Archaeology

16. Prior to the commencement each phase of the development hereby approved and in advance of the demolition of any buildings within that phase, a Written Scheme of Investigation (WSI) for undertaking archaeological assessment and recording work within that phase shall be submitted to and approved in writing by the local planning authority. The archaeological assessment and recording work shall comprise and be undertaken in accordance with the recommendations of Chapter 9 of the "Environmental Statement Volume 2: Environmental Assessments", including:
- A phased programme and methodology of investigation and recording to include historic building surveys (Historic England Level 1-3), an archaeological evaluation through trial trenching and geophysics, and targeted area excavation and/or a watching brief;
 - A programme for post-investigation assessment, including analysis of the site investigation records and finds, production of final reports on the significance of the archaeological and historic interest, and deposition of the final reports with the Greater Manchester Historic Environment Record;
 - Publication of the results of the archaeological assessment and recording work; and
 - Provision for the archive deposition of the results of the archaeological assessment and recording work, including the final reports.

Each phase of the development hereby approved shall be implemented in accordance with the approved WSI, unless otherwise agreed in writing by the local planning authority.

Reason:

In accordance with NPPF Section 12, Paragraph 141 - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible.

Sustainability

17. The development hereby approved shall achieve a 'very good' Building Research Establishment Environmental Assessment Methodology (BREEAM) rating under BREEAM Communities 2012, unless otherwise agreed in writing by the local planning authority. With the exception of site preparation works approved pursuant to condition 2, the development hereby approved shall not be commenced until an Interim Certification has been submitted to the local planning authority. Within six months of the completion of the first phase of the development hereby approved, a Final Certificate certifying that that phase has achieved the stipulated BREEAM rating shall be submitted to the local planning authority.

Reason

In the interests of tackling climate change and to ensure compliance with Core Strategy policy CG2.

Conditions relating to the Full Planning Permission (i.e. the Golf Resort Development)

18. That part of the development hereby approved in full, as defined on approved drawing "LUC-6628-LD-PLN-000 Issue E" (hereafter referred to as the "Golf Resort Development"), shall be begun before the expiration of five years from the date of this planning 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

19. The Golf Resort Development hereby approved shall be implemented in accordance with the following approved plans:
- Landscape Masterplan Site Wide (Full Development) (reference: LUC_6628_LD_PLN_103 Issue H)
 - Demolition Plan (reference: 6628-LD-PLN-010 Issue E)
 - Restoration Plan (reference: 6628-LD-PLN-011 Issue A)

- The Dovecote (Grade II Listed): Elevations and Masonry Repairs (reference: dov/lbc/001)
- The Dovecote (Grade II Listed): Plans & Sections (reference: dov/lbc/002)
- Golf Grading Overview (reference: 1263.405.01 Revision H)
- Golf Grading 1 of 3 (reference: 1263.405.02 Revision C)
- Golf Grading 2 of 3 (reference: 1263.405.03 Revision B)
- Golf Grading 3 of 3 (reference: 1263.405.04 Revision B)
- Golf Grading Analysis (reference: 1263.415.01 Revision G)
- General Arrangement Overview Plan (reference: LUC_6628_LD_PLN_200 Issue B)
- General Arrangement Plans Site Wide (1 of 19) (reference: LUC_6628_LD_PLN_201 Revision E)
- General Arrangement Plans Site Wide (2 of 19) (reference: LUC_6628_LD_PLN_202 Revision E)
- General Arrangement Plans Site Wide (3 of 19) (reference: LUC_6628_LD_PLN_203 Revision E)
- General Arrangement Plans Site Wide (4 of 19) (reference: LUC_6628_LD_PLN_204 Revision F)
- General Arrangement Plans Site Wide (5 of 19) (reference: LUC_6628_LD_PLN_205 Revision E)
- General Arrangement Plans Site Wide (6 of 19) (reference: LUC_6628_LD_PLN_206 Revision E)
- General Arrangement Plans Site Wide (7 of 19) (reference: LUC_6628_LD_PLN_207 Revision E)
- General Arrangement Plans Site Wide (8 of 19) (reference: LUC_6628_LD_PLN_208 Revision E)
- General Arrangement Plans Site Wide (9 of 19) (reference: LUC_6628_LD_PLN_209 Revision E)
- General Arrangement Plans Site Wide (10 of 19) (reference: LUC_6628_LD_PLN_210 Revision E)
- General Arrangement Plans Site Wide (11 of 19) (reference: LUC_6628_LD_PLN_211 Revision E)
- General Arrangement Plans Site Wide (12 of 19) (reference: LUC_6628_LD_PLN_212 Revision E)
- General Arrangement Plans Site Wide (13 of 19) (reference: LUC_6628_LD_PLN_213 Revision E)
- General Arrangement Plans Site Wide (14 of 19) (reference: LUC_6628_LD_PLN_214 Revision E)

- General Arrangement Plans Site Wide (15 of 19) (reference: LUC_6628_LD_PLN_215 Revision E)
- General Arrangement Plans Site Wide (16 of 19) (reference: LUC_6628_LD_PLN_217 Revision E)
- General Arrangement Plans Site Wide (17 of 19) (reference: LUC_6628_LD_PLN_216 Revision E)
- General Arrangement Plans Site Wide (18 of 19) (reference: LUC_6628_LD_PLN_218 Revision E)
- General Arrangement Plans Site Wide (19 of 19) (reference: LUC_6628_LD_PLN_219 Revision E)
- Detailed Area; Golf and Academy Entrance (reference: LUC-6628-LD-PLN-231 Issue C)
- External Lighting Layout (reference: 3023-(97)-EX-01 Rev P5)
- Clubhouse Lower Ground Floor General Arrangement Plan (reference: L(20)24A)
- Clubhouse Ground Floor General Arrangement Plan (reference: L(20)25A)
- Clubhouse Roof General Arrangement Plan (reference: L(20)26A)
- Clubhouse General Arrangement Elevations (reference: L(20)32A)
- Clubhouse Section A-A (reference: L(20)15A)
- Clubhouse Views, sheets 1 and 2 (reference: L(20)33A and 34A)
- Academy Ground Floor General Arrangement Plan (reference: L(20)27A)
- Academy Roof General Arrangement Plan (reference: L(20)28B)
- Academy General Arrangement Elevations (reference: L(20)29B)
- Academy Sections A-A B-B C-C (reference: L(20)19A)
- Academy views, sheet 1 of 2 (reference: L(20)30C)
- Academy views, sheet 2 of 2 (reference: L(20)31C)
- 9 Hole Adventure Golf & 9 Hole Ryder Cup Course
- Hotel Views, sheets 1 to 4 (reference: 7433-L(00)141B to 144B)
- Hotel Lower Ground Floor General Arrangement Plan (reference: L(20)01)

- Hotel Ground Floor General Arrangement Plan (reference: L(20)02)
- Hotel First Floor General Arrangement Plan (reference: L(20)03)
- Hotel Second Floor General Arrangement Plan (reference: L(20)04)
- Hotel Third Floor General Arrangement Plan (reference: L(20)05)
- Hotel Fourth Floor General Arrangement Plan (reference: L(20)06)
- Hotel Roof General Arrangement Plan (reference: L(20)07)
- Hotel General Arrangement Elevations North & South (reference: L(20)08)
- Hotel Elevations East & West (reference: L(20)09)
- Hotel Sections A-A B-B (reference: L(20)10)
- Maintenance Shed General Arrangement Plan (reference: L(20)200)
- Maintenance Shed General Arrangement Elevations & Sections (reference: L(20)21)
- Maintenance Building Views (reference: 7433-L(00)149)
- Halfway House General Arrangement Plans & Elevations (reference: L(20)22)
- Starters Hut General Arrangement Plans & Elevations (reference: L(20)23)
- Bridge 1 (reference: 60484817-DR-BD-03.001-1D)
- Bridge A (reference: 60484817-DR-BD-03.004-1D)
- Bridge B (reference: 60484817-DR-BD-03.005-0D)
- Bridge C (reference: 60484817-DR-BD-03.006-1D)
- Underpass North & South Ramps (reference: PSAM-ACM-XX-XX-DR-CE-00115)
- Detailed Area; Hotel and Pleasure Grounds, drawings 1 to 4 (reference: LUC-6628-LD-PLN-225 to 228 Issue C)
- Detailed Area; Clubhouse (reference: LUC-6628-LD-PLN-229 Issue F)
- Detailed Area; Golf Academy (reference: LUC-6628-LD-PLN-230 Issue F)
- Proposed Clubhouse, Hotel and Academy Accesses from A6 Manchester Road (reference: ITM10187-SK-197 Rev B)

Reason

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

20. With the exception of site preparation works approved pursuant to condition 2 the Golf Resort Development hereby approved shall not be commenced until details of the following have been submitted to and approved in writing by the local planning authority:

- All materials to be used on all external elevations.
- All materials to be used in respect of hard landscaping works, including boundary treatments.
- Any materials to be imported to the site for the purpose of constructing the golf course.
- The colour of the materials to be used to surface buggy paths.
- A detailed scheme in respect of the golf buggy underpass, to be prepared in broad accordance with the approved "Illustrative Golf Buggy Underpass Sections" (reference: PSAM-ACM-XX-XX-DR-CE-00002 Revision P3).
- Finished floor levels of the buildings and the level of the proposed roads, footpaths and other landscaped areas relative to the adjoining land.

The Golf Resort Development shall thereafter be carried out in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

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

21. Prior to the commencement of the adventure golf course hereby approved, a scheme for its development shall be submitted to and approved in writing by the local planning authority. The scheme shall be prepared in broad accordance with the approved drawing "9 Hole Adventure Golf & 9 Hole Ryder Cup Course" and shall provide details of the layout, appearance, scale and landscaping of the adventure golf facilities. The adventure golf facilities shall thereafter be implemented in full accordance with the approved scheme, unless otherwise agreed in writing by the local planning authority.

Reason

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

Heritage

22. With the exception of site preparation works approved pursuant to condition 2 the Golf Resort Development hereby approved shall not be commenced until a detailed specification for the restoration of historic structures identified within the approved "Historic Structures: Condition/Repair Issues" (March 2017) has been submitted to and approved in writing by the local planning authority. The specification shall be prepared in accordance with the approved "Historic Structures: Condition/Repair Issues" (March 2017) and shall detail the method and phasing of the restoration works. The specification shall thereafter be implemented in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the detail ensures that the historic structures within Hulton Park are conserved and enhanced in accordance with Core Strategy policy CG3.

23. Prior to the de-silting of the Ornamental Lakes, a Lake Desilting and Restoration Plan shall be submitted for and approved in writing by the local planning authority. This shall be based on the "Outline Lake De-Silting Feasibility Study and Strategy" (January 2018) and shall include:

- a method statement for protection of fish species.
- a water and materials management plan.
- Details of the proposed haul routes, which shall be via the existing driveway from Newbrook Road in respect of the works at the Back O' th' Lawn Lake and via the construction route for the 13th golf hole in respect of the works at the Mill Dam Lake, unless otherwise agreed in writing by the local planning authority.

The de-silting works shall thereafter be carried out in accordance with approved Lake Desilting and Restoration Plan and completed prior to the operation of the Golf Resort Development hereby approved, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the lake de-silting and restoration operations protect fish and the protect adjoining habitats and comply with requirements to remove and store material safely in order to comply with Core Strategy policies CG1 and CG4.

24. Prior to the operation of the Golf Resort Development hereby approved, a programme of events which enable public access to the Registered Park and Garden shall be prepared and approved in writing by the local planning authority. Such events shall include open days and/or heritage visits/tours which are accessible to the general public. The programme shall identify the frequency, timings and other

organisational details of such events, and shall thereafter be implemented in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To enhance public access to Hulton Park and to enhance the understanding of the significance of the Registered Park and Garden in accordance with paragraph 141 of the NPPF.

25. Prior to operation or occupation of each phase of development within the Registered Park and Garden, the specification for and design of interpretative signage and other material relating to the heritage of the site in that phase shall be submitted and approved in writing by the local planning authority. The approved scheme for each phase shall be implemented before operation or occupation of that phase.

Reason

To enhance the understanding of the significance of the Registered Park and Garden in accordance with paragraph 141 of the NPPF.

26. Prior to the demolition of Hulton Cottage, details shall be provided for approval in writing by the local planning authority of the where within the proposed development the blue heritage plaque presently mounted on Hulton Cottage shall be relocated to for display and the timescales for doing so. The plaque shall be displayed in accordance with the approved details and thereafter maintained in that position.

Reason

To retain the history of Hulton Cottage within the development proposal.

Ecology

27. Prior to the operation of the Golf Resort Development hereby approved, the detailed design of 5no. bat hotels is to be submitted to and agreed in writing by the local planning authority. The bat hotels shall thereafter be installed in the locations identified on drawing "G6471.006.001" within Appendix H "Bat Management Strategy" of the "Interim Landscape and Habitat Management Plan" (January 2018) prior to the operation of the Golf Resort Development hereby approved.

Reason

To ensure protection of bats and provide mitigation for lost habitat within the development site to comply with Core Strategy policy CG1.

28. Prior to the demolition of the buildings at Home Farm, a barn owl method statement shall be submitted to and approved in writing by the local planning authority. The method statement shall be prepared in broad accordance with the details provided in Appendix G "Barn Owl Management Strategy" of the "Interim Landscape and Habitat Management Plan" (January 2018). The demolition works shall thereafter be undertaken in accordance with the agreed method statement, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure protection of barn owls and its habitat within and adjacent to the development site.

29. Prior to the development of the Clubhouse hereby approved, a planting specification for the areas of green roof shown on approved drawing "L(20)26A" shall be submitted to and approved in writing by the local planning authority. The specification should include a wildflower species mix. The green roof shall thereafter be installed in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To reflect and soften the setting of the development within the landscape and to enhance the ecological/biodiversity value of the Clubhouse in order to comply with Core Strategy policies CG1 and CG3.

Transport

30. Prior to the operation of the Golf Resort Development, a Travel Plan for the golf resort shall be submitted to and approved in writing by the local planning authority. The Travel Plan should be consistent with the objectives, targets, governance arrangements and monitoring schedule set out in the approved "Golf Resort Travel Plan" (December 2017). The Travel Plan for the Golf Resort Development shall thereafter be implemented in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that opportunities for the use of sustainable transport modes are maximised to reduce the need for major transport infrastructure, minimise impacts on air quality and to promote safe pedestrian and cycle access.

Environmental Health

31. Prior to the operation of the Golf Resort Development hereby approved, a Noise Management Plan (NMP) containing details of the methods to be employed to prevent noise disturbance during the operation of the Golf Resort Development shall be submitted to and approved in writing by the local

planning authority. The Golf Resort Development shall thereafter be implemented and operated in accordance with the approved NMP, unless agreed in writing by the local planning authority.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

32. Prior to the operation of the Golf Resort Development hereby approved, a scheme for the provision of electric vehicle charging points shall be submitted to and approved in writing by the local planning authority. The scheme shall be prepared in accordance with Institute of Air Quality Management (IAQM) guidance and comprise the provision of one charging point per 1,000sqm of floorspace. The charging points shall be implemented in accordance with the approved scheme prior to the operation of the Golf Resort Development and maintained thereafter, unless otherwise agreed in writing by the local planning authority.

Reason

In the interests of tackling climate change and to to maintain / enhance air quality to ensure compliance with Core Strategy policies CG2 and CG4.

Air quality

33. Prior to the operation of the clubhouse, academy building, and hotel complex within the Golf Resort Development, a scheme for the installation of equipment to control the emission of fumes and smells/odours from the respective buildings shall be submitted to and approved in writing by the local planning authority. The approved schemes shall be implemented in full within 14 days of the operation of the relevant building commencing and retained thereafter, unless otherwise agreed in writing by the local planning authority.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

34. Prior to the implementation of any external lighting within the Golf Resort Development hereby approved, a scheme for that external lighting shall be submitted to and approved in writing by the local planning authority. The scheme shall be prepared in broad accordance with the details and parameters provided in the approved "Lighting Impact Assessment" and illustrated on approved drawing "3023-(97)-EX-01", and shall include details regarding the protection of key features of importance for barn owls and bats as identified in Appendix G "Barn Own Management Strategy" and

Appendix H "Bat Management Strategy" of the "Interim Landscape and Habitat Management Plan" (January 2018). The external lighting shall:

- be designed to an illumination value of 5 lux at the nearest residential property.
- achieve a beam angle below 70 degrees and be fitted with spill shields where it is directed towards any potential observer.

The approved scheme shall thereafter be implemented in accordance with the approved details retained thereafter, unless otherwise agreed in writing by the local planning authority.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

35. Unless otherwise agreed in writing by the local planning authority, operational hours of the golf resort shall be limited to the following hours:

- Academy: 06:00 to 22:00. A quiet ball collector is permitted to be used until 01:00am. No deliveries shall be taken at or dispatched from the academy building except between the hours of 07.00 and 22.00 Monday to Saturday, with no deliveries allowed on Sundays or Bank Holidays.
- Use of the Golf Course: 06:00 to 22:00.
- Maintenance of the Golf Course: 05:00 to 23:30. Mowing of the 10th fairway shall be restricted to between the hours of 06:00 and 23:00.
- Clubhouse: The use of the rooftop terrace on the clubhouse building shall be restricted to between the hours 08:00 to 22:00.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

36. The rating level (LAeqT), as determined by the methodology given in BS4142:2014 Methods for Rating and Assessing Industrial and Commercial Sound, from all sources associated with the Golf Resort Development covered under the scope of BS4142:2014, when operating simultaneously or individually, shall not exceed the background sound levels (LA90) that are specified in the Environmental Impact Assessment, Chapter 13, Table 13.21 (daytime) and Table 13.22 (night time), when assessed 4m from the boundary of any noise sensitive receptor covered under the scope of BS4142:2014.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

37. The Academy hereby approved shall not be brought into use until a 1.8 metre high acoustic close-boarded fence has been erected in the location identified by approved drawing "LUC-6628-LD-PLN-230 Revision E". The fence shall be retained in the approved position thereafter.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

38. Unless otherwise agreed in writing by the local planning authority, only lower powered grass cutting machinery shall be used at the Golf Academy and at the 5th hole of the golf course.

Reason

To safeguard the amenity of the existing residents who adjoin the site and future occupants of the development to comply with Core Strategy policy CG4.

Sustainability

39. The clubhouse, academy building, and hotel complex within the Golf Resort Development hereby approved shall achieve as a minimum a 'very good' Building Research Establishment Environmental Assessment Methodology (BREEAM) rating, unless otherwise agreed in writing by the local planning authority. With the exception of site preparation works approved pursuant to condition 2, the development of the clubhouse, academy building or hotel complex shall not be commenced until evidence that they are registered with a BREEAM certification body and a pre-assessment report (or design stage certificate with interim rating if available) has been submitted to the local planning authority indicating that they can achieve the stipulated BREEAM rating. Within six months of the completion of the clubhouse, academy building or hotel complex, a final Certificate certifying that the stipulated BREEAM rating has been achieved shall be submitted to the local planning authority.

Reason

In the interests of tackling climate change and to ensure compliance with Core Strategy policy CG2.

40. The Golf Resort Development hereby approved shall achieve the Golf Environmental Organisation (GEO) Certified® Development 'Sustainable Golf' accreditation. With the exception of site preparation works approved pursuant to condition 2, the Golf Resort Development hereby approved shall not be

commenced until a GEO Certified® pre-construction report setting out the means by which the development will be implemented in order to secure the accreditation shall be submitted to and approved in writing by the local planning authority. Within six months of the completion of the Golf Resort Development, a GEO Certified® completion report identifying the extent to which the development has been undertaken in accordance with the approved pre-construction report and certifying that the Golf Resort Development has achieved the GEO Certified® Development 'Sustainable Golf' accreditation shall be submitted to the local planning authority.

Reason

In the interests of tackling climate change and to ensure compliance with Core Strategy policy CG2.

Tournament Staging

41. Prior to staging any golf tournament of international scale at the site, a scheme which details the scale, landscaping, access, appearance and layout details of any temporary facilities to be erected and installed, and any associated works relating to their installation including the restoration of the land upon which the temporary facilities are erected, shall be submitted to and approved in writing by the local planning authority. The temporary facilities shall be implemented in accordance with the approved scheme, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the temporary facilities are sensitively sited, the areas used for the siting of such facilities are made good after removal of the facilities and to maintain the character and appearance of the area in accordance with Core Strategy policies CG1 and CG3.

42. Prior to staging any golf tournament of international scale at the site, an Event and Travel Management Plan (ETMP) shall be submitted to and approved in writing by the local planning authority. The ETMP shall be prepared in accordance with the approved "Interim Event and Travel Management Plan" (January 2018) and shall include:
- measures relating to the management of impacts on ecology, which shall include details concerning the protection of bluebells following the completion of a bluebell survey to be undertaken in May and in line with the details provided in Appendix B "Bluebell Management Strategy" of the "Interim Landscape and Habitat Management Plan" (January 2018).
 - a strategy for the installation of temporary external lighting, which shall include details concerning the protection of features of importance for bats as identified in Appendix H "Bat Management Strategy" of the "Interim Landscape and Habitat Management Plan" (January 2018).

The ETMP shall be implemented in full in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that the hosting of events maintains/manages the ecology of the site and also minimises the impact of lighting on existing/future residents to comply with Core Strategy policies CG1 and CG4.

Conditions relating to the Outline Planning Permission (i.e. the Residential Development)

43. Prior to the commencement of any phase of the development hereby approved in outline (hereafter referred to as the "Residential Development"), the extent of which is defined on approved drawing "LUC-6628-LD-PLN-000 Issue E", details of the reserved matters for that phase (appearance, landscaping, layout, scale and access (in part)) shall be submitted to and approved in writing by the local planning authority. The first application for the approval of reserved matters shall be submitted no later than five years from the date of this permission and all subsequent reserved matters shall be submitted no later than eighteen years from the date of this permission. The relevant phase of the Residential Development shall thereafter be implemented in accordance with the approved reserved matters details, unless otherwise agreed in writing by the local planning authority.

Reason

To enable the submission of reserved matters for the residential development to be phased over a period which will not prevent the hosting of the Ryder Cup.

44. The Residential Development shall be begun within two years of the date of approval of the date of the first reserved matters.

Reason

Required to be imposed pursuant to Section 92 of the Town and Country Planning Act 1990.

45. Prior to the occupation of the 275th dwelling hereby approved, the westernmost highway access to the area of the Residential Development referred to in the approved "Design and Access Statement" (January 2017) as "Western Fields", which is reserved, shall be constructed and brought into use in accordance with the relevant details submitted and approved pursuant to Condition 35.

Reason

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

46. The development hereby approved in outline shall be implemented in accordance with the following approved plans:

- Parameters Plan (reference: 15191 (PI) 500 U)

- Demolition Plan (reference: 6628-LD-PLN-010 Issue E)
- Residential Design Code Character Area 5: Park End Farm (January 2018)
- Residential Design Code Character Area 6: Dearden's Park (January 2018)
- Proposed Residential Access to Dearden's Farm Parcel from A6 Manchester Road (reference: ITM10187-SK-145 Rev D)
- Proposed First Phase Residential Access to Western Fields from A6 Manchester Road (reference: ITM10187-SK-146 Rev D)
- Proposed Residential Access from Broadway (reference: ITM10187-SK-191 Rev C)
- Proposed Residential Access from Woodlands Drive (reference: ITM10187-SK-208 Rev A)

Reason

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

47. Prior to the commencement of each phase of the Residential Development hereby approved details of the level of the proposed buildings, roads, footpaths and other landscaped areas relative to the adjoining land and any other changes proposed in the levels of the site associated with that phase shall have been submitted to and approved in writing by the local planning authority. Each phase of the development shall be implemented in accordance with the approved details unless otherwise agreed in writing by the local planning authority.

Reason

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

48. Prior to the commencement of each phase the Residential Development hereby approved, appropriate samples of the materials to be used for the external surfaces of the buildings and hard surfaces within the relevant phase shall have been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details unless otherwise agreed in writing by the local planning authority.

Reason

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

49. Prior to the commencement of each phase of the Residential Development hereby approved a scheme for the provision of the open space and children's play facilities within that phase shall have been submitted to and approved in writing by the local planning authority. The scheme shall specify the scale, type and design of the open space and children's play facilities to be provided. The scheme shall be completed in accordance with the approved scheme prior to the completion of that phase, unless otherwise agreed in writing by the local planning authority.

Reason

To provide adequate public open space for future residents and to comply with Core Strategy policy IPPC1 and guidance contained within the Infrastructure and Planning Contributions SPD.

50. Prior to the commencement of each phase of the Residential Development hereby approved a detailed crime prevention scheme for that phase shall have been submitted to and approved in writing by the local planning authority. The scheme shall be prepared in broad accordance with the details and parameters provided in the approved "Crime Impact Statement" (February 2017). Each phase of the development shall be implemented in full accordance with the approved scheme for that phase, unless otherwise agreed in writing with the local planning authority.

Reason

To enable the incorporation of designing out crime within each phase of residential phase and to comply with Core Strategy policy CG4.

Environmental Health

51. Prior to the occupation of any dwellings within each phase of the Residential Development, a scheme for the delivery of electric vehicle charging points within that phase shall be submitted to and approved in writing by the local planning authority. The scheme shall be prepared in accordance with Institute of Air Quality Management (IAQM) guidance and comprise the delivery of one charging point per dwelling with dedicated parking or one per 10 car parking spaces where there is not allocated parking. The charging points shall be implemented in accordance with the approved scheme prior to the operation of the Residential Development and maintained thereafter, unless otherwise agreed in writing by the local planning authority.

Reason

In the interests of tackling climate change and to limit the impact of the proposals on air quality to ensure compliance with Core Strategy policies CG2 and CG4.

52. The reserved matters details submitted in respect of each phase of the Residential Development shall be accompanied by:
- A noise impact assessment for to be agreed in writing by the local planning authority. No dwellings within that phase shall be occupied until any recommended noise attenuation

measures to be incorporated into that phase have been completed in accordance with the approved details, which shall be retained thereafter.

- A detailed external lighting plan for the phase of development to be agreed in writing by the local planning authority. The development shall be implemented in accordance with the approved plan unless otherwise agreed in writing by the local planning authority.

Reason

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

53. In the event that the detailed design of the residential areas includes proposals for basements, further. Prior to commencement of any residential properties that are proposed to contain basements, the results of a further assessment of groundwater including identification of any necessary measures required to prevent the flooding of such basements shall be submitted to and approved in writing by the local planning authority. The development of those properties shall be undertaken in accordance with the approved details.

Reason

To safeguard the living conditions of residents in order to comply with Bolton's Core Strategy Policy CG4.

54. The trading hours of the Class A1 floorspace hereby permitted shall be restricted to 07.00 to 23.00 daily and the Class A3/Class A5 floorspace hereby permitted shall not trade between the hours of 24.00 and 07.00 daily.

Reason

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

Transport

55. Prior to the first occupation within each phase of the Residential Development, a Travel Plan for that phase shall be submitted to and approved in writing by the local planning authority. The Travel Plan should be consistent with the objectives, targets, governance arrangements and monitoring schedule set out in the approved "Residential Travel Plan" (April 2017). The Travel Plan for that phase shall thereafter be implemented in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that opportunities for the use of sustainable transport modes are maximised to reduce the need for major transport infrastructure, minimise impacts on air quality and to promote safe pedestrian and cycle access.

56. Prior to commencement of the development of the area within the Residential Development referred to on the approved drawings as "Western Fields" a public transport strategy shall have been submitted to and approved in writing by the local planning authority. The public transport strategy shall be prepared in broad accordance with the details and parameters set out in the approved "Transport Assessment" (April 2017). The public transport strategy shall be implemented in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason

To ensure that opportunities for the use of sustainable transport modes are maximised to reduce the need for major transport infrastructure, minimise impacts on air quality and to promote safe pedestrian and cycle access.

Other matters

57. With the exception of site preparation works approved pursuant to condition 2, the development hereby approved shall not be commenced until a scheme of works to other off-site Public Rights of Way (PRoW) for the purposes of providing connections to the Hulton Trail has been submitted to and approved in writing by the local planning authority. The scheme shall include the following works:

- Construction of a 2m-wide rolled stone path where necessary in respect of PRoW ATH28.
- A new footpath connection between PRoW ATH28 and Spa Road.
- Construction of a 2m-wide rolled stone path where necessary in respect of PRoW WES127.
- Widening of the footpath at the Greendale Road subway link to 5.5m and associated landscape improvements.
- The installation of associated signage along Spa Road.
- Associated vegetation clearance, edging and drainage.

The scheme shall include a programme and timing for the completion of the works. The works shall thereafter be undertaken in accordance with the approved scheme, unless otherwise agreed in writing with the local planning authority.

Reason

To ensure that the approved development enhances the public right of way network and accessibility for pedestrians and cyclists and other users in compliance with Core Strategy policy P5 and Allocations plan policy P8AP.

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

Reason

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



KEY

- A - Academy
- B - Underpass
- C - Clubhouse
- D - Hotel Complex
- E - Walled Garden
- F - Maintenance
- G - Outline Residential Area

PROPOSALS

1. Reinstate Northern Drive
2. Bring woodlands back into active management, removing invasive Rhododendron
3. Dredge and expand Northern Lake to original form
4. Repair and renovate Dovecote
5. Construct new buildings on Stable Block site
6. Construct new principal building on Hulton Hall site
7. Restore visual link from former hall to park
8. Reconstruct and renovate Pleasure Grounds
9. Reconstruct Walled Garden
10. Repair and renovate Ha Ha
11. Repair and renovate stone Ha Ha
12. Provide environmental enhancements to Mill Dam Stream
13. Dredge and expand Mill Dam Lake to original form
14. Repair and consolidate dam structure
15. Repair and renovate Main Drive
16. Provide a succession plan and new specimen parkland trees

- Full application boundary
- Outline application boundary
- Proposed golf green/tee
- Proposed golf fairway
- Proposed golf semi rough
- Proposed golf rough/ meadow
- Proposed golf bunker

- Waterbodies
- Proposed drive/road
- Proposed staging access route
- Proposed golf buggy routes
- Proposed new building
- Proposed car parking
- Existing woodlands to be retained and enhanced through improved management, including removal of invasive species such as Rhododendron.

- Proposed new woodland planting. Species to be predominately native to enhance biodiversity.
- New parkland tree planting, based on historic design to replace lost parkland trees.
- Proposed woodland garden/ornamental planting to pleasure grounds and, kitchen walled garden and hotel surrounds.
- Proposed fine lawn
- Proposed alignment of Public Rights of Way
- Outline residential development
- Proposed bridge

- Proposed underpass
- Proposed starter hut
- Proposed halfway house
- Proposed Hulton Trail

Q	14.03.17	Revised Planning Issue - minor amendments to list of plant 12	SC	A2	AW
P	14.12.17	Revised Planning Issue	SC	A2	AW
D	14.12.17	Revised Planning Issue	SC	A2	AW
M	26.04.17	Final Planning Issue	SC	A2	AW
M	26.04.17	Revised Issue for Planning	SC	A2	AW
L	13.04.17	Issue for Planning	SC	A2	AW
K	21.03.17	Updated and new boundary	SC	A2	AW
J	13.03.17	Final Issue	SC	A2	AW
I	13.03.17	Additional woodland planting & Adventure golf proposals	SC	A2	AW
H	13.03.17	Updated to reflect latest proposals	SC	A2	AW
G	23.12.16	Updated to reflect revised proposals site wide	SC	A2	AW
F	23.12.16	Updated to reflect revised proposals site wide	SC	A2	AW
E	08.11.16	Updated to reflect revised proposals site wide	SC	A2	AW
D	23.06.16	Revised golf course layout	SC	A2	AW
C	20.07.16	Revised golf course layout	SC	A2	AW
B	17.06.16	Revised boundary line & Registered Park & Garden line added	SC	A2	AW
A	13.02.16	First Issue	SC	A2	AW
158	Date:	Issue notes	SC	A2	AW

HULTON PARK

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Project
HULTON PARK

Client
PEEL LAND & PROPERTY

Title
**ILLUSTRATIVE LANDSCAPE MASTERPLAN
SITE WIDE (FULL & OUTLINE DEVELOPMENT)**

Scale
1:2500 @A0

Status
PLANNING

Job No.
6628

Drawing No.
LUC_6628_LD_PLN_100

Issue
B

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HULTON PARK

TOURNAMENT STAGING PLAN





- Proposed golf green/tee
- Proposed golf fairway
- Proposed golf semi rough
- Proposed golf rough/ grassland
- Proposed golf bunker
- Proposed waterbody
- Proposed drive/road

- Proposed staging access route
- Proposed golf buggy routes
- Proposed new building
- Proposed car parking
- Existing woodlands to be retained and enhanced through improved management, including removal of invasive species such as Rhododendron.
- Proposed new woodland planting. Species to be predominately native to enhance biodiversity.
- New parkland tree planting, based on historic design to replace lost parkland trees.

Proposed woodland garden/ornamental planting to pleasure grounds, kitchen walled garden and building surrounds.

A	11.04.17	Issue for Planning	JC	AJ	AW
Iss	Date	Issue notes	Rev	By	Date

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Project
HULTON PARK

Client
PEEL LAND & PROPERTY

Title
ILLUSTRATIVE LANDSCAPE MASTERPLAN;
HOTEL & PLEASURE GROUNDS

Scale
1:750 @ A1

Status
PLANNING

Job No.
6628

Drawing No.
LUC-6628-LD-PLN-101

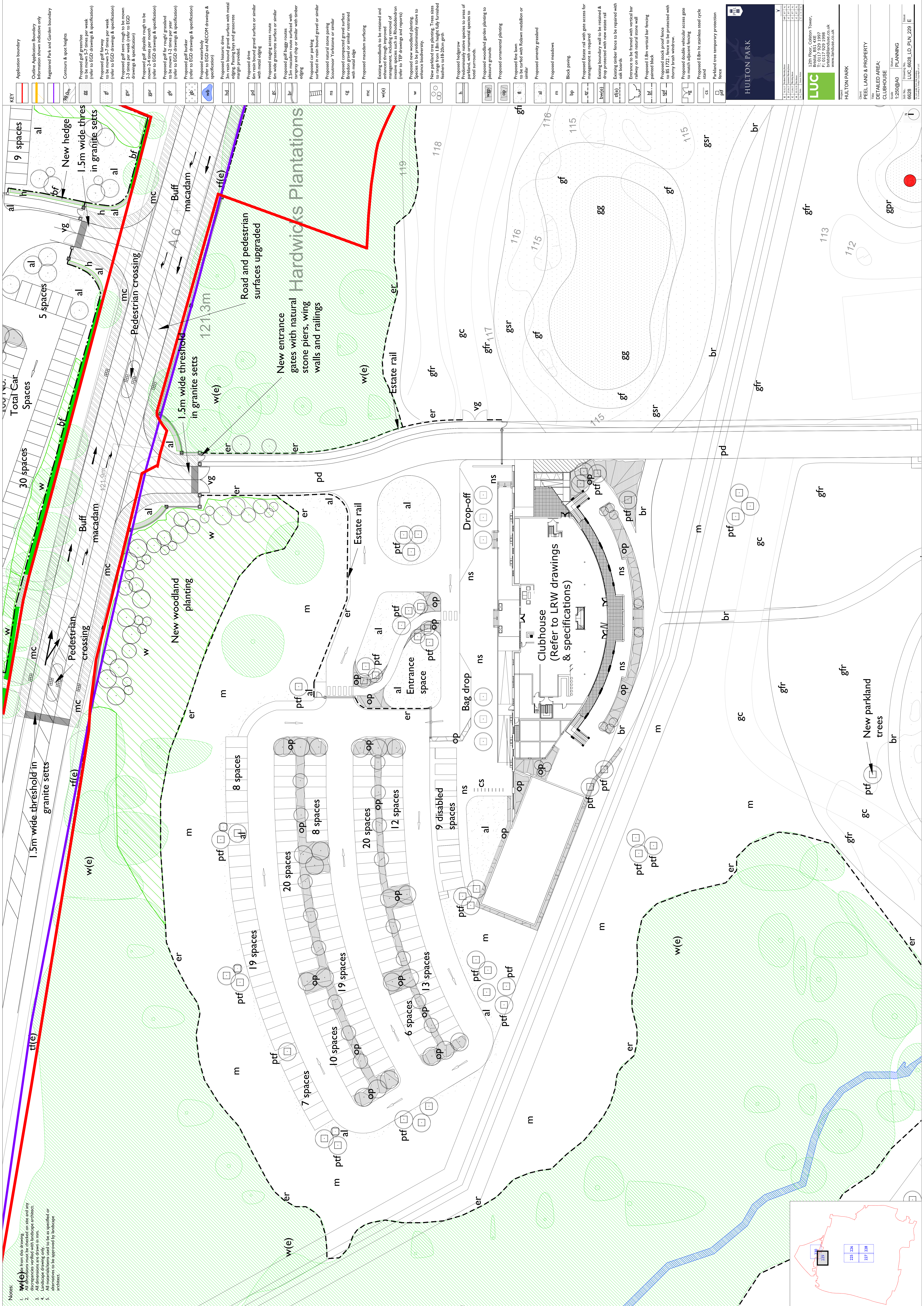
Issue
A

Do not scale from this drawing
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1. **Drawings** shall be from this drawing.
2. All dimensions must be checked on site and any discrepancies verified with landscape architect.
3. All dimensions are drawn in mm.
4. Landscape drawing only.
5. All materials/items used to be as specified or alternatives to be approved by landscape architect.

[illegible]

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Project
HULTON PARK

Client	PEEL LAND & PROPERTY
Title	DETAILED AREA;

Scale	STATUS
1:250@A0	PLANNING
Job No.	Drawing No.
6628	LUC_6628_LD_PLN_229
	Issue
	E

Do not scale from the drawing
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FRONT FACADE EAST WING



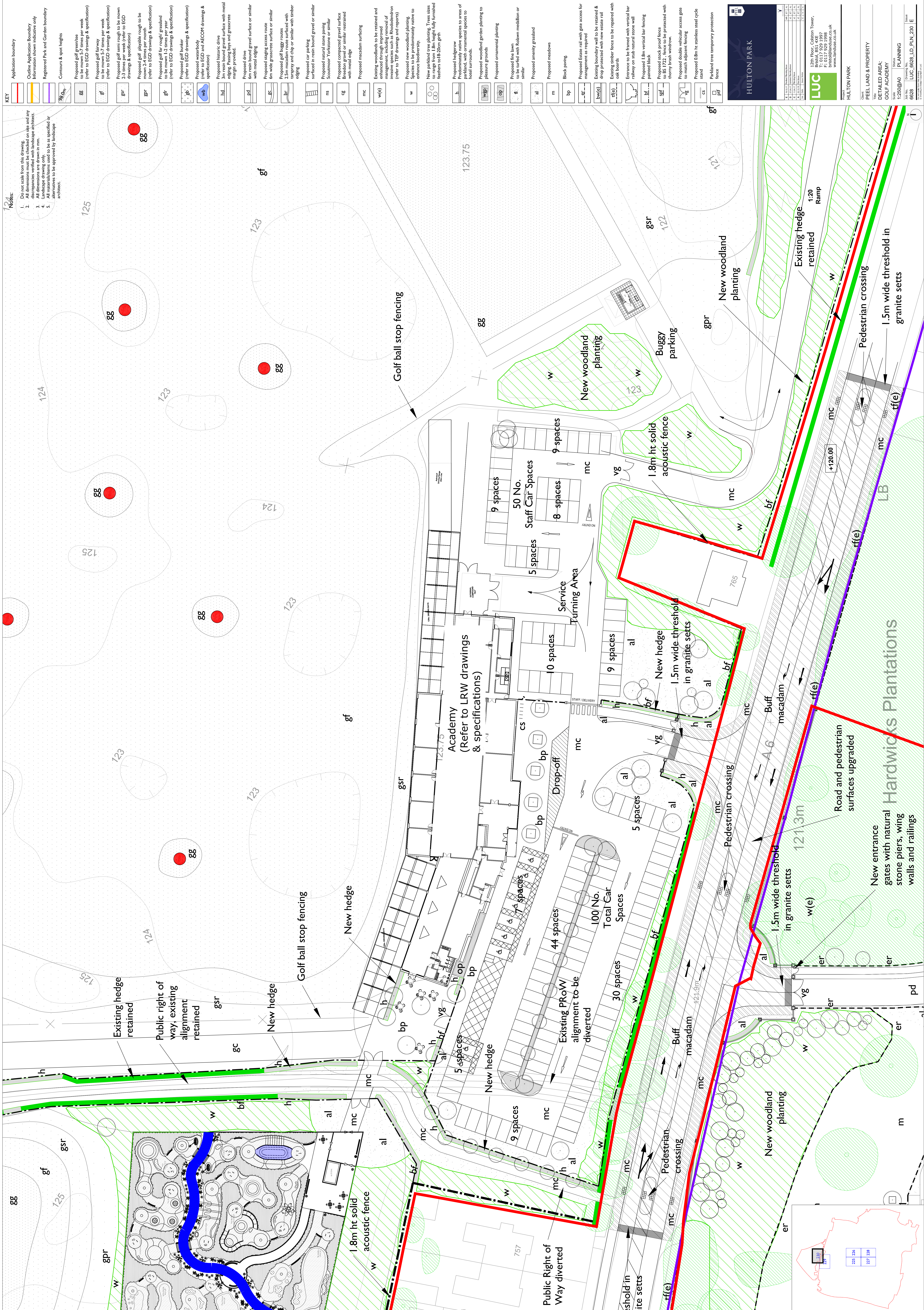
FRONT FACADE WEST WING



REAR SOUTH FACADE 1



REAR SOUTH ELEVATION FACADE 2





NORTH ELEVATION



SOUTH ELEVATION

MATERIALS KEY

1. DRIVING RANGE BAYS: TIMBER STRUCTURAL FRAME WITH ROOF LIGHTS OVER WALKWAY FROM BUILDING.
2. TIMBER SCREEN FENCE
3. BRICKWORK: LIMEWASHED LIGHT COLOUR OR SIMILA
4. FASCIA AND PPC ALUMINIUM PROFILE GUTTER
5. GLAZED DOORS: PPC ALUMINIUM FRAME, TO HAVE TRANSOMS/FANLIGHTS WHERE INDICATED
6. WINDOWS: PPC ALUMINIUM AND GLAZING
7. DARK SLATE TILES
8. ALUMINIUM FULL-HEIGHT ROLLER SHUTTERS
9. TIMBER CLADDING: DARK LARCH TIMBER, VERTICAL IN PROFILE
10. PPC ALUMINIUM ROOF LIGHTS: COLOUR TO MATCH WINDOWS/DOORS
11. PAINTED OAK STRUCTURAL FRAME AT ENTRANCE
12. EXPOSED ANODISED STEEL LINTEL



EAST ELEVATION



WEST ELEVATION

1. M61 Junction 5

(Drawing ITM10187-SK-192C)

- Works will shorten queues and reduce delays.

2. Chequerbent Roundabout

- Changes to lane markings on A6(W) to allow traffic turning left onto A58 Snydale Way to use both lanes.

3. Chequer

(Drawing ITM10187-SK-159H)

- Link road will also serve the Hulton Park

development.

Resultant transfer of traffic to the link road

A Park Road/Leigh Road

(Drawing ITM10187-SK-193)

- L
 L

(Drawing ITM10187-SK-194A)

- Changes to road markings on A579 Newbrook Road to allow traffic travelling ahead towards Bolton to use both lanes.

-

