

Planning Applications Report

Planning Committee

16th January 2020

**Bolton
Council**

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

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

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

The following abbreviations are used within this report: -

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

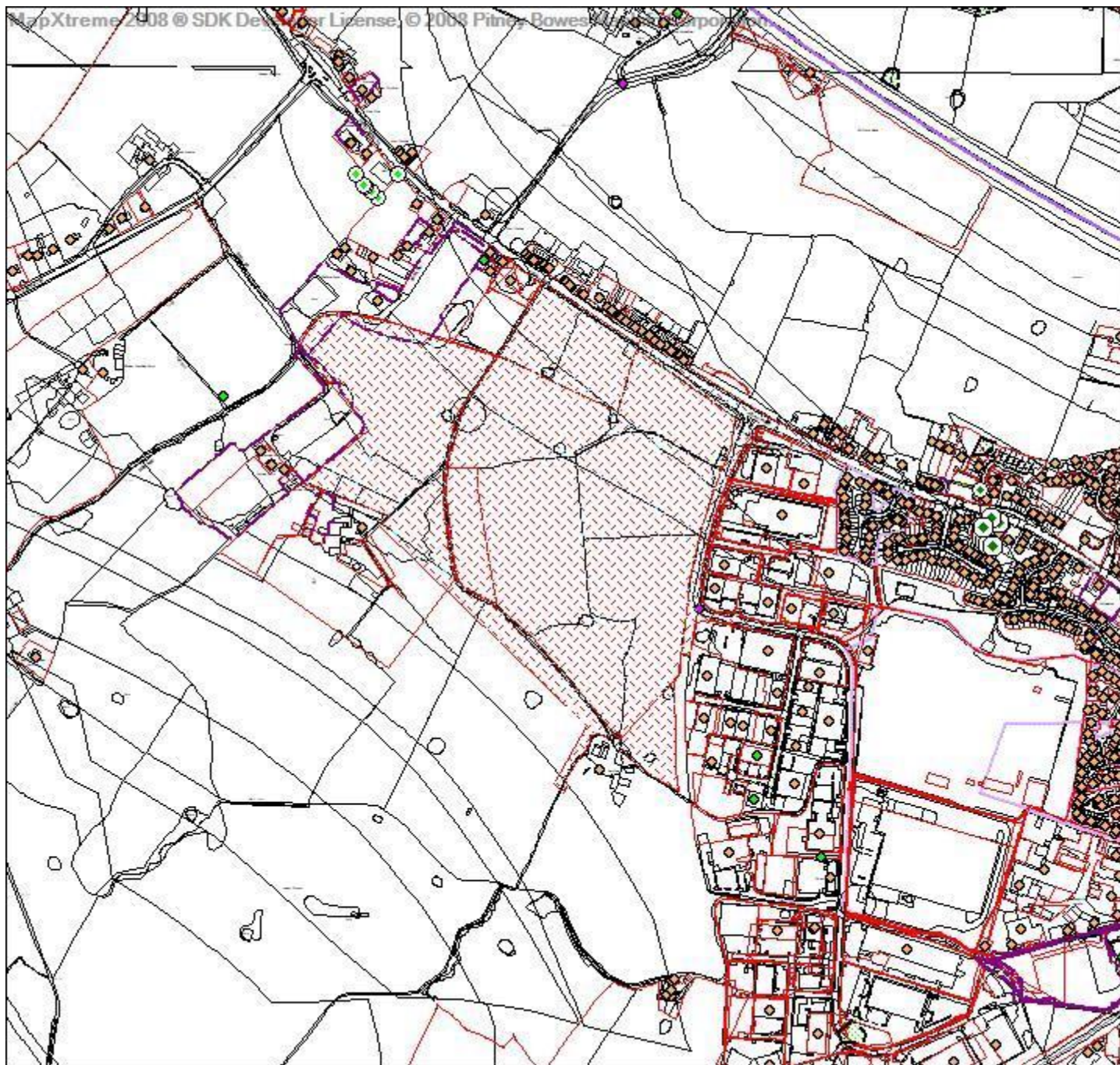
The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

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Application number
04766/18



Directorate of Place
Development Management Section

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Bolton
Council

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Date of Meeting: 16/01/2020

Application Reference: 04766/18

Type of Application: Outline Planning Permission

Registration Date: 24/10/2018

Decision Due By: 12/02/2019

Responsible Officer: Alex Allen

Location: LAND WEST OF WINGATES INDUSTRIAL ESTATE OF
CHORLEY ROAD, WESTHOUGHTON, BOLTON, BL5 3LY

Proposal: PART A : OUTLINE APPLICATION FOR STRATEGIC
EMPLOYMENT DEVELOPMENT FOR INDUSTRIAL (CLASS
B1c/B2), STORAGE AND DISTRIBUTION (CLASS B8) AND/OR
RESEARCH AND DEVELOPMENT (CLASS B1b) USES EACH WITH
ANCILLARY OFFICE SPACE (CLASS B1A) PARKING AND
ASSOCIATED FACILITIES, (CLASS D1) ANCILLARY FOOD AND
DRINK (CLASS A3/A4/A5) AND ASSOCIATED ROADS AND
LANDSCAPE WORKS.
PART B : FULL PLANNING APPLICATION FOR DEMOLITION OF
BUILDING/STRUCTURES, UPGRADE TO HIGHWAY
INFRASTRUCTURE, CREATION OF NEW ACCESS TO WIMBERRY
HILL ROAD, FORMATION OF DEVELOPMENT PLATFORMS,
BOUNDARY LANDSCAPING AND ECOLOGICAL ENHANCEMENT
AREA.

Ward: Westhoughton North

Applicant: Harworth Group

Agent : Johnson Mowat

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.

Executive summary

- This is a hybrid planning application which seeks outline planning permission for the provision of a strategic employment development comprising of 100,000 sq. metres of floorspace;
- Full permission is also sought for the creation of a new vehicular access, demolition of existing buildings, provision of new drainage and utilities infrastructure, the formation of development platforms and the creation of boundary landscaping and an ecological enhancement area;
- The application has been recently amended following Member queries raised at the previous Planning Committee to secure a wider landscape buffer along the northern part of the site which allows for a taller landscaped bund to be sited within this area. In addition, there is a reduction in floor area of Plots 1 – 3, a reduction in the heights of the buildings along the northern boundary of the site, clarification over tree loss along the site frontage together with additional tree planting including more mature specimens to provide an 'instant impact' and to better screen the proposed development. The applicant also proposes the provision of up to an additional £100,000 to provide for enhancements to improve links between Westhoughton and Wingates as recommended by officers to provide mitigation;
- The site is located within the Green Belt and consists of open fields on the edge of Westhoughton adjacent to the existing Wingates Industrial Estate;
- The proposal represents inappropriate development within the Green Belt and would also represent harm to the purposes of the Green Belt;
- As a result of the proposed development there would be other harm caused including the impact on the character and appearance of the site and wider area, impact on the living conditions of local residents and users of the land (including PRow), loss of existing agricultural land, landscaping, trees and habitats and the provision of food and drink outlets outside a designated town centre.
- Officers consider that some of the above impacts can be mitigated, including through the provision of ecological enhancements, diversions of PRow, tree replacement and the provision of landscaping buffers.
- The applicant has advanced five very special circumstances: the socio-economic benefits of the development, the urgent need/demand for the development, a lack of alternatives,

delays in the formulation of strategic planning policy (GMSF) and infrastructure benefits (highways improvements);

- Officers conclude that these factors should be given substantial weight against the harm to the Green Belt and these factors are interconnected. Furthermore, the improvements to the existing highway network are also afforded moderate to significant weight.
- Whilst the proposal does not wholly comply with the Development Plan or policies as set out in the NPPF, officers consider that the reasons put forward by the applicant represent very special circumstances when taken as a whole outweigh the harm to the Green Belt and which demonstrate that the development represents sustainable development. These factors are material considerations which justify the grant of planning permission.
- The decision maker, in this case Planning Committee should consider if the Very Special Circumstances evidenced in the following report outweigh the harm. The weight to be applied to each of the Very Special Circumstances is a matter for Committee.
- The officer recommendation is that Committee should be minded to approve the application and that the matter is referred to the Secretary of State to see if they wish to call in the proposal.

Background

1. The application was initially considered at the 3rd October 2019 Planning Committee meeting. The application was deferred by Members pending further consideration by the applicant on a number of issues including the following:
 - Concerns regarding the highways impact of the proposal, in particular the impact of the proposal on the A6 from the junction of Manchester Road (B5408) / A6 Manchester Road to the A6 roundabout junction with De Havilland Way;
 - Concerns regarding the visual impact of the proposed development;
 - Provision of some elements of areas of publicly available open space within the scheme;
 - Concerns expressed regarding the potential loss of trees and hedgerows along the Chorley Road frontage which would be required to facilitate the proposed highways improvements at the Chorley Road / Wimberry Hill Road junction;
 - Concerns over whether the applicant had demonstrated sufficient Very Special Circumstances to justify the granting of planning permission.
 - Clarification over the ecological impact of the proposal.
2. In response to Members concerns the applicant has submitted amended plans. In summary these plans have been amended to provide for the following:
 - Landscape frontage / buffer to Chorley Road has been widened to 38 metres. This sets the development plots back a further 8 metres from the road;
 - The bund to be created along the Chorley Road frontage has been enlarged;
 - Tree planting along the landscape buffer includes more mature / larger 'extra heavy standard trees;
 - Maximum height of the buildings (Plots 1 to 4C inclusive) have been reduced in height from a maximum 13.5 metres to 11.5 metres; The proposed roofs of Plots 1 to 4C are to be hipped to further reduce visual impact; Proposed ground level of the frontage plots has been lowered c. 20 to 25 centimetres;
 - Reduced footprint of Plots 1 – 3 inclusive by c. 1,300 sq. metres.

- Highways – this aspect has been revisited by the applicants Highways consultant and the Council’s Highways Engineers. An update is provided within the Highways impact section of this report.
3. Core Strategy policy IPC1 allows for financial contributions to be provided to the Council which fund locally identified mitigation and enhancements that the Council consider to be related to the development and its impact on the local area. To this end the applicant has offered to contribute up to £100,000 towards mitigation for the development. Given concerns raised previously by Members regarding the impact of the proposal on the Church Street / Chorley Road junction, officers have provided their recommendation within the Highway section of this report.
 4. The applicant has also considered whether given the proposed changes to the development proposal whether this would result in any change (in EIA terms) to the assessment of the development and the mitigation proposed. In conclusion, the applicant considers that the changes made do not result in a change to the impact of the development that would require change to the EIA as submitted. Officers concur with this opinion.
 5. The Very Special Circumstances as set out in the applicant’s submission and summarised within the original Planning Committee report remain the same, including the local economic benefits.

Proposal

6. The applicant has submitted a hybrid planning application, seeking part full and part outline planning permission.
7. Outline planning permission is sought for the following:
 - A strategic employment development for industrial development to include use classes B1c/B2, storage and distribution class (B8 use) and / or research and development (Class B1b) uses each with ancillary office space (B1a), yards, parking and associated facilities, associated education/training space (D1 use), with ancillary food and drink uses (A3, A4 and A5).
8. Full permission is sought for the following:
 - Creation of new access points off Wimberry Hill Road;
 - Demolition of existing buildings - two animal shelters and the removal of other structures including hard standing, fences, gates, farming equipment and utilities infrastructure;
 - Provision of new drainage and utilities infrastructure
 - Formation of development platforms,
 - Creation of boundary landscaping and an ecological enhancement area.
9. The proposed employment development would create up to 100,000 square metres (c. 1.1 million square feet) of floorspace. The aim of the development would be to accommodate businesses seeking to locate, relocate, expand and / or modernise in Bolton. The development will deliver a range of employment premises which is expected to comprise of a very large floorplate warehouse/distribution centre, medium and large floorplate warehouse / manufacturing premises (B8, B2 or B1c) and small floorplate flexible employment uses (B8, B2 or B1c).
10. 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. These are as follows:

- the socio-economic benefits of the scheme,
 - the need/demand for the development,
 - a lack of alternatives,
 - delays to the formulation of strategic policy (the Greater Manchester Spatial Framework); and
 - access to employment/infrastructure improvements.
11. The application is accompanied by an environmental statement which has been subject to public consultation together with the application itself. Officers confirm that the application should be considered under the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. It is considered that the ES meets the requirements of the 2017 EIA Regulations.
12. In addition to the originally submitted documents, the applicant submitted an Addendum to the Planning Statement. The aim of this document was to provide a review of the documents which underpin the 2019 Consultation draft of the Greater Manchester Spatial Framework.
13. The applicant submitted revised plans in December 2019 which sought to address members concerns expressed at the October 2019 Planning Committee meeting.

Site Characteristics

14. The application site is approximately 33 hectares (c. 83 acres) in size located in the Westhoughton North and Chew Moor ward of Bolton. The land comprises of farmland which consists of pastoral fields of varying size and shape. Fields are bound by post and wire fencing with some hedges in places and some boundary trees. There are a number of ponds located within the site.
15. Public rights of way (PRoW) border the east and south west of the site with PRoW crossing the site in a north/south and east/west direction. The high point of the site is located in the

centre of the site with the land falling to the south. Immediately to the east is Wingates Industrial Estate which is a 54 ha industrial estate which has a buffer of trees and hedgerow vegetation.

16. There are a number of dwellings within the vicinity of the site including Reeves House Farm, Corges Farm and Corges Cottage which are located to the western boundary of the site with Carlies Farm located adjacent to the southern site boundary. Residential properties on Chorley Road also overlook the site.
17. The site is located approximately one mile north west of Westhoughton town centre, 5 miles 8 Km west of Bolton town centre and 6 miles / 9.6 km east of Wigan town centre. The site is located close to the border with Wigan (Aspull) which is located some c. 1 mile / 1.7 Km from the western edge of the application. The site is located 1.25 miles / 2 Km south from junction 6 of the M61.
18. The site is in relative close proximity to Westhoughton rail station (c. 1 mile / 1.6 Km to the south east) and 1.62 miles / c. 2.6 km from the Horwich Parkway railway station with regular services to Bolton, Wigan, Manchester and further afield. In terms of bus services there is a bus stop adjacent to the site (outside the ATS Euro master garage) with buses providing a regular service to either Leigh and Horwich (516/517 service) or Bolton/Wigan (hourly service).
 - Fields are bound by post and wire fencing with some hedges in places and some boundary trees;
 - A number of ponds located within the site;
 - Boundary of the site to the north, adjacent to the A6 has an established tall hedgerow with some mature hedgerow trees;
19. The site lies adjacent to the existing Wingate Industrial Estate.

Policy

The Development Plan

20. The Committee should have regard to the requirements of the development plan as a whole. The following policies are considered to be particularly relevant.
21. 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, SO3 – Take advantage of the economic opportunities presented by Bolton town centre and the M61 corridor and ensure the opportunities benefit everyone in Bolton, 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, SO10 To minimise Bolton's contribution to climate change, SO11 Conserving and enhancing the best of Bolton's built heritage and landscapes, SO12 Biodiversity and SO13 Reduce and manage impacts of flooding.
22. Bolton's Core Strategy Development Plan Document (2011) - P1 Employment, 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, M3 – Broad Location for Employment Development, M7 – The M61 Corridor Built Environment, OA3 Westhoughton, IPC1 Infrastructure and Planning Contributions and Appendix 3 - Car parking standards.
23. 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), General Design Principles (June 2015), Sustainable Design and Construction (October 2016), Location of Restaurants, Cafes, Public Houses, Bars and Hot Food Takeaways in Urban Areas (September 2013).
26. National Planning Policy Framework (February 2019):

Achieving sustainable development (paragraphs 7 -14), Development Contributions (paragraph 34), Pre Engagement and front-loading (paragraphs 39-46, Determining applications (paragraphs 47 to 50), Planning conditions and obligations (paragraphs 54 - 57), Building a strong, competitive economy (paragraphs 80 – 84), Ensuring the vitality of town centres (paragraphs 85 - 90), Promoting healthy and safe communities (paragraphs 91 - 95) including Open Space and Recreation (paragraphs 96 – 101), Promoting sustainable transport (paragraphs 102 - 111), Making effective use of land (paragraphs 117 – 121), Achieving well-designed places (paragraph 124 - 132), Protecting Green Belt land (paragraphs 133 - 147), Meeting the challenge of climate change, flooding and coastal change (paragraphs 148 – 165), Conserving and enhancing the natural environment (paragraphs 170 - 183), Conserving and enhancing the historic environment (paragraphs 184-202), Facilitating the sustainable use of minerals (paragraphs 203 – 211). The specific policies will be considered in more detail below where necessary.

27. Relevant National Planning Practice Guidance.

28. A Landscape Character Appraisal of Bolton (October 2001).

29. Revised draft Greater Manchester Spatial Framework (January 2019) - 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 2037). The plan has a number of draft policies which include as follows:

Policy GM-Strat 8 – Wigan – Bolton Growth Corridor – this allocation looks to deliver a regionally significant area of economic and residential development. The intention is for a new highway to connect junction 26 of the M6 and junction 5 of the M61 through the construction of the M58/A49 Link Roads as well as the implementation of the Wigan and Bolton new east-west road and public transport infrastructure. This includes the provision of around 798,000 sq. metres of new employment floorspace which includes the allocation of a site (larger than the current application) at West of Wingates.

Policy GM Allocation 6 – West of Wingates / M61 Junction 6 – this allocation provides for c. 440,000 sq.m of B2 and B8 uses for a mix of large-scale distribution and advanced manufacturing. The aim would be to provide good quality road access linking the A6, takes advantage of the proximity to Junction 6 of the M61 whilst ensuring the development had no significant adverse impact on the motorway or other surrounding roads. Financial contributions would be required to enhance the highway network, public transport facilities or other improvements which are specified.

30. The document as a whole was published in January 2019 and planned for the amount of housing and employment development which was to be provided between 2019 and 2037, 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.
31. Allocations included land outside the urban area and defined a new Greater Manchester Green Belt. Very little weight can be given to the current consultation draft.
32. Greater Manchester Strategy (2018)
33. GMSF Employment Topic Paper – January 2019.
34. Greater Manchester Local Industrial Strategy.

Analysis

35. 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.
36. Applications which are not in accordance with Development Plan policies taken as a whole should be refused unless material considerations justify granting permission.
37. Similarly, proposals which accord with the Development Plan should be approved unless there are material considerations which would justify a refusal of permission.

38. 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.

39. 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;
- socio economic impacts;
- mineral extraction;
- proposed A3, A4 and A5 provision;
- infrastructure;
- agricultural land / local business / farms;
- surface water drainage / flooding;
- sustainability (buildings);
- land stability/ground conditions and coal mining;
- design;
- site security / designing out crime;
- landscape / visual impact;
- green belt and very special circumstances; and
- the planning balance.

Impact on highways

40. 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.

41. 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.
42. 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.
43. Paragraph 102 of the National Planning Policy Framework provides for development proposals to consider the potential impact of development on transport networks with the aim of including opportunities to avoid and mitigate any adverse impacts.
44. Paragraph 108 of the NPPF states that development proposals should ensure that appropriate opportunities are taken to promote sustainable transport modes, safe and suitable access to the site can be achieved for all users; and any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree. Development (paragraph 109) should only be prevent or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
45. Paragraph 110 details that development should give priority to pedestrian and cycle movements within the scheme and with neighbouring areas, facilitate access to high quality public transport with layouts that maximise the catchment area for bus or other public

transport services. In addition, proposals should address the needs of people with disabilities and reduced mobility, create places which are safe, secure and attractive which minimise conflict between pedestrians, cyclists and vehicles, allow for the efficient delivery of goods and services, access by service and emergency vehicles and finally to design proposals to enable charging of plug in vehicles and other ultra-low emission vehicles.

46. Paragraph 111 seeks for all developments which generate a significant amount of movement to provide a travel plan and be supported by a transport assessment.
47. Officers consider that whilst the Core Strategy policies P5 and S1 were adopted prior to publication of the NPPF they are consistent with the NPPF and can be given significant weight. NPPF para. 109, 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.
48. As detailed within the representation section of this report, 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.

Transport Assessment

49. The Transport Assessment (TA) produced by Mosodi Limited has been independently reviewed by Aecom Transport Consultants on behalf of the Local Highways Authority. The document has also been reviewed by Transport for Greater Manchester (TfGM) under their remit as the Integrated Transport Authority and the sites potential impact on the Key Route Network (KRN), and by Highways England in terms of the sites impact on the Strategic Road Network (SRN). The survey data used including the committed development used, trip generation and distribution have all been agreed by the AECOM, TfGM, Highways England and is fully supported by the Local Highways Authority (LHA). The junctions which required assessment as part of the TA have also all been agreed.
50. The impact of the proposal has been assessed using the PICCADY and LINSIG. The impact of the proposal has also been considered in detailed VISSIM modelling which aims to demonstrate the benefit to the operational capacity of the highway network.

51. To assist members in the assessment of the highways impact of this proposal a number of tables have been added to the report which highlight a number of measures which are used to assess the impacts of a proposal on three key elements. These are the Degree of Saturation (DoS), Mean Maximum Queue (MMQ) and the Ratio of Flow to Capacity (RFC). Each term is described below.
52. Degree of Saturation (DOS) is the measure of capacity at signalised and roundabout junctions referred to as a percentage of overall capacity. If a junction is operating at below 90% DOS then it is determined to be operating within capacity and no mitigation is required. If a junction is at or above 90% DOS then in an urban context it is determined to be operating above Theoretical Maximum Capacity. This allows a 10% buffer for fluctuations in traffic flows. A junction operating at 100% or above is determined to be at or beyond Maximum Capacity and is therefore likely to experience congestion and increased queuing as the junction does not have the capacity to clear the queues. For junctions forecast to be operating at or above 90% DOS with development, mitigation is usually sort.
53. Mean Max Queue (MMQ) is the measure of the mean queue experience over the peak hour period. A count will be undertaken periodically during the peak hour and then the mean will be derived. It should be noted that the mean is the average and therefore half of the counts will have been higher.
54. Ratio of Flow to Capacity (RFC) is a measure of priority controlled junction. This is similar to DOS in that a figure of 1 is a junction operating at Maximum Capacity, a junction operating at 0.90 or above is operating at Theoretical Maximum Capacity and anything below is deemed to be operating within capacity. A junction operating at 0.90 in a future year forecast with development traffic may require mitigation.
55. The Local Highway Authority have confirmed that the proposal would have the following impact on the key junctions in the local area:

A6 Chorley Road/Wimberry Hill Junction

56. The main access to the proposed development will be via the Wimberry Hill / Great Bank Road junction with the A6 Chorley Road. The junction currently operates well within capacity in the AM and PM peak network periods with a Degree of Saturation (DoS) of around 54% on the A6 arms in the am peak and 49% and 44% on the west and east arms in the pm peak. This is well below the theoretical/practical maximum capacity of 90%. The applicant has proposed a junction improvement scheme to increase capacity as well as providing a focal point for the entrance to the site.
57. The scheme proposes junction widening with extended turn lanes on the A6 and a widened access from Great Bank Road.
58. The junction performance with development traffic and the proposed scheme has a DoS in the AM peak of around 63% on the A6 arms and 54% to 50% DoS on the west and east bound arms in the PM peak. The junction therefore still operates well within the theoretical maximum capacity.
59. During consultation with the applicant TfGM and the LHA noted that pedestrian and cycle movement could be much better accommodated in the design if the amount of vehicle capacity was reduced. This approach would be more in accordance with the Greater Manchester Streets for All concept, the movement of people as well as vehicles and would support the applicants Travel Plan.
60. The applicant agreed to pay for an additional sensitivity test in the LHA Cordon VISSIM model to have development traffic tested on the existing junction design to demonstrate that an alternative feature access scheme could be accommodated. The outcome of this work forecasts that a reduction in vehicle capacity at this junction was feasible although some additional capacity would be beneficial on the A6 west bound approach. On this basis it has been agreed that the applicant will fund the improvements in accordance with the scheme in the TA. However, the Council will work with Transport for Greater Manchester to review this junction in the context of the Greater Manchester Streets for All concept to derive a design that accommodates capacity requirements but also focuses on improved pedestrian and cycle

movement. The final scheme will need to be agreed with the LHA and the applicant and funded via a section 106 agreement.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|--------------------------------------|----------------------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |
| 2018 Count Validation | A6 Chorley Road (NW) | 54.8 | 6 | 49.0 | 7 |
| | Winberry Hill Road | 15.4 | 2 | 48.4 | 6 |
| | A6 Chorley Road (SE) | 54.4 | 9 | 44.5 | 8 |
| 2023 Baseline Assessment | A6 Chorley Road (NW) | 54.8 | 6 | 49.0 | 7 |
| | Winberry Hill Road | 15.4 | 2 | 48.4 | 6 |
| | A6 Chorley Road (SE) | 54.4 | 9 | 44.5 | 8 |
| 2023 with Development and mitigation | A6 Chorley Road (NW) | 62.6 | 11 | 53.9 | 9 |
| | Winberry Hill Road | 39.2 | 3 | 53.7 | 7 |
| | A6 Chorley Road (SE) | 63.2 | 9 | 49.9 | 6 |

Junction 6 M61

61. The existing highway network around Junction 6 of the M61 suffers from congestion in the peak periods.
62. The reservoir length between Junction 6 of the M61 and the A6/De Havilland Way roundabout means that the operational capacity of the two junctions will have an impact on each other. This is apparent in both the AM peak with traffic queuing from Junction 6 extending along De Havilland Way, around the A6 roundabout and east along the A6. This results in exit blocking on the A6 from the west with queues extending along the A6 towards Blackrod. Likewise, in the PM Peak the existing capacity of the A6 roundabout queues traffic back along De Havilland Way impacting on Junction 6 of the M61 which is compounded by traffic weaving within the short distance between the two junctions. As a consequence of this traffic also queues on the M61 north bound off slip and on occasions extends on to the inside running lane.
63. The applicant has assessed the highway mitigation measures proposed as part of the Rivington Chase development for Junction 6 of the M61 and conclude these are enough to accommodate their development in conjunction with agreed and proposed mitigation at the A6/De Havilland Way roundabout.

64. The table below forecasts with the mitigation measures from the Rivington Chase development implemented by 2023, the junction is operating below the theoretical maximum capacity in the am and pm peak on all arms. This has been tested in the Aecom Cordon VISSIM model which supports the applicant's findings.

65. Highways England agree with this position although request that the applicant implement the highway mitigation measures conditioned to the Rivington Chase development if the West of Wingates development comes forward first. The applicant has agreed to this requirement.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|--------------------------------------|---------------------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |
| 2018 Count Validation | M61 WB Offslip | 64 | 13 | 45 | 8 |
| | De Havilland Way NB | 100 | 18+ | 98 | 93 |
| | M61 EB Offslip | 34 | 3 | 45 | 4 |
| | De Havilland Way SB | 32 | 0 | 106 | 73 |
| 2023 Baseline Assessment | M61 WB Offslip | 75 | 17 | 85 | 18 |
| | De Havilland Way NB | 84 | 18 | 84 | 15 |
| | M61 EB Offslip | 45 | 4 | 55 | 4 |
| | De Havilland Way SB | 38 | 4 | 55 | 4 |
| 2023 with Development and mitigation | M61 WB Offslip | 72 | 19 | 82 | 20 |
| | De Havilland Way NB | 84 | 18 | 90 | 21 |
| | M61 EB Offslip | 46 | 4 | 60 | 5 |
| | De Havilland Way SB | 38 | 4 | 57 | 4 |

66. The above table confirms that Junction 6 of the M61 is operating over its Maximum Capacity in the am and pm peak periods which is consistent with existing traffic conditions. The 2020 Baseline Assessment notes with the inclusion of traffic growth from committed development and the implementation of the Rivington Chase mitigation measures at this junction the junction performance significantly increases to operating within Theoretical Maximum Capacity.

67. With the West of Wingates traffic added to the network the DOS increases but the junction still operates within the Theoretical Maximum Capacity apart from the De Havilland Way NB arm which is at, but not above Theoretical Maximum Capacity in the pm peak.

68. On this evidence the mitigation measures associated with Rivington Chase offer substantial benefits to both the Local Highway Network as well as the Strategic Road Network performance and in accordance with HE comments above, should be implemented by which ever development comes forward first.

Chorley Road/De-Havilland Way Roundabout

69. In the context of the above, the applicant's TA observed that this roundabout suffers from congestion issues within the operational peak periods of the highway network in conjunction with the proximity to Junction 6 of the M61.

70. In the am peak traffic queues back from Junction 6 of the M61 along the short reservoir length of De Havilland Way and around the roundabout towards the junction of A6 Manchester Road/Dicconson Lane. This exit blocks traffic travelling from Blackrod direction trying to gain access to the roundabout pushing the queue/slow moving traffic along the A6 too and through the Manchester Road/Blackrod Bypass signalised junction.

71. In the pm peak the capacity of the westbound exit towards Blackrod merge leads to part of the circulating carriageway being underused, adding to congestion issues. This merge is sub-standard in length in comparison to the requirements indicated in national guidance. The issue with the merge being underused pushes back traffic upstream because vehicles approaching from the north are not using both right turn lanes. It is considered that the improvements approved as part of the Rivington Chase Development for this junction will bring benefits but the applicant's proposal to increase the merge length on the A6 west bound at this junction maximises these benefits.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|--------------------------|---------------------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |
| 2018 Count Validation | De Havilland Way SB | 66 | 36 | 100 | 50 |
| | Chorley Road WB | 57 | 18 | 100 | 37 |
| | Chorley Road EB | 50 | 38 | 67 | 2 |
| 2023 Baseline Assessment | De Havilland Way SB | 48 | 1 | 71 | 7 |
| | Chorley Road WB | 65 | 6 | 100 | 34 |

| | | | | | |
|--|---------------------|----|---|----|---|
| | Chorley Road EB | 50 | 1 | 57 | 1 |
| 2023 with Development and mitigation | De Havilland Way SB | 51 | 1 | 71 | 2 |
| | Chorley Road WB | 55 | 1 | 64 | 2 |
| | Chorley Road EB | 51 | 1 | 61 | 2 |

72. A key point to note from the table above is that the junction model used by the applicant is unable to replicate the exit blocking that is currently experienced in the am peak as a result of traffic queuing back from Junction 6 of the M61. What this does demonstrate is if the capacity issues are solved at Junction 6 of the M61 then this junction would perform well within Theoretical Maximum Capacity within the 2018 Validation Count (existing conditions). The Aecom Cordon VISSIM model can review network performance rather than individual junction performance and has been able to replicate existing blocking back conditions on the network in the current year model. The 2018 Count Validation data demonstrates that this junction is operating at Maximum Capacity in the pm peak.
73. The 2023 Baseline Assessment which includes traffic growth and mitigation measures proposed as part of the Rivington Chase development demonstrates a general improvement in junction performance apart from the Chorley Road WB approach in the pm peak which is still operating at Maximum Capacity. The mitigation measure as part of the West of Wingates proposal including development traffic improves performance on the Chorley Road WB approach to within Theoretical Maximum Capacity and the evidence demonstrates this junction will operate well within Theoretical Maximum Capacity overall.
74. The Aecom Cordon VISSIM model demonstrates the benefits of both highway schemes at this junction, having significant benefits in both accommodating development traffic as well as reducing existing congestion issues that support wider network improvements.
75. Highways England accepted the benefits of these mitigation measures but request that the applicant implements the Rivington Chase mitigation measure if the West of Wingates site was to come forward first. The applicant has agreed to this position and will form part of the legal agreement which is secured.

A6 Chorley Road/Dicconson Lane Junction

76. This junction currently operates close to Theoretical Maximum Capacity with a maximum DOS of 86.3% and 89.3% in the am and pm peak respectively, but benefits from MOVA to improve flow through the junction.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|--------------------------------------|----------------------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |
| 2018 Count Validation | A6 Chorley Road (NW) | 85.8 | 12 | 89.3 | 19 |
| | Dicconson Lane | 86.3 | 13 | 83.5 | 9 |
| | A6 Chorley Road (SE) | 69.9 | 10 | 87.0 | 17 |
| 2023 Baseline Assessment | A6 Chorley Road (NW) | 90.0 | 16 | 90.5 | 19 |
| | Dicconson Lane | 91.1 | 16 | 91.1 | 12 |
| | A6 Chorley Road (SE) | 77.6 | 11 | 86.3 | 17 |
| 2023 with Development and mitigation | A6 Chorley Road (NW) | 89.8 | 23 | 91.3 | 18 |
| | Dicconson Lane | 89.8 | 21 | 91.1 | 8 |
| | A6 Chorley Road (SE) | 88.0 | 17 | 91.3 | 18 |

77. The mitigation measures proposed for this junction is to increase the flare lengths on all arms which will allow the saturation flows on all arms to be increased resulting in time savings from extended cycle times associated with the junction. Re-running of these improvements within the TA with development/committed development appears to be beneficial to the operation of this junction.
78. This was reiterated with the Aecom Cordon VISSIM model testing for this junction which demonstrated benefit in terms of increased vehicle flow through this junction. It was also forecast that improved flows at the A6/De Havilland Way roundabout reduced queuing traffic backing up to this junction demonstrating the network benefits referred to above.
79. The above table notes that with development traffic and mitigation, junction performance improves over the 2023 Baseline Assessment and the junction operates within Theoretical Maximum Capacity within the am peak. In the pm peak the junction is forecast to operate just over the Theoretical Maximum Capacity, although this is comparative/marginal increase in DOS over the 2023 Baseline Assessment with a slight reduction in the MMQ.
80. The evidence suggests that the proposed mitigation measures will accommodate the additional traffic generated by the proposed development. In addition, the wider network

benefits as discussed for the Junction 6 of the M61 and the A6 Manchester Road/De Havilland Way Junction reduces the queuing back to the junction in the peak periods improving performance overall.

A6 Manchester Road/Bolton Road Junction

81. The applicant's TA suggests this junction already operates well above Maximum Capacity within the pm peak operational base period with the Bolton Road (S) arm experiencing a DOS of 126%. The applicant proposes to implement a white-lining scheme as a mitigation measure in order to offset development flows and marginally increase capacity. Therefore, whilst this junction will still operate over capacity it does not get any worse with development traffic added. This has been tested in the Aecom Cordon VISSIM model and the improvements are supported.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|--------------------------------------|---------------------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |
| 2018 Count Validation | Bolton Road (N) | 62.7 | 11 | 81.7 | 18 |
| | Manchester Road (E) | 74.7 | 15 | 94.1 | 29 |
| | Bolton Road (S) | 83.3 | 20 | 126.3 | 63 |
| | Manchester Road (W) | 84.6 | 20 | 113.5 | 29 |
| 2023 Baseline Assessment | Bolton Road (N) | 62.7 | 11 | 81.7 | 18 |
| | Manchester Road (E) | 74.7 | 15 | 94.1 | 29 |
| | Bolton Road (S) | 83.3 | 20 | 126.3 | 63 |
| | Manchester Road (W) | 84.6 | 20 | 113.5 | 29 |
| 2023 with Development and mitigation | Bolton Road (N) | 58.8 | 6 | 77.5 | 15 |
| | Manchester Road (E) | 80.2 | 17 | 91.1 | 27 |
| | Bolton Road (S) | 84.7 | 21 | 102.5 | 25 |
| | Manchester Road (W) | 85.8 | 20 | 100.0 | 23 |

82. The above table notes the junction will operate within Theoretical Maximum Capacity in the am peak with development traffic and mitigation proposed. The evidence notes an improvement on all arms of the junction within the pm peak with development traffic and mitigation.

A6 Manchester Road/Church Street Junction

83. This junction operates on MOVA on 4 stages including an all-red pedestrian stage. The applicant's TA suggests the junction operates within Theoretical Maximum Capacity within the am and pm peaks apart from the Church Street arm in the am peak with DOS of 91%. This increases to 96.4% in the 2023 Baseline Assessment and then further increase to 99.2% with development traffic.
84. It should also be noted that the Manchester Road (S) arm also increases to a DOS 101.1% in the am peak with development traffic.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|--------------------------|------------------------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |
| 2018 Count Validation | A6 Manchester Road (N) | 55.8 | 7 | 79.1 | 7 |
| | Church Street | 91.0 | 21 | 73.2 | 19 |
| | A6 Manchester Road (S) | 83.7 | 13 | 71.7 | 10 |
| 2023 Baseline Assessment | A6 Manchester Road (N) | 56.6 | 7 | 81.1 | 14 |
| | Church Street | 96.4 | 27 | 78.9 | 13 |
| | A6 Manchester Road (S) | 86.0 | 14 | 73.8 | 12 |
| 2023 Design Assessment | A6 Manchester Road (N) | 73.1 | 24 | 88.6 | 38 |
| | Church Street | 99.2 | 33 | 80.7 | 14 |
| | A6 Manchester Road (S) | 101.1 | 27 | 76.8 | 13 |

85. The applicant has proposed a junction improvement scheme that accommodates both development traffic and has significant benefits to existing congestion issues experienced on Church Street.
86. As part of the planning discussions, the applicant proposed a mitigation measure for this junction that theoretically would have accommodated development traffic and improved general junction performance.
87. Both the LHA and TfGM are not supportive of the mitigation measures proposed for this junction owing to insufficient highway width and potential safety concerns.
88. Without the junction improvement the proposal will naturally increase the queue length on each arm of the junction. The Aecom Cordon VISSIM model denotes a marginal queue length

increase but this needs to be considered in the wider network benefits that is derived from this scheme in the context of the A6/De Havilland Way Junction. The overall mitigation measures associated with the development would provide time saving benefits to car users travelling from Westhoughton to Junction 6 using the A6 Manchester Road/Church Street Junction.

89. Officers are in the early stages of reviewing the potential to improve Long Lane to enable two-way traffic flow. If a scheme is successfully developed it is likely that such an improvement would release pressure at the Church Street / Manchester Road junction. Subject to Members approval it is recommended that the additional off-site contribution proposed by the applicant is used to enable the review of potential Long Lane improvements and to assist in bringing forward a scheme to implement these improvements.

A6 Blackrod Bypass/Manchester Road Junction

90. At the October 2019 Planning Committee meeting, Members expressed concern that improved capacity at the A6/De Havilland Way Roundabout would increase the flow of traffic towards the Blackrod junctions along the A6, therefore pushing the queues further along the network which would be compounded by the development traffic.
91. Initial analysis undertaken by the applicant demonstrated that their development traffic would not have a material impact on these junctions and therefore warranted no further analysis in accordance with national guidance on transport assessments.
92. The applicant has subsequently modelled this junction which demonstrates that this junction operates within capacity in the base, future year and future year with development scenarios. In addition, with the improvements at Junction 6 of the M61 and A6 Manchester Road/De Havilland Way Junction the occurrences of traffic backing up and through this junction in the am peak will reduce, if not cease.

| Scenario | Lane | AM Peak Hour | | PM Peak Hour | |
|----------|------|--------------|-----|--------------|-----|
| | | DOS (%) | MMQ | DOS (%) | MMQ |

| | | | | | |
|--------------------------|--------------------|------|-----|------|-----|
| 2018 Count Validation | A6 Blackrod Bypass | 50.6 | 6 | 68.2 | 10 |
| | A6 Manchester Road | 71.0 | 9 | 79.0 | 8 |
| | Manchester Road SB | 70.6 | 8 | 79.0 | 8 |
| 2023 Baseline Assessment | A6 Blackrod Bypass | 54.0 | 6 | 72.5 | 11 |
| | A6 Manchester Road | 75.8 | 10 | 83.6 | 13 |
| | Manchester Road SB | 75.3 | 8 | 84.1 | 10 |
| 2023 with Development | A6 Blackrod Bypass | 55.6 | 6 | 72.9 | 11 |
| | A6 Manchester Road | 76.4 | 11 | 84.6 | 14 |
| | Manchester Road SB | 76.1 | 8.5 | 84.3 | 9.6 |

93. The Manchester Road/A6 Blackrod Bypass Signalised Junction has been tested for additional traffic associated with the application and the evidence forecasts that the junction would still operate within capacity in the future year model. In addition, Officers note this junction will benefit from the reduction in queuing back in the am peak from the mitigation measures proposed at Junction 6 of the M61 and the A6 Chorley Road/De Havilland Way roundabout.

A6 Chorley Road/Lostock Lane Priority Junction

94. Additional analysis has also been undertaken on the A6 Chorley Road/Lostock Lane priority junction in response to local representations which expressed concern over traffic from the development using Lostock Lane.

95. The applicant has modelled this junction and it is operating well within capacity in the 2018 Validation Count with a Ratio of Flow to Capacity (RFC) of 0.61 on the Lostock Lane Right Turn movement in the pm peak (0.90 RFC depicting Theoretical Maximum Capacity). In the 2023 Design Assessment with development traffic this movement increases to 0.83 RFC, with other movements in the am and pm peak well below capacity.

96. Therefore, this junction will operate within capacity with development traffic.

| Scenario | Lane | AM Peak | PM Peak |
|--------------------------|-------------------------------|---------|---------|
| | | RFC | RFC |
| 2018 Count Validation | Lostock Lane Left Turn | 0.17 | 0.34 |
| | Lostock Lane Right Turn | 0.08 | 0.61 |
| | A6 Right Turn to Lostock Lane | 0.39 | 0.33 |
| 2023 Baseline Assessment | Lostock Lane Left Turn | 0.19 | 0.43 |
| | Lostock Lane Right Turn | 0.08 | 0.65 |

| | | | |
|-----------------------|-------------------------------|------|------|
| | A6 Right Turn to Lostock Lane | 0.46 | 0.35 |
| 2023 with Development | Lostock Lane Left Turn | 0.30 | 0.72 |
| | Lostock Lane Right Turn | 0.11 | 0.83 |
| | A6 Right Turn to Lostock Lane | 0.54 | 0.43 |

97. Analysis of Google Traffic Data demonstrates that in the PM peak a queue forms along Lostock Lane from the Junction with the A6 Chorley Road that can extend to and beyond the motorway bridge. This underlines the concerns raised by local residents.
98. The Aecom Cordon VISSIM model forecast that in the am peak 16 cars leaving the development will travel via Lostock Lane and 46 cars travelling to the development will use Lostock Lane. In the pm peak 41 cars leaving the development will travel via Lostock Lane and 14 cars travelling to the development will use Lostock Lane.
99. The above impact will result in one additional car on average every minute using Lostock Lane from the development. More importantly in the context of the queue on Lostock Lane in the pm peak, the development will add an extra car in the direction of the queueing traffic every 4 and a half minutes. This will result in a very small increase in delay.
100. Officers would note that vehicles are likely to be using Lostock Lane at the present time to avoid the congestion around Junction 6 of the M61 and A6 Chorley Road/De Havilland Way junction. If the forecasted benefits of the proposed mitigation measures are realised, then this may reduce the number of existing users of Lostock Lane.

Delivery Mechanism

101. The LHA support the delivery of the off-site highway mitigation measures through a Section 106 agreement. This will complement the delivery approach to the off-site mitigation measures associated with Rivington Chase and ensure the timing of delivery of the highway improvements can be guaranteed by the Council.
102. Measures will be put in place as part of the Section 106 agreement to ensure the full costs of highway improvement schemes described above are payable by the applicant and that

any cost increases from the provisional estimates for the Section 106 agreement are recoverable from the applicant and will not leave the LHA at risk.

Other matters – Public Transport

103. The applicant in consultation with the Council and TfGM has agreed to a section 106 contribution towards an extension to the successful Logistics North Local Link service.
104. The Local Link Service is an on-demand bus service which provides employees located in certain parts of Bolton, Wigan and Salford with a direct link between their homes and place of employment. The service currently operates between the following hours: 0400 hrs to 0900 hrs, 1300 hrs to 1800 hrs and 1900 hrs to 0130 hrs.
105. The total cost of extending the service has been proportioned across the existing Wingates site based on floor space to derive a cost to the applicant via Section 106 payment.
106. The trigger for provision of this service would be upon first occupation of the employment element of the proposal. In the event that the Logistics North Local Link has ceased running and / or existing businesses at Wingates Industrial Estate do not provide contributions to support an enhanced service, the applicant would need to provide a Local Link service which would only serve their own development. The proposed legal agreement would ensure that this requirement is achieved.
107. The Local Link service for the site would run for a period of 7 years from first occupation.
108. The site will also be served by existing services running along the A6 with bus stops approximately 150m to the west of the site access. Existing services 516, 517, 521, and 715 linking the site to Horwich, Atherton, Leigh, Little Lever, Moses Gate, Farnworth, Royal Bolton Hospital, Blackrod, Bolton Interchange and Westhoughton.

Other matters – Travel Plan

109. The applicant has submitted a Framework Travel Plan (FTP) with the aim of promoting greener, cleaner travel choices and reducing the reliance on the private car. The FTP provides a range of measures which will be incorporated into the overall design of the site to encourage staff and visitors to use sustainable transport.
110. The FTP will be updated with a full travel plan once occupiers have been confirmed. The travel plan notes the site is relatively accessible to sustainable transport modes as indicated in the TA. In officers' judgement the Framework Travel Plan appears sound with a justifiable set of sustainable travel targets.

Other matters – Parking

111. Parking will be a reserved matters issue. The outline layout appears compliant with the Council's parking standards. Vehicle circulation areas and turning provision appears compliant with the Council's standards indicated in code of practice 'Roads for adoption in industrial areas'.
112. Matters raised by a local business raise an issue that if parking restrictions were placed on Wimberry Hill Road then they would be able to provide on street parking for their delivery vehicles if such vehicles arrive early. The local business has explained that the maximum number of vehicles which wait outside their factory are up to 3 at any one time. The business has suggested that they would be amenable to discussions with the applicant about future land within the application site to provide a solution to resolve this matter.
113. Officers consider that whilst there is scope for this to occur within the development site it is not shown or referred to in the description of the development. Whether the two parties can reach agreement to this provision is a private matter between the two businesses. In any event the TRO process would be the subject of a planning condition and through the TRO consultation process could be reviewed at a later stage.
114. Officers consider that the parking issues raised by the adjoining business are a matter for the existing business to resolve either through amending the way that the business operates or by the delivery vehicles parking elsewhere within the existing Wingates Industrial Estate

or through discussions with the applicant in providing land which could be used for HGV temporary parking.

Other matters - Consultation with neighbouring Council's

115. In respect of consultations with Wigan Council their Highways officers have commented that whilst they consider the submitted Transport Assessment to be acceptable, they had initial queries over the traffic generation at the Chorley Road / Dicconson Lane junction. The original Transport Assessment submitted with the application for the AM and PM peak had flows of 16 and 12 respectively for this junction. For the AM peak the maximum queue length would increase by 46 vehicles, which equates to a queue length of 264 metres. Wigan Council had concerns that the impact of this additional traffic flows through the roundabout at the junction of the B5239 Bolton Road and Hall Lane has not been assessed.
116. The applicant undertook additional survey work and confirmed that this junction would operate within capacity with development traffic in the AM and PM peak.
117. Subsequently, Officers from Wigan Council have confirmed that they have no objections to the proposal.

Other matters - Electric car parking / car sharing bays

118. 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 proposed development. This would be in accordance with the requirements as set out in paragraph 105 (e) of the NPPF.

Highways Conclusion

119. The LHA has considered the transport impact of this development with proposed highway mitigation measures in the context of additional measures proposed as part of the Rivington Chase planning permission. This includes highway improvements at Junction 6 of the M61, A6 Chorley Road/De Havilland Way Roundabout, A6 Chorley Road/Dicconson Lane Signalised Junction and A6 Chorley Road/Bolton Road Signalised Junction. The combination

of these measures offer substantial network performance benefits as well as accommodating traffic generation from the development.

120. The applicant has agreed to a review of the main access junction at the A6/Wimberry Hill in the context of improved pedestrian and cycle facilities further supporting the developments Travel Plan measures. The applicant has also agreed to contribute to the extension to the existing Logistics North Local Link Services to support staff in travelling to the site.
121. The improvement scheme for Church Street/A6 cannot be implemented and therefore the development will have a negative impact at this junction. Officers recommend that the potential off-site contribution proposed by the applicant is used to investigate improvements to Long Lane to mitigate this impact.
122. However, this impact on this junction also needs to be considered in the context of the wider network improvements the development offers.
123. In conclusion the scheme from a highway perspective is significantly positive in that it provides overall network performance benefits, contributes to public transport and sustainable mode improvements. The application has been reviewed by Highways England and Transport for Greater Manchester who do not wish to object to this application. The Local Highway Authority in the evidence submitted and forecasting from our own VISSIM model can support this application with the proposed mitigation measures agreed by Section 106 to ensure the improvements can be guaranteed by the Council.
124. 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) including paragraph 109. It is also clear that the proposal would result in a road network which would be significantly improved by the proposals and would not lead to any severe residual cumulative impacts.

125. The road improvements required to facilitate the development would be secured by legal agreement in accordance with a schedule to be agreed with regard to the timing of funding.

Impact on public rights of way

126. 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.
127. Guidance contained within paragraphs 91 to 98 of the NPPF highlights the planning system's important role in facilitating social interaction and creating healthy, inclusive communities. Paragraph 96 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 98 states planning policies should protect and enhance public rights of way and access, including taking opportunities to provide better facilities for users.
128. There are a number of existing public rights of way which run through and adjacent to the site including WES 047, WES 046, WES 045, WES 044, WES 043, WES 042, WES 034, WES 033, WES 032, WES 031.
129. To enable the formation of the proposed development platforms footpath WES 043 (NW corner of the site) and WES 044 (runs through the centre of the site) would need to be diverted. In addition, part of footpath WES 042 (located to the north of Carlies Farm) would also need to be diverted in order to facilitate the provision of the SUDS pond which would be created in the SE corner of the site.
130. The applicants' Highways consultant has provided the Council's PRoW officer with clarification over the proposed alignment of the diverted footpaths. In particular WES 044 would be relocated through the proposed development (east / west) therefore retaining the connectivity currently provided for in a east – west direction through the site. Footpath WES 042 would be relocated around the proposed SUDS pond.

131. The views from the footpaths would change. This matter is considered in the Landscape section of this report below.
132. The applicant has also committed to providing a 3-metre-wide corridor for the diverted footpaths which would have the potential to be converted into a bridleway in the future. The diversion of the PRoW network would need to be separately applied for by the applicant. Officers also consider that the conversion of the existing PRoW network to bridleways could only be planned for on a much wider area. It is noted that the applicant is committed to this process however, consideration of this particular issue is premature and would need to be reviewed if a larger development proposal was considered for a wider area which would make the conversion to bridleways more feasible.
133. The Council's PROW officer also recommends the improvement to existing / proposed new public rights of way in the form of surfacing, signage and furniture.
134. Officers consider that there is scope for these improvements to be integrated within the development. The improvements would be conditional upon approval of the application. The improvements once implemented would have the scope to increase the potential use of the existing public footpath network.
135. Peak and Northern Footpaths Society note the application proposes to affect a number of footpaths and have requested a planning condition is added to any consent which states there should be no obstruction of any public right of way. Officers consider that an informative should be placed on any approval which informs the applicant of the need to ensure existing public rights of way are not obstructed. In addition, the need to follow the procedures for diversion of existing public rights of way if required.
136. In conclusion, the proposal would provide enhancements to the existing network of public rights of way by improving surfacing, signage, furniture and increasing the users of the network. This would benefit existing users of the routes and also new users who would work at the proposed employment development.

137. The proposal would comply with the requirement of protection of the integrity of all public rights of way as required by Allocations policy P8AP and protect (the majority) and enhance public rights of way compliant with paragraph 98 of the NPPF. This a material consideration which outweighs any minor loss of integrity to the existing PRoW network. This is a modest benefit of the scheme.

Impact on ecology/biodiversity

138. 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.
139. 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 8). 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.
140. Paragraph 175 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 supported;
 - opportunities to incorporate biodiversity improvements in and around developments should be encouraged especially where they secure measurable net gains for biodiversity; and

- planning permission should be refused for development resulting in a significant loss of biodiversity where this cannot be adequately mitigated. In addition, 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 there are wholly exceptional circumstances and a suitable compensation scheme exists.

141. 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.

142. There are no formal designations within the application site. However, there is a Site of Biological Interest (SBI) – the Pond at Four Gates which is located immediately adjacent to the north western boundary of the site.

143. In respect of the Pond at Four Gates SBI a summary of the key features is as follows:

- A Grade C SBI, 0.6 hectares in area last surveyed in 1991. A small pond with dense growths of broad leaved pond weed and bulbous rush, surrounded by large stands of rush-marsh and great redmace. The pond is used as a breeding site by great crested newts, toads and smooth newts. Adjacent willow scrub and tall herb vegetation has value as a terrestrial habitat for amphibians. The site is bordered on the western side by colliery spoil and is likely to be threatened by tipping if reclamation is considered.

144. The main reason for the site's designation is the importance of the site for amphibians.

145. The applicant submitted detailed ecological information at the initial submission stage within the Environmental Statement (Chapter 7 - Biodiversity). This work provides a survey of the existing site, provides an assessment of the cumulative impact of the development when other development sites are included (e.g. approved residential development elsewhere within Westhoughton and Horwich).

146. The applicant proposes mitigation during the construction and operational phases of the proposed development to include:

Specific species mitigation

- Construction phase – implementation of a Construction Environmental Management Plan which will deliver avoidance and control measures e.g. bunds to catch and divert run-off, damping down of soils in dry weather, use of wheel washes to minimise dust/dirt on roads, protection of retained habitat through the use of protective fencing;
- Tree protection measures for retained trees, woodland and hedgerows within and adjacent to the site;
- Retained pond P18 to be fenced off when adjacent to construction phases;
- GCN/Toad – two small/medium populations of GCN exist in Ponds P1 and P18 – GCN mitigation strategy has been prepared (principals agreed with Natural England). Mitigation to include the creation of at least 6 hibernacula within the ecological enhancement zone, one-way amphibian fencing to be installed; some ring fencing of areas and aquatic trapping of Pond 1 and ponds to be drained under supervision.
- Landscape buffer zones will provide additional habitat areas for foraging and sheltering for GCNs.
- Bats – Pre – construction bat inspection of trees to be removed is a requirement of the CEMP. Provision of 12 bat boxes on retained trees, submission of a Sensitive Lighting Strategy;
- Birds – vegetation clearance to be outside the bird breeding season (avoid March to August) or where necessary confirmation by an ecologist no nesting birds are present;
- Brown hare – a Reasonable Avoidance Measures Method Statement (RAMMS) to be produced and implemented during site clearance works to include leveret searches during the hare breeding season (February to September). The aim would be allow for brown hares to escape.

Other Mitigation

- Badgers – no badger setts have been recorded in the area. Badgers are known to be active locally. Preconstruction ecological checks to be undertaken. Mitigation measures during construction to include excavations to be boarded over / fenced off at the end of

each day where possible. Where not possible, ramps / ladders to be provided to enable safe exit.

- Hedgehog - a Reasonable Avoidance Measures Method Statement (RAMMS) to be produced and implemented during site clearance works
- Invasive Non-Native Species – production of a Strategy to eradicate Himalayan Balsam and Japanese Knotweed within the site to be produced.
- Provision of Landscape Management Plan which a document which would run with the life of the project including the operational phase and would provide for the long term management of the whole site. The management would include management of grassland to provide a diverse grassland habitats(s), management of woodland, trees and hedgerows, ponds (desilting), GCN/toads – road crossing points (underpasses) on green corridors, bats (sensitive lighting strategy) and the monitoring and management of non-invasive species.

147. The applicant concludes that there will be some negative effects during construction and operation. However, they note that these will be eliminated through scheme design and / or through mitigation. The proposal would result in a net gain of ponds and pond area which will be achieved in the short term. The benefits to GCN and Common toads would be beneficial in the medium to long term. There would be short term negative effects on bats due to the initial loss of foraging and commuting habitat. This would be offset by the provision of replacement habitat.

148. Officers from Greater Manchester Ecology Unit, the Council's Wildlife Liaison Officer and Natural England have commented on the proposal. Natural England raise no objections to the proposal as they consider the proposal would not have a significant impact on statutorily protected sites or landscapes.

149. Officers from the GMEU have provided detailed comments regarding the submission. In respect of important habitats located within the site they conclude that the site is dominated by species-poor agricultural grassland of limited nature conservation value. The important habitats located within the site are ponds, hedgerows and semi improved grassland. The losses in habitat area is compensated by significantly enhancing the remaining areas of

greenspace. The submitted Landscape Strategy and Landscape Plan make provision for plans to recreate these important habitats including ponds and hedgerows.

- 150. The losses are to large areas are compensated by creating smaller but higher quality sites and areas.
- 151. They recommend the provision of a pink 8 – 10 metre buffer zone between any development and the adjoining SBI.

Impact on specially protected species

- 152. Officers from GMEU also comment on the impact of the proposals on protected species. They conclude as follows:

Great crested newts

- 153. GCN's have been recorded in two ponds within the application site and are known to be present in the wider landscape and also within the adjacent SBI. The proposal will result in the loss of ponds within the site which support breeding GCN's. The proposal will also result in the loss of significant areas of potential terrestrial habitat.
- 154. Officers from GMEU consider that the detailed Landscape Plans and Landscape Strategy for the site which include the creation of new ponds, improvements to terrestrial habitats and the enhancement of landscape corridors to avoid fragmentations of the landscape. They note that in effect the SBI area would be increased.
- 155. An integral part of the proposed mitigations would be the provision of the 'Ecological Enhancement Area which would be created adjacent to the existing SBI. This Area would allow for the creation of further ponds and enhanced habitat. This element would provide for a net increase in ponds within the site. The Ecological Enhancement Area and the proposed landscape buffer adjacent to the existing SBI would provide overall protection and enhancement.

156. The proposed Mitigation Strategy is considered to be satisfactory if implemented appropriately. It is recommended that new ponds and terrestrial habitat is in place prior to the commencement of earthworks for the Phase 1 development platforms.

Bats

157. A small number of relatively common bat species forage over the site. Loss of large areas of sub-optimal habitat is compensated by the proposed enhancement of remaining greenspace, including new tree and hedge planting, creation of species rich grassland and the creation of new ponds.

Nesting birds

158. No objections subject to vegetation clearance measures being undertaken.

Invasive plant species

159. No objections subject to implementation of an approved Strategy.
160. Officers consider that if development commences it will have a short-term negative impact on the site. Where areas of grassland, ponds and woodland would be lost it is considered that some mitigation should be front loaded including the provision of new ponds. The long-term management of the site would be secured through a legal agreement.
161. It is considered that the measures proposed within the Landscape Plan and Strategy 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.
162. 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.
163. The key to the success of the net gain would be to secure the implementation of the Construction Environmental Management Plan and the Landscape and Habitat Management

Plan which will ensure the retained and new habitats created are managed and protected throughout the development process and the lifetime of the development.

164. 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

165. 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.
166. National Planning Policy Framework (NPPF) notes: paragraph 170 that "... the planning system should protect and enhance valued landscapes ..." 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. 175 c)).
167. In terms of the weight to be attached to Core Strategy policy CG1 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.
168. As part of the submission the applicant has prepared an Arboricultural Impact Assessment, Landscape Strategy (Draft), and Illustrative Masterplan. 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.
169. Comments have also been received from the Council's Trees and Woodland Officer (TWO) who in summary conclude:

- Tree survey has identified 29 trees, 31 groups of trees, 1 woodland compartment and 5 hedgerows on the site.
- The main groups of trees are located along the main roads adjacent to the site G1 to G4 inclusive. G1 runs along the boundary with Wimberry Hill Road on the eastern side of the site, G2 is located in the NE corner of the site, G3 is located adjacent to the boundary with Chorley Road on the northern edge of the site,
- G1 is a well-established screen on the eastern boundary of the site. This group is proposed to be removed as part of the development to facilitate the proposed new access road and land level changes (creation of the development platforms).
- G3 and G4 are shown for retention whilst G2 would be partially retained;
- Tree loss would be 4 individual trees, 4 groups of Category B, 9 groups of Category C trees, 2 individual category U trees and 3 x hedgerows (c. 500 linear metres). Tree loss equates to 10 trees and an additional 0.49 ha of group cover.
- Net tree gain of 2.5 ha of woodland and 100 individual trees in mitigation for tree loss. If approved there is a requirement for management and maintenance regime through a long-term detailed Landscape Management Strategy.

170. The Council's Trees and Woodland officer (TWO) has noted that their preference would be for the scheme to be redesigned to allow for the retention of the trees which form the existing boundary with Wimberry Hill Road. They conclude that if Members are minded to approve there will be a further requirement for the following additional information:

- Service and utility routes – details required to ensure no ingress within root protection zones of retained trees or proposed future plantation areas;
- Site boundary details required to ensure what is proposed does not result in tree loss;
- Management and maintenance regime and timetable for establishment;
- Tree protection plan – protective fencing and works.

171. Officers consider that the loss of trees located within the G1 area are required to facilitate the creation of the access point to the site and also due to the requirement for the creation of flat development platforms. Whilst the current site has direct views from east to west

through the site, if approved the development would to some extent be viewed as an expansion of the Wingates Industrial area. Wimberry Hill Road would then be viewed as the main spine road which serves the existing and proposed industrial areas.

172. It is also clear that within the individual assessment of any future reserved matters submission e.g. Plot 7 detailed landscape plans would need to be provided which seek to soften the impact of the development when viewed from Wimberry Hill Road and Chorley Road. It is clear that from the submitted illustrative landscape plan that after completion of the initial earthworks to create the development platforms there will be scope for landscaping and replacement tree planting to occur along the eastern edge of the site. Whilst the landscaping would take time to mature it is considered that over time adequate mitigation could be provided.
173. In response to concerns raised by Members in relation to the impact of the highway improvement proposals at the Chorley Road/Wimberry Hill junction the applicant has submitted an Arboricultural Impact Assessment Addendum dated December 2019. This report looks in detail at the impact of these highway works on the existing hedge and trees which form the northern boundary of the site.
174. In addition, the applicant has submitted an updated Landscape Strategy together with an updated Landscape masterplan and a detailed planting plan for the Chorley Road frontage. The Strategy and plans make provision for more mature planting along the frontage which includes replacement planting for those lost trees.
175. The report concludes that of the 23 trees located in this area a total of 12 trees would need to be removed due to significant encroachment into their root protection areas. This is due to changes in levels and the construction of a retaining structure for the new combined foot and cycle way along Chorley Road.
176. The trees highlighted for removal are defined as well-established middle-aged trees in generally good condition and therefore have landscape and screening value as well as a

degree of habitat connectivity. The loss would be mitigated against in the short to medium term through replacement planting.

177. It is envisaged the existing hedge which runs along the Chorley Road frontage would be retained. This would be supplanted by the provision of a wider landscape buffer which would include a landscaped mound to provide additional screening when the site is viewed from the north/Chorley Road side.
178. The Council's TWO confirms that it is essential that additional tree and hedge planting is required to offset this loss and to strengthen the site frontage. In addition, the TWO considers protection of retained trees and hedgerows is required during construction and that further detail is required for the provision of the retaining wall and the future management / maintenance of the retained/new planting.
179. Officers consider that the proposal would safeguard retained woodland and trees throughout the construction process and over time the proposed tree and hedgerow planting would result in enhanced woodland and tree provision and management within the application site. In addition, there will be substantial tree planting to mitigate tree losses. It is considered that the proposal would be in compliance with guidance contained within the NPPF (para. 175) the benefits which would accrue through the proposed mitigation (new woodland habitats) and 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

180. 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.

181. 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.'

182. Guidance contained within NPPF para. 179 states that planning decisions should ensure that a site is suitable for its proposed use taking into account ground conditions and any risks from land instability and contamination. Furthermore, para. 180 of NPPF provides additional detail on the key issues which include the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment.

183. The aim of guidance in para. 180 is to ensure that developments mitigate and reduce to a minimum potential adverse impacts resulting from noise and avoid noise giving rise to significant adverse impacts on health and the quality of life. A priority is to identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized by their recreational and amenity value for this reason and limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

184. In terms of air quality, para. 181 states planning decisions should sustain and contribute to compliance with relevant limit values for pollutants, taking into account Air Quality Management Areas and Clean Air Zones and the cumulative impacts from individual sites in local areas.

185. 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.

186. The applicant has submitted a detailed Environmental Statement which provides an assessment of all the key aspects of the proposal including air quality (Chapter 6), ground conditions (Chapter 8) and noise (Chapter 11).

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

Coal mining legacy / ground stability

188. The Coal Authority have confirmed that the site falls within a Development High Risk area for coal mining. This means that the application site and the surrounding area has coal mining features which need to be considered in relation to the determination of this application.
189. The Coal Authority records indicate there is a mine entry located within the application site (between building 5 and 7) and a further mine entry within 20 metres of the site boundary. The site is also in an area of likely historic unrecorded coal mine workings at shallow depth.
190. The submitted Geo-Environmental Site Assessment and Supplementary Geo-Environmental Site Assessment. The later report provides details of the intrusive site investigations carried out on site and their finding have been reviewed.
191. The layout of the proposed development has been designed to avoid the existing mine entry being located under roads or buildings. The mine entry would be treated and capped. The report states that further investigations are required to provide increased confidence regarding potential shallow coal mine workings.
192. The Coal Authority concur with the above assessment and recommendations. They suggest the imposition of a planning condition which requires the additional survey work to be undertaken prior to commencement of development. A remediation scheme would then be submitted to allow for the works to be approved.

Contaminated land

193. Pollution Control officers have also assessed the submitted Geo-Environmental information (Phase 1 and Phase 2) which has been submitted with the application and raise no concerns over potential contamination/ground conditions. They conclude that prior to the commencement of development further investigation is required to enable the site

remediation strategy to be fully approved. It is considered appropriate to have this conditional upon any approval.

194. The Environment Agency have also confirmed that they have reviewed the submitted information and on the basis that no contamination has been identified at elevated concentrations in the soil the proposal would have low risk to controlled waters. They therefore have no objections to the proposals and do not require any planning conditions to be attached to any consent.

Noise and vibration

195. The applicant considers that there are a number of nearby noise receptors which are located within close proximity to the site, residential properties on Chorley Road to the north of the site, residential properties to the west and south of the site, including Carlies Farm, Reeve's House farm and Corges Cottage/Farm.
196. Construction noise would be dealt with through mitigation proposals through a Construction Environmental Management Plan (CEMP). There would be mitigation embedded within the proposed development to include 2.5 metre high acoustic barriers around service yards which are closest to the off site residential receptors. The detailed design and location of these barriers would be required for each subsequent reserved matters planning application.
197. Effects of the proposal would include noise generating sources associated with the industrial units including plant/machinery, car parking and deliveries and changes in road traffic noise along the local road network. The applicant's report states that the difference between the existing noise environment and the proposed (with development) noise environment would result in an increase of 1dB i.e. not significant.
198. The Council's Pollution Control officers have reviewed the submission and would agree subject to the provision and implementation of a CEMP (for construction activity) and mitigation in the form of acoustic barriers and a restriction on plant and machinery to control the individual and cumulative impact of proposed plant and machinery on new business

premises the proposal would not result in unacceptable nuisance to surrounding land uses and occupiers by way of noise disturbance.

199. In relation to guidance in paragraph 180 (b) of NPPF, tranquillity areas should be identified and protected. No sites within Bolton have been designated for their tranquillity value per se. However, it is clear from visiting the site that some parts of the site do have value as a tranquil setting. There are aspects of the proposal which would not comply with the need to protect tranquil areas.
200. However, officers consider that the proposal would not generate unacceptable nuisance by way of noise subject to mitigation and therefore would comply with Core Strategy CG4. It is clear that the character of the area would change from agricultural land (adjacent to an existing industrial estate) to employment land and as a result the noise emanating from the site would change in character. The increase in noise levels will be relatively low and subject to embedded mitigation through the construction and operational phases of the development the impact would be minimised.

Air quality

201. The applicant has submitted an Air Quality Assessment in support of the proposal. Pollution Control officer commented that additional information was required to assess the impact of the proposal on receptors to the south of the application site and that the proposal would be satisfactory subject to the following conditions:
- Details of boilers to be submitted for each plot/industrial building prior to installation to ensure emissions from the boilers is restricted; and
 - Electric vehicle charging points to be provided for each reserved matters application.

Lighting

202. The Council's Pollution Control officers have confirmed that subject to an appropriately worded planning condition the impact of lighting could be controlled so as not to result in detriment to the living conditions of existing residents. In addition, the lighting would also

need to be controlled to enable the development to be sensitive to its location and the ecological sensitivity of the area.

203. 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

204. 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.
205. Strategic Objective 5 seeks to ensure that Bolton takes full economic advantage of its location in the Greater Manchester City Region.
206. The Core Strategy seeks to ensure that jobs are provided in accessible locations in a range of different sectors (para. 4.9) and also provides an integrated approach to ensure that employment provision is supported by the necessary infrastructure.
207. Core Strategy policy P1 seeks to identify a range of employment sites for new development with a total area of between 145 ha and 165 ha up to 2026.
208. At the time when the Core Strategy was written it was noted (para. 4.10) that the actual demand for employment land as identified within the Bolton Employment Land Study and the Greater Manchester Employment Land Position Statement was between 175-195 ha. This reflected both the lack of sustainable and deliverable sites and the need to avoid strategic change to the green belt. The quantum of employment development required was met by concentrating in two broad areas, the M61 corridor and in renewal areas. To meet the requirement for land in the M61 corridor a single strategic employment site was needed

for B2 and B8 uses. This was provided for within the Allocations Plan at the former Cutacre open cast site. Members will be aware that this site, now known as Logistics North, was allocated and has been successfully developed by the current applicant. This is referenced explicitly within CS policy M3 which makes provision for the allocation of a site of up to 80 ha with c. 40 ha of this land being potentially removed from the green belt.

209. Opportunities for manufacturing development in the renewal areas within the existing urban area was considered to be limited. These opportunities are restricted to existing employment areas, especially mills (para. 4.11) and are not suited to the requirements of large scale / footprint industrial and logistics businesses.
210. Paragraph 4.13 of the CS states that distribution uses will be concentrated along the M61 corridor where there is good access to the strategic road network. It recognises that the M61 corridor includes a number of existing locations for employment in Middlebrook and the Wingates and Lostock Industrial Estate as well as opportunities for new employment development which include Cutacre/Logistics North (Policy M3), Horwich Loco Works (a Strategic housing site), Middlebrook (Policy M4), Parklands and Lostock Industrial areas (policy M5). The opportunities for new employment development are predominantly located at Horwich Loco works and within Bolton town centre. Officers consider that neither of these locations provide suitable sites for large scale manufacturing or distribution development.
211. Paragraph 5.34 of the CS also establishes that by 2011 Wingates Industrial Estate was almost fully developed for a mix of B2 and B8 uses. CS policy M6 seeks the refurbishment and redevelopment of Wingates for B2 and B8 uses.
212. 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 8 a) in providing sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity and by identifying and coordinating the provision of infrastructure.

213. Paragraph 80 explains that both planning policies and decisions should help create conditions in which businesses can invest, expand and adapt. Significant weight should be given to support economic growth and productivity which takes into account local business needs and wider opportunities for development.
214. Paragraph 81 of the NPPF states that planning policies should set a clear economic vision and strategy, identify strategic sites for local and inward investment to match the strategy and be flexible enough to response to rapid change in economic circumstances.
215. It is clear from paragraph 82 of the NPPF that planning policies and decisions should recognise and address the specific locational requirements of different sectors, this includes making provision for a range of specific sectors including storage and distribution operations at a variety of scales and in suitably accessible areas.
216. It is considered that the Core Strategy is consistent with the NPPF and can be given significant weight.
217. Since the current application was submitted a revised consultation draft of the Greater Manchester Spatial Framework was published and was the subject of public consultation and provides the basis for potential development in Greater Manchester between 2018 and 2037.
218. The consultation draft of GMSF (2019) makes provision for a proposed allocation of B2 and B8 uses for a mix of large-scale distribution and advanced manufacturing at Land West of Wingates. This would enable the development to have the potential to provide around c. 440,000 sq. m of B2 and B8 uses.
219. The GMSF allocation (Reference GM allocation 6 – West of Wingates / M61 Junction 6) builds on the provisions of the current Core Strategy and Allocations plan which envisages that the M61 corridor should be the major focus for manufacturing and distribution development in Bolton. This allocation includes the current application site and expands

the potential development area to the north west (Dicconson Lane), west and south west (to the railway line).

220. Officers recognise that as the GMSF policies are in draft form they have limited weight in the determination of this application. However, Officers also consider that the background research that was undertaken to underpin potential future allocations provides an accurate assessment of existing supply and demand for large scale B2 and B8 across the conurbation.
221. In terms of background papers to GMSF the Greater Manchester Strategy (2018), Greater Manchester Employment Land Demand Statement (2018) and the Greater Manchester Employment Land Demand Statement (2019) and the Greater Manchester Local Industrial Strategy are all relevant.
222. The applicant has provided the following information to assess the proposal:
- Employment Land Supply Review;
 - Socio-economic effects of the proposal (Appendix to the Planning Statement). In addition, the applicant has provided an Addendum to the Planning Statement which provides an update on the GMSF position.
 - Market Commentary Note.
223. In summary, it is clear that from evidence compiled for the Topic Paper that there is currently a clear under supply of industrial and warehousing supply between 2018 to 2037. The supply requirement would be some 5,064,000 sq.m with the baseline industry and warehousing supply for the same period as at 01 April 2018 was 2,627,000 sq.m (Employment Topic Paper, paragraph 6.19). It is noted that the supply requirement does include an allowance for 'flexibility of choice' which equates to an additional 20% increase.

Employment land supply review

224. In order to assist in justifying the requirement for this site the applicant submitted a detailed review of all sites (Appendix 1 to the originally submitted Planning Statement) together with an update in early 2019. These reports identify the key requirements which current

prospective occupiers require/prefer together with an assessment of the sites which meet the requirements in the same market area and whether they would be suitable alternative development sites to the current application.

225. The applicant determines that the application site is located within the North Manchester market area. The demand for large footprint logistics/distribution centres are for sites located with a motorway corridor / adjacent to a motorway junction with good proximity to an available labour force, proximity to customers, power and sites must be deliverable. It is also recognised that larger premises tend to provide their own in house catering/services whereas smaller development require some external facilities.
226. The applicant has undertaken an assessment of immediately available / deliverable alternative sites and which are also capable of providing for a large footprint development. A number of sites have been assessed which include 4 sites in Merseyside, 2 in St Helens, 3 in North Manchester and 1 in Lancashire. These sites have the capacity to provide a building of 32,500 sq. metres of floorspace which is seen as being the threshold to distinguish the sites capable of accommodating the very large units. This assessment includes the former Bernsteins (6-61 site as marketed) site located on the adjacent Wingates Industrial Estate. The applicant has also reviewed smaller sites which includes sites at Logistics North.
227. Within the same market area as the application site, the applicant considers that sites at Heywood Distribution Park, Wingates Industrial Estate, Broadway Green and South Heywood are the only available sites which are capable of accommodating a large unit scheme. They also state that a site at Lancashire Central could also be considered as a competing site. Other sites within the North West are discounted as being sufficiently remote from the application site not to compete directly for the same requirements or address the same socio-economic need. It is also stressed by the applicant that occupier businesses at the large end historically prefer to purchase land and procure themselves or crystallise further profit by way of a sale and lease back.

228. Of the sites which meet the site occupier requirements detailed above the applicant has summarised their position:

Wingates Industrial Estate - 6 - 61 Bolton / former Bernsteins site

229. This site has been available for a considerable period of time. It did have outline consent for redevelopment for industrial purposes which has lapsed. The current owners of the site are a Pension Fund who have historically not been willing to consider sale of the land with the implication that the company did not place a priority on the development of the land. Through pre application discussions between a potential developer of the site it is understood that the current owners' position may have changed and this site has attracted interest from a number of potential occupiers. However, further progress on this site has not advanced.

230. This site was previously occupied by a building of c. 40,000 sq.m. It is envisaged that any redevelopment of the site is likely to provide a similar quantum of development.

231. Since the application was submitted it is understood that the site is currently in the process of being sold. The proposed developer is expected to place a different format of unit types on the site rather than the proposed large footprint type proposed on this application (i.e. smaller units). It is therefore considered that the Bernsteins site does not represent an alternative to the current application site.

Heywood Distribution Park

232. This relates to a c. 16 ha site available over two plots at this Distribution Park. The site could accommodate a building of c. 58,000 sq.m with a smaller option of c. 49,000 sq.m building.

233. This site is not available on a freehold site acquisition. The applicant contends that this will preclude occupiers / developers seeking to acquire sites on this basis. In addition, the Distribution Park is access controlled which itself reduces the attractiveness to certain developers/occupiers.

234. In conclusion it is considered that the application site would be able to fulfil a different demand/need than this site.

South Heywood

235. Rochdale Council resolved to grant outline planning permission for up to 135,460 sq.m of Class B2 / B8 development. Whilst the Secretary of State confirmed they did not wish to call this application in, planning permission has yet to be formally granted. The final permission is likely to have a limit placed on it of 94,819 sq.m.
236. Permission has been granted for construction of a new link road between Junction 19 of the M62 and Pilsworth Road. This link road is necessary to unlock this development site.
237. The site would be suitable to accommodate a large-scale unit. However, the site is not yet deliverable as permission has not been granted nor has the access road been implemented. The applicant's analysis finds that the construction of the link road has further 'technical and design work' which is also required.

Broadway, Chadderton

238. Outline consent has been granted in October 2014 for a mixed-use development which includes 66,460 sq.m of office (B1a), light industrial (B1c), general industrial (B2) and warehousing (B8). The site could accommodate a building of c. 34,500 sq.m. However, the primary access road to the site has yet to be constructed with further enabling works required. The site does not also benefit from direct motorway access and is close to a densely developed area.
239. In conclusion, this site is not considered to be a strategic location given its setting and access constraints. It is also considered to be more appropriate for smaller industrial units to accommodate a narrower market around NE Manchester. The site would therefore not compete for the type of employment development proposed within the current application.

Lancashire Central, Cuerden

240. This site has been identified as a strategic location for mixed use development which includes around 80,000 sq.m of new industrial/logistics floorspace. The largest unit size available would be if implemented c. 74,000 sq.m. The site has outline consent.
241. The permission for this site included c. 80,000 sq.m of retail floorspace which was integral to the delivery of the infrastructure requirements and to deliver the employment components. The anchor store has now pulled out of the scheme placing the whole development in significant risk.
242. Whilst the applicant considers that this site may compete for occupiers seeking a North Manchester location it is considered that the site is not deliverable due to the significant strategic highways infrastructure required to be undertaken, escalating costs and the problems relating to the loss of a key anchor tenant.

Logistics North

243. The applicant has confirmed that the current site cannot accommodate another large footprint industrial building. There are a number of smaller parcels of land which could accommodate a maximum unit size of 12,000 sq.m. In addition, there are units which are also either under construction or complete which could occupy a maximum building size of 35,000 sq.m.
244. The applicant / current developer at Logistics North has confirmed that all undeveloped land is committed apart from Plot H which is identified as being able to accommodate a c. 7,000 sq. metre unit (GIA). The applicant confirms that it is anticipated that all land and premises at Logistics North will be committed to occupiers within c. 1 – 2 years.

Other future sites

245. The applicant has identified a number of other sites which don't have the benefit of either an allocation or planning permission i.e. similar to the application site. All sites are located within the Green Belt and include land in St Helens (Parkside and Haydock Point), Warrington (Appleton), Wigan (Symmetry Park) and Stockport (Bredbury Gateway). The sites at Parkside and Symmetry Park have applications pending.

246. The applicant confirms that none of these potential sites are located in the same market area as the application site.
247. As these sites have the same planning status they cannot be given any preference in terms of their progress through the planning system or deliverability.
248. The applicant concludes that there are no sites within the development pipeline which are suitably located to accommodate the proposed development or which are preferable in terms of planning status.

Analysis of Bolton's Employment Land

249. The applicant has also reviewed the latest update on employment land in the Borough. It is concluded that there is a shortage of land available in the Borough to provide for large scale industrial / logistics development.

Analysis of Wigan's Employment Land

250. Wigan Council have recognised within the draft GMSF that there are also no known alternative sites in the borough outside the Green Belt which it could allocate for employment development along the M6 or M61 corridors. It is confirmed that within this area of Greater Manchester there is an increased demand for high quality, strategically located large scale industrial and logistics sites which cannot be accommodated by existing sites or allocations.

Analysis of Chorley / Central Lancashire Employment Land

251. The applicant has reviewed Chorley's Employment Land Monitoring Report (June 2017). There are three sites which are greater than 5 ha, Great Knowley, Land E of Wigan Lane and Land NE of M61 (Gale Moss).
252. The report concludes that Great Knowley is constrained by a variety of issues (topography, landowner intentions and adjacent housing), Wigan Lane has outline consent for 27,871

sq.m whilst Gale Moss is supported by Corley Council for the development of 8.03 ha of employment land.

253. The conclusion is that there is extremely limited supply within Chorley that is suitable for large scale industrial or logistics development.

Salford Employment land

254. Sites within Salford that are allocated for employment development is restricted to only 10.9 ha of land. Land at Port Salford is being developed for 128,200 sq.m of floorspace between 2017-2027 but is reliant on the provision of rail infrastructure.
255. There currently exists limited employment land in Salford by way of either planning permissions or allocations.

Other sites

256. The applicant has also reviewed brownfield registers to identify a potential alternative site. This also includes sites which were identified as part of the Call for Sites / GMSF site allocation process. No sites were identified with the main being reason larger sites were identified for residential end use. The sites identified through the Call For Sites process were all discounted for a number of reasons including (i) wrong market area, (ii) no motorway access (iii) site proposed for residential development.

Applicant's conclusion

257. The applicant concludes that there are no established employment areas in the required market area or allocated land within Bolton or neighbouring districts which would deliver the development type proposed. Other sites without planning permission have been considered. However, they are not preferable in planning terms to the application site. In addition, there are no suitable other sites which could accommodate such a development proposal.
258. The applicant also concludes that the Core Strategy acknowledges the shortfall in supply. Given that the strategic employment site within the Borough (Logistics North) is close to

completion there is an urgent need for further large footprint B2/B8 developments within the M61 corridor. There is only one site within Bolton which could accommodate some of the proposed development. This has remained vacant as a result of owner expectations/actions rather than a lack of demand in the marketplace.

The Council's /LPA view

259. Officers from the Economic Research team of the Greater Manchester Combined Authority, the Council's Economic Development team and officers from the Greater Manchester Inward Investment Agency (MIDAS) have provided comments on the proposals.
260. The Economic Development Team (EDT) have reviewed in detail the applicant's submission. They conclude that the proposal would bring significant economic benefits including employment opportunities to the Borough.
261. The EDT consider the proposal would be a welcome addition to the Borough's employment land supply based on the limited amount of employment units which remain at Logistics North and other sites across the Borough. Furthermore, they state that the conurbations Inward Investment agency (MIDAS) provide numerous enquiries from businesses looking for large sites to expand / relocate into Greater Manchester and that there is a lack of supply of suitable sites.
262. EDT colleagues have also confirmed that officers from Business Bolton also find it difficult to accommodate businesses looking to relocate or move to larger premises from existing Bolton businesses and external businesses.
263. The Council has been involved in meetings with potential end users of large format units and whilst there is significant interest there is a need for planning permission before an end user will commit.
264. Officers from MIDAS – Greater Manchester's inward investment agency has commented that the region is very popular with inward investors due to the location, international connectivity, large population and catchment area to draw staff from. One perennial issue

is the availability of large employment sites. They note the M61 corridor is a popular location to accommodate large employment units at Logistics North. They would welcome the provision of a new employment site to meet the requirements of inward investors.

265. Officers conclude that the appraisal by the applicant of alternative locations is robust and that there is an undersupply of sites which can accommodate a large footprint industrial or logistics development within the specific North Manchester area. This is borne out by evidence which has been used to look at the development needs across Greater Manchester (GMSF background document). Officers would also consider that the M61 corridor is the most appropriate location for further development of the kind proposed.
266. Officers from GMCA have reviewed the submitted information and conclude the submission provides an accurate analysis of market demand analysis and that the range of sites compared was comparable.
267. They did query why sites under 5 hectares were not considered and also why sites in Bury and Trafford were not considered. The applicant has responded that the scale of the proposal requires a site of 10Ha that this threshold is required and therefore sites of under 5 Ha were discounted. In relation to sites in Bury and Trafford were not considered when undertaking the review of neighbouring authority data. The submitted report does cover a wider area.
268. It is clear from the research undertaken by the applicant, the Employment background topic paper and commentary from MIDAS and the Council's Economic Development team that there is a need for new large-scale employment sites to support the logistics / distribution sector.
269. It is considered that there is a clear need and demand for large scale/footprint Logistics / Warehousing provision in Bolton and Greater Manchester as a whole, which is not met by existing sites for a variety of reasons. Officers consider that the benefits of providing a new strategic employment site for Bolton and the northern part of Greater Manchester represent a very significant material consideration in the determination of this application.

270. Whilst Officers have had pre application discussions with an interested party who would be willing, subject to agreement with the landowner, to develop out the former Bernsteins site for employment development (Subject to planning approval) no further information has been submitted to date. At these discussions the potential developer was aware of the planning current application and this did not appear to deter their willingness to develop the site.

271. Officers therefore consider that as the applicant has commented the application site can be considered as a significant and beneficial site that would allow the existing significant inward investment and job creation to continue to be delivered.

Socio Economic impacts/benefits

272. The applicant has raised the following key concerns in the Bolton area:

- Unemployment rate of Bolton is significantly higher than Greater Manchester, the North West and Great Britain;
- Bolton has a significantly greater proportion of its working age population with no qualifications than benchmark areas of Greater Manchester, the north west or Great Britain;
- Bolton and Wigan both have significant areas of deprivation;
- Connections between poor mental health and unemployment.

273. Bolton's Economic Vision for the period 2016-2030 is detailed within 'The Bolton Economy – Our Strategy for Growth 2016-2030'. This document sets out the vision for Bolton in creating sustainable economic growth. This includes increasing economic activity, increasing employment, linking supply and demand for key sectors, supporting new and existing businesses and improving qualifications and transitions improving health and well being.

274. In summary, the proposed development has the potential to provide the following benefits:

- Creation of c. 1,500 permanent jobs;

- Additional temporary construction jobs;
- Additional supply chain jobs;
- Investment of c. £85 million in construction;
- Estimated £100 million annual contribution to the economy (GVA);
- Assist in safeguarding local public services and facilities by the provision of business rates retention.

275. The Council's EDT officers recommend the provision of maximising employment and training opportunities as a result of any potential development by way of implementation of an Employment Skills / Local Employment Framework requirement which aims to:

- Develop a work and skills partnership to assist with recruitment and training;
- Opportunities for work placement / work experience / apprenticeships
- Supply chain opportunities.

276. Officers from Wigan Council have also requested that the Council also prioritise employment opportunities for residents in Wigan Council, especially given the proximity of the boundary of the site with Wigan (Haigh/Aspull).

277. 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.

278. Subject to the proposal obtaining permission and being developed out and occupied it is anticipated that the investment, creation of employment and wider economic benefit will contribute to improve the socio economic profile of Bolton and Wigan by providing opportunities for people to access employment, by creating opportunities to enhance skills, encouraging working age people to remain or move to the area.

279. Comments have been received from GMCA officers on the detail of both the socio-economic impact assessment and have confirmed that the impact analysis is accurate.

Mineral extraction

280. 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.
281. 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.
282. 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.
283. 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.
284. The GMJMP is fully compliant with guidance within Paragraph 206 of the NPPF in relation to the policy for mineral extraction prior to the commencement of non-mineral developments.

285. The applicant has undertaken a review of the underlying geology and historical land uses, including a Coal Mining Risk Assessment. This research has confirmed the following:

- Coal deposits are present in the area – coal was historically extracted from beneath the site (by underground mining methods) at significant depth. The superficial soils are glacial and cohesive clays.
- An indication of shallow extraction of minerals over a kilometre to the south.

286. Intrusive investigations by the applicant have confirmed:

- the development area is underlain by a thin layer of topsoil which is underlain by glacial clay. The lack of a presence of sand and gravel has been confirmed. Bedrock was encountered at depths of between 1.8 and 19.1 metres.
- Drilling into the Coal Measures bedrock confirms there are intact coal seams which are thin with the layers being non continuous.

287. As a result of the above it is confirmed that (i) there are no sand or gravel present within the site, (ii) coal deposits are located within the site which due to their nature including depth and thin continuous layer are not viable to mine. It is therefore considered that the proposal would comply with the requirements of Policy 8 of the GMJMP.

288. With regard to the potential presence of peat within the site, the applicant has confirmed that there is a small quantity of peat located within the north west corner of the site which would be potentially located underneath one of the development platforms/industrial units. They have confirmed that subject to further investigations the peat would either be retained in situ or relocated elsewhere within the site. This matter would require further investigation at a reserved matters stage to ascertain the best development option.

289. Officers from the Greater Manchester Minerals and Waste Planning Unit have confirmed that the options proposed by the applicant are satisfactory and would require further detail at the reserved matters stage to ascertain the way forward. This would be conditional upon a reserved matters submission.

Impact of the proposed ancillary food and drink provision

290. As part of the overall development the applicant proposes the provision of food and drink provision (A3, A4 and A5 uses) within Parcel A of the proposed development which would capped at a total floorspace of 1,800 sq.m. Parcel A could also potentially accommodate B1(c) Light industrial uses, research and development uses (B1) and education/training provision (D1 use). These uses would be located close to the new access road from Wimberry Hill Road in the north east corner of the site.
291. 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.
292. This is consistent with the town centre first approach detailed within NPPF (paragraph 85). 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 85 e and Paragraph 86).
293. 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.
294. 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.
295. In addition, Paragraph 89 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. This is not

required in this instance as the provision of A3, A4 or A5 uses would be under this threshold (1,800 sq.m).

296. In terms of the wider policy framework it is also noted that in trying to achieve sustainable development (paragraph 8 NPPF) in order to support communities by providing a well-designed and safe built environment with accessible services, providing the right type of development in the right place and to minimise waste and pollution.
297. Guidance is also contained within the Location of Restaurants and cafes, drinking establishments and hot food takeaways in urban areas SPD which provides advice on the siting of such premises. Whilst the SPD provides advice on locating these facilities in urban areas it is still of use. This guidance highlights the key issues as being the impact of the location of these uses close to residential properties (i.e. residential amenity) in particular how the proposal would impact on residential amenity, highway safety (parking), the scale of activity – potential negative impacts of the proliferation of such uses on the character and appearance of an area and the health implications of siting hot food takeaways close to secondary schools.
298. This guidance also makes reference to the fact that the majority of these uses will be located within the main designated shopping centres of the Borough. However, it does not discount that other sites outside designated centres could be appropriate for such uses.
299. Officers consider that the development plan policies carry substantial weight and are consistent with guidance contained within the NPPF.
300. The applicant acknowledges that the proposed A3, A4 and A5 use are a minority element of the whole development but that these are identified as 'town centre uses' as set out in the NPPF. They also confirm that the site is neither in a town centre or edge of centre and NPPF specifically states that out of centre sites should only be considered when town centre/edge of centre sites are not available.

301. The aim of the proposed food and drink uses is to provide an amenity to users of the development, existing users of Wingates Industrial Estate and the local area – it is therefore not appropriate to consider locating this element within an existing town centre (Westhoughton being the closest) or an edge of town centre site. Therefore, a sequential test is not considered to be appropriate and has not been undertaken.
302. The floorspace provided for these uses is proportionate to the quantum of employment floorspace created and is intended to provide similar facilities to those located at Logistics North. It is also justified that the provision of these uses at the site enhances the sustainability of the development by reducing the need for travel off-site.
303. The proposed food and drink offer is therefore seen as complementary to the overall development.
304. Officers would agree with the applicant's approach. It is clear that there is a demand/need for such facilities at the existing Wingates Industrial. This is borne out by the fact that there are a number of mobile food wagons/premises which operate from either within or adjacent to the existing industrial estate. One of these outlets is located on Great Bank Road whilst the other is located within the current application site adjacent to Wimberry Hill Road. It is noted that the development would replace this modest existing facility.
305. Therefore, any further employment development in the area would benefit that development and the existing estate by the provision of more formal facilities. This would provide additional quality and choice resulting in less existing and future employees having to leave the local area in search of a place to purchase meals/snacks with the majority of persons being able to walk to the proposed new facility.
306. Whilst the proposal is therefore not policy compliant with NPPF it is considered an essential part of the development proposal as a whole to create a more sustainable development.
307. In respect of the key issues as identified within the SPD on the location of such facilities it is considered that, subject to full consideration of future proposals at a reserved matters

stage, issues of impact on residential amenity and car parking could be satisfactorily addressed. The proposal is some way from the closest secondary school and this would not hinder any future application for an A5 use within the site.

308. In addition, given the absence of any additional food and drink uses in the immediate area, the floorspace limits which would be attached to any permission and the fact the units are likely to be screened from direct views from the A6 to the north – the proposal would not result in a proliferation of such uses nor have a negative impact on the character of the area.

Impact on infrastructure

309. 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.

- [310.](#) For non-residential schemes specific contributions will be sought for public art contributions together with 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.

- [310:311.](#) Further guidance is contained within 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 public art would be requested and calculated. These two documents have been through public consultation and are deemed to be a material consideration in the determination of the proposal which carries significant weight.

- [311:312.](#) Paragraph 34 and Paragraphs 54 to 57 of NPPF require 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.

~~312.~~313._____It is envisaged that in order to comply with Core Strategy policy IPC1 there is an expectation that the applicant would need to make provision for public art provision within the development. This would be secured by an appropriately worded planning condition.

~~313.~~314._____However, the applicant within their recently amended submission has confirmed they continue to be willing to make a financial contribution of up to £100,000 to the Council under the requirements of CS policy IPC1 to fund local identified mitigation and enhancements that the Council considers to be related to the development and its impact on the local area.

~~314.~~315._____As outlined within the Impact on Highways section of this report, Officers have given consideration to the improvement of the Long Lane corridor which currently links Church Street with the Wingates Industrial Estate. This road is currently not constructed to adoptable standards and would benefit from improvements to allow for two-way traffic and safer pedestrian. It would also provide a direct link between the proposed development site and Westhoughton train station as well as allowing for potential relief of the Church Street / Chorley Road junction.

Based on the above it is Officers recommendation to members that the contribution be made towards further improvements to Long Lane to enable these benefits to be accrued and to offset the highways impact of the proposed development. It is considered that the provision of the additional off-site contribution would be compliant with CS policy IPC1 as the monies would be used to mitigate the highways impact of the proposal.

~~315.316.~~

In

terms of the other contributions which are required to satisfy deficiencies or other mitigation measures officers have identified the following:

- Provision of an extension to the existing Logistics North local link service for a period of seven years (from first occupation);
- Submission of a Construction and Environmental Management Plan for each phase of the development;
- Local Employment Framework to be submitted prior to the commencement of development;
- Offsite contribution to secure highway improvements to key junctions which are affected by the proposed development;
- Long term management of the ecological enhancement area.

~~316.317.~~

Officer

s consider that the proposed on/off site contributions fully comply with Core Strategy policy IPC1 and also with policy in the NPPF. Whilst the applicant agrees with the principle of making the above commitments Officers would note that further discussions would be required to finalise the details of the legal agreement to secure each element.

Impact on agricultural land / local business / farms

~~317.318.~~

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.

~~318.319.~~

Guidan

ce contained within the NPPF (Paragraph 170) seeks to ensure that planning policies support economic growth in rural areas to create jobs and prosperity. In addition, guidance contained within Paragraph 170 states that the planning system should seek to protect and enhance valued landscapes, sites of biological interest or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development

plan). It is clear that from Paragraph 170 that LPAs should take into account the economic and other benefits of the best and most versatile land.

~~319.320.~~ Therefore, it is considered that the Core Strategy policy is consistent with the NPPF in the need to retain agricultural land which is of the highest value.

~~320.321.~~ 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 subdivided into Grade 3a and 3b. Grade 3a being defined as good quality land with Grade 3b being moderate quality land.

~~321.322.~~ The applicant has submitted an Agricultural Land Classification report which establishes that a soil and agricultural land classification has been undertaken. The resulting soils found within the site form agricultural land of Subgrade 3b quality and the site does not constitute the best and most versatile agricultural land.

~~322.323.~~ The land within the application site was under grass (at the time of the survey in September 2018) used for the grazing of sheep and the production of hay and silage. A small proportion of the land, to the south of the site was under arable stubble.

~~323.324.~~ Natural England were consulted on the application and confirmed that they have no objections to the proposal as the proposal would not have significant adverse impacts on statutorily protected species or landscapes.

~~324.325.~~ It is considered that the proposed development would not result in the loss of the best and most

versatile agricultural land and therefore would comply with Core Strategy CG1 and guidance contained within the NPPF (with regard to soils/agricultural land).

Impact on surface water drainage / flooding

325.326. _____ Strateg

ic Objective 13 aims to reduce the likelihood and manage the impacts of flooding in Bolton, and to minimise potential flooding to areas downstream.

326.327. _____ 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.

327.328. _____ Policy

contained within the NPPF (paragraphs 155 to 165) 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.

328.329. _____ Officer

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

329.330. _____ The

current proposal is a hybrid proposal. The first phase of development being sought would provide for the initial drainage system which would serve the proposed development platforms, in the form of the creation of a large pond which would be located in the south east corner of the application site. This primary water attenuation feature is sited at the

lowest part of the site and would flow via a new swale into an existing water course. During the latter stages of the application the applicant has amended the design of the proposed drainage scheme. This has involved an increase in the depth of the proposed SUDS pond. This has not affected the location or surface area of the proposed pond.

330.331. The applicant has submitted a detailed Flood Risk Assessment and Drainage Strategy for the site. The aim of the strategy is to ensure that surface water run-off from the development would be attenuated to existing greenfield run off rates i.e. no different to present.

331.332. The FRA and Drainage Strategy has been assessed by the Council's Flood Risk team and also the Environment Agency. The Council's Flood Risk/Drainage team have confirmed that the drainage proposals are acceptable. It is noted that the Environment Agency also raise no objections. Further detail would be secured by condition.

332.333. The above would ensure that there are no off-site impacts as a result of the proposed development in relation to surface water.

333.334. 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)

334.335. 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.

335.336. 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 8c) to use natural resources prudently, minimise waste and pollution and mitigate and adapt to climate change, including moving to a low carbon economy. Guidance contained within Paragraphs 148 to 154 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.

336.337. 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.

337.338. Officer

s 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.

~~338~~339. The applicant has provided a Sustainability Statement which outlines the measures which could be integrated within the development. This includes the retention of existing natural features, ecological and landscape enhancements, commitment to ensuring 10% of energy demand is delivered through renewable and low carbon energy technology and sustainable drainage measures which are outlined within the drainage section of this report.

~~339~~340. The applicant has confirmed that they are committed to the achievement of the BREEAM Very Good standard for new (industrial) buildings within the development. It is intended that a planning condition would be added to require this commitment at the reserved matters stage for each plot.

~~340~~341. It is considered that the proposal would comply with the relevant development plan policy, guidance in NPPF and the Sustainable Design and Construction SPD.

Archaeological impact

~~341~~342. 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 to improve the quality of open spaces and the design of new buildings. Core Strategy policy CG3.4 seeks to ensure the Council and its partners will 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 settings.

~~342~~343. Policy contained within paragraphs 189 of the NPPF requires applicants where they are proposing developments which potentially impact on heritage assets with archaeological interest to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

~~343.~~344. For the purposes of the current application there are no designated heritage assets which are located within the site or adjacent to the site. However, by conducting a desk-based report it has been possible for the applicant to establish whether there are any non-designated heritage assets which are located within/under the surface of the site.

~~344.~~345. If non designated heritage assets are found the effect of the application on the significance of the non-designated heritage asset should be taken into account in determining the application (Paragraph 197). Policy within paragraph 197 of the NPPF requires LPA's to have a balanced judgement to the scale of any harm or loss and the significance of the heritage asset.

~~345.~~346. Paragraph 198 of the NPPF seeks to ensure that if LPA's permit the loss of the whole / part of the heritage asset that all reasonable steps are taken to ensure the development will proceed. In addition, paragraph 199 of the NPPF also requires LPA's ensure developers record and advance understanding of the significance of any heritage assets to be lost.

~~346.~~347. Officers consider that both Core Strategy policy SO11 and CG3.3 are consistent with the NPPF and can be given substantial weight.

~~347.~~348. The applicant considered the development's impact on designated and non-designated heritage assets within the Environmental Statement. They confirm that there are no designated heritage assets located within the site. They also confirm that there are two non-designated heritage assets located within the proposed development site referenced NDHA8 – Coal workings at Four Gates (site of) and NDHA35 Bell Pits (possible).

~~348.~~349. Coal workings of NDHA8 are associated with a 19th and 20th Century colliery to the north west of the site which includes a former colliery railway line. In addition, a field located within

Parcel C of the proposed development site contains a number of small circular depressions, possible bell pits.

349:350.

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 Historic Environment Desk based Assessment report. This ensures compliance with para. 189 of the NPPF.

350:351.

The

report concludes that the development will not negatively impact upon the significance of any heritage assets. It is considered the potential for remains to be encountered that predate the post mediaeval period is low, but high for post mediaeval. This is anticipated as relating to coal mining related evidence and specific structures in the north of the site along Chorley Road.

351:352.

Officer

s from GMAU accept the findings of the report. As a result, they recommend a planning condition requiring the applicant to undertake a programme of archaeological works prior to any development related ground works. This would include phased fieldwork, evaluation trenching together with post fieldwork investigation resulting in the provision of a final report and dissemination of the report.

352:353.

Officer

s consider that the applicant has demonstrated that there are no designated heritage assets within the site. The two non-designated heritage assets located within the site (archaeological remains) can be adequately assessed and recorded to ensure compliance with the relevant development plan and NPPF policies.

Landscape and visual impact

~~353.~~~~354.~~ _____ Strateg

ic 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.

~~354.~~~~355.~~ _____ 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.

~~355.~~~~356.~~ _____ Core

Strategy policy OA3.4 states that the Council and its partners will conserve and enhance the character of the existing physical environment. Core Strategy policy OA3.8 states that the Council and its partners will ensure regard is had to the character of farm complexes, folds, vernacular cottages and the wider open landscape.

~~356.~~~~357.~~ _____ CS

policy M7 also states that the Council and its partners will ensure that the scale and massing of new development along the M61 corridor respects the distinctive landscape qualities and relates sympathetically to the surrounding area.

~~357.358.~~ Guidance contained within NPPF, including paragraph 8, states that as part of the planning system's environmental role there is a requirement to protect and enhance our natural, built and historic environment.

~~358.359.~~ As the site is located within the Green Belt there are also green belt policies (Paragraph 141 of NPPF) which seek to retain and enhance the landscape. This is in addition to the policies within NPPF which relate to the protecting and enhancing valued landscapes, whilst recognising the intrinsic character and beauty of the countryside (NPPF paragraph 170 b).

~~359.360.~~ Bolton's Landscape Character appraisal (2001) identified a number of key character areas whose characteristics are shared with certain parts of the Borough. The application site 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.

~~360.~~361. _____ Officer
s 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.

~~361.~~362. _____ The
applicant have provided a Landscape Character and Visual Assessment at Chapter 10 of the Environmental Statement which was submitted with the application. The aim of the submission was to provide a description of the existing landscape (baseline), consider the value of the local landscape and views in which the development is proposed and then to consider the anticipated effects of the proposed development on landscape character and views during construction and operation. This includes changes to the landscape as a resource in itself and also changes in views and visual amenity.

~~362.~~363. _____ For the
purposes of the assessment a Zone of Theoretical Visibility when measured 1 kilometre from the site has been used. The assessment takes into consideration known screening such as woodlands or existing buildings. The rationale for the extent of the ZTV is that the proposal would be largely contained by built development in Westhoughton to the east (existing Wingates Industrial Estate), the Middle Brook Valley landform / built development to the north and wooded disused railway lines to the west and south. They do note however that there is scope for more distant views towards the site from Higher Ground (e.g. Winter Hill) and from existing farmland to the north east of Wigan.

~~363.~~364. _____ In
terms of the existing landscape character officers agree with the applicant's description of the application site as follows:

- Site comprises of c. 33 ha of farmland which consists of pastoral fields of varying size and shape;

- Fields are bound by post and wire fencing with some hedges in places and some boundary trees;
- A number of ponds located within the site;
- Public rights of way border the east and south west of the site with PRoW crossing the site in a north/south and east/west direction;
- High point of the site is located in the centre of the site with the land falling to the south;
- Immediate east is Wingates Industrial Estate – 54 ha industrial estate which has a buffer of trees and hedgerow vegetation;
- Boundary of the site to the north, adjacent to the A6 has an established tall hedgerow with some mature hedgerow trees;
- Number of dwellings, Reeves House Farm, Corges Farm and Corges Cottage are located to the western boundary of the site with Carlies Farm located adjacent to the southern site boundary.

364.365. The wider area is characterised by farmland (arable and pastoral) and Westhoughton Golf Course to the south together with farmland to the north of the A6 with land rising to the north towards Winter Hill and Rivington Pike.

365.366. The assessment took a number of key viewpoints and compared the baseline character as at 2018 with the character of the viewpoints.

366.367. The applicant proposes 'Embedded mitigation' as contained within the Proposed Illustrative Masterplan which also includes an Illustrative Landscape Masterplan. The mitigation proposed is as follows:

- Minimise degree of the change in levels – balance the degree of cut and fill required;
- Retention of existing trees and hedgerows to the edges of the site (North – along the A6, North West, landscaping around Carlies Farm;

- Provision of new hedgerows, woodland belts and other tree planting within landscape buffers and ecological mitigation zones around the site periphery;
- Linear avenues of tree planting to access roads to soften the visual effects of buildings / built development.

367.368. The applicant has identified the impact of the proposal on the landscape throughout the lifetime of the development, to include Construction, short term completion of the development 0 - 15 years and after 15 years when the embedded mitigation is fully realised/matured.

Effects of the proposed development

Construction / operation of the development (0 – 15 years)

368.369. In terms of the significance of the landscape impact of the proposals the applicants has assessed impacts of three key time periods which include (i) the construction of the development (0-5 years), (ii) Completion in the short term (0-5 years) and medium term (5-15 years) and (iii) Long terms (+15 years) which includes the impact of the embedded mitigation.

369.370. The applicant has also broken the impact of the proposal down by impact on the Landscape Character, the Visual Impact and the overall significance of the impact at each viewpoint/receptor.

370.371. The table below summarises the significance of the impacts on a number of users of the area from a number of the viewpoints which were evaluated by the applicant:

Views from PRow – Summary of the applicants Landscape appraisal

| Visual receptor | Existing View | Significance of effect |
|-----------------|---------------|------------------------|
|-----------------|---------------|------------------------|

| | | Construction 0 – 5 | Completion and in short term 0-5 years and medium term 5-15 years | Long term + 15 years (including embedded mitigation) |
|--|--|--------------------|---|--|
| PRoW within the site | Various | Moderate adverse | High adverse | High to moderate adverse |
| Chorley Road frontage (road users and residents) | Filtered views from residential properties and car users. | Moderate adverse | Major to moderate | Moderate to minor adverse. |
| Road users to Se and NW approaches | | Minor adverse | Minor adverse | Minor adverse to negligible |
| Road users on Wimberry Hill Road | | Minor adverse | Moderate adverse | Moderate adverse |
| PRoW users southern edge of site and residents of Carlies Farm | Largely filtered | Low adverse | Moderate adverse (Carlies Farm) and Moderate to low adverse (PRoW users). | Moderate to low adverse (Carlies Farm) and low adverse (PRoW users). |
| PRoW users close to the western edge of the site, residents of Reeves House Farm, Corges Farm and Corges Cottage | Near, direct and open views. Some filtered views from Corges Farm and Cottage. | Moderate adverse | High adverse | High to moderate adverse |
| PRoW users on Dodd Lane, Code Lane, road users and | Views interrupted by hedges, | Low adverse | Moderate to low adverse | Low adverse |

| | | | | |
|--|---|-----------------------------|-----------------------------------|------------------------------------|
| residents on Dicconson Lane, residents at Higher Leeches Farm... | vegetation and trees. | | depending on location | |
| Chorley Road / Dicconson Lane junction – residents and cars | Direct views of site screened, partially filtered by trees. | Minor adverse to negligible | Minor adverse to negligible | Minor adverse to negligible |
| PRoW users on network to SW of site. Residents at Radcliffe House Farm and Taylor House Farm. | Views of sloping farmland with trees and tree groups. | Minor adverse | Moderate adverse to minor adverse | Moderate adverse to minor adverse. |
| PRoW users on the network south of the application site. Railway passengers on Bolton to Wigan railway line, users of Westhoughton GC and residents at Willowbank. | Generally open. Some partially filtered views from existing field boundaries and established tree boundaries. | Minor adverse | Moderate to adverse | Moderate to minor adverse |
| Road / residents users on Wingates Lane (at/near M61 overbridge) | Interrupted views of the NE corner of the application site | Low adverse | Low adverse | Low adverse |

| | | | | |
|--|---|-----------------------------|-----------------------------|-----------------------------|
| Road users on M61 between Lostock Lane and Wingates Lane. Road users on Lostock Lane and residents at Chadwicks Farm | Views to the application site are obscured by landform and vegetation. | Low adverse | Low adverse | Low adverse |
| PRoW users and residents at the SE edge of Aspull | View is of a shallow valley of predominantly grazing land including mature woodland | Minor adverse to negligible | Minor adverse to negligible | Minor adverse to negligible |
| PRoW users on network on higher ground NE of Haigh and SW of Blackrod. Residents to SW of Blackrod and NE of Haigh. | Elevated views is across rolling farmland with hedgerows and tree cover | Negligible | Negligible | Negligible |

371.372. Comm
encement of the development is projected to last from 2019 to 2024. The applicant states that the impact of construction activity would be short term which includes hedgerow removal, tree clearance and loss of farmland. Construction activity would include improvements to existing road junctions, soil stripping, earthworks, erection of buildings up to 25 metres with associated landscaping and drainage infrastructure.

372.373. The
report states that the proposal would have a moderate adverse impact on local character

in the short term (0-5 years) and a major adverse impact on the landscape character for existing PRoW users and local residents living at Corges Farm, Corges Cottage and Reeves House Farm. A moderate adverse visual impact would also be felt by PRoW users to the south and the residents of Carlies Farm.

374. Within the wider landscape (beyond the immediate study area – c. 1 km away from the site) the applicant considers that the impact of the proposal would be low adverse.

The applicant considers that once the embedded mitigation provided for within the development proposal is fully matured (+15 years) the impact on the character and the visual impact would be reduced to a moderate to low impact as a whole with the significance of the impacts varying depending on where the site is viewed from.

373-375. _____ Officer
s consider that the industrial use of the land will have a negative impact on the landscape character of the site and wider area. In terms of landscape impact, the Council's Landscape Architect considers the site is currently an attractive undulating agricultural, predominantly rural landscape with the components people associate with and value in countryside with long ranging views to the south / south west. Views across Wigan with vistas towards Merseyside and the Fylde coast are visible. As a result of the development these views (from the application site) will be lost. Views to the north will also be blocked.

374-376. _____ The
Council's Landscape officer confirms that through the creation of 7 development platforms and erection of industrial buildings the landscape will be fundamentally changed introducing an industrial character with some planting around the perimeter.

375-377. _____ Officer
s from Wigan Council comment that there is one representative viewpoint which assesses the impact on residents on the fringe of Aspull and Public Rights of Way users in the area with the result of the visual impact being minor adverse to negligible. Wigan Landscape officers requested clarification in respect of the size of the proposed Unit in Parcel C and if

the extent could be provided on the viewpoint to enable them to assess where in the landscape it would be positioned.

376:378. The applicant commented that the photomontages for the development impact were all taken within 1 Km of the site as this was where the principal landscape and visual effects of the proposed development would be experienced. This does not include locations within Wigan. The applicant provided a marked-up version of Viewpoint 16 which is a worst case scenario of the extent of the development.

377:379. Officers from Wigan Council note the submission and provide no further comments.

378:380. Officers would agree with the Landscape officer's views in terms of the fundamental change in the character of the landscape. This is inevitable given the requirements of the proposal to create a level platform for large unit the resultant level changes and also the likely scale of the proposed development proposed in the parameters plan for the site's development.

379:381. Officers would also agree with Landscape officer's conclusion that it is essential for the new perimeter soft landscape works to be implemented and maintained over a +10-year establishment period. Whilst more detailed plans could have been provided with regard to a photomontage of the proposed development rather than wire frame images, Officers consider that given the nature of application (details of the actual scale of the buildings is unknown at this stage) this would not be practically possible.

380:382. Due to the cut and fill exercise which the applicant would need to undergo to provide level development platforms, the units proposed along the northern part of the site adjacent to the A6 – Chorley Road would be lower in height than the larger unit to the south. (maximum 11.5 metres) with hipped roofs to the Chorley Road frontage to a height of c.

10 metres. The proposed reductions in levels of the northern part of the site (Parcels A and B) levels would result in a reduction of existing ground levels by between 1 and 5 metres (depending on the location). When the cut exercise along the northern part of the site is combined with the retention of existing landscaping along the northern perimeter of the site combined with the creation of a further landscape mound/buffer between the retained landscaping and the proposed buildings residents on Chorley Road would only have filtered views of the site. This remains the case with the amended scheme as detailed within the Tree section of this report.

381.383. The footprint and height (maximum 25 metres) of the proposed large unit located within Parcel C combined with the fill exercise which would be engineered at the southern part of the site and the requirement to provide a level platform across the whole of Parcel C (to 129.00) would result in both a reduction in levels within the northern part of Parcel C together with an uplift in levels of between 2 metres in the SW corner of Parcel C and 8 metres in the SE corner of the proposed platform.

382.384. Officers s have concluded that the proposed development would bring about a fundamental change in the character of the area. Officers agree that the main impacts in terms of the character of the area would be concentrated around the land in close proximity to the site.

383.385. To some extent the development as a whole can be seen as a natural extension to the existing Wingates Industrial Estate to the east. Whilst a landscaping area between the southern boundary of Plot 7 / Parcel C and the retained public footpath which is adjacent to this plot, given the scale of the fill engineering operation for Parcel C / Plot 7 it is considered that this plot would have a detrimental impact on the character of the site.

384.386. In terms of the visual impact of the proposal, Officers would agree that the main impacts of the proposal would be on users of the existing PRow which run through and adjacent to

the site. In addition, residents living at Carlies Farm, Corges Cottage, Corges Farm and Reeves House Farm, being the closest to the site with direct views over the application site would be the residents whose outlook and living conditions which would be affected the most.

~~385.387.~~

In

terms of Corges Farm and Corges Cottage both properties would be c. 80 metres from the southern boundary of Parcel E and 152 metres from the boundary of Parcel D. This when combined with the increase in height of the land in Plot 5/Parcel D by between 1 and 3 metres would make the end development more pronounced, albeit with a landscape buffer in between the two different uses. In terms of Reeves House Farm, this property would be located 72 metres from the southern boundary of Parcel E and would have a 35 metre wide landscaped buffer in between the development platform and the dwelling.

~~386.388.~~

In

terms of public access to the landscape buffer along the northern boundary of the site, given the purpose of the buffer including the mound it is not the intention to have this as an area for direct public access. Nor is it considered essential by officers for the applicant to provide for public amenity land within the development site. The applicant has sought to maximise the frontage landscape zone as an area primarily for screening and relates benefits of biodiversity in terms of wildlife and habitat provision.

~~387.389.~~

Officer

consider that the proposal would not be compliant with Core Strategy policy CG1.1, CG3.2, CG3.3, CG3.7 or OA3.7 and OA3.8 in that the proposal would conflict with the character of the existing area. It is recognised that the proposal could be considered as a natural extension of the existing Wingates Industrial Estate and would benefit from existing screen provided by retained landscaping/vegetation and new landscaping provided within the development site. However, even upon maturity of the embedded mitigation the proposal would still represent a significant harmful impact on the local area. Officers consider that there would be limited harm to the character and visual appearance when viewed from further afield.

388.390. Officer

s conclude that the amendments made to the proposed application since the application was considered in October 2019 have helped to strengthen the embedded mitigation within the scheme and to soften the development both from the north, west and south. Within the constraints of the site, Officers consider that whilst further detail is required by condition on the final landscape specification all reasonable mitigation measures have been taken.

Site security / designing out crime

389.391. Core

Strategy policy S1.1 seeks to ensure that the Council and its partners will ensure that the design of new development will take into account the need to reduce crime and the fear of crime.

390.392. Guidan

ce contained within Paragraph 91 of the NPPF states that planning decisions should aim to achieve healthy, inclusive and safe places which (inter-alia): b) are safe and accessible, so that crime and disorder, an the fear of crime do not undermine the quality of life or community cohesion.

391.393. Concer

ns have been expressed by a local business regarding the impact on their business. This business considers that the provision of a new vehicular access directly opposite their delivery access has the ability to compromise their security. The introduction of this new road would allow vehicles to obtain speeds high enough to drive through their access gates/existing security measures.

392.394. Due to

the nature of the business, it is reliant on a high level of security. The business has suggested a redesign of their site entry point to mitigate the threat of ramming attack. This work includes potential new fencing and gate works together with the repositioning and

commissioning of existing rising blockers and the hardening of roadside perimeter fence line to mitigate vehicle ramming threat.

~~393.395.~~_____ Officer
s consider that the potential detrimental impact would be caused by the creation of the access point which is one of the two key vehicular access points to the proposed development site. As a result, it is considered reasonable for the applicant to fund improvements or come up with alternative solutions.

~~394.396.~~_____ The
applicant has intimated that they would consider alternative improvements other than those suggested by the business which would mitigate the need for any improvements in physical security for the business. This could include strengthening of the kerbs adjacent to the business and/or minor changes in the alignment to the proposed new road which would ensure that there is no direct access to the businesses property which would result in an increased security risk.

~~395.397.~~_____ Officer
s consider that this matter could be dealt with by an appropriately worded planning condition to seek the full detail of such a scheme at a reserved matters stage for the internal road layout and any improvements to the existing road infrastructure which would alleviate the businesses concerns.

~~396.398.~~_____ Officer
s consider that apart from this issue the issues of designing out crime within the overall proposed development would be secured

Green belt impact

~~397.399.~~_____ 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. The erection of new buildings will also be inappropriate except for:

- Those required for agriculture or 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.

~~398.400.~~ _____ Paragr
aph 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 143 of the NPPF. Paragraphs 133 to 147 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.

~~399.401.~~ _____ 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.

~~400.402.~~ _____ Paragraph 141 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.

~~401.403.~~ _____ Paragraph 143 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.

~~402.404.~~ _____ Paragraph 145 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 146 also provides a number of examples where certain forms of development are not inappropriate e.g. mineral extraction and engineering operations.

~~403.405.~~ _____ 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.

~~404.406.~~ The applicant acknowledges that the proposed development represents inappropriate development in the Green Belt (Planning Statement, paragraph 7.7) and that the LPA should attribute significant weight to the harm to the Green Belt. 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 substantial.

~~405.407.~~ In terms of the current proposals Officers consider that regrading of the land, construction of buildings and structures, internal roads would be deemed to be inappropriate development within the meaning of CG7AP and paragraph 143 of NPPF.

~~406.408.~~ Whilst paragraph 146 of NPPF does state that other forms of development e.g. engineering operations might not be inappropriate in the Green Belt, this is dependent on this element preserving its openness and not conflicting with the purposes of including land within it. The scale of the cut and fill exercise would by its very nature have a negative impact on the openness of the application site.

~~407.409.~~ 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.

~~408.410.~~ The latest consultation draft of the Greater Manchester Spatial Framework (2019) seeks to redefine the green belt boundaries in Greater Manchester to promote sustainable patterns of development. The aim is to accommodate development needs within Greater

Manchester. GMSF (2019) makes provision for the allocation of the current application site as part of a larger allocation expanding to some 184 hectares as detailed above.

Severity of harm to the Green Belt

~~409.411.~~ It is appropriate to assess the severity of harm overall by reference to the five purposes of the Green Belt.

~~410.412.~~ As a matter of context Officers note that the Green Belt within and around Bolton has been reassessed in 2016 by consultants (LUC) working on behalf of the 10 Greater Manchester authorities. The report identifies Strategic Green Belt areas across Greater Manchester and assesses the areas against the NPPF Green Belt purposes 1 – 4.

~~411.413.~~ The LUC assessment did not consider the impact of the release of certain parcels on urban regeneration. It was considered that the ability to accurately measure the extent to which individual parcels contribute to the process of recycling of derelict land and other urban land was problematic (LUC report - paragraph 3.18) for a number of reasons.

~~412.414.~~ The application site is located within Strategic Green Belt Area 1 whilst the majority of the application site is also located within a sub area referenced BT_BA03.

Check the unrestricted sprawl of large built up areas

~~413.415.~~ The Strategic Green Belt study identifies that the larger Strategic Area performs a moderate to strong role in relation to this purpose where the existing Green Belt has prevented urban sprawl.

414.416. Officer
s consider that the proposal would conflict with this purpose of Green Belt policy. The built-up area of Westhoughton is currently restricted to the western edges of Wingates Industrial Estate. The proposed development would expand the urban area of Westhoughton further to the west resulting in further expansion and sprawl.

415.417. Officer
s note that the extent of the proposed development site would be restricted to a defined area which would have a defensible boundary on all sides. To the west and south – PRowS, Chorley Road to the north and Wimberry Hill Road / Wingates Industrial Estate to the east. Therefore, moderate harm would result.

Prevent neighbouring towns merging into one another

416.418. The
conclusions of the Strategic Green Belt Assessment (2016) conclude that the settlements of Horwich and Blackrod are in very close proximity and the parcel of land plays a strong role in preventing the merging or erosion of the visual and physical gap between settlements. This would appear to be more the proximity of Blackrod with Horwich rather than the relationship with Westhoughton. Of specific note is the gap between Aspull and Westhoughton.

417.419. It is
clear that there will be some reduction in the gap between Westhoughton and Wigan (Aspull) and between Westhoughton and Blackrod and therefore by definition harm to this particular purpose of the Green Belt.

418.420. Officer
s consider that the existing separation distances between the proposed development / Westhoughton and the closest towns of Horwich and Blackrod would ensure that the settlements will be prevented from coalescing and therefore will continue to be read as separate.

Assist in safeguarding the countryside from encroachment

419.421. As concluded in the Strategic Green Belt Assessment it is clear that both the wider Strategic Site and the application site that as the area includes a significant proportion of intact countryside it performs strongly in terms of this purpose.

420.422. The proposal would result in result in a loss of an area of open countryside by virtue of the significant engineering works and the proposed scale, siting and use of the proposed buildings, resulting in a significant encroachment of the countryside and therefore significant harm to that purpose of the Green Belt.

To preserve the setting and special character of historic towns

421.423. The Strategic Green Belt Assessment does comment that the wider strategic area 1 plays a moderate role in preserving the setting and character of historic towns, including parts of northern Wigan, Standish, Horwich, Hindley and Westhoughton.

422.424. The Green Belt assessment of the smaller site observes that the site is theoretically visible from the historic settlements of Bolton (Markland Hill), Deane Village, Hindley, Howe Bridge and Atherton, Horwich, Leigh, Mayflower, Standish, Westhoughton, Wigan (Historic Core and Wigan Pier). However, in practice, the elevated slopes within the area play a role in the setting of only the Wigan, Horwich, Hindley and Westhoughton historic settlements, and to a limited degree.

423.425. Whilst Westhoughton, Horwich and Blackrod are considered to be historic towns, it is not considered that the proposal would result in harm to the special character of these historic towns.

424.426. _____ As

noted above given the location of the proposed development the value of the site in providing the setting for adjoining historic towns is limited. Whilst the setting of Westhoughton would potentially be impacted by the proposed employment development, it is noted that the current setting is one which is already dominated by an existing large industrial estate (Wingates).

425.427. _____ Given

that both Blackrod to the west and Horwich to the north are some relative distance away from the application site it is not considered that the proposal would impact on either their character or setting.

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

426.428. _____ As

detailed within the local and regional economy section of this report (Paragraphs 147 to 223) the requirement for this site to come forward is that there is a specific demand across the conurbation for such a large scale development site to meet the needs of the manufacturing / logistics sector of the industrial market. Combined with this fact is the lack of a genuine supply to meet this demand in terms of either existing land within the existing urban area.

427.429. _____ Whilst

this report does note that the former Bernsteins site remains undeveloped, the site is being progressed by a developer for a scheme which is likely to differ in scale/format to the proposed development at Land West of Wingates. Therefore, it cannot be considered as an alternative site.

428.430. _____ Theref

ore, it is not considered that the proposal would prevent urban regeneration nor prevent the development of land within the urban area for alternative employment/industrial developments.

~~429.431.~~ It is clear that due to the size and nature of the proposed development that the proposal will have a significantly detrimental impact on the openness of the Green Belt in this location. This impact would be broadly constrained to the immediate radius around the development area as detailed within the applicants Landscape Appraisal.

Other harm

~~430.432.~~ In order to properly assess whether the very special circumstances test is met 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 (character and visual amenity) 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 agricultural land, (iii) out of centre food and drink provision, (iv) loss of trees and habitats (v) loss of visual amenity.

Very special circumstances

~~431.433.~~ 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.

~~432.434.~~ 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”.

433.435. 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.

434.436. There is not a formula for providing a ready answer to any development control question arising in the Green Belt. Neither is there any categoric 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.

435.437. 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.

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

- the socio-economic benefits of the scheme including skills/training;
- the need / demand for the development;
- lack of alternatives;
- timing/delays to the formulation of strategic policy (the Greater Manchester Spatial Framework);
- access to employment investment in infrastructure (i.e. improvements to the existing highway network).

Factor 1 – socio – economic benefits of the development

437.439. There are clear socio-economic benefits of the scheme which would be provided if the proposal was granted consent. Economic Development officers and officers from Wigan Council have expressed the desire for the benefits of the proposal to be tied through employment and skill commitments from the applicant working in partnership. This would be secured through an appropriately worded legal agreement.

438.440. Officer s consider that the socio-economic benefits of the proposed development should be afforded moderate to significant weight when assessing against the harm to the Green Belt.

Factor 2 – Need / demand for employment development

439.441. It is clear that both from the applicant's experience at Logistics North, the evidence base of the GMSF (Employment Background paper), comments from the Council's Economic Development team and the Greater Manchester Inward Investment Agency (MIDAS) that there is a clear need for large footprint industrial and logistics premises across the conurbation.

440.442. It is clear that in location terms the M61 corridor is a key location for the growth of such provision and that there is a strategic approach for this to occur as set out in the Bolton Council Core Strategy policies and allocations. Something which is taken further in the Consultation Draft of the GMSF.

441.443. Officer s consider that this factor should be afforded substantial weight when assessing against the harm to the Green Belt.

Factor 3 – a lack of alternatives

442.444. It is concluded that from the analysis conducted by the applicant has demonstrated that there

is a lack of genuine alternatives to provide for large footprint logistics development both within Bolton, adjoining boroughs and other areas within the same north Manchester market area. Whilst the applicant has identified a number of other sites within the same market area, these sites are discounted for a variety of reasons including delays caused by the site's infrastructure requirements, some sites could not accommodated the required level of development and the requirements of investors to have the option to purchase land and procure themselves.

443.445. Whilst the Bernsteins site within the existing Wingates Industrial Estate has lain vacant for a number of years this is not a reflection of the lack of demand for such a site to come forward for development. More recently it has come to light that positive pre application discussions have been held with a prospective developer it is noted that this site is envisaged coming forward in a smaller scale and format to that proposed under the current application.

444.446. The lack of an alternative site would harm the Council's aspirations for economic growth in Bolton and the evidence base shows that there is no other suitable and available alternatives to meet the urgent need. It is also clear from the policy direction detailed within the Core Strategy and Allocations Plan that the M61 corridor is the focus for logistics/warehousing development.

445.447. Officer s consider that this factor should be afforded significant weight when assessing against the harm to the Green Belt.

Factor 4 – Delays to the formulation of strategic policy (GMSF)

446.448. The applicant notes that if the planning process is followed by waiting for a site allocation for employment development for this site this would result in significant delay.

~~447.449.~~_____The

applicant summarises as follows:

- Existing Core Strategy and Allocations Plan states that it was anticipated a review of the CS is likely to be required by 2017 – this has not occurred due to the preparation of GMSF;
- 2016 Draft of GMSF envisaged that this document would be adopted by 2018;
- Likely further delay to progress of GMSF through the plan making process.

~~448.450.~~_____Officer

s would note that the GMSF has been delayed and there have been reports of further delays in the process with progress on allocations likely to be put back even further (post 2020). Officers consider that this factor should have moderate weight when assessing against the harm to the Green Belt.

~~449.451.~~_____If the

applicant were to wait until the wider site allocation this would be approximately 2 years in the future this would delay a subsequent planning application to secure the detail of early phases of development of the wider site. When this is combined with the completion of the Logistics North development in the next 1 – 2 years and given the existing identified need and demand, there will be no suitably located, deliverable employment land within Bolton able to accommodate large scale industrial/logistics development.

~~450.452.~~_____The

lack of alternative land, apart from land at the former Bernsteins site (which doesn't reflect market demand), combined with the wider evidence supported by the planning policy context, the applicant's analysis and Council and GM level officers knowledge clearly indicate a demand and shortage of supply of employment development sites.

~~451.453.~~_____Given

the delays in the allocation process through GMSF it is imperative that further land is made available through consideration of this application to allow sufficient land to come forward. If the wider site were to come forward as part of the GMSF process it is considered that the

current application site would complement the wider site if/when it came forward for development.

~~452.454.~~_____The ramifications for not progressing the proposed development would be the need / demand for such buildings would be lost as would the intended inward investment. As a result the socio economic benefits of the proposal to Bolton and other areas would not be realised.

Factor 5 - Investment in infrastructure

~~453.455.~~_____The proposed development includes investment in infrastructure to mitigate the impact of the development, primarily by enhancing the accessibility to employment by sustainable modes of transport and addressing congestion on the existing road network. This includes:

- Upgrading five key road junctions to improve traffic flows whilst enhancing pedestrian and cycle provision;
- Enhancements to public transport services by the provision of a local link service; and
- The provision of safe and attractive off carriageway cycle routes.

~~454.456.~~_____Officer s consider that this factor has moderate weight when assessing the benefits of the proposal against the harm to the Green Belt.

Whether the factors provided outweigh the harm to the Green Belt

~~455.457.~~_____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 and to openness. Substantial weight must be given to the harm to the Green Belt. Additionally, weight must be given to any other harm including landscape harm.

456.458. _____ Officer

s also consider that the following factors should be given substantial weight against the harm to the Green Belt, including (i) provision of a strategic sub regional site for economic development (ii (iii) urgent need / demand for the site to come forward combined and (iv) the absence of an alternative location. It is considered that these factors are interconnected and as a whole would represent very special circumstances.

457.459. _____ Officer

s consider that the following factors should be given moderate / significant weight against the harm to the Green Belt (i) the social and economic benefits which would accrue from such a development,

458.460. _____ 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: delays to the formulation of Strategic planning policy and (v) reducing congestion on the local highway network.

459.461. _____ Based

on the above assessment it is considered that the benefits which would accrue from proposal 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.

The Planning Balance

460.462. _____ 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.

~~461.463.~~_____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.

~~462.464.~~_____In terms of the elements which do not comply with the development plan these are in respect of harm to the Green Belt, harm to landscape and visual outlook and the provision of food and drink establishments outside the urban area/existing designated centres.

~~463.465.~~_____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, provision of replacement public rights of way, provision of landscape buffers, and provision / implementation of a Construction Environmental Management Plan, the sustainability benefits of new food and drink provision and the overarching case showing very special circumstances.

~~464.466.~~_____As a result, officers consider that the proposal would constitute sustainable development within the meaning of the NPPF despite the conflicts identified. The development would deliver a range of benefits including new employment land located in the right location of the right type, provide enhanced transport infrastructure at key junctions which as a whole improves traffic flows, enhanced service provision (food and drink outlet) for existing users of Wingates Industrial and users of the proposed development, access to employment and training and the provision of an ecological enhancement area together with additional tree and woodland planting.

~~465.467.~~_____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 contrary to the development plan.

Conclusion

466.468.

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.

467.469.

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 by way of Site Notices, Press Notice and neighbour notification letters.

Letters:- a total of 64 objections letters have been received raising the following issues:

- problems it will create with the amount of extra traffic from the new employment development (including HGVs) and the impact on an already congested road / motorway network;
- the site is located within the Green Belt and the proposal development represents inappropriate development with no special circumstances applicable to the development;
- Dicconson Lane has too many HGVs on it and is congested;
- Use of Lostock Lane as a rat run;
- Highway improvements would result in local inconvenience;
- visual impact - will form an incongruous feature / blot on the landscape which will be seen from miles around and impact on views / have a detrimental impact on the character of the area. The site is the highest point in Westhoughton and therefore the visual impact would be greater, site can be seen from south of Warrington, views of the Welsh Hills;
- Loss of views - not a material planning consideration;
- Westhoughton will lose its identity and rural character;
- the development is ecologically unsustainable resulting in the loss of a large swathe of Green Belt land / open fields, narrowing of open / green corridors , loss of valued landscape, fragmentation of habitats (terrestrial and feeding) resultant impact on larger mammal species e.g. green corridor with links to Borsdane Wood - network of paths link Westhoughton to Borsdane Wood;
- separation of the Fourgates Site of Biological Interest from land within the application site, the site needs to interconnect to adjoining land to survive;

- precedent of previous refusals of planning permission on adjoining sites that are also within the Green Belt e.g. Westhoughton Gun Club;
- precedent that if permission is granted for the current proposal it is the 'thin end of the wedge' as the applicant owns land to the west and south of the current application and that the site forms part of a larger site allocation within the draft Greater Manchester Spatial Framework;
- heritage - part of the site is the highest point in Westhoughton (ridge) close to the historic roman road (A6) and in relative close proximity to pre historic finds at Bowlands Hey (Westhoughton). Historically Wingates was a strategic location being the highest point on the ridge.
- loss of wildlife and their habitats. The site is home to adders, Great Crested Newts, birds (including lapwings, skylark, plover) damage to wildlife including Great Crested Newts, birds, pond life, deer, bats and farm horses. Also impact on flora including native bluebells;
- loss of mature / historic hedgerows and trees and also grassland - harm to biodiversity;
- loss of an outstanding landscape value.
- other brownfield land and vacant units are available. Examples provided range from the former Bernsteins site (Wingates Industrial Estate), vacant industrial units within Wingates Industrial Estate and vacant plots / units at Logistics North.
- empty properties at Logistics North and Wingates Industrial Estate are a sign of the industrial market is saturated;
- proposal is premature - impact of Brexit (inferred potential reduction in demand for industrial units);
- diversion / loss of existing (well used) public rights of way / footpaths;
- increase in noise (24hrs), light and air pollution with negative impact on resident's health;
- impact on dark zone;
- impact on property values - not a material planning consideration;
- impact on the state/surfaces of existing roads - i.e. increased deterioration/quality;
- 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;
- importance of agriculture / loss of valuable agricultural land;

- flooding / topography of the land will result in flooding issues downstream;
- no shortage of employment in the area, employment is at an all-time high since 1976, no further employment provision is required;
- lack of public transport provision;
- disruption during construction to local business (Party and Play Warehouse) including existing outdoor play area;
- turn Westhoughton into one big industrial estate;
- lose the ability to walk in open countryside;
- loss of open land for walking and other outdoor pursuits will have a detrimental impact on people's health and wellbeing;
- existing business located on Wingates Industrial Estate is concerned regarding the formation of the access road from Great Barn Road opposite their access. This has potential security implications;
- increased demand for electricity;
- requirement for car charging;
- unsustainable location - no immediately available train station and no transport plan.

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

As a result of the amended plans being received, further consultation with interested parties was undertaken. To date a total of 18 additional representations, including one letter from Chris Green MP have been received all raising concerns with the proposal which are broadly identical to those expressed previously including:

- Amendments made do not meet the criteria for building on greenbelt land as it will change the character of this land forever;
- No move to create a public space/country park within the development;
- No effort to protect the landscape;
- Height and size of the main building will blot the landscape;
- 24 hour usage of the site will result in noise pollution;
- Traffic improvements will not improve the current poor situation;
- Notwithstanding the amended plans – objection remains the same – loss of an existing attractive fields which is the highest point in Westhoughton. Loss of Lapwing habitat.

- Emergency service access to properties on Lostock Lane is currently restricted by existing congestion at peak times.
- Visual impact of the proposal concentrates on reducing the impact of the proposal along Chorley Road and not the southern side/boundary;
- Existing congestion on the road and rail network;
- The site is an area of Special Landscape value;
- Increased flooding;
- Requirement for lorry parking within the proposal;
- Requirement for a secondary access point to the existing Wingates Estate and also the current proposal;
- Impact on bats and barn owls;
- M61 corridor is an Air Quality Management area.

Town Council:- Westhoughton Town Council have objected to the proposal, raising the following concerns:

- The site is located within the Green Belt;
- Development of the site would result in the loss of countryside for the residents of Westhoughton;
- Greater Manchester Spatial Framework consultation draft provides for a larger area of Employment development at this location;
- Existing empty industrial units on the Wingates Industrial Estate - therefore no need for further industrial development;
- Detrimental impact on the existing highway network, especially HGVs;
- Detrimental impact on the health and well being of residents with the increase in traffic, fumes from traffic and vibration to nearby cottages;
- Detrimental impact on the Douglas Valley waterway;
- Loss of ponds and wider detrimental impact on wildlife, birds, flora and fauna.

Elected Members:- Chris Green MP has raised concerns regarding the proposal stating that it would result in the loss or irreplaceable green space. The increase in traffic as a result of the development will add to existing highways/congestion problems in the local areas. The roads

including motorways cannot support further development. Another employment site is not required in the area.

Consultations

Advice was sought from the following consultees: Ramblers Association, Peaks and Northern Footpath Society, The Open Spaces Society, Public Rights of Way officer, Greater Manchester Archaeological Advisory Service, Greater Manchester Ecology Unit, Environment Agency, National Grid, Drainage and Technical Support, Trees and Woodland officer, Coal Authority, Highways Engineers, Westhoughton Town Council, Highways Engineers, Greenspace Management (Wildlife Liaison officer), Landscape Officers, Pollution Control officers, Sustainable Development team, Economic Strategy, Housing and Public Health Unit, Tourism officers, Corporate Property Services, Greater Manchester Pedestrians Association, Network Rail, Lancashire Wildlife Trust, Design for Security (GMP), Transport for Greater Manchester, Natural England, United Utilities, Wigan Borough Council, Highways England, Greater Manchester Combined Authority, Strategic Development Unit and Minerals Waste and Planning Unit.

Planning History

Application site

There have been a number of planning applications which have been considered at the application site:

Planning permission was refused in September 2014 for the change of use of land from agricultural to equestrian use and erection of 12 stables and barn with manege and associated parking (91000/13). Permission was refused for the following reasons:

- The proposed development by virtue of its siting, size and design represents inappropriate development within the Green Belt and the applicant has failed to provide any very special circumstances to enable the Local Planning Authority to consider why the proposal may be acceptable. The proposal would cause harm to the openness of the Green Belt and to the character and appearance of the site and the wider area and is contrary to Policies G1 and G2 of the Saved Unitary Development Plan, Core Strategy policies CG3 and OA3 and guidance contained within Planning Control Policy Note No. 28 "Equestrian Developments".

- The applicant has not provided sufficient information in support of the application to justify the proposed development would not be detrimental to the habitat or to the protection of Great Crested Newts, and is contrary to Policy CG1 of Bolton's Core Strategy.
- The access to the site is sub-standard in highway terms to the detriment of highway safety and the proposal is therefore contrary to Policy P5 of Bolton's Core Strategy.

Planning permission was refused in March 2012 for the additional use of agricultural land for clay shooting on land adjacent to Reeves House Farm (within the SW corner of the current application site) on thursdays from 09:30 to 21:00 and saturdays and sundays from 09:30 to 16:30 (excluding christmas and new year's day). This included the erection of club house, formation of car park for 35 cars, two skeet towers, underground tank and septic tank (87195/11).

Permission was refused for the following reasons:

- 1) The proposed development by virtue of its siting, size and design represents inappropriate development within the Green Belt which will affect the openness of the land. The applicant has not provided any very special circumstances to outweigh the harm caused and the proposal is contrary to PPG2, PPG17 and Bolton Councils Core Strategy Policies CG3.2, CG3.3, OA3.7, OA3.8 and Saved UDP policy G2.
- 2) The proposed use would, by virtue of its scale and close proximity to residential properties have a detrimental impact on the amenity and living conditions of residents and is contrary to PPS23 and Bolton Councils Core Strategy policies CG4.1 and CG4.2 as well as The Chartered Institute of Environmental Health note. (which is a material consideration)
- 3) The proposed development by virtue of its siting and design would have an adverse impact on the safety and use of public rights of way, in particularly Wes033 and Wes044. The application is therefore contrary to Saved UDP policy O7 and The Chartered Institute of Environmental Health note. (which is a material consideration)

Planning permission was refused in February 1992 for the construction of new vehicular access and use of land for disposal of inert waste material to upgrade the land for agricultural use (40346/91). Permission was refused for the following reason: the proposed development would increase the level of traffic in the area and would adversely affect the sole access road to a major employment area. The proposal was subsequently appealed and allowed permission in December 1992.

Recommended Conditions and/or Reasons

1. **TIMESCALE FOR RESERVED MATTERS SUBMISSION/APPROVAL/COMMENCEMENT OF DEVELOPMENT**

Application for the approval of 'Reserved Matters' must be made not later than the expiration of ten years beginning with the date of this permission and the development must be begun not later than the expiration of three years from the date of this permission.

Reason

Required to be imposed pursuant to Section 92 of the Town and Country Planning Act 1990.

2. **RESERVED MATTERS DETAILS**

Details of the access (internal and plot), appearance, landscaping, layout, and scale, (hereinafter called "the reserved matters") shall be submitted to and approved in writing by the Local Planning Authority before any development begins and the development shall be carried out as approved.

Reason

To application is for outline planning permission and these matters were reserved by the applicant for subsequent approval.

3. **CONTAMINATED LAND / SITE REMEDIATION**

Prior to the commencement of the development:-

- A Site Investigation report shall be submitted to and approved in writing by the Local Planning Authority. The investigation shall address the nature, degree and distribution of land contamination on site and shall include an identification and assessment of the risk to receptors focusing primarily on risks to human health, property and/or the wider environment; and
- The details of any proposed remedial works shall be submitted to, and approved in writing by the Local Planning Authority. The approved remedial works shall be incorporated into the development during the course of construction and completed prior to occupation of the development or the development being first brought into use; and

Prior to first use/occupation of the development hereby approved:

- A Verification Report shall be submitted to, and approved in writing by, the Local Planning Authority. The Verification Report shall validate that all remedial works undertaken on site were completed in accordance with those agreed by the LPA.

Reason

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

4. **DETAILS OF EARTHWORKS**

Prior to the commencement of any phase of earthworks hereby permitted, details of the works shall be submitted to and approved in writing by the local planning authority. These details shall include:

- The nature of the works to be undertaken including cut/fill, compaction, stockpiling, import and export of materials.
- The means of surface water attenuation, drainage and silt management during and following the earthworks.
- The surface treatment of the area/phase following completion of the earthworks.
- The provisions for management and maintenance of the site and drainage infrastructure during and following the earthworks.
- The extent, nature and schedule of landscape planting to be undertaken ahead of or during the earthworks, where appropriate to assist in the early establishment of screening.

The approved details shall be adhered to throughout the duration of the earthworks and for the period until that area/phase of works is finally developed.

Reason

To ensure the safe development of the site, preserve the local amenity and to ensure that landscape buffers are established at an early stage of development.

5. **CONSTRUCTION ENVIRONMENT MANAGEMENT PLAN**

Prior to the commencement of any phase of earthwork's or construction works hereby permitted, a Construction Environment Management Plan (CEMP) shall be submitted to and approved in writing by the local planning authority. The CEMP shall include details of:

- The extent of the area/phase of works to which the CEMP is applicable.
- Access arrangements, construction traffic routes and parking for contractors and construction workers.
- Screening, fencing and measures for the protection of pedestrians, cyclists and other road users around the site; retained trees, woodland, hedgerows, ponds and other retained habitat areas.
- Contractors compound and provisions for the storage and movement of materials, plant and equipment around the site.
- Air quality (dust suppression) management measures as per the recommendations set out in Table 8.1 and 8.2 of the Air Quality Assessment (ES Appendix 6.1; WYG, October 2018).
- Site lighting including a Sensitive Lighting Strategy where applicable to protect bat habitat as described in paragraph 7.154 of the Environmental Statement.
- The best practical means to minimise noise and vibration disturbance from construction work.
- Soil Management Plan/Strategy, including the reuse of materials onsite and any importation, storage or export.
- Pollution control measures including the use of oil interceptors and bunds to storage tanks;
- Pre-commencement inspection of trees to be felled for bat roost potential by a licensed ecologist, with works applicable done under the supervision of an ecologist.
- Vegetation clearance programme (including grassland, tree and scrub vegetation removal) and Reasonable Avoidance Measures Method Statement to protect species as detailed in paragraphs 7.155 to 7.159 of the Environmental Statement.
- A Non Native Species Strategy as detailed in paragraph 7.160 of the Environmental Statement.

The approved details shall be adhered to throughout the duration of the earthworks or construction works.

Reason

To ensure the safe development of the site and to preserve the local amenity.

6. **TREE PROTECTION MEASURES**

Prior to the commencement of any phase of demolition, earthwork's / stripping of soil or construction works hereby permitted:

1. The trees and hedgerows within or overhanging the site which are to be retained / or are subject of a Tree Preservation Order (TPO) have been surrounded by fences of a type to be agreed in writing with the Local Planning Authority prior to such works commencing.
2. The approved fencing shall remain in the agreed location (in accordance with BS 5837:2012) until the development is completed or unless otherwise agreed in writing with the Local Planning Authority and there shall be no work, including the storage of materials, or placing of site cabins, within the fenced area(s).
3. No development shall be started until a minimum of 14 days written notice has been given to the Local Planning Authority confirming the approved protective fencing has been erected.

Reason

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

7. **GROUND CONDITION / CONTAMINATION**

Prior to the commencement of any phase of earthworks or construction works hereby permitted, the following information shall be submitted to and approved in writing by the Local Planning Authority.

The requirements as part of this condition shall have regard to the preliminary risk assessment that has been submitted to and approved by the Local Planning Authority, namely the requirement to carry out further investigation. Report by RSK – dated: March 2018 - Ref: 322362-R02 (01) & report by RSK – dated: September 2018 - Ref: 322362-R03 (00).

- Prior to any physical site investigation, a methodology shall be approved by the Local Planning Authority. This shall include an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration. Provision of a comprehensive site investigation and risk assessment examining identified potential pollutant linkages in the Preliminary Risk Assessment should be presented and approved by the Local Planning Authority.
- Where necessary a scheme of remediation to remove any unacceptable risk to human health, buildings and the environment shall be approved by the Local Planning Authority prior to implementation.
- Any additional or unforeseen contamination encountered during development shall be notified to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this approved by the Local Planning Authority.
- Upon completion of any approved remediation schemes, and prior to occupation, a verification/completion report demonstrating that the scheme has been appropriately implemented and the site is suitable for its intended end use shall be approved in writing by the Local Planning Authority.

The discharge of this planning condition will be given in writing by the Local Planning Authority on completion of each applicable phase of earthworks or construction works and once all information specified within this condition and other requested information have been provided to the satisfaction of the Local Planning Authority. Occupation/use of the applicable plot shall not commence until this time, unless otherwise agreed by the Local Planning Authority.

Reason

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

10. **COAL MINING MITIGATION**

Prior to the commencement of development a scheme of intrusive site investigations to assess the ground conditions and the potential risks posed to the development by past mining activity:

- The submission of a report of findings arising from the further intrusive site investigations, including details of any remedial works for approval for both mine entry and shallow mine workings, if necessary; and
- Implementation of those remedial works;
- Provision of a verification report which confirms the implementation of the approved work.

Reason for imposition of a pre commencement condition

The undertaking of intrusive site investigations, prior to the commencement of development, is considered to be necessary to ensure that adequate information pertaining to ground conditions and coal mining legacy is available to enable appropriate remedial and mitigatory measures to be identified and carried out before building works commence on site. This is in order to ensure the safety and stability of the development, in accordance with Core Strategy policy CG4.2 and CG4.3 paragraphs 178 and 179 of the National Planning Policy Framework.

Reason

To ensure the safe development of the site, in accordance with Core Strategy policy CG4.2 and CG4.3 and paragraphs 178 and 179 of the National Planning Policy Framework.

11. **SUSTAINABILITY MEASURES**

Any application for the approval of Reserved Matters for any plot within the development hereby approved shall be accompanied by a Sustainability Statement for that plot which shall ensure that the development can achieve the following:

a) At least 10% of the energy supply of the development shall be secured from decentralised and renewable or low-carbon energy sources. Details and a timetable of how this is to be achieved, including details of physical works on site, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The approved details shall be implemented in accordance with the approved timetable and retained as operational thereafter, unless otherwise agreed in writing by the Local Planning Authority.

b) BREEAM rating of the proposed building/development shall achieve a BREEAM (Industrial) Very Good standard (or such national measure of sustainability for commercial retail design that replaces that scheme). Within 3 months of the occupation of the building a Final BREEAM Certificate has been issued for it certifying that the approved scheme/standard has been achieved.

Reason

To ensure that sustainability of the development is maximised and to ensure compliance with Core Strategy policy CG2.2 and guidance contained within the Sustainable Design and Construction SPD.

12. **PHASING/EXTENT OF WORKS**

Prior to the commencement of any phase of earthworks or construction works hereby permitted, details to define the extent of the area of works and the anticipated duration/ phasing of the works shall be submitted to and approved by the local planning authority. Details submitted pursuant to