

Planning Applications Report

Planning Committee

11th January 2018

**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

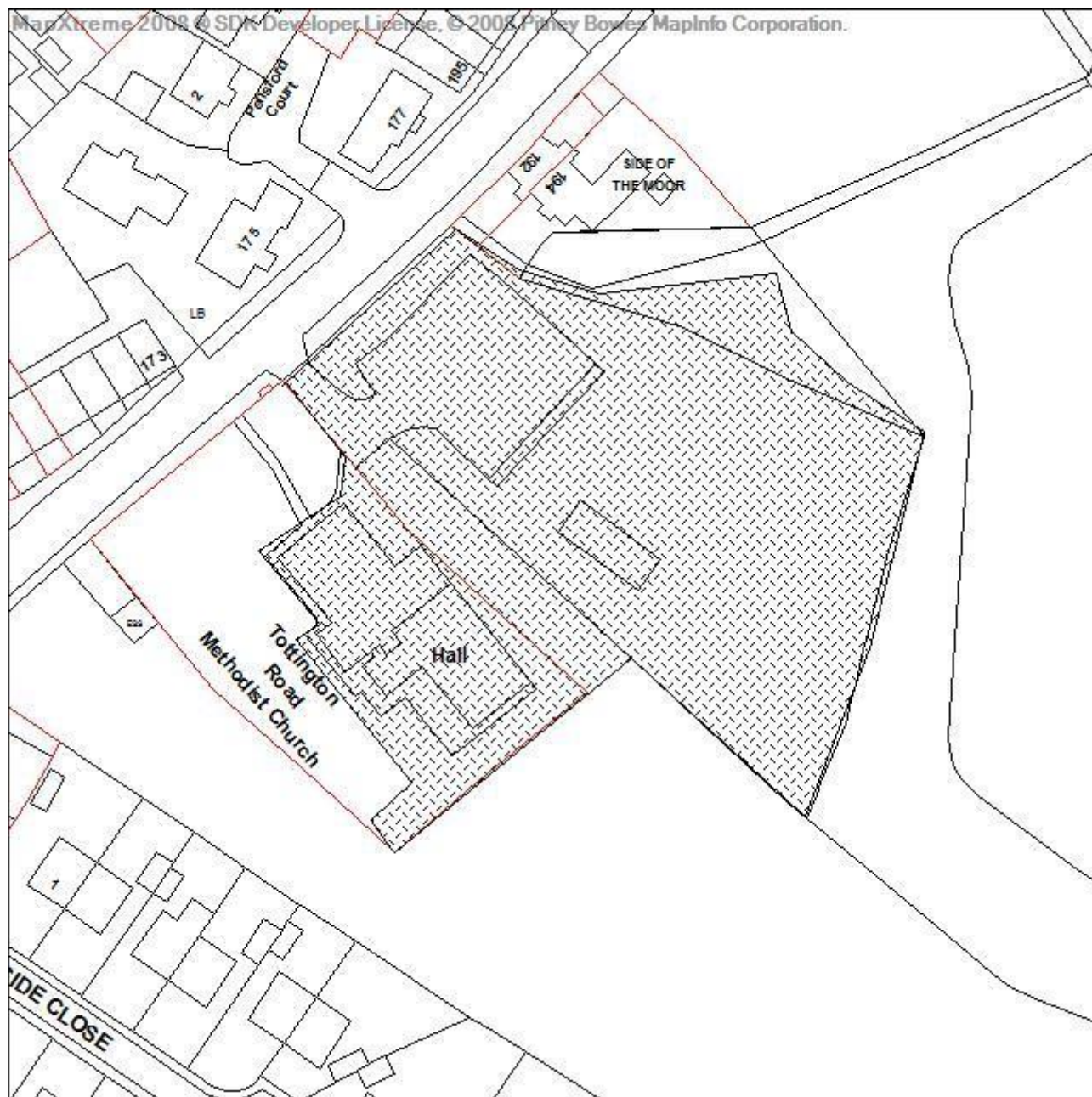
The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

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Application number
00891/17



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Bolton
Council

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Date of Meeting: 11/01/2018

Application Reference: 00891/17

Type of Application: Full Planning Application
Registration Date: 31/05/2017
Decision Due By: 29/08/2017
Responsible Officer: Helen Williams

Location: TOTTINGTON ROAD METHODIST CHURCH, TOTTINGTON ROAD, BOLTON, BL2 4DA

Proposal: ALTERATIONS AND CONVERSION OF FORMER CHURCH INCLUDING DEMOLITION OF CHURCH HALL TO PROVIDE 3NO. RESIDENTIAL DWELLINGS, ERECTION OF 6NO. ADDITIONAL DETACHED RESIDENTIAL DWELLINGS TOGETHER WITH ASSOCIATED WORKS INCLUDING ACCESS ROADS AND LANDSCAPING

Ward: Bradshaw

Applicant: Ashdale Construction
Agent : MAZE Planning Solutions

Officers Report

Recommendation: Approve subject to conditions

Proposal

1. Permission is sought for the residential conversion of the former Tottington Road Methodist Church into three, three bedroom townhouses, the demolition of the rear extension (church hall) to the church, and the erection of six detached, two storey, four bedroom dwellings. The proposal and application site do not include the graveyard to the front and south western side of the church. This would be unaffected by the proposed development and would be maintained by Harwood Methodist Church.
2. Tottington Road Methodist Church has closed to worshippers (is redundant) following the merger of its congregation with the congregation at Longsight Methodist Church in 2009. This amalgamated congregation now worships and is based at the Longsight Church (now referred to as Harwood Methodist Church). In October 2016 Planning Committee granted permission for the erection of a new church building on the Longsight Church site (along with community facilities). Harwood Methodist Church are now looking to sell the application site to release funds for direct investment into the new church and community centre.
3. In order to accommodate the proposed conversion of the former church into the three townhouses the following (main) alterations are proposed to the building:
 - * Insertion of two floors/ceilings, to create first floor and roofspace accommodation.
 - * Construction of party walls to create the three units.
 - * Insertion of two entrance doors in the north eastern elevation at the bottom of two of the pairs of lancet windows, (front doors to plots 10 and 11) and an entrance door with

windows and rear door in the rear elevation (south eastern elevation, to provide entrances to plot 9).

- * Insertion of rooflights in the north eastern roofplane.
 - * Creation of three balconies in the south western elevation and the insertion of one rooflight. The balconies would be 'cut into' the roof slope.
 - * Insertion of new windows in the single storey rear element of the building.
 - * Demolition of the 1970s rear extension.
4. Two new dwellings (plots 7 and 8) are proposed to the rear of the church, where the church hall extension is currently sited. Two dwellings (plot 1 and 2) are proposed at the front of the site, on the car park area and fronting onto Tottington Road, the levels of this part of the site would be reduced to allow access to car parking spaces from Tottington Road. A further two detached dwellings (plots 4 and 5) are proposed within the centre of the site, on the grassed area where the scout hut and its curtilage used to stand.
 5. There are no plots 3 and 6 proposed. The dwellings that were originally proposed at these plots have been deleted from the scheme during the application process.
 6. Vehicular access into the development is off Tottington Road, at the point of the existing access into the church's car park. Each dwelling would have two driveway parking spaces, with five of the proposed detached dwellings also having garages.
 7. This application is before Committee as the proposal is a departure from the Council's development plan where the officer recommendation is to approve.

Site Characteristics

8. The application site comprises the former Tottington Road Methodist Church, its 1970s church hall rear extension, a car park with an access road off Tottington Road, an overgrown grassed area where a scout hut formerly stood, and a wooded area to the rear. The application site does not include the graveyard, which is located to the front and south western side of the church and is surrounded by a stone retaining wall.
9. The application site is located within the Green Belt and within Riding Gate Conservation Area.
10. The T-shaped former Tottington Road Methodist Church was built in 1890, behind a former Methodist chapel (which was demolished in 1908). The church is constructed in a Gothic Revival style, from coursed stone with ashlar detailing and has a Welsh slate roof with red clay ridge tiles. The 1970s single storey rear extension (the church hall) is L-shaped, has a part flat roof/part pitched roof and is rendered.
11. The former Methodist Church is set back approximately 20 metres from Tottington Road and is elevated from the road. Tottington Road rises quite steeply uphill to the north (out of Harwood).
12. To the north of the site, adjacent Tottington Road, is a rectangular, unmarked car park. This car park (elevated from the road) is accessed off Tottington Road by an access road between the church and the car park. To the front of the car park, and providing screening between the car park and Tottington Road, are a group of trees (one Oak, two Hawthorn and a group of Holly, Lilac, Cypress and Goat Willow).
13. Beyond the car park and central to the application site is an overgrown grassed area, where a scout hut formerly stood, before it was destroyed by fire in 2016. The remains of the building are still visible. Beyond this, to the south east, east and north of the site, is an area of woodland

(containing Oak, Sycamore, Horse Chestnut, Silver Birch and Goat Willow). The land falls steeply within this wooded area, in a northerly, easterly and southerly direction.

14. The trees within the application site are afforded protection as they are located within a conservation area.
15. On the opposite side of Tottington Road to the application site are residential properties. The row of terraced cottages at 163 to 173 Tottington Road are a mix of two storey and three storey rendered/pebbledashed properties. Nos. 175 and 177 are more contemporary (1980s), stone and rendered two storey, detached dwellings, which form the entrance to the small housing development at Pensford Court. Nos. 195 to 199 are two storey, stone built, terraced houses.
16. To the north of the application site (and facing the car park area of the site) are the semi-detached dwellings at 192 and 194 Tottington Road. No.192 is a three storey red brick dwelling and no.194 is an extended, two storey, stone built property. Both properties are rendered on their rear elevations.
17. To the south and south west of the application site, separated by the graveyard and an open field, are the semi-detached dormer bungalows on Hillside Close. The Grey Mare public house is sited at the corner of Hillside Close with Tottington Road. These properties are sited on a lower ground level than the application site.
18. To the east of the application site is Harwood Quarry.

Policy

19. National Planning Policy Framework (NPPF)
20. Core Strategy Policies: P5 Transport and Accessibility; S1 Safe Bolton; CG1 Cleaner and Greener Bolton; CG3 The Built Environment; CG4 Compatible Uses; OA5 North Bolton.
21. Allocations Plan Policies: CG7AP Green Belt.
22. SPD General Design Principles; SPD House Extensions; SPD Accessibility, Transport and Road Safety.
23. Riding Gate Conservation Area Appraisal

Analysis

24. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
25. The main impacts of the proposal are:-
 - * impact on the purposes and openness of the Green Belt
 - * impact on the character and appearance of Riding Gate Conservation Area
 - * impact on trees

- * impact on the highway
- * impact on the amenity of neighbouring residents
- * impact on wildlife

Impact on the Purposes and Openness of the Green Belt

26. Section 9 of the National Planning Policy Framework (NPPF) concerns protecting Green Belt land. Paragraph 79 of the NPPF explains that the Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence. The five purposes of the Green Belt are set out in paragraph 80 and these are: to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns 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 urban regeneration, by encouraging the recycling of derelict and other urban land.

27. Bolton's Allocations Plan Policy CG7AP reflects national planning policy guidance on Green Belt.

28. The application site is located within the Green Belt. This part of the Green Belt (to the north east of Bolton) begins at the field behind the houses along Hillside Close (with the wider part of the Green Belt beginning to the north of the built up area to the north of Longsight). The Green Belt allocation only 'crosses' Tottington Road at 255 Tottington Road, which is approximately 260 metres to the north east of the application site.

Proposed church conversion - plots 9, 10 and 11

29. It is considered that the proposed conversion of the former church building into three dwellings would not constitute inappropriate development in the Green Belt, as this part of the proposal would re-use a building that is of permanent and substantial construction (paragraph 90 of the NPPF - other forms of development not inappropriate in Green Belt). The applicant has submitted a structural report with their application (undertaken by independent civil and structural engineers) that concludes the church building (excluding the 1970s rear extension that is to be demolished) is in a satisfactory condition, appears to be of an extremely robust construction and that there are no major structural remedial works required to the building. It is the author of the report's opinion that the building is entirely suitable for the proposed conversion and that the installation of the party walls and floors would enhance the structural stability of the elevations to the building.

30. In addition to the confirmed structural condition of the original church building, the proposed conversion would not include any new extensions to the building and the residential curtilages to the proposed units within the church would be limited in scale. It is therefore considered that the proposed conversion of the church would not have a detrimental harm to the purposes and openness of the Green Belt in this location.

Plots 7 and 8

31. The two dwellings proposed at plots 7 and 8, to the rear of the church building, would be sited on the area of the application site that is currently occupied by the 1970s rear extension to the church (the church hall). Paragraph 89 of the NPPF (exceptions to inappropriate new build in Green Belt) allows for the, "limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), 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 purpose of including land within it than the existing development."

32. The church hall extension is single storey in height (measuring approximately 6.1 metres to the

roof ridge at its north eastern elevation and approximately 7.1 metres at its south western elevation, owing to the fall in ground levels to the south west). The dwellings proposed at plots 7 and 8 are appreciably taller than the extension they are to replace; the dwelling at plot 8 would measure 5.4 metres to the eaves and 9.4 metres to the ridge and the dwelling at plot 7 would measure 5.5 metres to the eaves and 9.5 metres to the ridge. The siting of the dwelling at plot 7 would also extend the existing built form up to the south eastern (rear) boundary of the application site. However the proposed overall volume of the new dwellings would be similar to the church hall they are replacing and the footprints would be smaller. The rear elevations of the dwellings would also not extend any further to the south west than the existing church hall (they would follow the existing building line) and the proposed rear gardens would be contained within the church grounds (and therefore would be quite modest in size).

33. It is considered that the dwellings proposed at plots 7 and 8, by virtue of their siting and height, would have a greater impact on the openness of the Green Belt in this location than the existing church hall extension, though this impact is considered to be relatively limited. Whilst the proposed dwellings would be more visible from Tottington Road (owing to their height) than the existing church extension, it is not considered that views across the site from Tottington Road (the sense of openness) would be significantly harmed.
34. It is therefore considered, on balance, that the proposed dwellings at plot 7 and 8 would not constitute inappropriate development in the Green Belt.

Plots 1, 2, 4 and 5

35. The dwellings proposed at plots 1 and 2 would be built on the area of the application site that is occupied by the informal car park. Whilst the presence of the car park makes this part of the application site previously developed land, as there are no permanent built structures any new buildings would ultimately effect the openness of this part of the site and therefore would not comply with the last bullet point of paragraph 89 of the NPPF (redevelopment of previously developed sites which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development).
36. The dwellings proposed at plots 4 and 5 would be sited on a field/grassed area within the site. This part of the site formerly accommodated a scout hut, which has since been demolished (following a fire in 2016). Though this part of the site could be described as previously developed land (curtilage of the former scout hut), as there are no longer any structures on the land the proposed two dwellings would affect the openness of this part of the site. It is therefore considered that the dwellings proposed at plots 4 and 5 would also not meet any of the exception criteria within section 9 of the NPPF.
37. The four dwellings proposed at plots 1, 2, 4 and 5 are therefore considered to be inappropriate development within the Green Belt.
38. Paragraph 87 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

Very special circumstances put forward by the applicant

39. Paragraph 88 states that, when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 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.
40. The applicant has put forward the following as very special circumstances for the proposed

development:

- Creating a long term future for the former Tottington Road Methodist Church building
41. The church building is recognised, within the Council's Riding Gate Conservation Area Appraisal, as a building that makes an important contribution to the character of the conservation area and one that merits retention and special care when repairs or alterations are being carried out. The applicant has noted this within their proposal and has commissioned a specialist advisor to report on the significance of the church and to advise on the proposed scheme.
42. The applicant states that the church building has been widely marketed for a considerable period of time (approximately five years), but given the "significant challenge on taking on a redundant church" there has been "limited market interest". A letter from the estate agents marketing the site has been submitted to support this claim. The applicant states that there is no known viable alternative use for the church other than their proposal, which has been backed by significant time and financial commitments preparing a varied and complex range of material needed to support this planning application.
43. The applicant asserts that the proposed development would provide a stable, long-term use for the church building which would ensure that it remains in good physical condition and, in doing so, maintain its positive contribution to the Riding Gate Conservation Area.
- The proposed new detached dwellings are required to make the whole development viable.
44. The applicant maintains that the conversion of the church is a costly project and on its own would not provide sufficient financial return for the development to go ahead. They assert that the proposed new detached dwellings are necessary to create a viable development project, and in doing so, would secure a permanent new use for the church (the dwellings would be "enabling development").
45. The proposed scheme was originally submitted for the conversion of the church building into three townhouses and the erection of eight dwellings. After discussions with the case officer (following concerns regarding the amount of enabling development in the Green Belt, the proposed siting and scale of development and its impact on the woodland within the site) the applicant has reduced the number of proposed new dwellings to six (a reduction of two). Independent viability appraisals (undertaken by Nolan Redshaw) has been submitted with the application to justify the applicant's claim that the redevelopment of the site would not be viable without the proposed enabling development. This appraisal has been updated following the reduction in the number of proposed dwellings and will be discussed in the section below.
- Harwood Methodist Church need the application site to be sold to help fund their new church and community centre at Longsight
46. Both the applicant and Harwood Methodist Church have confirmed within the planning submission that the Church are reliant on the sale of the application site to help fund the construction of the new church and community centre at their Longsight site. The two congregations at Tottington Road Methodist Church and Longsight Methodist Church merged in 2009 following the closure of the Tottington Road Church. The Church chose to close the Tottington Road Church owing to the high costs of keeping both churches open. Both church halls (at Tottington Road and Longsight) were also considered not fit for purpose and required expensive repairs. It was decided to sell the Tottington Road site and build the new facility on the Longsight site as the Longsight site is in a more sustainable location, closer to the wider

community.

47. The Church were granted planning permission in October 2016 for the erection of a new church and community building on the Longsight Church site (application ref. 96694/16).

- Community benefits

48. The applicant and Harwood Methodist Church have identified the following community benefits associated with the construction of the new church and community facility (which the sale of the application site would help fund):

- * The new building will provide not just a church, but a large community centre open to all;
- * Harwood is currently lacking a "real heart": the main meeting place is the supermarket;
- * The key facilities will be a kitchen and community cafe, which will be open daily, providing low cost nutritious meals;
- * The multi-purpose hall will provide a large, flexible space for a wide range of activities and will be used by people of all ages and abilities (for example, for a badminton court, dancing, karate, zumba, keep fit, boccia, chair-based exercise and uniformed groups);
- * The area has a large elderly population, many of whom suffer from isolation and loneliness and a high number are bereaved/widowed;
- * The area also has a high proportion of children and young people who lack access to facilities and opportunities for positive activity;
- * It will be a meeting place for isolated new parents and otherwise socially-deprived people;
- * Harwood currently has no lettable space for its community apart from a small youth club;
- * The benefits from the new facilities will be for the long term.

- * Future management of the graveyard

49. The funds released by the sale of the application site would ensure that the graveyard at Tottington Road (outside the application site) is positively managed by Harwood Methodist Church for the long term. The graveyard would be untouched by the proposed development and would be retained and cared for by the Church.

- Boosting housing land supply

50. The applicant has listed the Council's lack of a five year deliverable housing land supply as a very special circumstance, stating that the approval of the proposed dwellings on the site would contribute towards local housing delivery. The Ministerial Statement of 17th December 2015 ("Green Belt protection and intentional authorised development") however states that unmet housing need is unlikely to amount to very special circumstances capable of outweighing the harm caused by inappropriate development in the Green Belt.

Officers' consideration of the applicant's very special circumstances

51. The applicant has submitted viability appraisals (undertaken by an independent chartered surveyor) to demonstrate:

- (i) that the proposed residential conversion of the former church building alone would not be viable (there is an estimated loss of £706,464 from the first appraisal carried out), and;
- (ii) that with the proposed six "enabling" dwellings the return on the development (the conversion of the church and the erection of the new dwellings) would be in the range of -15.59% to 7.51% profit on GDV (running three different sales scenarios), and therefore below that which would be acceptable as viable by the general market.

These appraisals have been assessed by the Council's Property Surveyors.

52. The applicant's potential profit for the development has also been reduced following their agreement to reduce the number of "enabling dwellings" from the originally proposed eight to the now proposed six (following negotiations with the case officer). It has also been proven by the supporting letter from the estate agent that the church and application site have been unsuccessfully marketed for approximately five years.
53. Officers therefore concur with the applicant that the proposed re-use of the church building (at the sales price requested by Harwood Methodist Church - which has been reduced during the planning application process) would be unviable without an element of enabling development.
54. It is therefore for the local planning authority (the decision maker) to consider whether the benefits of the proposed development (the very special circumstances listed above) clearly outweigh the harm to the purposes and openness of the Green Belt that the proposed dwellings at plots 1, 2, 4 and 5 would have.
55. Officers consider that the church building should be retained as it is considered that the building makes a positive contribution to Riding Gate Conservation Area and to the street scene along Tottington Road. The heritage statement submitted with the application also recognises this contribution of the building to the significance of the conservation area. It is therefore considered that significant planning weight should be attached to the retention and re-use of the church building. The impact of the proposed alterations to the church building and the impact of the proposed dwellings to the character, appearance and setting of the conservation area are considered in more detail below.
56. It is also considered that the community benefits associated with the construction of the new church and community centre at the Longsight site (and the reliance of Harwood Methodist Church funding this build through the release of the application site) should carry planning weight.
57. Officers consider that the detached dwellings at plots 1, 2, 4 and 5 would harm the purposes and openness of the Green Belt in this location, and therefore the harm to the Green Belt as a result of the proposed development should be given substantial weight (as advised within the NPPF). However officers acknowledge that current views across the application site are restricted to short distance views given the presence of the woodland screening to the north and east of the site and the church building and church hall extension to the west. The proposed clustering of the proposed dwellings at plots 4, 5, 7 and 8 also lessen the impact on the openness, as do the proposed restricted garden curtilages to all the dwellings.
58. In addition, paragraph 140 of the NPPF states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from these policies.
59. Balancing the harm the proposed development would have on the openness and purposes of the Green Belt in this location against the very special circumstances put forward by the applicant (the benefits of the scheme), officers consider in this instance that the benefits and wider benefits of the scheme (the retention and re-use of the historic church building and the community benefits associated with the building of the new church and community centre at Longsight) would clearly outweigh the identified harm to the Green Belt.
60. It is therefore considered that the proposed development would comply with the guidance

contained within Section 9 of the NPPF and Bolton's Allocations Plan Policy CG7AP.

61. Should Members approve the application, officers suggest planning conditions to (i) restrict the residential curtilages to the dwellings to those shown on the proposed plans and (ii) to remove permitted development rights, to safeguard the purposes and openness of the Green Belt in this location.

Impact on the Character and Appearance of Riding Gate Conservation Area

62. Section 12 of the NPPF concerns conserving and enhancing the historic environment. Paragraph 131 states, in determining planning applications, local planning authorities should take account of:

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

63. Paragraph 132 continues that, when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

64. Policy CG3 of Bolton's Core Strategy states that the Council will conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area, and require development to be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture, street enclosure, local materials and landscape treatment. Historic associations should be retained where possible. Policy CG3.4 states that the Council 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. Policy OA5 refers specifically to developments in North Bolton.

65. The application site is located within Riding Gate Conservation Area, within its southern corner. The majority of the conservation area comprises open countryside (Green Belt and Pennine Moors) containing small groups of farm buildings and cottages. The southern part of the conservation area, where the application site is located, contains a number of residential buildings: 20th Century suburban houses (detached and semi-detached) have been built in the areas between the older dwellings, resulting in a less linear form of development to the north of Tottington Road. The conservation area slopes upwards fairly steeply from its south western boundary up Tottington Road.

66. The Council's Conservation Area Appraisal for Riding Gate recognises Tottington Road Methodist Church as a non-listed building within the conservation area which makes an important contribution to its character, and a building which merits retention and special care when repairs or alterations are being carried out.

67. In line with paragraph 128 of the NPPF, the applicant has submitted a heritage statement describing the significance of the heritage asset affected by the proposed (that is, Riding Gate Conservation Area) and considering the impact the proposed development would have on the

heritage asset. The heritage assessment (undertaken by an independent conservation advisor) considers that the church makes a positive contribution to the conservation area but that its significance is negatively affected by the poor quality rear extension (the church hall extension). The assessment also finds that the church is in poor condition.

68. The following main parts of the proposed development would have an affect on the appearance of the church, the setting of the church and the character and appearance of the conservation area:
- * The removal of the church hall extension to the rear of the church;
 - * The construction of six new dwellings, of which two would be located to the rear of the church and two would be along the Tottington Road frontage;
 - * All the windows in the church would be replaced to match the existing, but the heads on the side elevations would be raised and the sills dropped;
 - * Three balconies and rooflights would be inserted into the church roof;
 - * The windows at the front of the church would be replaced to match those shown in the historic photograph from around 1990 (included in the heritage statement).
69. The author of the heritage statement does not consider that the proposed development would change the character of Riding Gate Conservation Area significantly. Historic windows are proposed to be re-used in the church where possible and the new windows proposed in the rear elevation would match those existing. Although the windows would be lengthened, the head would be around two courses from the cornice to ensure its retention. The front doors to the church are proposed to be retained and locked. The balconies proposed to be inserted in the roof would be aligned to the lancet windows below to retain the vertical lines of the building.
70. The proposed detached dwellings are designed to be similar in style and materials (stone) to those at Pensford Court (on the opposite side of Tottington Road to the application site). The proposed siting and heights of the dwellings would mean that views of the church would remain open. The two houses that are proposed along Tottington Road (at plots 1 and 2) would continue the built form/pattern of the area and streetscene, with views of the church to the north east already being obscured. The stone wall to the front of the church would be unaffected by the proposal (it is located outside the application site).
71. The author of the heritage statement concludes that the impact of the proposed development would represent less than substantial harm to the heritage asset (Riding Gate Conservation Area). Officers concur with this view.
72. Paragraph 134 of the NPPF states, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. As previously discussed in this report, there are a number of public benefits associated with the proposed development, including providing a sustainable future for an important historic building (thereby ensuring it continues to make a positive contribution to the conservation area) and enabling important repair work to the fabric of the church. It is considered that these benefits do outweigh the limited harm the proposal would have to the conservation area.
73. Should Members be minded to approve this application, conditions are suggested to request for further details regarding the proposed materials for the new dwellings, the proposed doors and windows for both the church building and the new dwellings and for boundary treatments.
74. For the reasons discussed above, it is considered that the proposed development would comply with section 12 of the NPPF and Policies CG3 and OA5 of the Core Strategy.

Impact on Trees

75. Policy CG1.1 of the Core Strategy states that the Council will safeguard and enhance the rural areas of the borough from development that would adversely affect its biodiversity including trees, woodland and hedgerows.
76. The trees within the application site are afforded protection as they are located within a conservation area. The majority of the trees are located to the south east, east and north of the site, and these form an area of woodland (containing Oak, Sycamore, Horse Chestnut, Silver Birch and Goat Willow).
77. The trees to the front of the car park, along the road frontage with Tottington Road, will be lost owing to the reduction in the levels of the land fronting Tottington Road and the proposed siting of the dwellings at plots 1 and 2. The Council's Tree Officers object to the loss of these trees as they consider that these trees provide an important screen to the site. Whilst the loss of this tree screen is regrettable, it is nevertheless considered that the proposed siting of plots 1 and 2 along the road frontage and the reduction in levels would contribute to good urban design in that the existing built form of the area (housing facing Tottington Road, the arterial road out of Harwood) would be continued and that the houses would not be positioned at a much higher level than the road. Although they would not replace the number of trees to be lost in this location, new tree planting is proposed in the front gardens to these dwellings: this is proposed to be conditioned.
78. The proposed siting of the dwellings at plots 4 and 5 (as amended) ensures the retention of the woodland to the north, east and south east of the site.
79. A Hawthorn tree along the rear boundary of the church is proposed to be removed to accommodate the dwelling at plot 7. The Council's Tree Officers have confirmed that this tree is of low quality (a category C tree) and only has limited visual amenity. A number of other trees would also be lost to accommodate the proposed internal road. Again these are considered to be of low visual amenity value and replacement planting is proposed to mitigate this loss.
80. Should the application be approved, the Council's Tree Officers are recommending that six trees within the graveyard (which are outside the application site) be protected by way of a Tree Preservation Order, to prevent pressure for their removal once the development has been built.
81. It is considered, subject to a planning condition requiring replacement tree planting, that the proposed development would not lead to the unacceptable loss of trees from the site, compliant with Policy CG1.1 of Bolton's Core Strategy.

Impact on the Highway

82. Policy P5 of the Core Strategy states that the Council will ensure that developments take into account [amongst other things] accessibility by different types of transport, servicing arrangements and parking (in accordance with the parking standards set out in appendix 3). Policy S1.2 states that the Council will promote road safety in the design of new development.
83. The Council's Highways Engineers have confirmed that, as the proposal is for a low density residential development (nine dwellings), it would generate negligible traffic volumes and would only have a limited impact on the operational capacity of the surrounding highway network, and therefore would not jeopardise highway safety.
84. Engineers have also confirmed that the proposed access onto Tottington Road would be acceptable, with the proposed visibility splays complying with national guidance for the speed of

the road (2.4 metre by 57 metres).

85. The internal road within the development would remain private (would not be adopted by the Council).
86. Each dwelling would have two driveway parking spaces, with five of the proposed detached dwellings also having garages. This complies within the Council's maximum parking standards within appendix 3 of the Core Strategy.
87. Subject to recommended conditions, the Council's Highways Engineers raise no objection to the proposed development. It is therefore considered that the proposal complies with Policies P5 and S1.2 of Bolton's Core Strategy.

Impact on the Amenity of Neighbouring Residents

88. Policy CG4 of Bolton's Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security, and does not generate unacceptable nuisance, odours, fumes, noise or light pollution. SPD General Design Principles sets out the Council's recommended interface distances between dwellings.
89. The dwellings proposed at plots 1 and 2 would be sited on the opposite side of the road to the two storey dwelling at 175 Tottington Road. At its closest point, the front elevation of plot 1 would be approximately 22 metres away from the front of no.175. A minimum interface distance of 21 metres is recommended in this instance, which is exceeded here. Furthermore, the house at no.175 would not directly overlook the proposed dwelling at plot 1 as it is angled slightly away from the road.
90. 177 Tottington Road would not directly overlook the dwelling proposed at plot 2. The closest part of this property to the new dwelling is the rear elevation of its attached garage.
91. The front elevations of the neighbouring dwellings at 192 and 194 Tottington Road would face onto the side elevation of the dwelling proposed at plot 2. An attached garage (with an en suite proposed within its roofspace) is proposed at the side of plot 2, which would be approximately 12 metres away from the front of no. 194. The Council's policy guidance (within SPDs General Design Principles and House Extensions) recommends an interface of 9 metres between main room windows and single storey dwellings/elements without main windows, and 13.5 metres where a proposed dwelling/element is two storeys without main windows. The proposed side garage element to plot 2 is between one storey and two storeys in height. It is therefore considered that the proposed 12 metres interface distance is acceptable here and would not unduly harm the amenity of the neighbours at 192 and 194 Tottington Road. The main two storey part of the dwelling of plot 2 would be approximately 15 metres away from the front elevation of no.194, therefore exceeding the recommended 13.5 metre standard.
92. The dwellings at Hillside Close, to the south of the application site, would be over 45 metres away from the proposed development.
93. It is therefore considered that the proposed development would not unduly harm the amenity of any neighbouring resident, compliant with Policy CG4 of Bolton's Core Strategy.

Impact on Wildlife

94. Policy CG1.1 of the Core Strategy states that the Council will safeguard and enhance the rural areas of the borough from development that would adversely affect its biodiversity.

95. As the rear extension to the church (the church hall) is proposed to be demolished and the original church building is proposed to be converted, the applicant has submitted a bat survey as well as an emergence survey for bats (following comments from Greater Manchester Ecology Unit and the Council's Wildlife Officer). It is considered that there is a moderate potential for use of the building by bats. Precautions are therefore proposed to be undertaken during development (it is an offence under the Wildlife and Countryside Act 1981 to disturb bats and breeding birds).

Local finance considerations

96. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. The following is considered to be a local financial consideration in this case:
97. New Homes Bonus for the nine proposed dwellings – this is not a material planning consideration.

Conclusion

98. For the reasons discussed above, officers consider, when balancing the harm the proposed development would have on the openness and purposes of the Green Belt in this location against the very special circumstances put forward by the applicant, that the benefits and the wider benefits associated with the proposal (the retention and re-use of the historic church building and the community benefits associated with the building of the new church and community centre at Longsight) would clearly outweigh the identified harm to the Green Belt. Officers also consider that the very special circumstances put forward by the applicant outweigh the less than substantial harm the proposed development would have to the significance of Riding Gate Conservation Area. In addition, it is also considered that the proposed development would not lead to the unacceptable loss of trees, would not jeopardise highway safety, and would not unduly harm the amenity of neighbouring residents.
99. Members are therefore recommended to approve this application, subject to the suggested conditions.

Representation and Consultation Annex

Representations

Letters:- Three letters of objection have been received from neighbouring residents. These raise the following concerns:

- * The proposed development does not respect the character of the conservation area;
- * The proposed balconies on the church roof are not in keeping with the building or the area;
- * The trees to the front of the site provide a well established roadside screen with mature healthy trees and shrubs and should be retained. They are a benefit to the area;
- * The house at plot 2 would have a detrimental effect on 194 Tottington Road. The tree in front of no.194, which gives privacy, an attractive view and adequate light filter through all windows is to be removed;
- * The proposed garage and en suite would be built directly upon the boundary line with no.194, only 11.5 metres from their principal windows;
- * The view from no.194 would be of a two storey brick wall, which would make them feel very enclosed with valuable light being taken away from both ground and first floor rooms;
- * Views from no.194 would be compromised (*officer comment: this is not a material planning consideration*);
- * The dwelling at plot 2 would dwarf 192 and 194 Tottington Road as they are deceptively high;
- * There are bats in the area and suspect they are in the derelict church and trees within the church grounds;
- * The removal of the tree and its roots to the front of 192 and 194 Tottington Road could cause damage to the neighbouring properties (*officer comment: this would be a civil issue rather than a material planning consideration*);
- * Effect on property values (*officer comment: this is not a material planning consideration*).

One letter of support has been received. This local resident supports the proposal as it would mean that the new community church could go ahead and bring much needed facilities for all the community in Harwood.

One letter asking for an aerial map to be sent to them, to show how the proposal would affect their view, has been received. (*Officer comment: the impact on views from neighbouring properties is not a material planning consideration*).

Consultations

Advice was sought from the following consultees: Tree Officers, Landscape Officers, Wildlife Liaison Officer, Highways Engineers, Pollution Control Officers, Drainage Officers, Corporate Property Officers, Economic Strategy Officers, Strategic Development Unit, Greater Manchester Ecology Unit, Greater Manchester Police and the Council's Conservation Advisor.

Planning History

Permission was granted in June 1979 for the surfacing in stone of the car park (11329/79).

Recommendation: **Approve subject to conditions**

Recommended Conditions and/or Reasons

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

Reason

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

2. Prior to commencement of development a site investigation and risk assessment shall be submitted to and approved in writing by the Local Planning Authority, to assess the nature and extent of any contamination on the site. The investigation and risk assessment must be undertaken in accordance with Model Procedures for the Management of Land Contamination (CLR 11) and a written report of the findings must be produced. The written report shall include:
 - (i) a survey of the extent, scale and nature of contamination;
 - (ii) an assessment of the potential risks to human health, property or the environment;
 - (iii) an appraisal of remedial options and proposal for a preferred option. This should include details of testing methodology for any soil or soil forming materials to be brought onto site.

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

(iv) 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.

3. Prior to the commencement of any groundworks surface water drainage works should be implemented in full in accordance with details that have been submitted to and approved in writing with the Local Planning Authority. Before these details are submitted an assessment shall be carried out of the potential for disposing of surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework, and the results of the assessment provided to the Local Planning Authority. Where a sustainable drainage system is to be provided, the submitted details shall:
 - 1) Provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters.
 - 2) Include a timetable for its implementation, and
 - 3) Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime

Reason

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

4. Prior to the commencement of development a tracking analysis for a large refuse vehicle using the internal road shall be submitted to and approved in writing by the Local Planning Authority, to demonstrate accessibility and the ability for the vehicle to enter/leave the development in forward gear. The approved scheme shall be implemented in full before the development is first brought into use and retained thereafter.

Reason

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

5. Prior to the commencement of development the details (samples if required) of the type and colour of materials to be used for the external walls and roofs for the detached dwellings shall be submitted to and approved in writing by the Local Planning Authority. The approved materials shall be implemented in full thereafter.

Reason

To ensure the development reflects local distinctiveness and to comply with policies CG3 and OA5 of Bolton's Core Strategy.

6. Prior to the commencement of development a detailed specification for all doors and windows (for both the church conversion and the new build dwellings) and the panels and balustrading for the balconies at the church shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full before the development is first occupied and retained thereafter.

Reason

To ensure the development reflects local distinctiveness in order to comply with Bolton's Core Strategy policies CG3 and OA5.

7. No demolition, development or stripping of soil shall be started until:
1. The trees and hedgerows within or overhanging the site which are to be retained have been surrounded by fences of a type to be agreed in writing with the Local Planning Authority prior to such works commencing.
 2. The approved fencing shall remain in the agreed location (in accordance with BS 5837:2012) until the development is completed or unless otherwise agreed in writing with the Local Planning Authority and there shall be no work, including the storage of materials, or placing of site cabins, within the fenced area(s).
 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.

8. Trees and shrubs shall be planted on the site in accordance with a landscape scheme to be submitted and approved in writing by the Local Planning Authority prior to the development being first brought into use. The approved scheme shall be implemented in full and carried out within 6 months of the occupation of any of the buildings or the completion of the development, whichever is the sooner, or in accordance with phasing details included as part of the scheme and subsequently approved by the Local Planning Authority. Any trees and shrubs that die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

Reason

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

9. Prior to the development being first occupied, details (including a brick or masonry specification and colour scheme) of the treatment to all boundaries to the site shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full prior to first occupation and retained thereafter.

Reason

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

10. Prior to the development hereby approved/permitted being first occupied or brought into use the means of vehicular access to the site from Tottington Road shall be constructed in accordance with the drawing ref 1605.31 Rev A.

Reason

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

11. Before the approved/permitted development is first brought into use car parking spaces shall be marked out and provided within the curtilage of the site, in accordance with drawing ref: 1605.31 Rev A. Such spaces shall be made available for the parking of cars at all times the premises are in use.

Reason

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

12. Prior to the development hereby approved being first occupied or brought into use, a scheme detailing how parts of the site to be used by vehicles are to be laid out, constructed, surfaced, drained and lit shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full and thereafter made available for the use of vehicles at all times the development is in use.

Reason

To encourage drivers to make use of the parking and circulation area(s) provided and in order to comply with Core Strategy policies S1 and P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

13. No dwelling shall be occupied until the access road and footway leading thereto have been constructed and completed in accordance with drawing ref: 1605.31 Rev A.

Reason

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

14. All rainwater goods to the church building shall be coloured mid-grey or black and kept so coloured.

Reason

To safeguard the character and appearance of the church building and the character and appearance of the locality, compliant with policies CG3 and OA5 of Bolton's Core Strategy.

15. The curtilages of the properties hereby approved are being treated for planning purposes as that defined on the approved drawing ref: 1605.31 Rev A.

Reason

For the avoidance of doubt as to what is permitted and to safeguard the purposes and openness of the Green Belt in this location, compliant with policy CG7AP of Bolton's Allocations Plan.

16. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking, re-enacting or modifying that Order) no extensions, porches, garages, outbuildings, sheds or greenhouses (other than those expressly authorised by this permission) shall be constructed to the rear of the dwellinghouses hereby approved.

Reason

To safeguard the purposes and openness of the Green Belt in this location and to comply with policy CG7AP of Bolton's Core Strategy.

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

1605.31 Rev A; "Proposed Site Layout"; dated 11.12.17

1605.43 Rev A; "House Type A"; received 12 Dec 2017
1605.43; "Proposed Floor Plans, Town Houses 9, 10 + 11"; received 8 May 2017
1605.44; "House Type B"; received 8 May 2017
1605.45; "House Type C"; received 8 May 2017
1605.46; "House Type D"; received 8 May 2017
1605.51; "Proposed Church Elevations"; received 8 May 2017
1605.61; "Proposed Church Sections"; received 8 May 2017

Reason

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

Revision	Description	Date
-	Plot 7 boundary corrected	06.04.17
A	2 houses omitted	11.12.17

Existing levels

Proposed levels and finished floor levels

Proposed property boundary, no physical boundary, unless shown, to front of properties; 160mm timber panel to rear

Proposed fencing and gates

Proposed stone walls; generally 750mm guarding height

Standard kerb 125mm high

Dropped kerb 30mm high

Pedestrian hard surface; Marshalls Saxon slabs or similar

Vehicular hard surface; tarmac

Vehicular hard surface; Marshalls Conservation Slabs or similar

Car parking bay; 5.0 x 2.5 m

Recycling bin stores; salvaged stone walls, timber doors, ht. 1.2m.

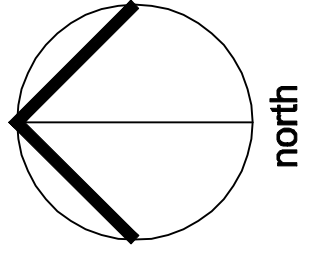
Shrubs and hedging

Existing tree retained

Existing tree grubbed-up

Proposed new tree

Turfed

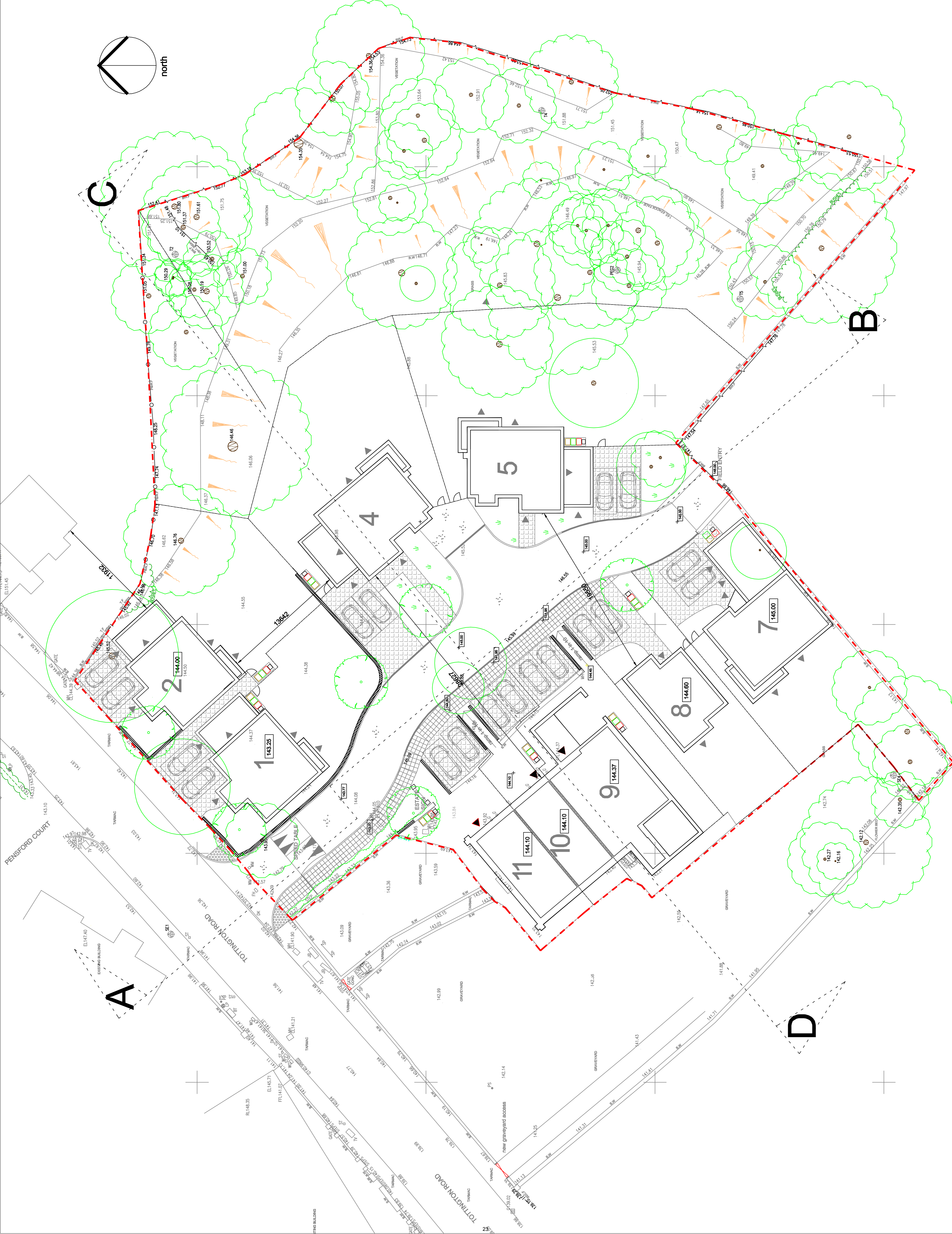


0 metres 10 20

Scale: 1:200

Drawing : 1605.31 rev A Proposed site layout

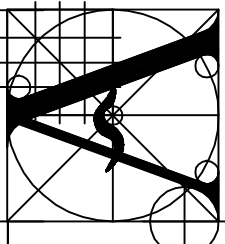
Project : Harwood Methodist Church for Ashdale Construction, 2017

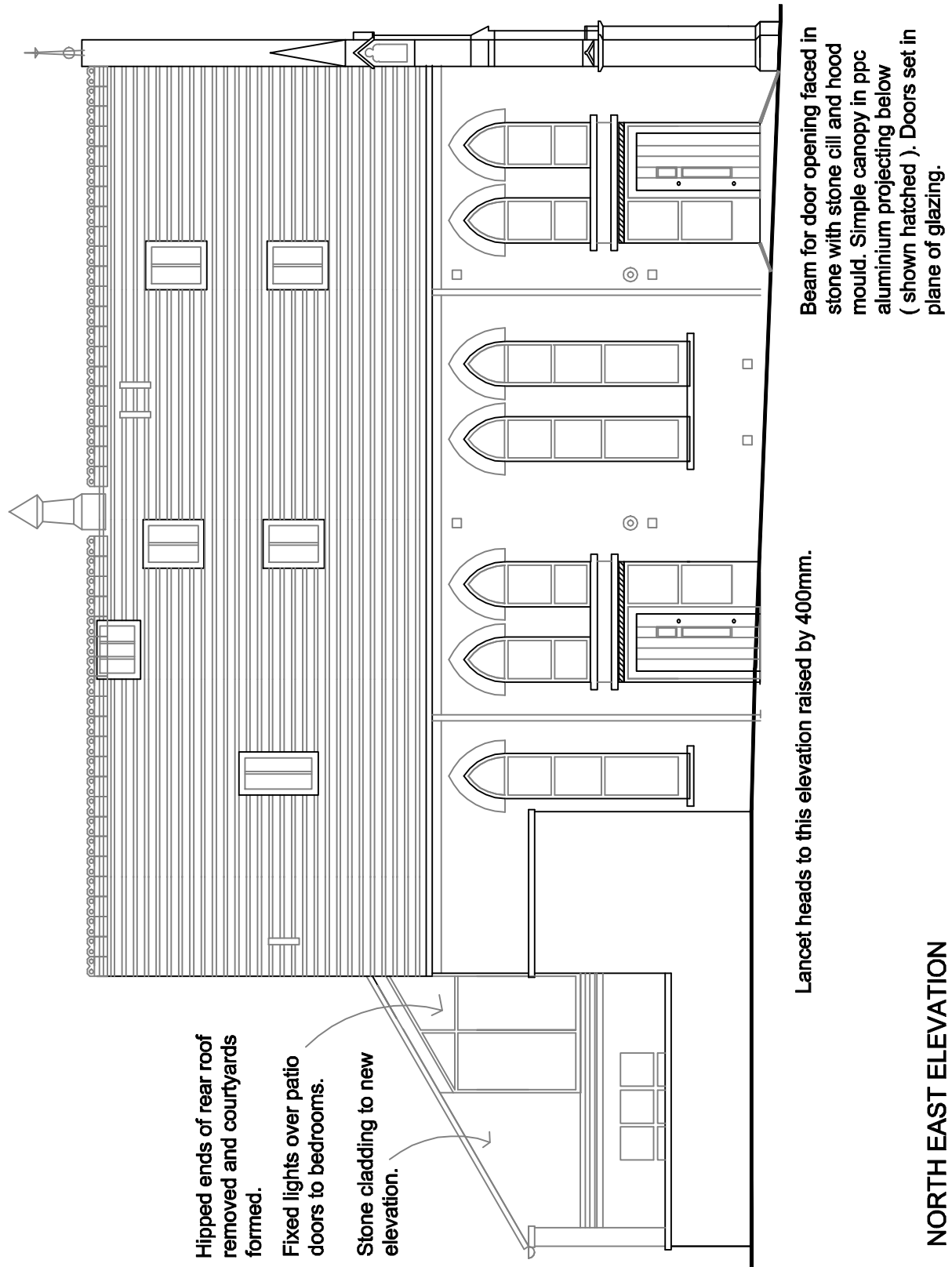


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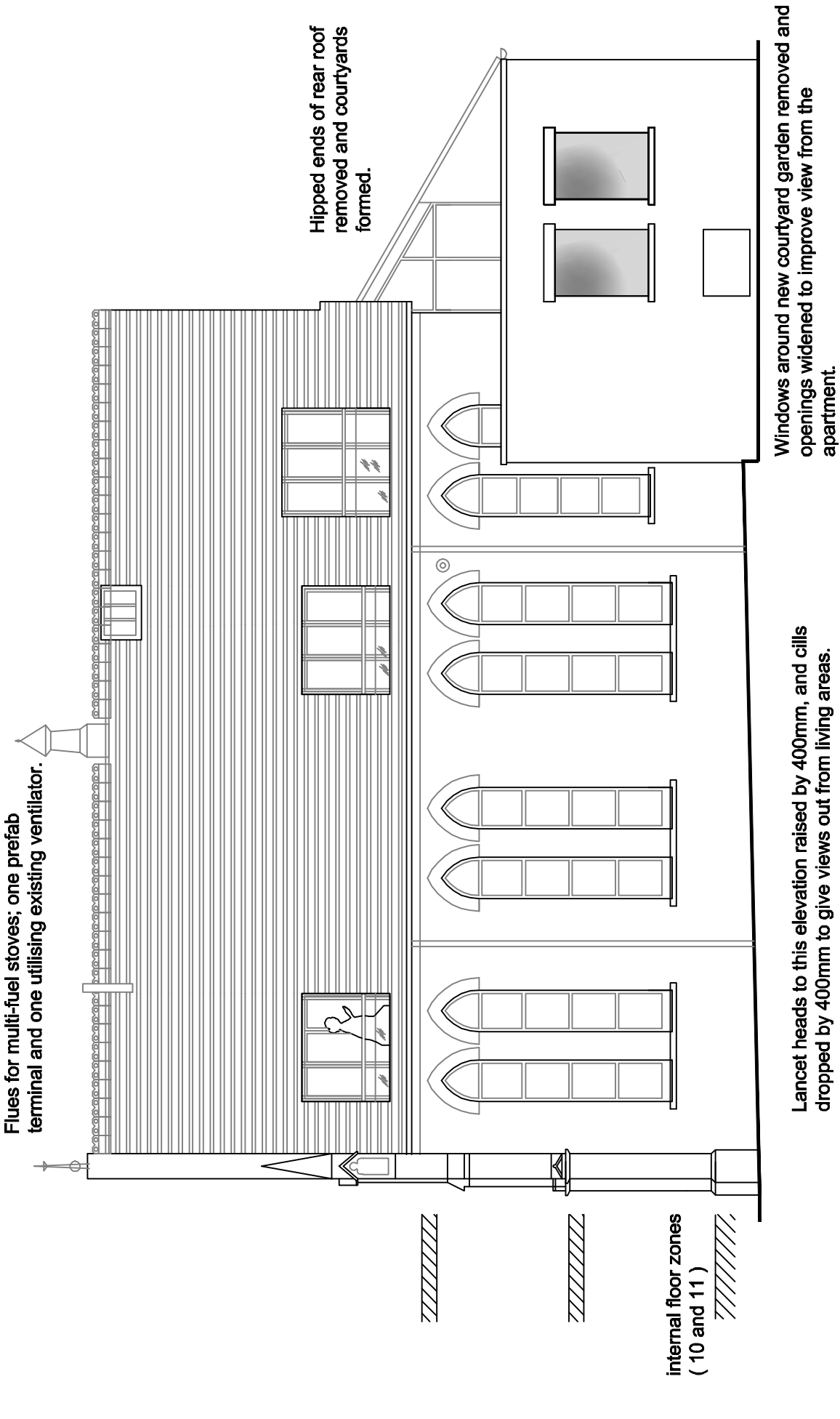
cmalkinarchitect@btinternet.com

chris.malkin Architecture

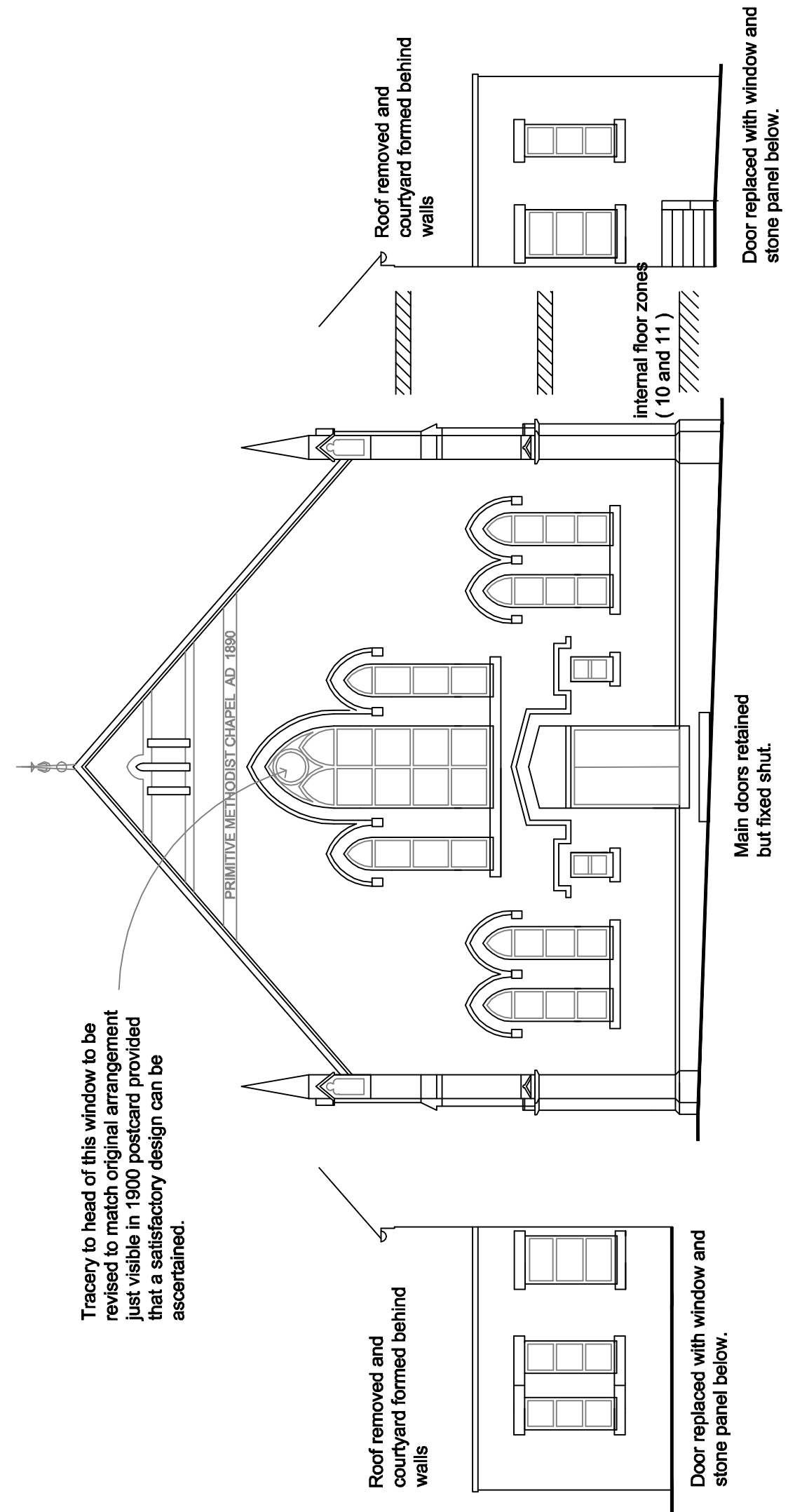




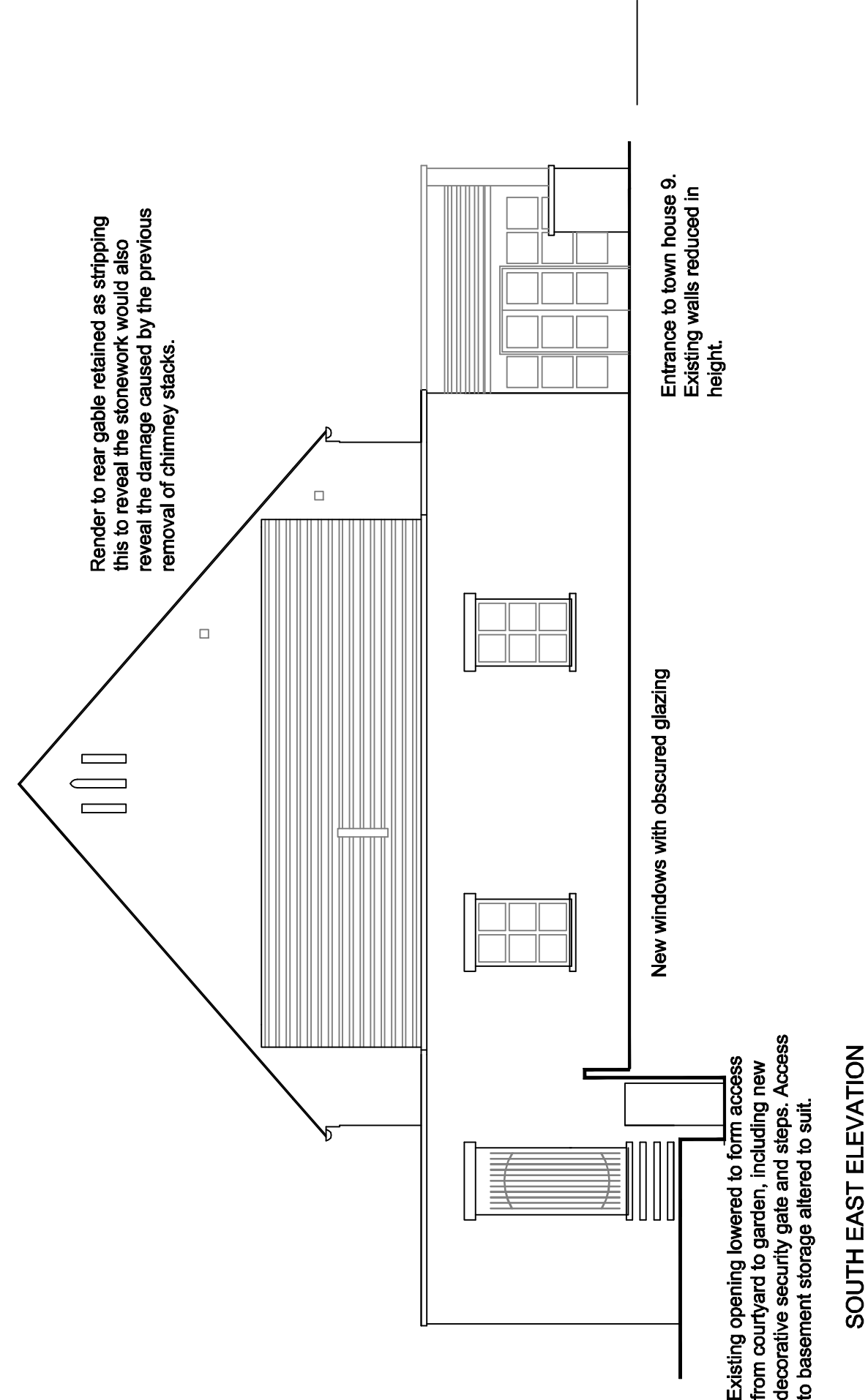
NORTH EAST ELEVATION



SOUTH WEST ELEVATION



NORTH WEST ELEVATIONS



SOUTH EAST ELEVATION

ROOF related with existing slates augmented as necessary with new to match the existing. Original ridge tiles reused or matched.

BALCONIES formed behind plane of roof and aligned with lancets below. Balcony doors, glazed panels and balustrading framed in polyester powder coated aluminium, colour, mid grey.

ROOFLIGHTS to be 'conservation type' rooflights by Velux or others; finished mid grey.

RAINWATER GOODS existing retained, or replaced as necessary in steel or aluminium in profiles to match existing. All to be coated mid grey.

WINDOWS All existing upvc and softwood windows to be scrapped. Replacement windows are to be in powder coated aluminium or glass painted hardwood. Colour to be white. Glazing bar width and arrangement to be as close as possible to as they were when the church was built eg. the tracery at the head of the main window towards Tooting Road originally terminated in a lozenge rather than a circle as at present.

Glazing bars to lancets on SW and NE elevations are shown realigned to suit intermediate floor level; floors will be tapered at the junction with the windows so that their perimeter depth does not exceed that of the transom.

NEW AND EXTENDED OPENINGS Stonework to reveals will be dressed to match existing. Heads and cills to be reused or to match existing.

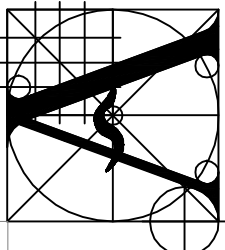
NEW ENTRANCE DOORS TO APARTMENTS and frames will be in hardwood with a clear finish. Sidelights to match other windows.

PREFABRICATED MEETING HALL TO REAR OF CHURCH to be demolished.

TARMACCED PATHS BETWEEN CHURCH AND GRAVEYARD to be relaid in gravel matching the stone of the church.

TERMINALS FOR INTERNAL SERVICE INSTALLATIONS

- Boiler flue; balanced flue without cage
- Mechanical ventilation grilles for bathroom and kitchen ventilation and tumble driers; steel painted to match stonework.

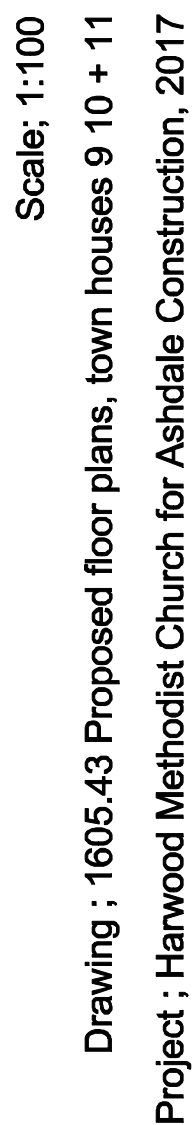


Scale: 1:100

Drawing : 1605.51 Proposed church elevations

Project : Harwood Methodist Church for Ashdale Construction, 2017

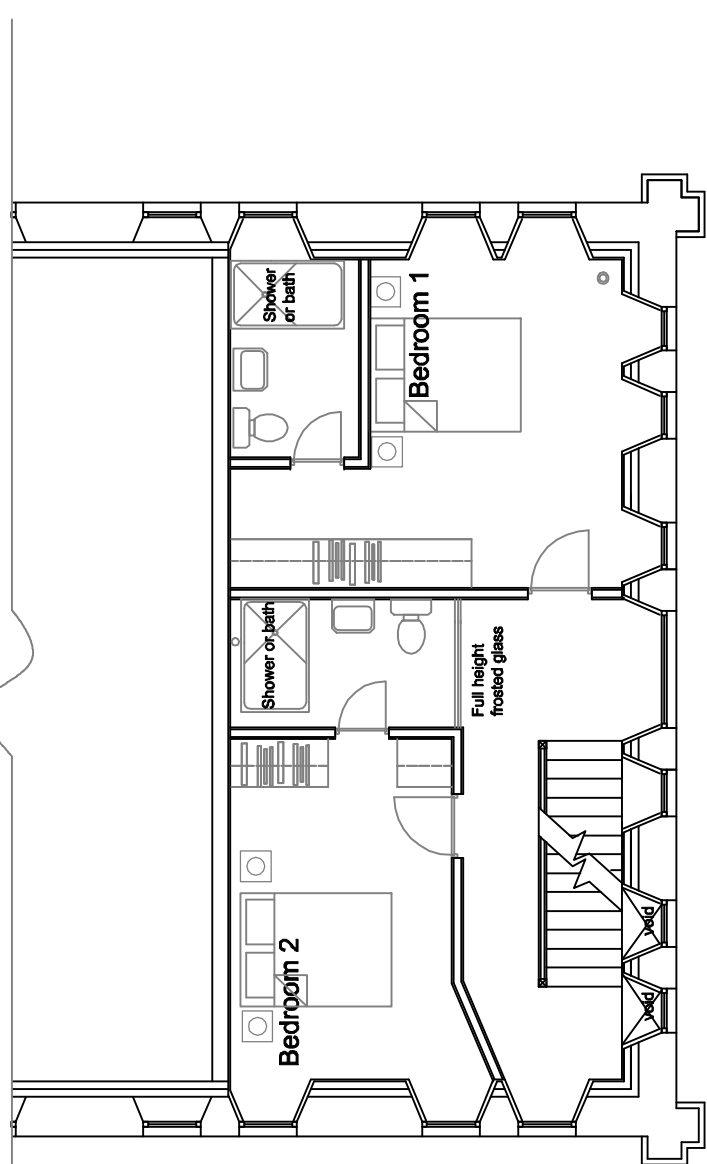




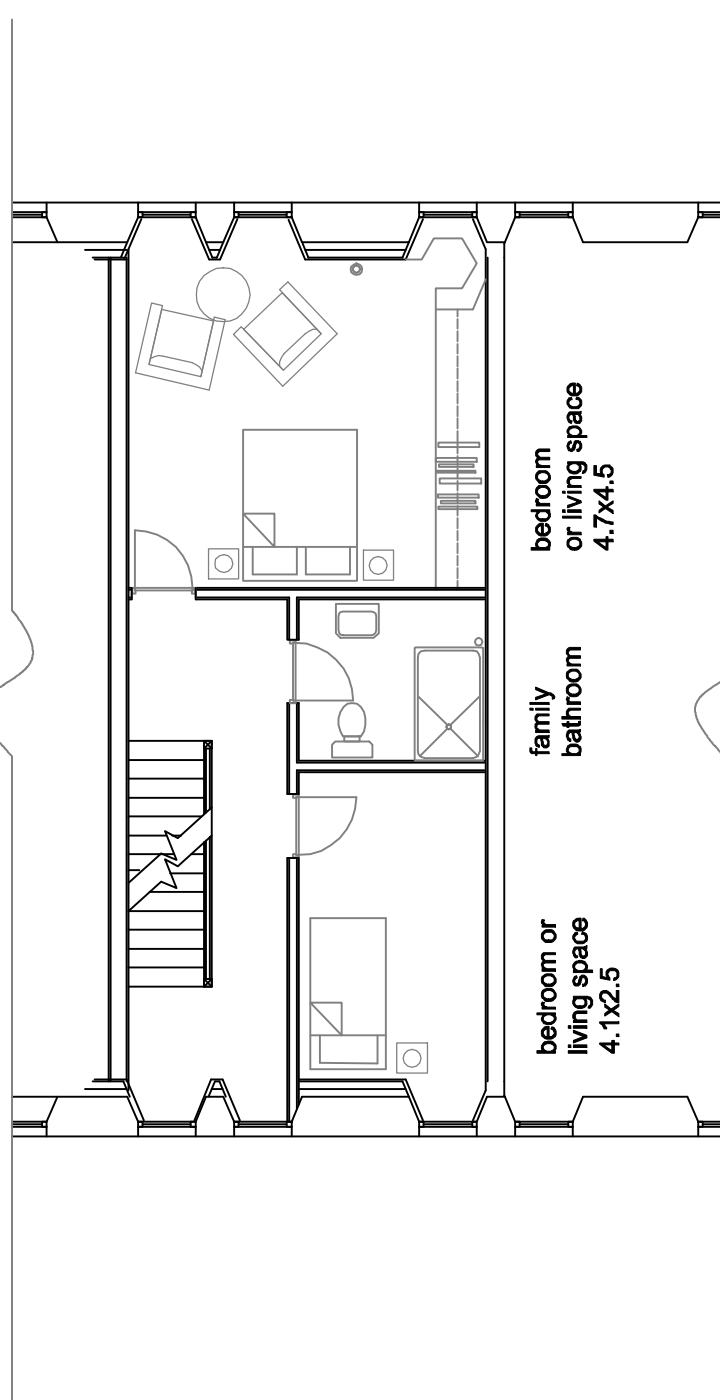
FIRST FLOOR

GROUND FLOOR

Foot of stairs to have direct route to open air, and stair enclosure to be fire separated from kitchen,

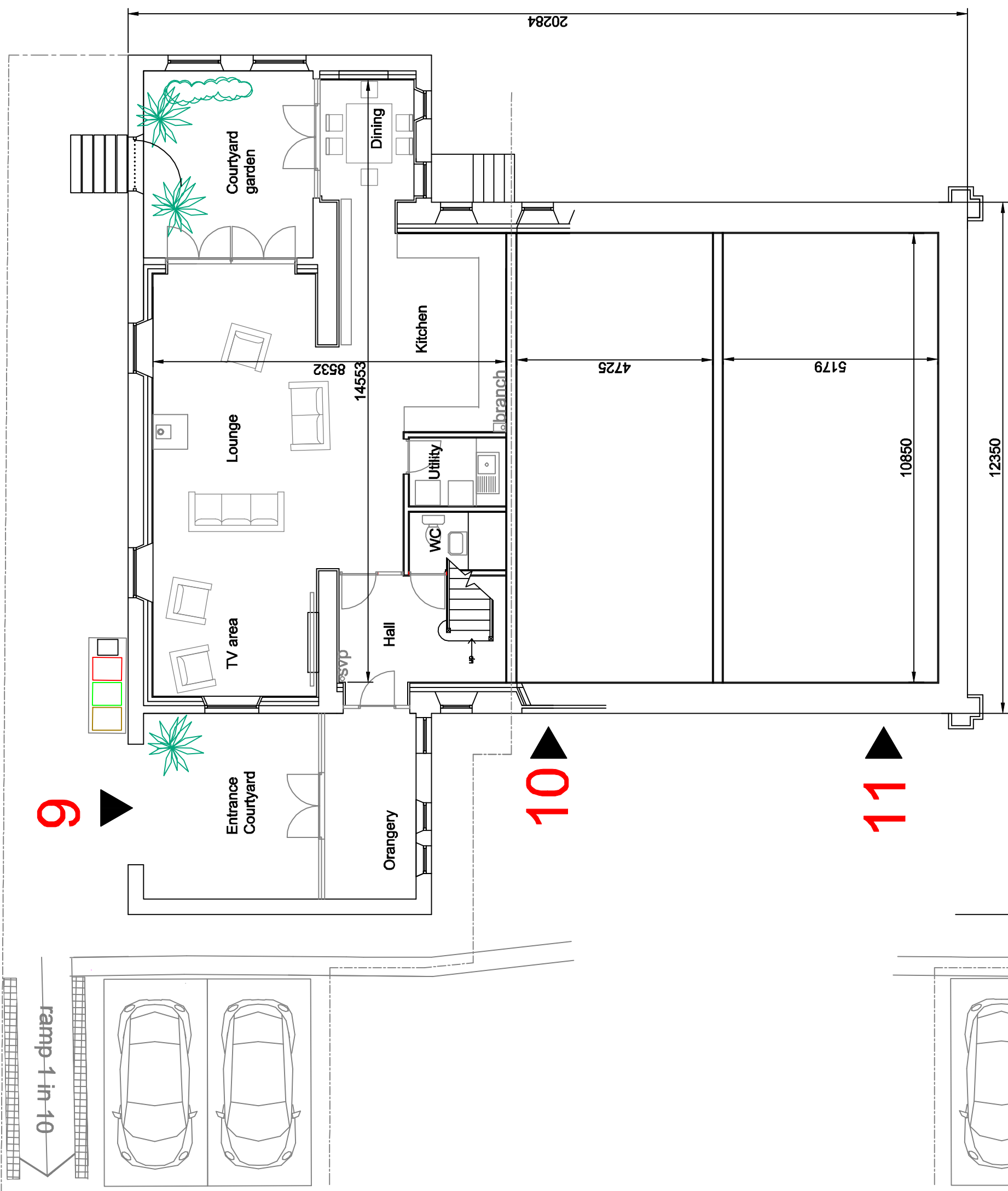
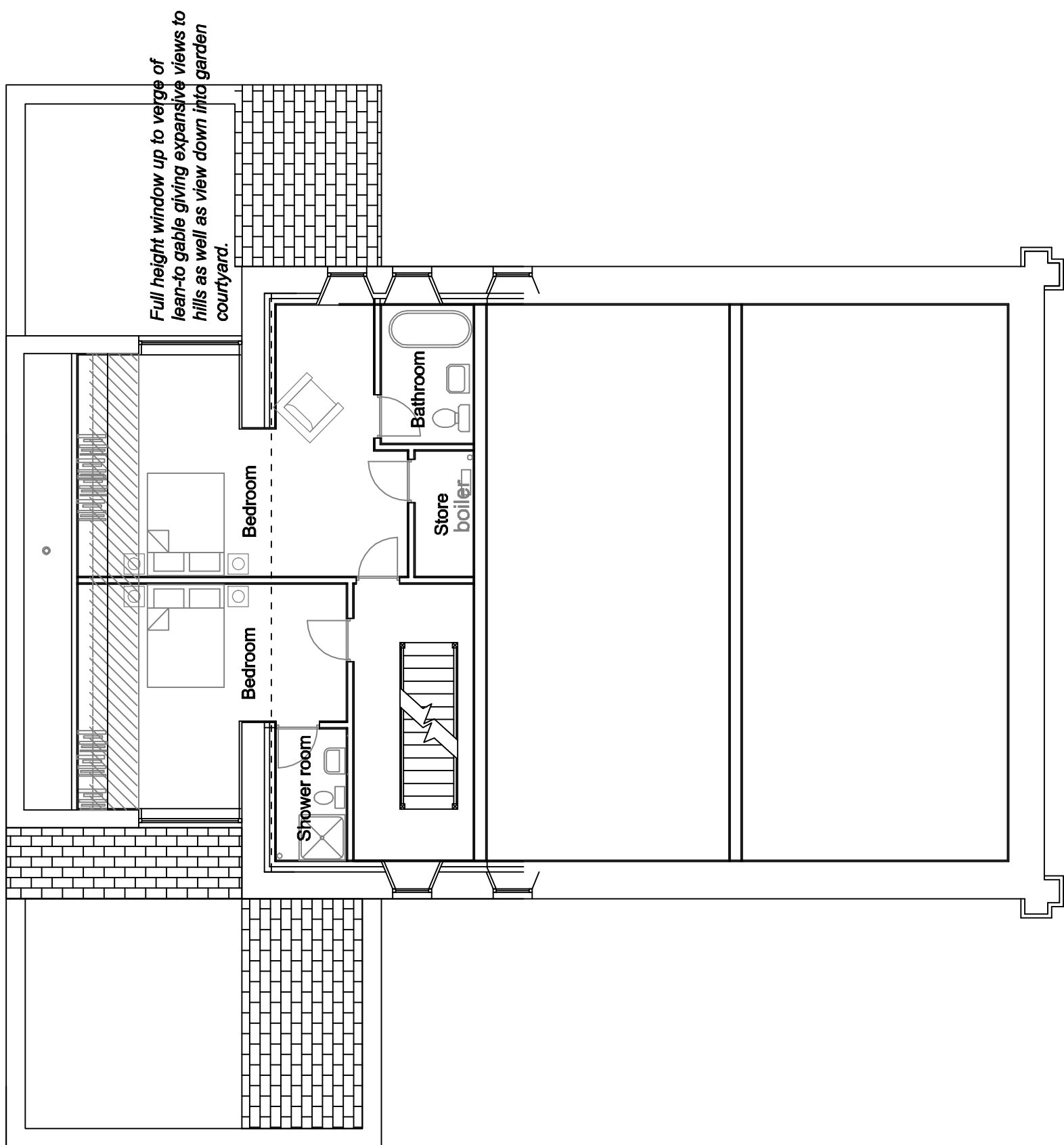
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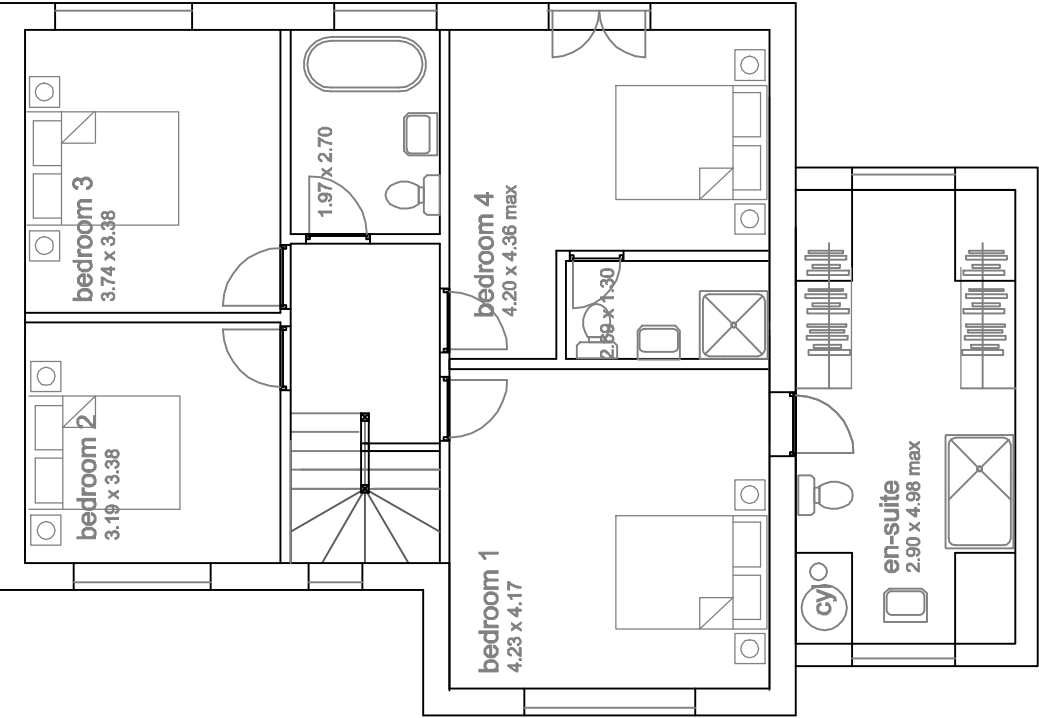
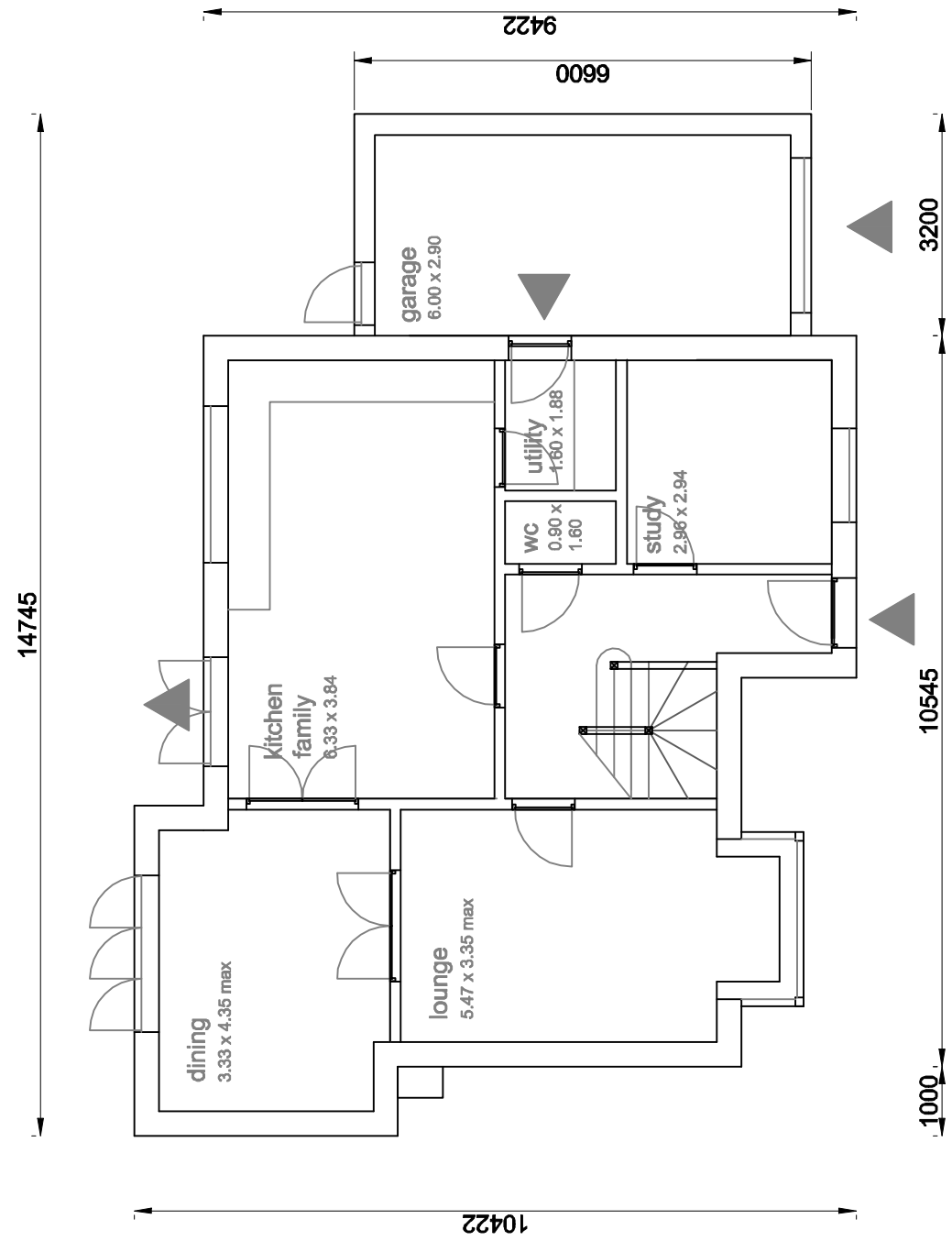
*Hatching indicates head room
Dashed lines are roof trusses*



Hatching indicates head room
Dashed lines are roof trusses

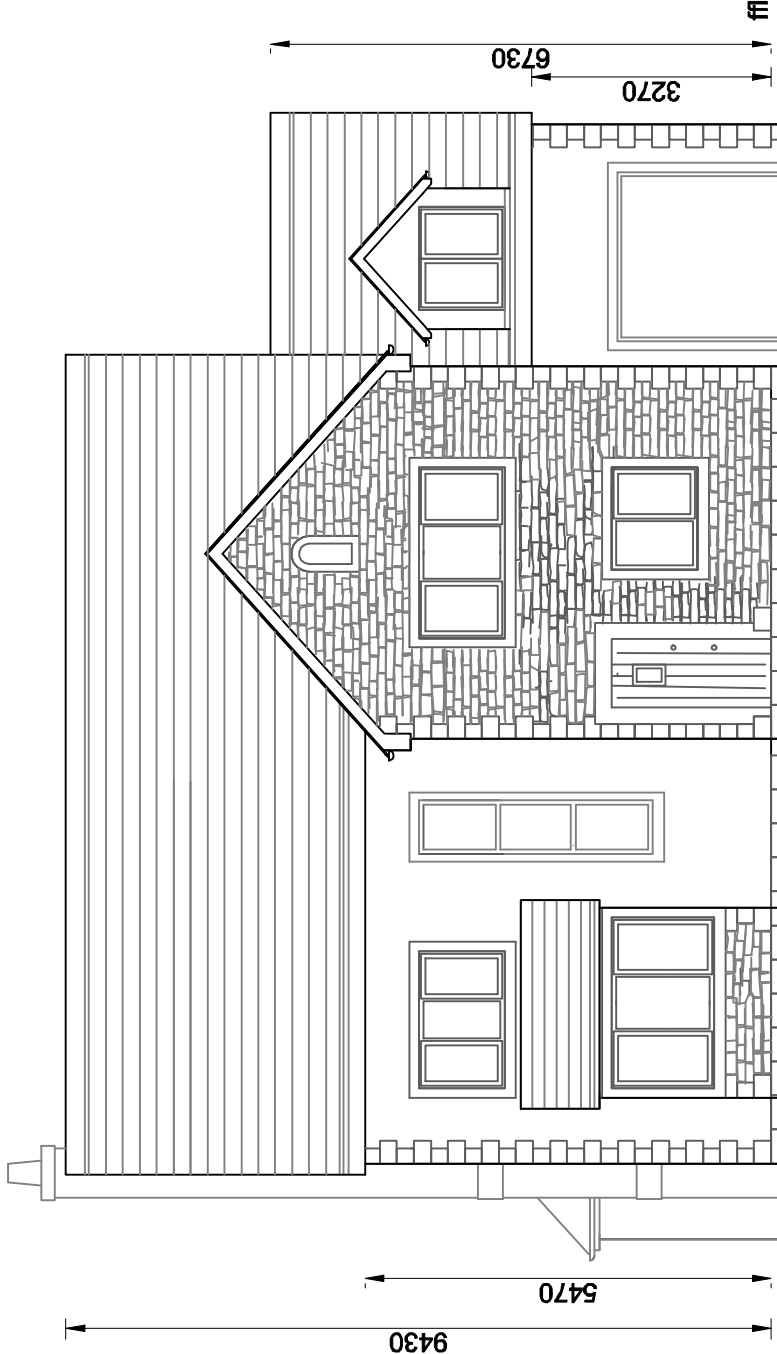
bedroom with en-suite
or living space 6.2x4.7 with WC ;



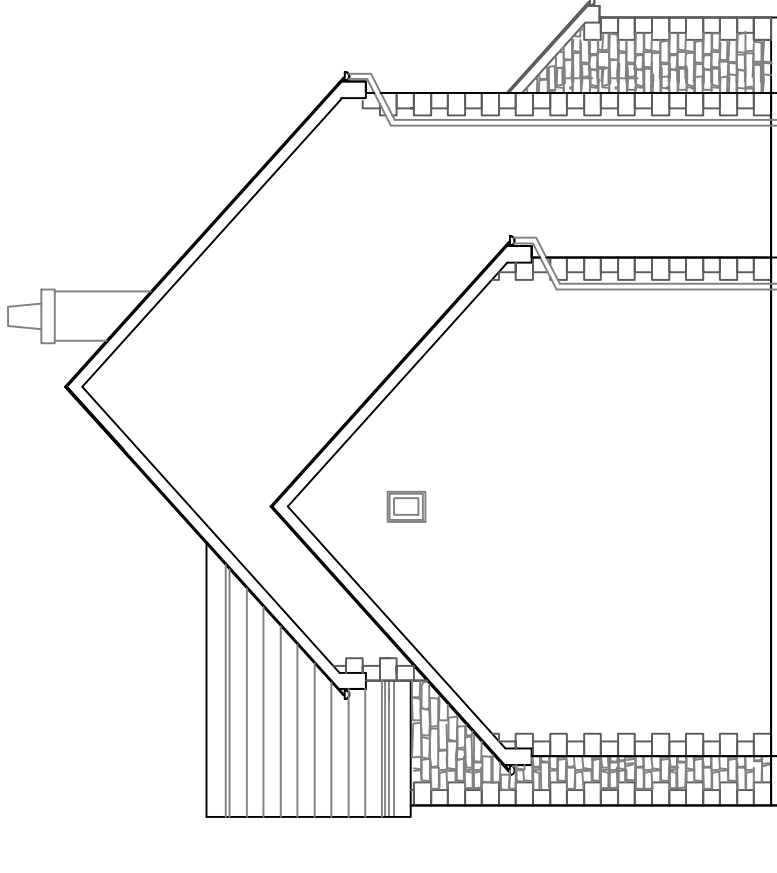


Ground floor

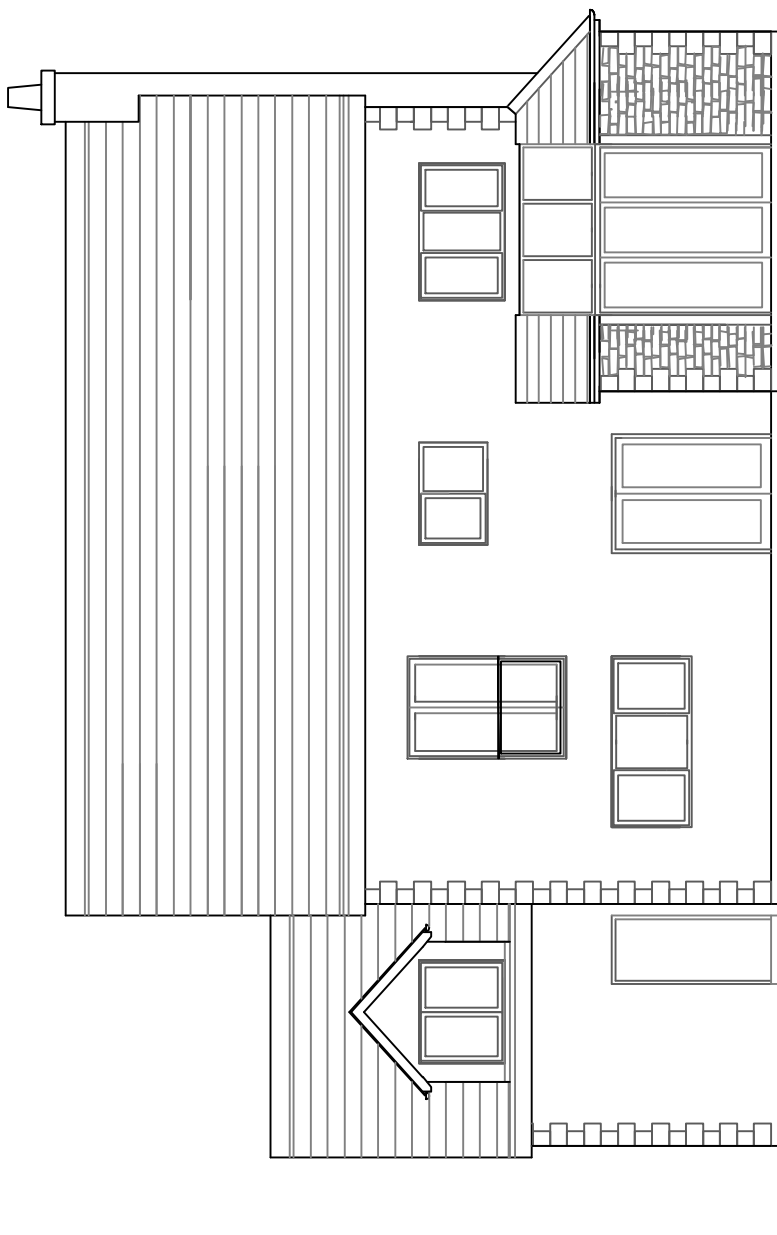
First floor



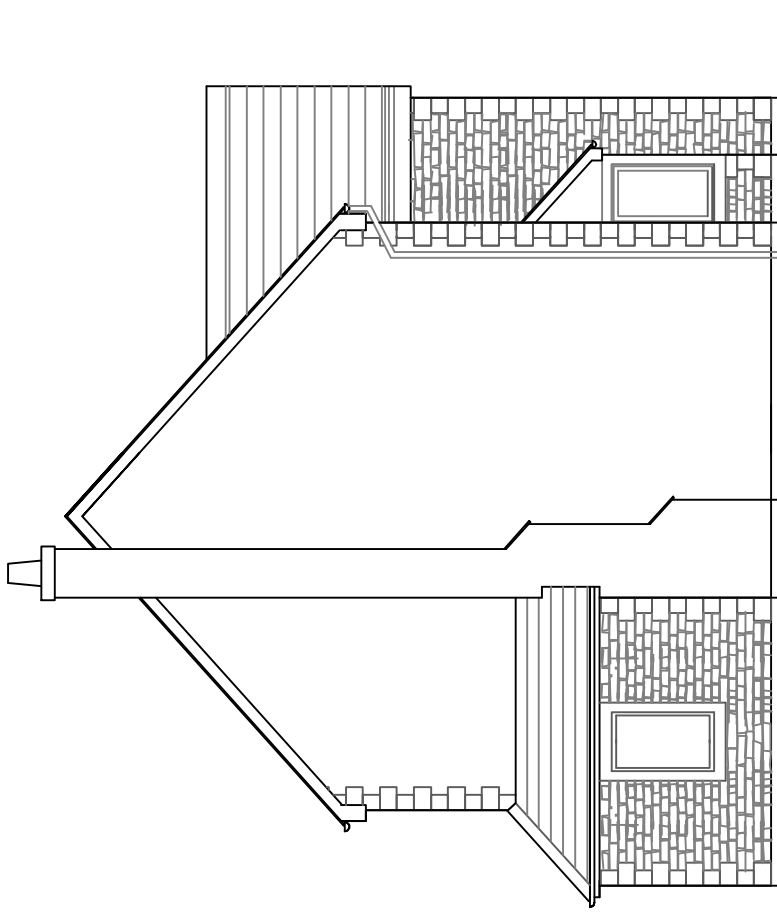
House 6 front elevation



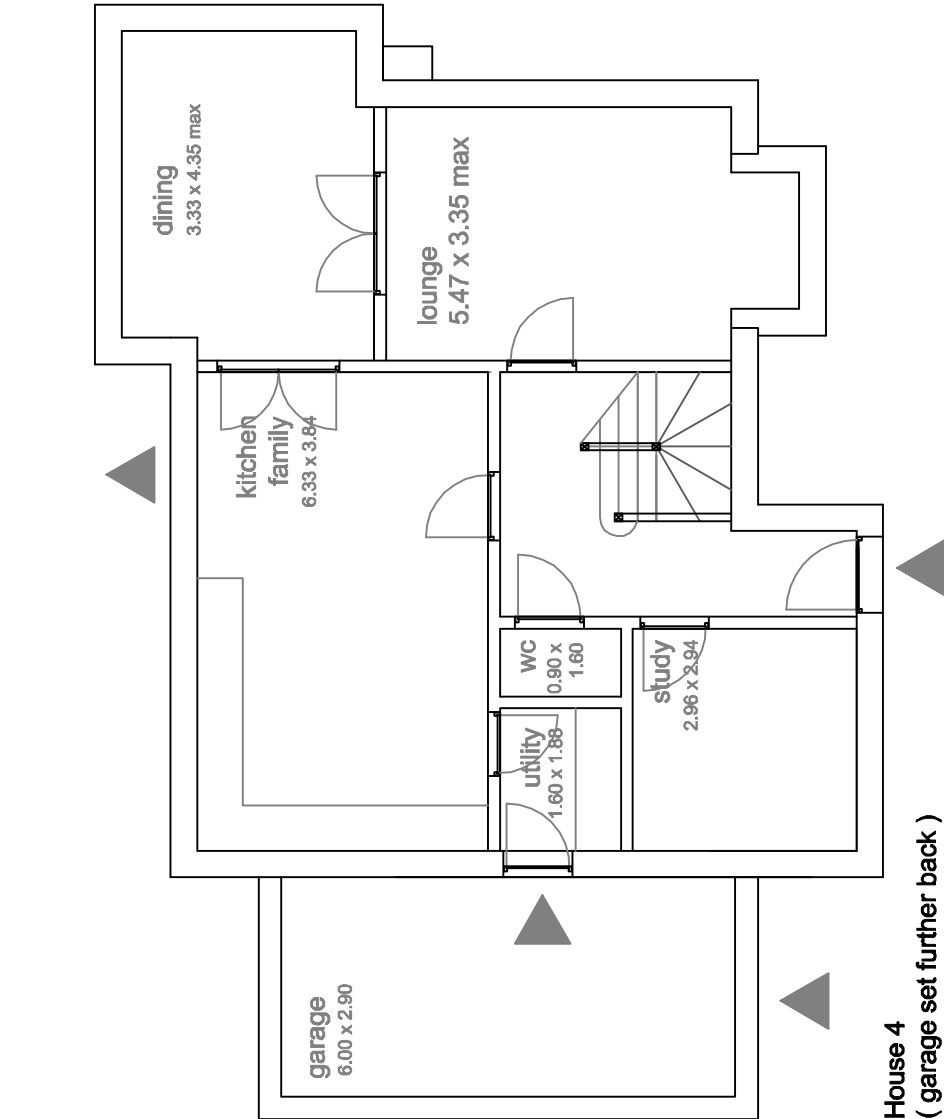
House 6 side elevation



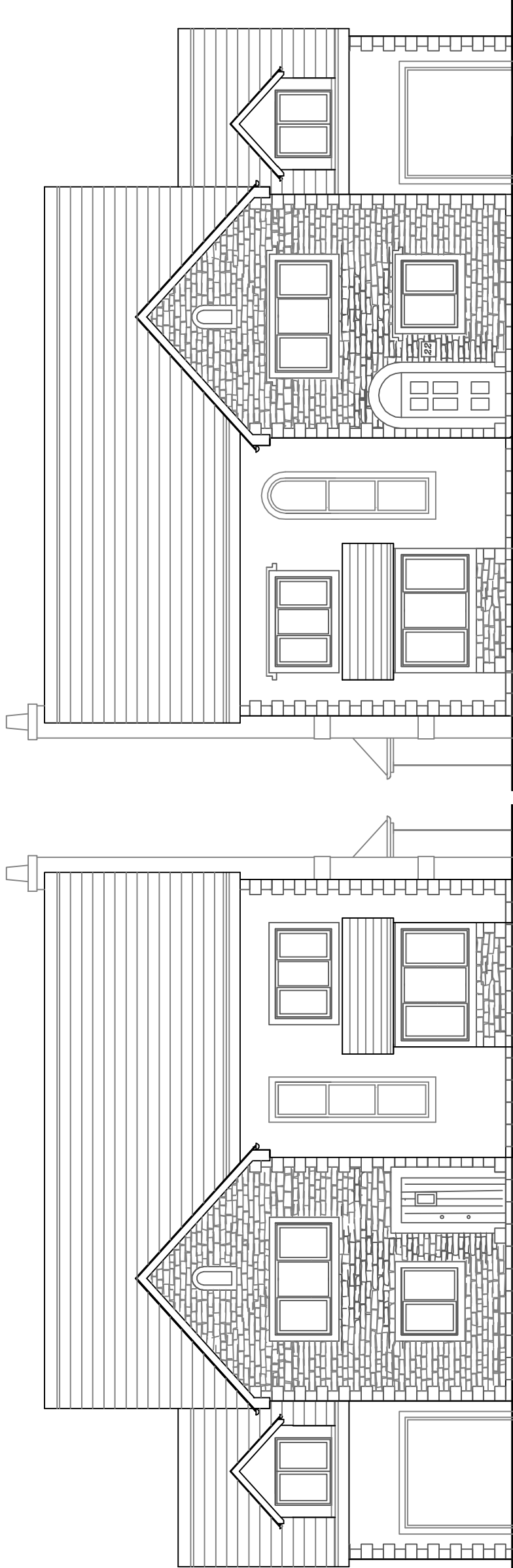
House 6 rear elevation



House 6 side elevation



House 4
(garage set further back)

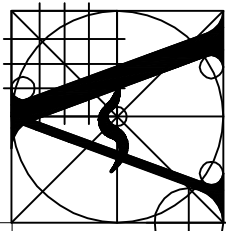


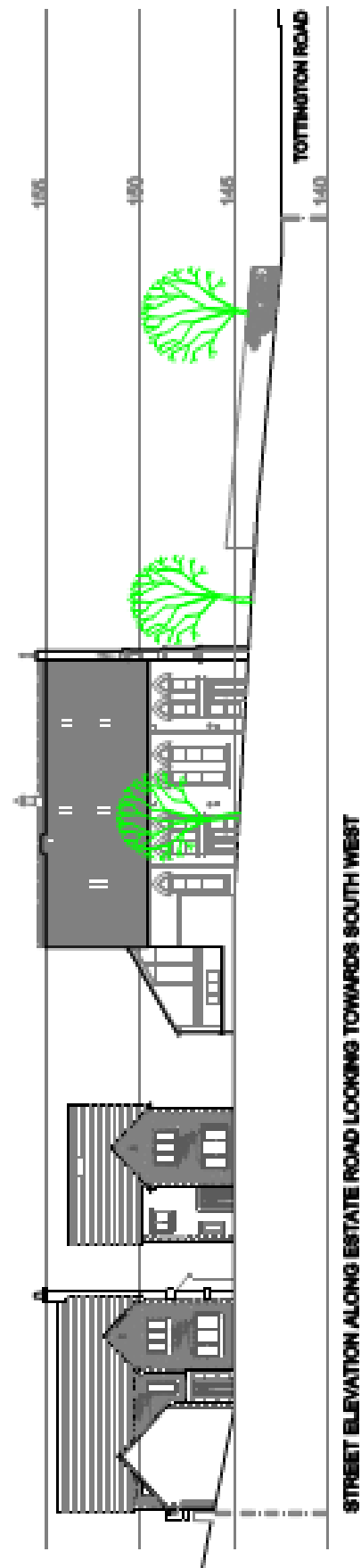
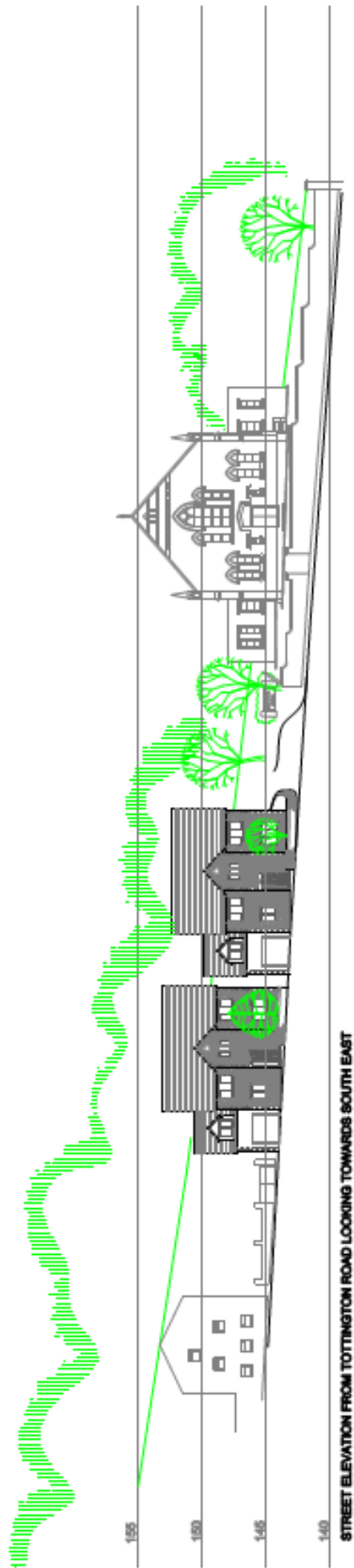
House 5 (other elevations and plans as House 6)

House 4 (other elevations and plans as House 6 but handed)

EXTERNAL MATERIALS

- ROOF Natural slate or similar; colour mid grey.
- VERGE, EAVES AND SOFFIT BOARDS Upvc; colour black.
- RAINWATER GOODS Upvc; colour black.
- WALLS Coursed random stone by Rand and Asquith or others to match the church (stone to which was described as Yorkshire parpoints when built) with ashlar dressings, to main bays.
Render generously; k-render or similar self-coloured render; colour tbc.
- WINDOWS Upvc; colour light grey.
- DOORS Composite with the appearance of timber; colours tbc.





Application number 01359/17



Development & Regeneration Dept
Development Management Section

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

Bolton Council

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Date of Meeting: 11/01/2018

Application Reference: 01359/17

Type of Application: Listed Building Consent

Registration Date: 06/07/2017

Decision Due By: 30/08/2017

Responsible Officer: Martin Mansell

Location: BOLTON LIBRARY AND MUSEUM SERVICES, BOLTON CIVIC CENTRE, LE MANS CRESCENT, BOLTON, BL1 1SE

Proposal: LISTED BUILDING CONSENT FOR REFURBISHMENT OF THE EXTERNAL ENTRANCE AND INTERNAL ENTRANCE FOYERS

Ward: Halliwell

Applicant: Bolton M B Council

Agent : JM Architects

Officers Report

Recommendation: Approve subject to conditions

Proposal

1. Listed building consent is sought for works or repair and refurbishment to the three foyers serving the basement aquarium and lecture theatre, Bolton Central Library and the first floor museum / art gallery together with their connecting staircases and the main entrance. The works include:-

Interior

- existing ironmongery, door sets, parquet flooring, plaster work, cornice detailing and stone tile cladding to be retained, repaired and cleaned where required
- prepare and redecorate existing ceilings, soffits, beams, cornicing and down stands
- rationalisation of wayfinding signage
- replacement of existing heated air curtain
- existing terrazzo flooring cleaned and polished
- entrance floor matting replaced
- door surrounds cleaned and polished
- existing joinery (architraves, skirting boards, handrails) to be filled, sanded and revarnished
- radiators redecorated in-situ
- removal of redundant services

Exterior

- main entrance doors to be filled, sanded and revarnished with two coats together with removal of redundant signage
- replacement of opening times sign
- metal planters to be repainted to match and restocked
- replacement of existing banners

- existing metal handrails repainted to match
 - removal of vegetation growth, stonework cleaned
 - areas of defective pointing raked out and repointed to match existing mortar specification
2. Works of repair do not generally require listed building consent and therefore, taken individually, many elements of the proposal would not require consent. However, given that the project as a whole consists of a number of such elements the view was taken that an application should be submitted. No objections have been received but the Council's Constitution currently requires that all Council applications be presented to Planning Committee.

Site Characteristics

3. Bolton Museum, Library & Art Gallery is housed in one end of the Bolton Civic Centre and sits within the Town Hall Conservation Area and Bolton town centre's Civic and Retail Core. Opened in 1939 and designed by Bradshaw Gass & Hope the Bolton Civic Centre was added to the National Heritage List for England in April 2002 as a Grade II listing. The museum itself houses a wide range of collections including Egyptian mummies, local history and wildlife. Due to the diverse offerings at the Museum, Library & Art Gallery the facility is a significant building to the people of Bolton. The Bolton Civic Centre along with the adjacent Town Hall and Town Hall extension form a huge presence within the Town Centre. It has high communal significance with many people from the surrounding area holding fond memories of the facilities available.

Policy

4. National Planning Policy Framework: Conserving and Enhancing the Historic Environment
5. Core Strategy Policies: SO11 Built Heritage, CG3 Design and the Built Environment, Policy SC1 Housing Allocations and TC1/TC11 Bolton Town Centre
6. Supplementary Planning Documents: Building Bolton, Town Hall Conservation Area Character Study, Town Hall Conservation Management Plan & Gazetteer

Analysis

7. The Planning (Listed Buildings and Conservation Areas) Act 1990 provides the primary legislation that should be used to assess the impact of proposals on listed buildings. Section 16 requires that, in considering whether to grant listed building consent for any works, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
8. The main impact of the proposal is:
- its effect on heritage significance

Impact on Heritage Significance

9. Policy SO11 of Bolton's Core Strategy is a strategic policy and seeks to conserve and enhance the best of Bolton's built heritage. Policy CG3 states that the Council 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.
10. The National Planning Policy Framework requires local planning authorities to set out a positive strategy for the conservation and enjoyment of the historic environment including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to

their significance. At para 132 the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to a grade II listed building should be exceptional.

11. The Applicant notes the lack of investment in the library and museum building for some years and seeks to address this deficit. Outdated and tired decor is to be improved and the intention is for the main entrance to appear more inviting together with improving the street presence. A palette of high quality materials is proposed and existing features of heritage value are to be retained, repaired, cleaned or polished as appropriate. The proposal seeks to restore the significance of the building where it may have been compromised through previous adaptations and reveal and emphasise the original fabric.
12. Planning Officers consider the proposed works to be positive and beneficial. No features of heritage significance are to be removed and all existing features will be restored as appropriate. Officers have consulted their heritage advisor based at Manchester City Council who has made recommendations that the Applicant has addressed.
13. The impact on the heritage significance of the building is considered to be beneficial.

Conclusion

14. The works can be considered to be similar to those recently carried out with great success at the Albert Hall, though on a much smaller scale, befitting the relatively lesser significance of the Library and Museum building (Grade II listed in 2002 as opposed to Grade II* listed in 1974). Nevertheless, the recent works to the Albert Halls remain comparable in terms of the approach of retaining and restoring existing features whilst improving the decoration and finishes.
15. For the above reasons, Members are recommended to approve the application for listed building consent.

Representation and Consultation Annex

Representations

Letters/petitions:- none.

Elected Members:- no comments received.

Consultations

Advice was sought from the following consultees: Historic England, Conservation Officer (Manchester Council), Bolton Civic Trust

Members are advised that no objections have been received at the time of writing and any such responses would be reported at the meeting.

Planning History

Listed building consent was granted in 2017 for the new "Eternal Egypt" exhibition and related works under reference 01296/17. Works are continuing.

Other minor proposals for signage, lifts, roof plant and repair.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

1. The works must be begun not later than the expiration of three years beginning with the date of this consent.

Reason

Required to be imposed pursuant to Section 18 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. Unless otherwise agreed in writing with the Local Planning Authority, all existing historic internal decorative plasterwork and internal joinery (skirtings, doors, architraves, dado and picture rails etc.) shall be retained and carefully repaired in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason

In order to preserve or enhance the special architectural, artistic, historic or archaeological significance of the heritage asset, in accordance with Policy CG4 of Bolton's Core Strategy and the National Policy Planning Framework.
3. Unless otherwise agreed in writing with the Local Planning Authority, all historic fabric repairs and finishes, including proposed paint schemes shall be carried out in accordance with details to be submitted to and approved by the Local Planning Authority.

Reason

In order to preserve or enhance the special architectural, artistic, historic or archaeological significance of the heritage asset, in accordance with Policy CG4 of Bolton's Core Strategy and the National Policy Planning Framework.
4. Details of the location of all externally mounted plant equipment (including mechanical extraction, boiler flues, security equipment, and renewable energy installations) and signage shall be submitted to and approved in writing by the Local Planning Authority prior to their installation.

Reason

In order to preserve or enhance the special architectural, artistic, historic or archaeological significance of the heritage asset, in accordance with Policy CG4 of Bolton's Core Strategy and the National Policy Planning Framework.

5. Adequate support and protection shall be provided at all times to all items of high architectural/historic significance identified within the Conservation Management Plan whilst the building works are being carried out.

Reason

In order to preserve or enhance the special architectural, artistic, historic or archaeological significance of the heritage asset, in accordance with Policy CG4 of Bolton's Core Strategy and the National Policy Planning Framework.

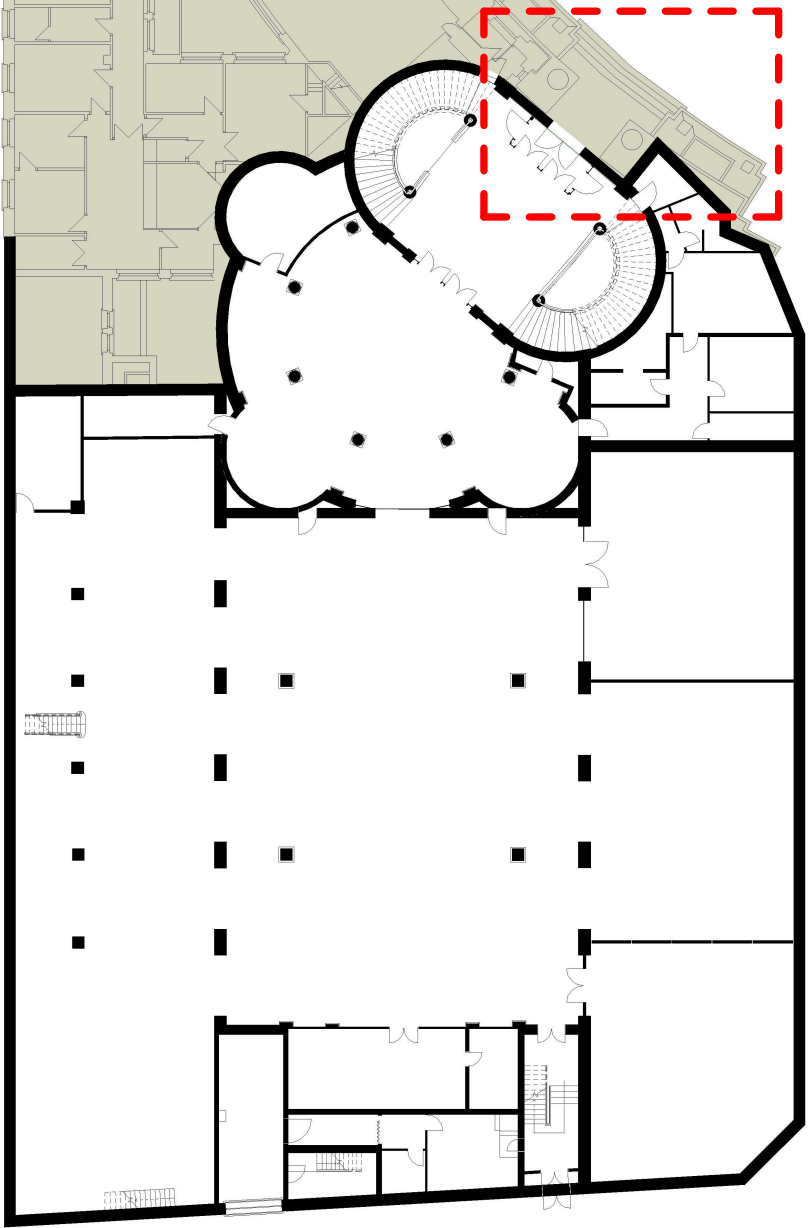
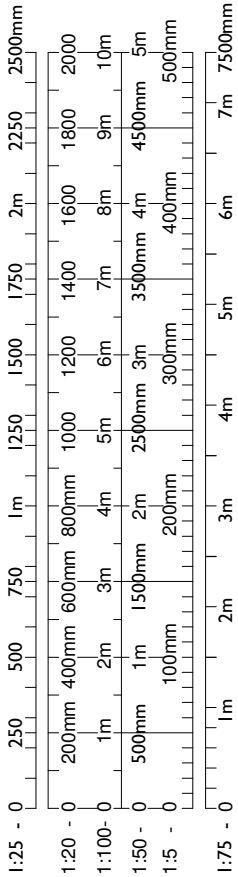
6. The colour finish for any external metalwork such as handrails, railings or planters shall match the existing colour.

Reason

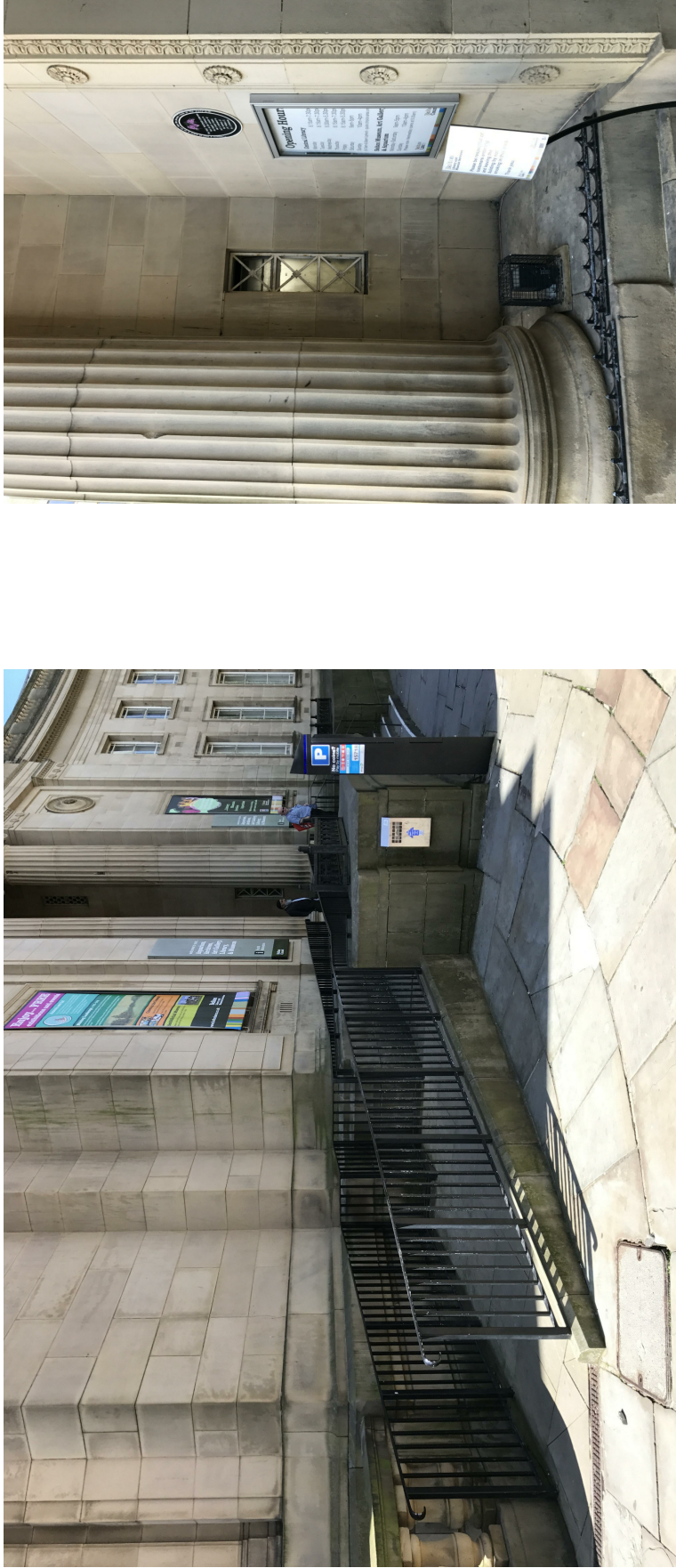
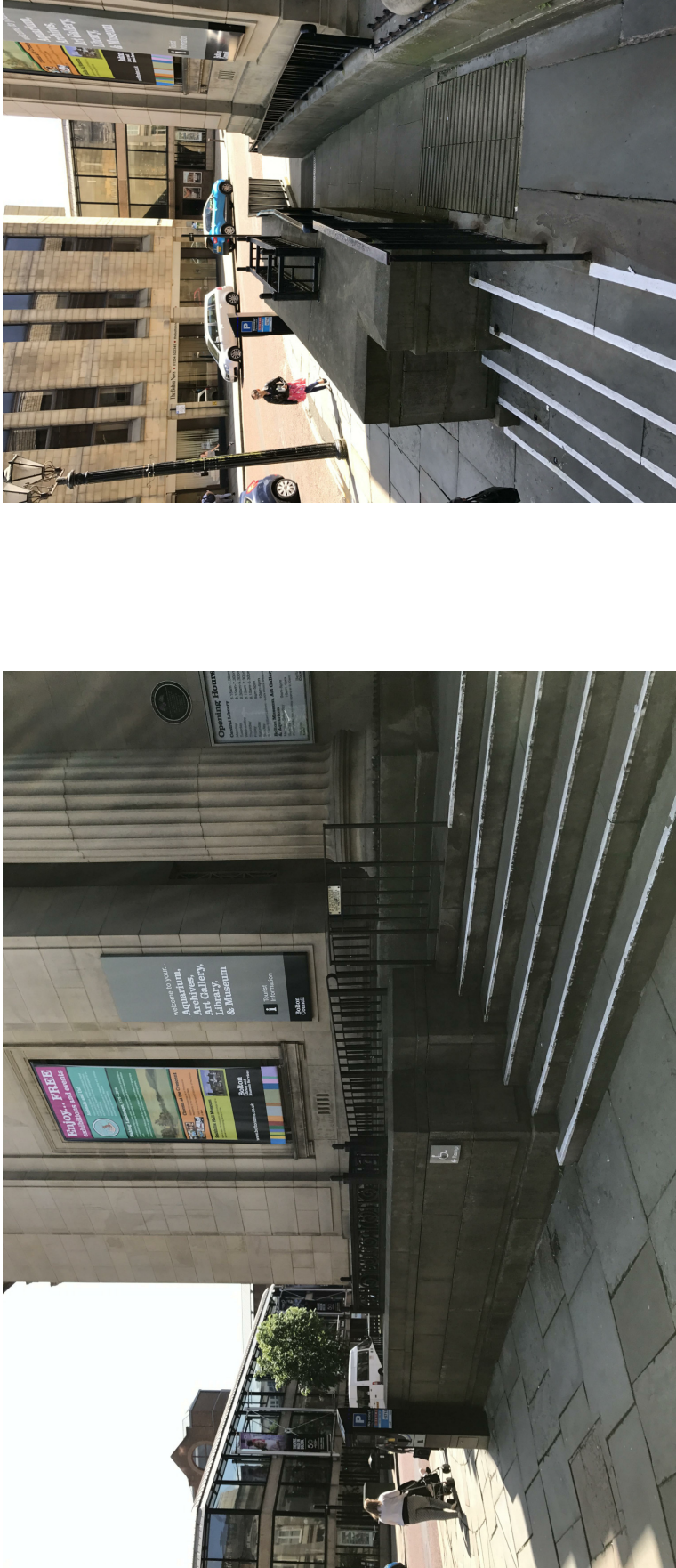
In order to preserve or enhance the special architectural, artistic, historic or archaeological significance of the heritage asset, in accordance with Policy CG4 of Bolton's Core Strategy and the National Policy Planning Framework.

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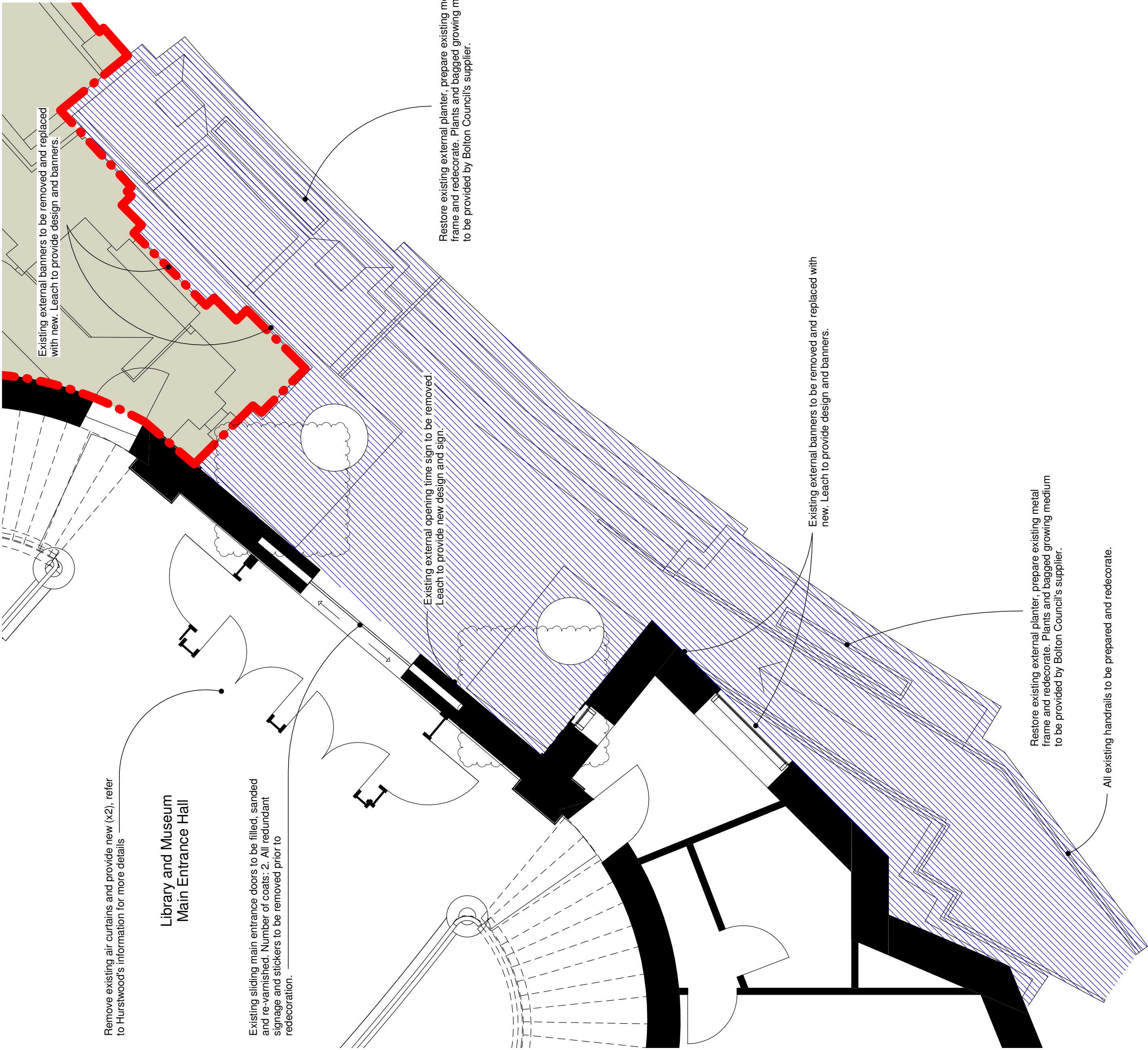
STRUCTURAL INFORMATION INDICATIVE ONLY TO BE CONFIRMED BY STRUCTURAL ENGINEER.



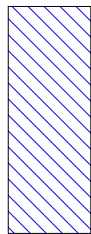
Ground Floor Key Plan



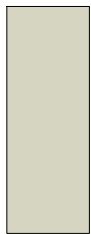
Existing Photographs



KEY:



Remove all vegetation growth and clean stonework - areas of defective pointing to raked out and re-pointed. Mortar samples to be taken and tested to generate specification.



Area out of scope

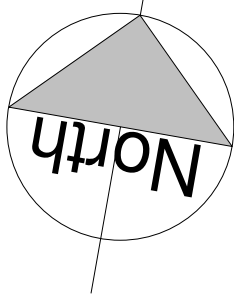


Scope boundary line

PG2	New planter combined from external design	25.06.17	MW	APR
Rev	Revised for review & comment	25.06.17	MW	APR
		Drawn	Drawn	Drawn

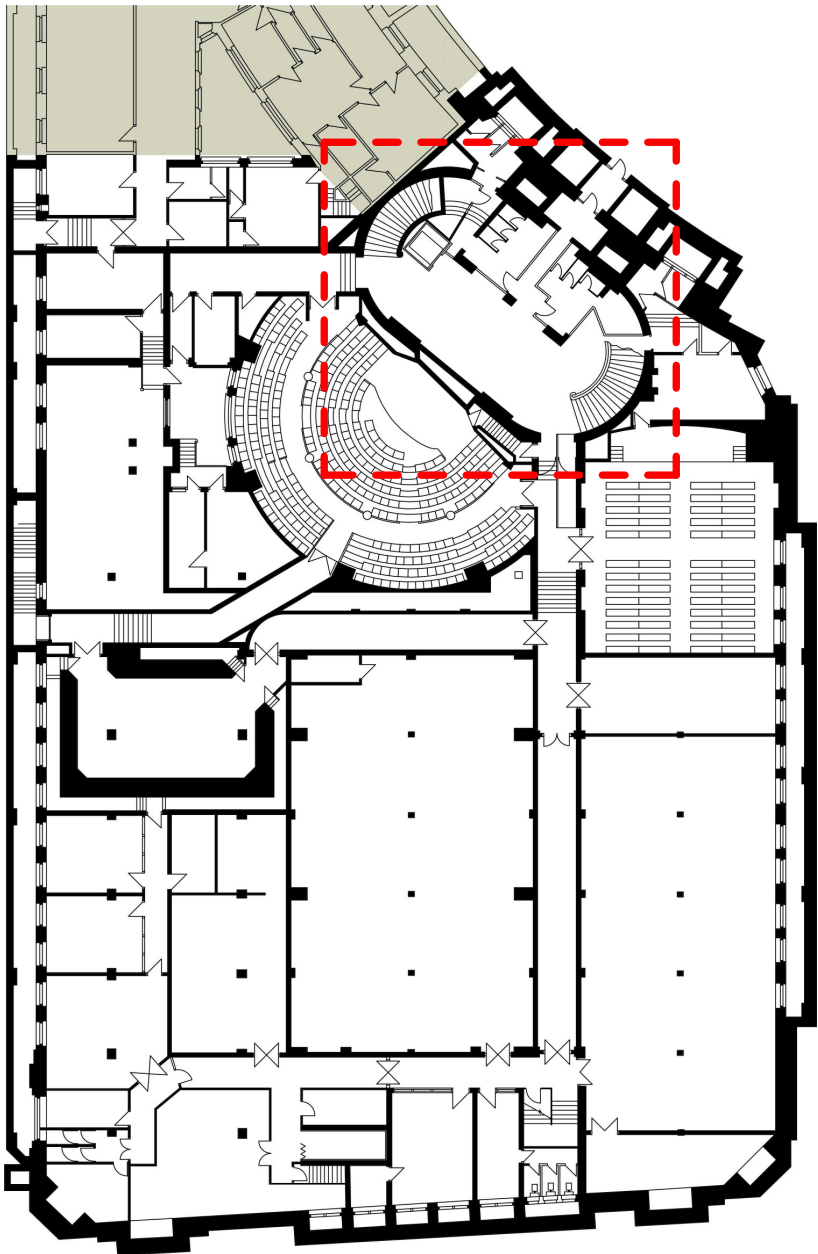
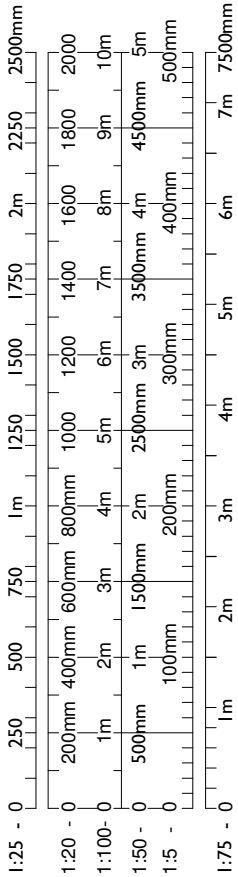
jmarshitects

Project	Bolton Museum		
Title	Wolfson_External Works		
Client	Willmott Dixon Ltd		
Location	3A, 54 Princess Street Manchester M1 4PT		
Information			
Scale	1:50@A1		
Drawn By	MW		
Check By	APR		
Issue Date	14.06.17		
Project Co-ordinator	6086-JMA-ZZ-00-DR-A-90-1001		
Drawn	Rev	Class	Number
6086-JMA-ZZ-00-DR-A-90-1001	P02	S3	



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STRUCTURAL INFORMATION INDICATIVE ONLY TO BE CONFIRMED BY STRUCTURAL ENGINEER.



Basement Key Plan

KEY:



Prepare existing paint finishes to be plastered walls.
Redecorate existing walls.
Walls to be Dulux Trade Diamond Matt Emulsion.
Colour: TBA with client
Number of coats: 3. Coats - 1 mist and 2 full coats



Existing stonework to be cleaned & polished



Existing stone door surround to be cleaned & polished



No works - existing wall finish to remain



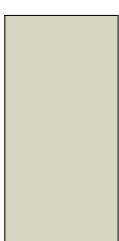
Radiator locations - indicatively shown.

NOTES:

- All joinery (doors, architraves, skirting boards etc) within spaces associated with works to be filled, sanded and decorated.
To be Dulux Trade Diamond Eggshell.
Colour: TBA with client.
Number of coats: 3. Coats 1 undercoat, 2 top coats.
- Existing stair handrails to be filled, sanded and re-varnished.
Number of coats: 2
- Radiators within spaces associated with works to be prepared and redecorated in situ. All exposed pipework to also be redecorated.
- Surface finishes to achieve classifications outlined in BS 476.

- All redundant signage and stickers to be removed prior to redecoration.

- Remove all redundant services from spaces associated with works - refer to Hurstwood Environmental Consulting for further details. Make good all surfaces in preparation for redecoration.



Area out of scope

Scope boundary line



PDG
Additional notes added following discussions with WPD
Revised for review & comment
Rev

16.06.17
16.06.17
16.06.17
Date

MW
16.06.17
16.06.17
Date

APR
16.06.17
16.06.17
Date

CHK By

CHK By

CHK By

jmarchitects

Project
Bolton Museum

Title
Wolison_Wall Finishes - Basement Plan

Client
Willmott Dixon Ltd

Project
INFORMATION

Scale
1:50@A1

Drawn By
MW

Checked By
APR

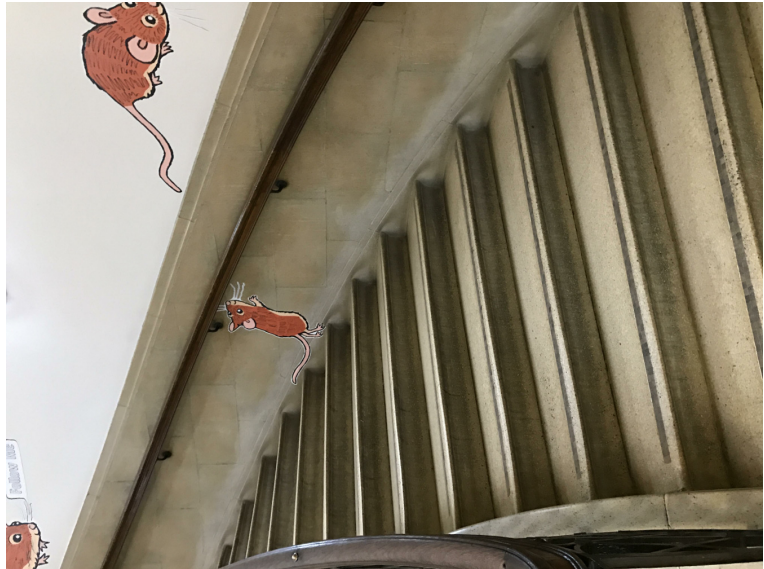
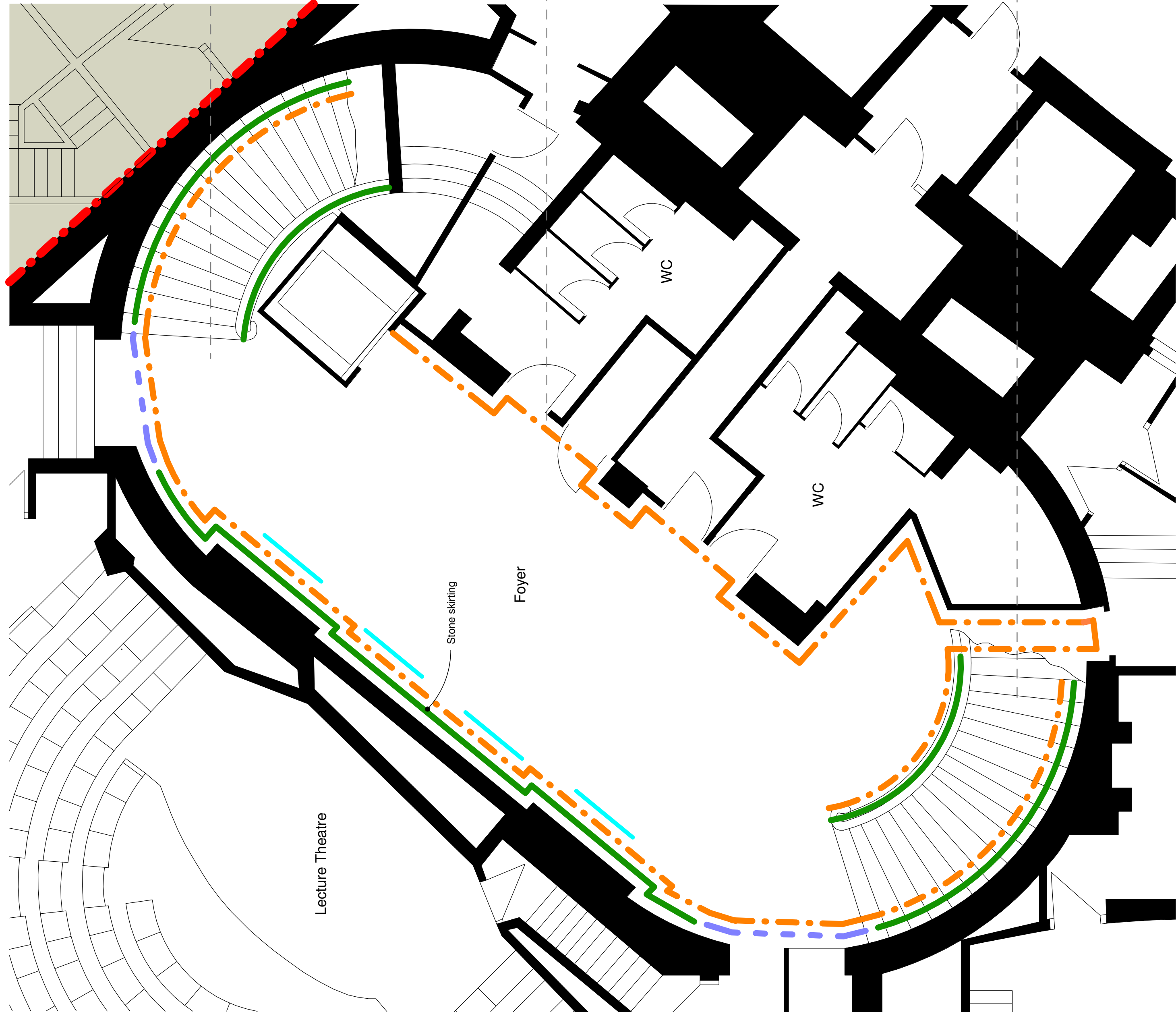
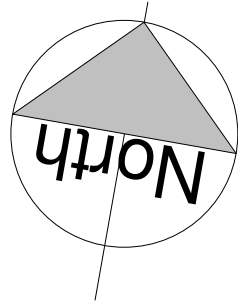
Issue Date
14.06.17

Drawing Number
6086-JMA-ZZ-01-DR-A-42-1010

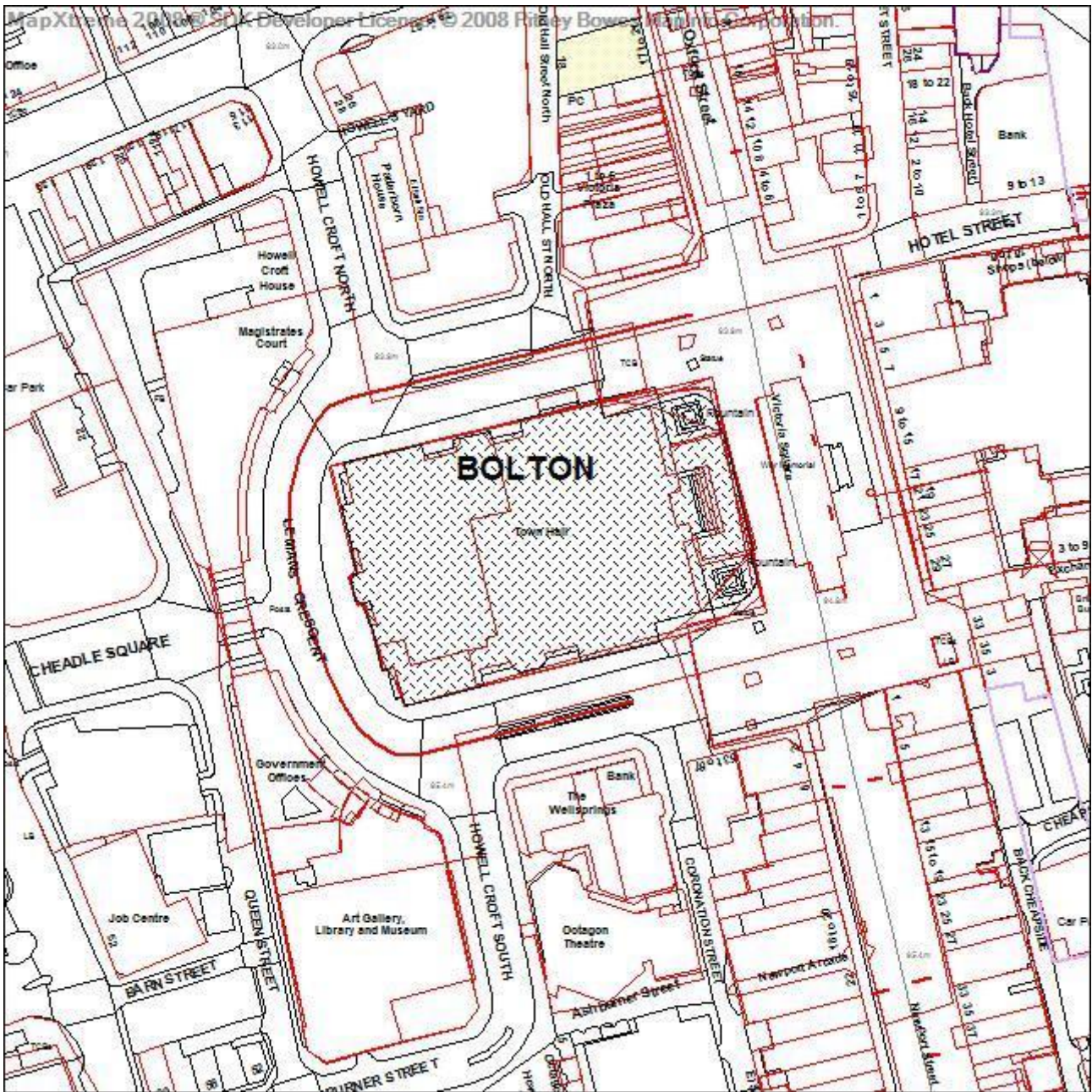
Project Organisation
6086-JMA-ZZ-01-DR-A-42-1010

Project Name
P02

Sheet
S3



Application number
02473/17



**Development & Regeneration Dept
Development Management Section**

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

Bolton Council

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Date of Meeting: 11/01/2018

Application Reference: 02473/17

Type of Application: Listed Building Consent
Registration Date: 07/12/2017
Decision Due By: 31/01/2018
Responsible Officer: Martin Mansell

Location: THE ALBERT HALLS, TOWN HALL, VICTORIA SQUARE,
BOLTON, BL1 1RU

Proposal: LISTED BUILDING CONSENT FOR RETENTION OF 14
BLACKOUT SHUTTERS AT HIGH-LEVEL WINDOWS.
INSTALLATION OF LEAD FLASHING TO SHUTTERS.

Ward: Halliwell

Applicant: Bolton M B Council
Agent :

Officers Report

Recommendation: Approve subject to conditions

Proposal

1. Listed building consent is sought to retain 14 "blackout" roller shutters installed to windows on the roof of the Albert Halls, 7 on each side. Lead flashing would also be provided to each shutter to prevent water ingress. It is understood that the shutters were installed approximately 20 years ago; however, during the process of looking into the proposed installation of the lead flashing to the shutters it became clear that consent had not been sought for the shutters at that time. This application seeks to regularise this situation as there is no cut-off date for listed building enforcement
2. The shutters prevent daylight affecting Albert Halls performances during the day and summer evenings but have started to leak and the lead flashing is intended to correct this.
3. No objections have been received but the Council's Constitution currently requires that all Council applications be presented to Planning Committee.

Site Characteristics

4. The Albert Halls form part of the Grade II* listed Bolton Town Hall which was built in 1866-1873 to the design of William Hill of Leeds and was later extended by Bradshaw, Gass and Hope in 1938. The application relates solely to an area of the roof of the complex directly above the main room of the Albert Halls. This part of the roof cannot be seen from any street-level public vantage point and would not even have been visible prior to the construction of the 1930s extension. The roof of Bolton Town Hall is very much characterised by plant and engineering including protected walkboards, functional guardrails and significant amounts of rooftop air conditioning units.

Policy

5. National Planning Policy Framework: Conserving and Enhancing the Historic Environment
6. Core Strategy Policies: SO11 Built Heritage, CG3 Design and the Built Environment, Policy SC1 Housing Allocations and TC1/TC11 Bolton Town Centre
7. Supplementary Planning Documents: Building Bolton, Town Hall Conservation Area Character Study, Town Hall Conservation Management Plan & Gazetteer

Analysis

8. The Planning (Listed Buildings and Conservation Areas) Act 1990 provides the primary legislation that should be used to assess the impact of proposals on listed buildings. Section 16 requires that, in considering whether to grant listed building consent for any works, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
9. The main impact of the proposal is:
 - its effect on heritage significance

Impact on Heritage Significance

10. Policy SO11 of Bolton's Core Strategy is a strategic policy and seeks to conserve and enhance the best of Bolton's built heritage. Policy CG3 states that the Council 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.
11. The National Planning Policy Framework requires local planning authorities to set out a positive strategy for the conservation and enjoyment of the historic environment including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. At para 132 the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to a grade II listed building should be exceptional.
12. The Applicant states that in addition to the "blackout" effect, the shutters provide some protection to the window frames externally and help with weather proofing and reducing leaking frame issues. However, one of the frames has started to fail and water ingress has caused minor damage internally. Following an inspection of the others, other windows too looked vulnerable essentially due to age. As a result of this the Applicant proposes not only to retain the shutters but also carry out some improvement works. If this is not addressed the internal features are at risk of damage from the water ingress. To address this issue Corporate Property Services wish to install flashing to the top of all shutters to make them watertight and remove this risk to the property if the shutters can be retained. The Applicant also points out that the head of the shutters are away from the wall to compensate for the stone detail, cannot be seen from ground level and are reversible in that they could be removed at a later date.
13. The process of installing the flashing would be to rake out a small amount of mortar to take the lead flashing, and using lead wedges, then lap over the top of the head of the roller shutter.

Once the lead work is complete, the lead is secured by re-pointing and using this method makes the process completely reversible.

14. Planning Officers note that the shutters have been in place for twenty years and are not aware of any concerns over their heritage impact. Indeed, no concerns were raised over the shutters during the significant works of improvement carried out to Bolton Town Hall and the Albert Halls in recent years. Whilst shutters are not normally appropriate on listed buildings, in this case they are on the roof along with much plant and engineering and are not visible from any street level vantage point. It is also noted that the elevations containing the shutters are very plainly finished in simple stone blockwork, in marked contrast to any publicly visible area of the town hall. It is considered that any harm to heritage significance is negligible.
15. Similarly, the installation of lead flashing is considered to be an entirely appropriate response to the issue of water ingress, using materials typically found on the roof of a heritage asset. The works proposed are considered to be the minimum necessary to achieve the objective.
16. The impact on the heritage significance of the building is considered to be acceptable.

Conclusion

17. The shutters have been in place for approximately 20 years and Officers are not aware of any concerns over their impact on heritage significance. This is likely to be due to the fact that they cannot be seen at all from ground level and are relatively consistent with other plant and engineering works on the roof. They are not considered to detract in any way from other features of high significance on the roof such as the clock tower and the four ventilation towers. Their retention and the installation of lead flashing will allow the shutters to continue to carry out their function of preventing daylight from entering the main room of the Albert Halls during performances and ensuring that they continue to protect the fragile windows behind them.
18. For the above reasons, Members are recommended to approve the application for listed building consent.

Representation and Consultation Annex

Representations

Letters/petitions:- None.

Elected Members:- no comments received.

Consultations

Advice was sought from the following consultees: Historic England, Conservation Officer (Manchester Council), Bolton Civic Trust

Members are advised that no responses have been received at the time of writing and any responses would be reported at the meeting.

Planning History

Listed building consent was granted in 2015 for the refurbishment and alteration of the Albert Halls complex under reference 93556/15. Works are now substantially complete.

Other minor proposals for signage, lifts, roof plant and repair.

Recommendation: **Approve subject to conditions**

Recommended Conditions and/or Reasons

1. The works must be begun not later than the expiration of three years beginning with the date of this consent.

Reason

Required to be imposed pursuant to Section 18 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Prior to the installation of the lead flashing, a method statement shall be submitted to and approved in writing by the Local Planning Authority detailing the method of their installation and repointing using matching mortar.

Reason

To safeguard the visual appearance and character of the listed building in order to comply with Bolton's Core Strategy policy CG3

Fig 1.

Current installation.

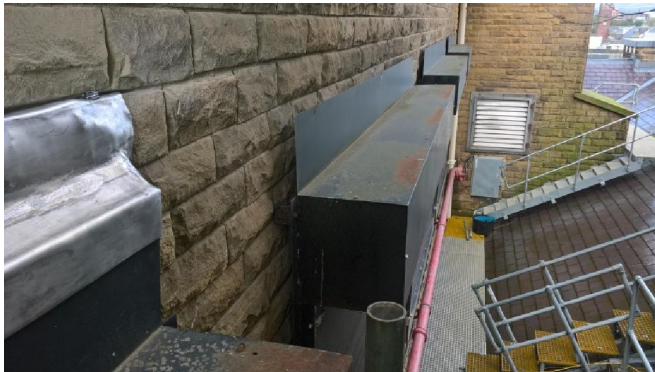


Fig 2.

Current Install



Fig 3.

Example of proposed lead works. (carried out as a n emergency repair)

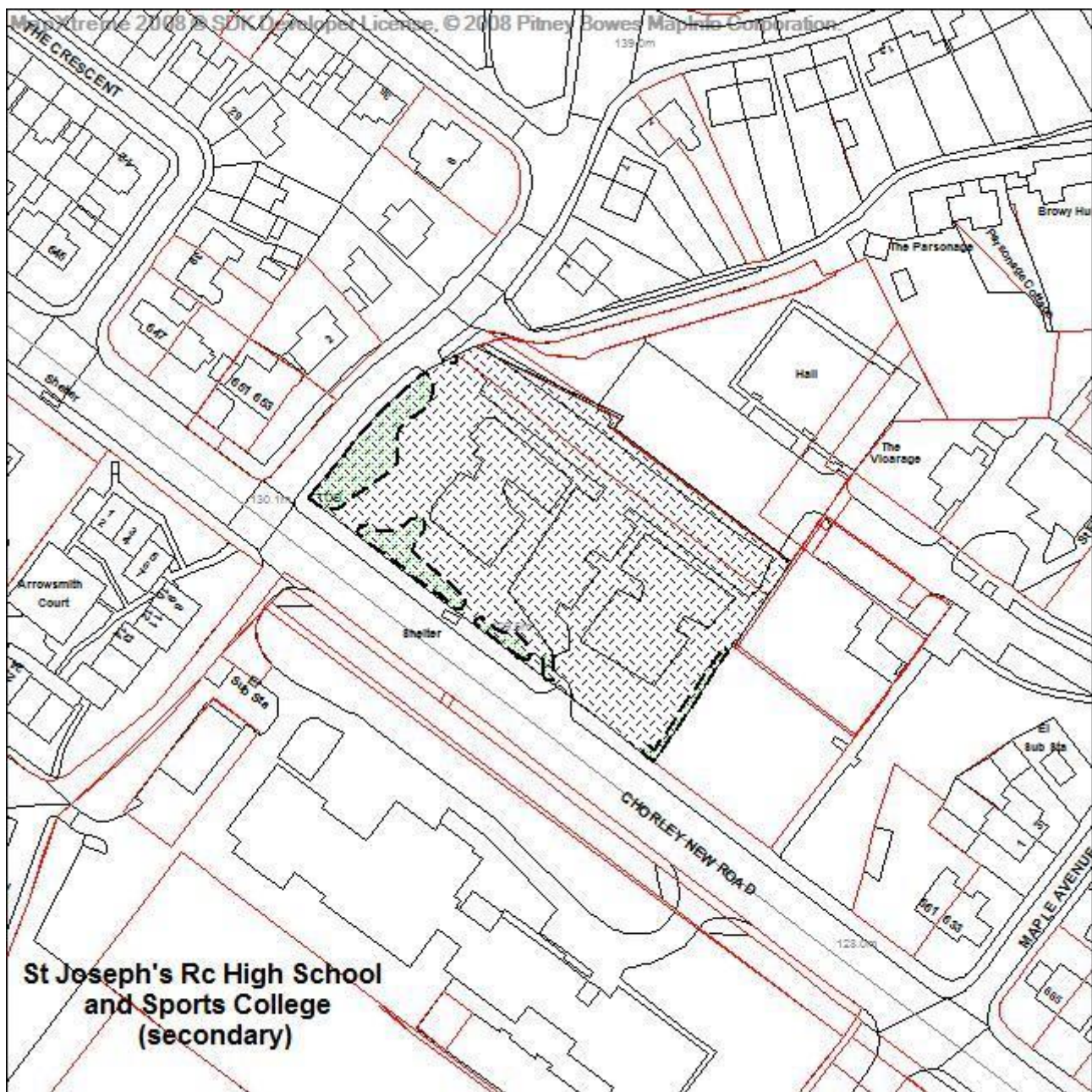


Fig 4

Example of proposed lead works. (carried out as a n emergency repair)



Application number 01729/17



Development & Regeneration Dept
Development Management Section

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

Bolton Council

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Date of Meeting: 11/01/2018

Application Reference: 01729/17

Type of Application: Full Planning Application
Registration Date: 29/08/2017
Decision Due By: 27/11/2017
Responsible Officer: Helen Williams

Location: FORMER SWALLOWFIELD HOTEL, CHORLEY NEW ROAD, HORWICH, BOLTON

Proposal: ERECTION OF THREE STOREY NURSING HOME WITH 24NO. EN SUITE BEDROOMS INCLUDING NEW VEHICULAR ACCESS FROM AINSWORTH AVENUE AND ERECTION OF FOUR STOREY RESIDENTIAL APARTMENTS (24NO. TWO AND 4NO. ONE BEDDED) TOGETHER WITH ASSOCIATED CAR PARKING AND LANDSCAPING

Ward: Horwich North East

Applicant: Cuerden Developments
Agent : DV Architects

Officers Report

Recommendation: Approve subject to conditions

Proposal

1. Permission is sought for the erection of one three storey building to accommodate a 24 bedroom nursing home and one four storey apartment building comprising 28 flats (24 two bedroom flats and four one bedroom flats). The two buildings are proposed to be sited in the locations of the two apartment buildings previously approved on the site (under applications 92564/14 and 73431/06, for a total of 42 apartments).
2. The proposed nursing home (Use Class C2) would occupy the north western half of the application site and would be accessed from Ainsworth Avenue. The building would have a pitched roof and would be constructed from a mix of red brick and render. 12 car parking spaces (with three being disabled bays), two motorcycle parking spaces and cycle parking (a cycle store) are proposed within the car park to the home. A garden area is proposed to the south and west of the building.
3. The proposed apartment building (Use Class C3) would be more contemporary in design than the nursing home building, with a flat roof and more extensive glazing. The building is proposed to be constructed from a mix of terracotta cladding panels and render and would occupy the south eastern half of the site. Access to the apartments is proposed off Chorley New Road and a car park comprising 28 spaces is proposed around the building to its north and west.
4. This application is brought before Planning Committee as the applicant is not proposing to pay the full required planning obligations.

Site Characteristics

5. The application site is the site of the former Swallowfield Hotel, which was a two storey building set back from Chorley New Road. The building was demolished in 2007 and the internal roads, foundations and underground services in connection with planning approval 73431/06 were constructed shortly afterwards. Construction works however ceased in early 2008 and the development has been stalled ever since, despite a further approval in 2014 (the site has been "mothballed").
6. The trees to the front of the site and along the Ainsworth Avenue boundary are protected under Tree Preservation Order Bolton (Swallowfield Hotel, Chorley New Road, Horwich No.2). The site has been fenced off with security fencing.
7. Chorley New Road is a main road between Horwich and Bolton. Opposite the application site (on the other side of Chorley New Road) is St Joseph's RC High School. To the rear is Brazley Community Hall. There are residential properties to the west and north on Chorley New Road and Ainsworth Avenue.
8. A footpath (not a designated public right of way) runs along the northern boundary of the site, linking Ainsworth Avenue to the car park for the community centre (and providing a cut through to Cedar Avenue).
9. The site is allocated for housing within Bolton's Allocations Plan (Swallowfield Hotel and Brazley Site).

Policy

10. National Planning Policy Framework (NPPF)
11. Core Strategy Policies: A1.4 Education Contributions; P5 Transport and Accessibility; S1 Safe Bolton; CG1.2 Urban Biodiversity; CG1.5 Flood Risk; CG3 The Built Environment; CG4 Compatible Uses; SC1 Housing; OA1 Horwich and Blackrod; IPC1 Infrastructure and Planning Contributions.
12. SPD General Design Principles; SPD Accessibility, Transport and Road Safety; SPD Affordable Housing; SPD Infrastructure and Planning Contributions.

Analysis

13. Section 38 of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with policies in the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies should be refused unless material considerations justify granting permission. Similarly, proposals which accord with Development Plan policies should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan and then take account of other material considerations.
14. The main impacts of the proposal are:-
 - * principle of the proposed development
 - * impact on the character and appearance of the area
 - * impact on the highway
 - * impact on trees
 - * impact on the amenity of neighbouring residents
 - * impact on local infrastructure

Principle of the Proposed Development

15. A core principle of the National Planning Policy Framework (NPPF) is to encourage the effective use of land by reusing land that has been previously developed (brownfield land). Paragraph 49 of the NPPF states that housing applications should be considered in the context of the presumption in favour of sustainable development.
16. Policy SC1 of Bolton's Core Strategy concerns new housing and Policy OA1.4 states that the Council will concentrate sites of new housing in Horwich town centre, at Horwich Loco Works and on other sites within the existing urban area.
17. The application site has extant planning permission for 42 apartments within two, three storey apartment buildings (under planning applications 73431/06 and 92564/14). The site is allocated for housing within the Allocations Plan (Swallowfield Hotel and Brazley Site). This latest application again proposes the residential redevelopment of the site, but one of the proposed buildings would now contain a nursing home (24 bedrooms) and the other building would contain 28 residential flats.
18. The application site is a previously developed (brownfield) site within the urban area. It is considered that the site is located within a highly sustainable location, close to schools, shops and services, being on a bus route between Bolton and Horwich town centres, and near to Horwich Parkway Railway Station and the M61.
19. It is therefore considered that the proposed development is acceptable in principle, compliant with Policies SC1 and OA1.4 of Bolton's Core Strategy.

Impact on the Character and Appearance of the Area

20. Policy CG3 of the Core Strategy states that the Council will conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area, and will require development to be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture, street enclosure and landscape treatment. Policy OA1 states that the Council will conserve and enhance the character of the existing landscape and physical environment, and will ensure that development in Horwich and Blackrod respects street patterns, the grain and the form of predominant architectural styles and where possible makes sympathetic use of locally distinctive materials such as stone.
21. Two, three storey apartment buildings have previously been approved on the application site. The foundations to these buildings have already been constructed. The two buildings now proposed within this latest application would be on the footprints of the approved buildings.
22. The nursing home building is proposed at three storeys in height, with a pitched roof. The overall scale and design of this building is similar to the buildings approved under the last approval for the site (92564/14), but the latest building is 0.2 metres taller than previously approved owing to the new roof design. A palette of red brick and render is again proposed.
23. The proposed apartment building within the south western half of the application site would comprise seven more units than previously approved and would be a storey taller in height (at four storeys). Despite the additional storey, the proposed building would only be 0.66 metres taller than previously approved, owing to the proposed flat roof design. The design of the apartment building is also more contemporary than the proposed nursing home.
24. Although the proposed apartment building would contain one more storey than the proposed

nursing home, the overall heights of the two buildings would be similar (as can be seen on the illustrative street scene plans).

25. Whereas the previously approved schemes for the site proposed identical buildings on each half of the site, this latest proposal provides a greater variation between the two buildings, which helps better distinguish between the two proposed uses. Both buildings however respect one another in their design, by the use of similar colour materials and the incorporation of projecting elements and banding, helping to break up the massing of the buildings. It is also considered, given the diversity of building designs, heights and scales along this stretch of Chorley New Road, that the proposed development would be compatible with the street scene. Indeed, the presence of the tall protected trees and hedging along the boundaries of the site would also partly screen the development from wider views.
26. It is considered that the proposed development would be compatible with the character and appearance of the area, compliant with Policies CG3 and OA1 of Bolton's Core Strategy.

Impact on the Highway

27. Policy P5 of the Core Strategy states that the Council will ensure that developments take into account [amongst other things] accessibility by different types of transport, servicing arrangements and parking, in accordance with the parking standards set out in appendix 3. Policy S1.2 states that the Council will promote road safety in the design of new developments.
28. Paragraph 32 of the NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe.
29. The two previously approved developments on the application site (73431/06 and 92564/14) proposed only one point of vehicular access into the site, off Chorley New Road (widening the existing access into the site).
30. Two vehicular accesses are now proposed into the site. The existing access off Chorley New Road is again proposed to be widened, but this access would only now serve half the proposed development, the proposed apartment building (28 units). The proposed nursing home would be accessed from Ainsworth Avenue, utilising and improving an existing vehicular access into the site opposite 4 Ainsworth Avenue. The use of two different accesses into the site is intended to separate the two developments.
31. The Council's Highways Engineers have raised no objection to the proposed accesses into the site, subject to conditions requiring their widening/improvement.
32. 12 car parking spaces (with three being disabled bays), two motorcycle parking spaces and cycle parking (a cycle store) are proposed for the nursing home, and 28 car parking spaces and cycle parking (a cycle store) are proposed for the 28 apartments. A Transport Statement and Travel Plan have been submitted with the planning application to justify the proposed level of parking for both parts of the development.
33. The Council's Highways Engineers have raised no objection to the proposed level of car parking for both parts of the development.
34. It is considered that the proposed development would not have a severe impact on highway safety, and therefore it is considered that the proposal complies with Policies P5 and S1.2 of Bolton's Core Strategy.

Impact on Trees

35. Policy CG1.2 of the Core Strategy states that the Council will safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees, woodland and hedgerows from adverse development.
36. The trees to the front and sides of the application site are protected under Tree Preservation Order Bolton (Swallowfield Hotel, Chorley New Road, Horwich No.2).
37. The proposed access to the nursing home off Ainsworth Avenue would result in the loss of four Category B trees, which are believed to have 20-40 plus year life expectancy. The applicant is however proposing a one to one replacement strategy with suitable and complementary species, to be agreed with the local planning authority. A landscaping condition for the whole site, along with a specific requirement for the replacement planting to mitigate the loss of the four trees along Ainsworth Avenue, is therefore suggested by officers.
38. The Council's Tree Officers have commented that the proposed eastern cul-de-sac at the vehicular entrance to the apartment building would impact upon a Lime tree and therefore have requested details of measures that would be undertaken during construction to protect this tree. This is suggested via a condition.
39. The Council's Tree Officers raise no objection to the proposed development, subject to their suggested conditions (which are attached at the bottom of this report).
40. It is therefore considered, subject to conditions, that the proposed development would not result in the unacceptable loss of trees, compliant with Policy CG1.2 of Bolton's Core Strategy.

Impact on the Amenity of Neighbouring Residents

41. Policy CG4 of the Core Strategy states that the Council will ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. SPD General Design Principles sets out the Council's recommended minimum interface distances between dwellings.
42. The nearest residential neighbour to the proposed development (2 Ainsworth Avenue) is approximately 32 metres away from the side elevation of the proposed nursing home. A minimum interface distance of 24 metres is required here, therefore this distance is well exceeded. There are also trees fronting Ainsworth Avenue between the houses and the Nursing Home that further mitigates the relationship of existing houses and the new Nursing Home.
43. It is therefore considered that no neighbouring residents would be unduly harmed by the proposal, compliant with Policy CG4 of the Core Strategy.

Impact on Local Infrastructure

44. Policy IPC1 of the Core Strategy states that the Council will seek to ensure that developers make reasonable provision or contribution towards the cost of appropriate physical, social and green infrastructure required by the proposed development and/or to mitigate the impact of that development. In doing so, the Council will ensure that a scheme is made acceptable in planning terms and achieves the objectives of sustainable development. The policy concludes that Policy IPC1 is applicable unless it can be demonstrated by the applicant that the scheme would not be viable if contributions were sought or offered.
45. The proposed nursing home would not trigger the Council's policy requirement for planning contributions, however the proposed 28 apartments would (over the 15 dwellings threshold). The

proposed 28 apartments would require the following contributions:

- * Affordable housing - 4 units on site (3 for social rent and 1 intermediate/shared ownership)
- * Education - £15,869.52 (primary £11,988.48 and secondary £3,881.04)
- * Children's play/open space - £33,792

46. A viability appraisal has been submitted by the applicant (undertaken by an independent consultant using the ARGUS development feasibility software), which concludes that the proposed development could not support the affordable housing requirement or any of the required commuted sums. Assuming no contributions or affordable housing, the appraisal finds that the applicant would make an estimated loss of -27.98% on GDV. With the full contributions and affordable housing provision, the applicant would make an estimated loss of -38.98% to -40.02% on GDV. The appraisal therefore indicates that the proposed development would not be viable, even without any planning obligations.
47. The applicant's viability appraisal has been independently assessed by a consultant for the Council. The consultant has confirmed that the appraisal is sound and that the proposed development would not be viable with the required planning obligations.
48. It is therefore considered that Policy IPC1 is not applicable as it has been demonstrated by the applicant that the scheme would not be viable if any contributions were sought from the Council.

Other Matters

49. The Council's Department of People Services have objected to the proposed nursing home part of the development given the applicant's lack of engagement with the department (through the Council's agreed "Market Shaping statement and function"). This lack of engagement with the Council is however not a material planning consideration in the determination of this planning application.

Local finance considerations

50. Section 70(2) of the Town and County Planning Act 1990 (as amended) provides that a local planning authority must have regard to a local finance consideration as far as it is material. The following is considered to be a local financial consideration in this case:
51. New Homes Bonus for the 28 proposed dwellings – this is not a material planning consideration.

Conclusion

52. For the reasons discussed above it is considered that the proposed development would be compatible with the character and appearance of the area, would not jeopardise highway safety, would not result in the unacceptable loss of trees, and would not unduly harm the amenity of neighbouring residents.
53. The applicant has demonstrated that the proposed scheme would not be viable if any planning contributions were sought or offered.
54. Members are therefore recommended to approve this application, subject to the suggested conditions.

Representation and Consultation Annex

Representations

Letters:- One objection has been received from a local resident, raising the following concerns:

- * The access and egress should be via Cedar Avenue, not onto Chorley New Road (*officer comment: the proposal would utilise existing vehicular accesses into the site*);
- * The development does not go far enough as it should also include the adjacent adjoining land and should only be used as a care home.

One comment has been received from a neighbouring resident. They state that they welcome the proposal but ask that the Council reconsider the proposed access onto Ainsworth Avenue owing to increased traffic on the road, problems turning right from Ainsworth Road onto Chorley New Road and the loss of trees.

Horwich Town Council:- raised no objection at their meeting of 21st September 2017.

Elected Members:- Cllrs. Silvester and McKeon have both written in support of the proposal. They comment the following:

- * Will be an excellent use of this vacant and derelict site and will bring value to the area;
- * The current site is something of a blot on the landscape;
- * Particularly welcome the proposed residential home;
- * Subject to the recommended conditions and Section 106 contributions to the local community the proposals would be good and an improvement.

Consultations

Advice was sought from the following consultees: Highways Engineers, Tree Officers, Landscape Officers, Drainage Officers, Pollution Control Officers, Housing Strategy Officers, Education Officers, Strategic Development Unit, Economic Strategy Officers, Adult Services, Care Quality Commission, Wigan and Bolton Health Authority, Greater Manchester Police, and United Utilities.

Planning History

Permission was granted in October 2014 for the erection of two buildings containing a total of 42 apartments together with car parking, landscaping and associated works (92564/14).

A proposed modification to the Section 106 Agreement (dated 9th August 2007) accompanying planning permission 73431/06 was refused by Committee in January 2014. The applicant sought to modify the Section 106 Agreement through this Section 106BA application by removing the requirement to transfer four of the apartments to a housing association. Members refused the proposed modification as they believed an off-site contribution towards affordable housing should be offered instead. This refusal was appealed by the appellant and an informal hearing took place on 3rd September 2014. On the 2nd October 2014 the Planning Inspectorate allowed the appeal with full costs. The Inspector accordingly amended the original Section 106 Agreement to delete any requirement for affordable housing.

Planning application 91227/13 was refused by Planning Committee in June 2014 for the following reason:

"The proposed development fails to make reasonable provision or a reasonable contribution towards affordable housing and therefore is contrary to Policies IPC1 and SC1.3 of Bolton's Core Strategy and Supplementary Planning Document "Affordable Housing".

Planning application 73431/06 was approved in August 2007 for the demolition of the Swallowfield Hotel and the erection of two buildings containing a total of 42 apartments, a car parking area of 52 spaces and landscaping.

An application for the demolition of the hotel and the erection of 48 apartments was withdrawn in December 2005 (71602/05).

Various extensions to the former hotel were approved under applications 54467/99, 53478/98, 53477/98, 48362/96, 35058/89 and 10228/79.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

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

Reason

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

2. Trees and shrubs shall be planted on the site in accordance with a landscape scheme to be submitted and approved in writing by the Local Planning Authority prior to the commencement of development. The submitted scheme shall include details of replacement tree planting to mitigate for tree losses adjacent Ainsworth Avenue. The approved scheme shall be implemented in full and carried out within 6 months of the occupation of any of the buildings or the completion of the development, whichever is the sooner, or in accordance with phasing details included as part of the scheme and subsequently approved by the Local Planning Authority. Any trees and shrubs that die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

Reason

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

3. Prior to the commencement of development of any works on site, the developer shall submit a method statement detailing how the following elements of the site will be constructed without causing harm or damage to the protected trees found on the site to the Local Planning Authority. The specified areas are:

- A SSMS (site specific method statement with plans) to be provided prior to the new construction works being implemented at the entrance off Ainsworth Avenue. Details of specific type and specification of no-dig treatment within the root protection zones of retained trees.
- A SSMS (site specific method statement with plans) to be provided prior to the new construction works being implemented at the entrance off Chorley Old Road. Details of specific type and specification of no-dig treatment within the root protection zones of retained trees.
- Information in respect to type and fence foundations requirements should be supplied to ensure no damage or loss of the retained trees their roots systems occur.

No development or site clearance shall take place until the Local Planning Authority has agreed the measures in writing, and these measures shall then be implemented fully in accordance with the approved details.

Reason

To ensure the safe development of the site and favourable retention of trees and in order to comply with Bolton's Core Strategy policies CG1 and CG3.

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

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.

5. Prior to the commencement of development full details of the highway works at Chorley New Road and Ainsworth Avenue comprising works within the highway limit associated with the approved access improvements shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full prior to the development being first brought into use and retained thereafter.

Reason

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

6. 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.

7. Prior to the commencement of development the details (samples if required) of the type and colour of materials to be used for the external walls and roof to be agreed with the Local Planning Authority. The approved materials shall be implemented in full thereafter.

Reason

To ensure the development reflects local distinctiveness and to comply with policies CG3 and OA1 of Bolton's Core Strategy.

8. Prior to the nursing home hereby approved/permitted being first occupied or brought into use the

means of vehicular access to the site from Ainsworth Avenue shall be constructed to a minimum width of 5 metres, in accordance with the drawing ref PL 0002 Rev 3.

Reason

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

9. Prior to the apartment building hereby approved/permitted being first occupied or brought into use the means of vehicular access to the site from Chorley New Road shall be constructed in accordance with the drawing ref PL 0002 Rev 3.

Reason

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

10. Before the approved/permitted nursing home development is first brought into use no less than 12 car parking spaces shall be marked out and provided within the curtilage of the site, in accordance with drawing ref: PL 0002 Rev 3. Such spaces shall be made available for the parking of cars at all times the premises are in use.

Reason

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

11. Before the approved/permitted apartment development is first brought into use no less than 28 car parking spaces shall be marked out and provided within the curtilage of the site, in accordance with drawing ref: PL 0002 Rev 3. Such spaces shall be made available for the parking of cars at all times the premises are in use.

Reason

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

12. Prior to the development hereby approved being first occupied or brought into use, a scheme detailing how parts of the site to be used by vehicles are to be laid out, constructed, surfaced, drained and lit shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full and thereafter made available for the use of vehicles at all times the development is in use.

Reason

To encourage drivers to make use of the parking and circulation area(s) provided and in order to comply with Core Strategy policies S1 and P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.

13. The approved scheme for refuse vehicle access and egress (within the Transport Statement - figures 13 to 19) shall be implemented in full before the development is first brought into use and retained thereafter and not to be used for any purpose except the turning of vehicles.

Reason

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

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

Reason

To ensure the development reflects the landscape and townscape character of the area and in order to comply with policies CG3 and OA1 of Bolton's Core Strategy.

15. The approved cycle parking shall be implemented in full (in accordance with approved plans PL 0151) before the development hereby approved (to which they relate) is first occupied or brought into use and retained thereafter.

Reason

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

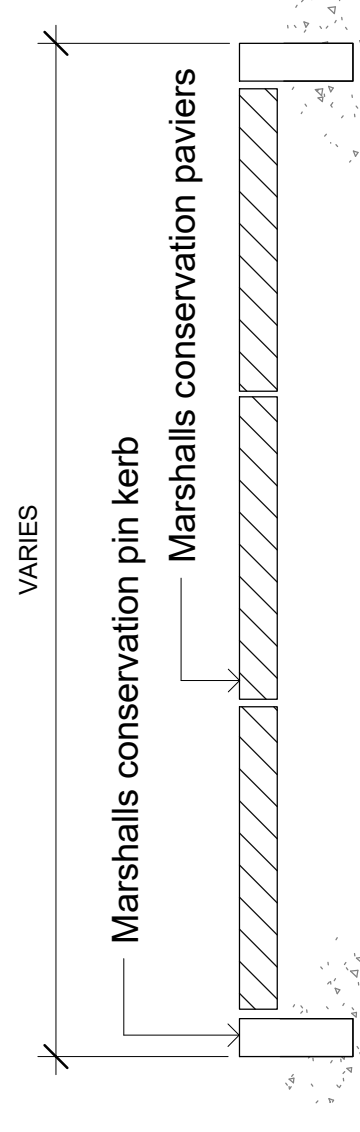
16. The development hereby permitted shall be carried out in complete accordance with the following approved plans:

PL 0002 Rev 3; "Proposed Site Layout"; dated 28.07.2017
PL 0100 Rev 2; "Proposed Residential Ground Floor"; dated 28.07.2017
PL 0101 Rev 1; "Proposed Residential First and Second Floor"; dated 08.06.2017
PL 0102 Rev 1; "Proposed Residential Third Floor and Roof Plan"; dated 08.06.2017
PL 0110 Rev 2; "Proposed Nursing Home Ground Floor"; dated 28.07.2017
PL 0111; "Proposed Nursing Home First and Second Floor"; dated 12.05.2017
PL 0112; "Proposed Nursing Home Roof Plan"; dated 12.05.2017
PL 0150 Rev 1; "Proposed Bin Store Details"; dated 08.06.2017
PL 0151; "Proposed Cycle Store Details"; dated 12.05.2017
PL 0201 Rev 1; "Proposed Residential North Elevation"; dated 08.06.2017
PL 0202; "Proposed Residential South Elevation"; dated 27.03.2017
PL 0203; "Proposed Residential East Elevation"; dated 27.03.2017
PL 0204; "Proposed Residential West Elevation"; dated 27.03.2017
PL 0210; "Proposed Nursing Home North Elevation"; received 22 Aug 2017
PL 0211; "Proposed Nursing Home South Elevation"; received 22 Aug 2017
PL 0212; "Proposed Nursing Home East Elevation"; received 22 Aug 2017
PL 0213 Rev 1; "Proposed Nursing Home West Elevation"; received 22 Aug 2017
PL 0215; "Proposed Nursing Home Facade Details"; dated 12.05.2017

Reason

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

1. Carpark with bitmac finish
 2. Pathway finished in Marshalls conservation pavers, see detail D1 below.
 3. Marshalls conservation kerbs
 4. Parking denoted with stone sets



D1 Typical Pathway Detail
1:10



Example of Marshalls Conservation Paviers



Example of Marshalls Conservation Kerb

REV.	DATE	COMMENT
3	28.07.2017	Site layout amended to provide turning for vehicles following advice from transport consultants
2	24.07.2017	Site layout amended following meeting with transport consultants
1	08.06.2017	Amendments to bin store layouts, alterations to residential apartment layouts, balconies added to north residential elevation, entrance to nursing home amended

☐ CONCEPT ☒ PLANNING ☐ BUILDING CONTROL

UNIT 4
BOTANIC ESTATE
199 EDGE LANE
LIVERPOOL
L7 9PL

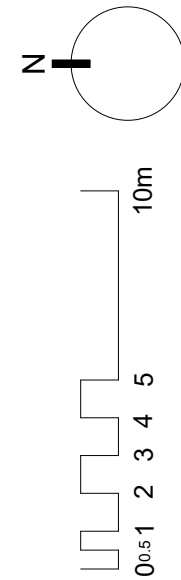
T: 0151 228 4866
F: 0151 228 8666
E: admin@advarchitects.co.uk

CLIENT: Cuerden Developments

PROJECT:
Swallowfields, Chorley New Road

DRAWING:
Proposed Site Layout

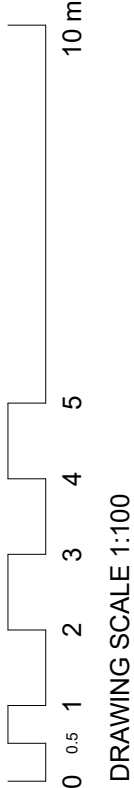
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1457	PL 0002	3	As indicated	LW
			SHEET:	CHECKED:
			A1	GW
				DATE:
				20.04.2017



1. Detailed red brick facade. See dwg PL0215.
2. White rendered facade.
3. PC Alloy window frames finished in RAL 7021.
4. Window Spandrel panel finished in RAL 7021.
5. Concrete flat interlocking roofing tiles, terracotta colour.
6. Dark Grey facias, soffits, gutters and downpipes.



Example of bricks used with similar tones and different textures



REV.	DATE	COMMENT
<input type="checkbox"/> CONCEPT	<input checked="" type="checkbox"/> PLANNING	<input type="checkbox"/> BUILDING CONTROL
<input type="checkbox"/> COMMENT	<input type="checkbox"/> TENDER	<input type="checkbox"/> CONSTRUCTION

UNIT 4
BOTANIC ESTATE
198 EDGE LANE
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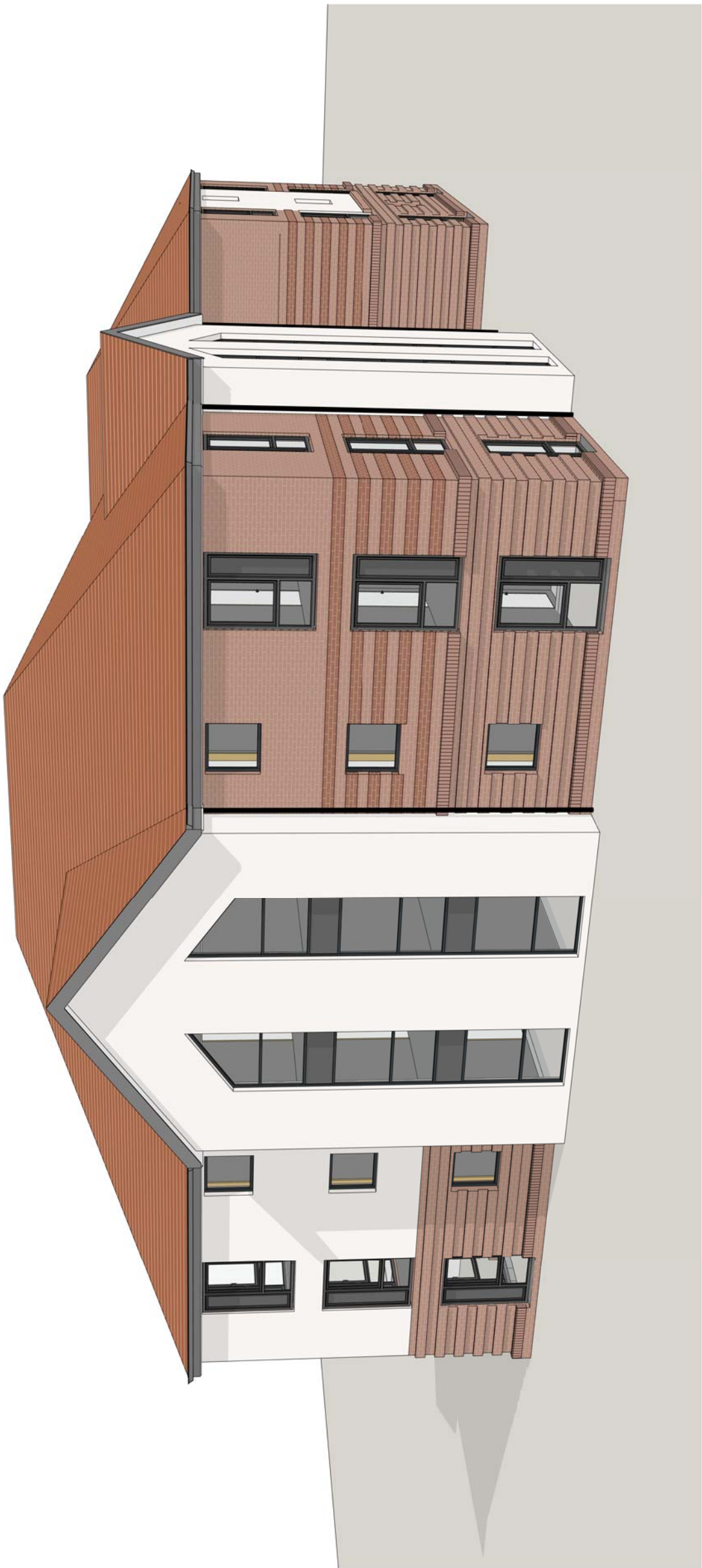


CLIENT: Cuerden Developments

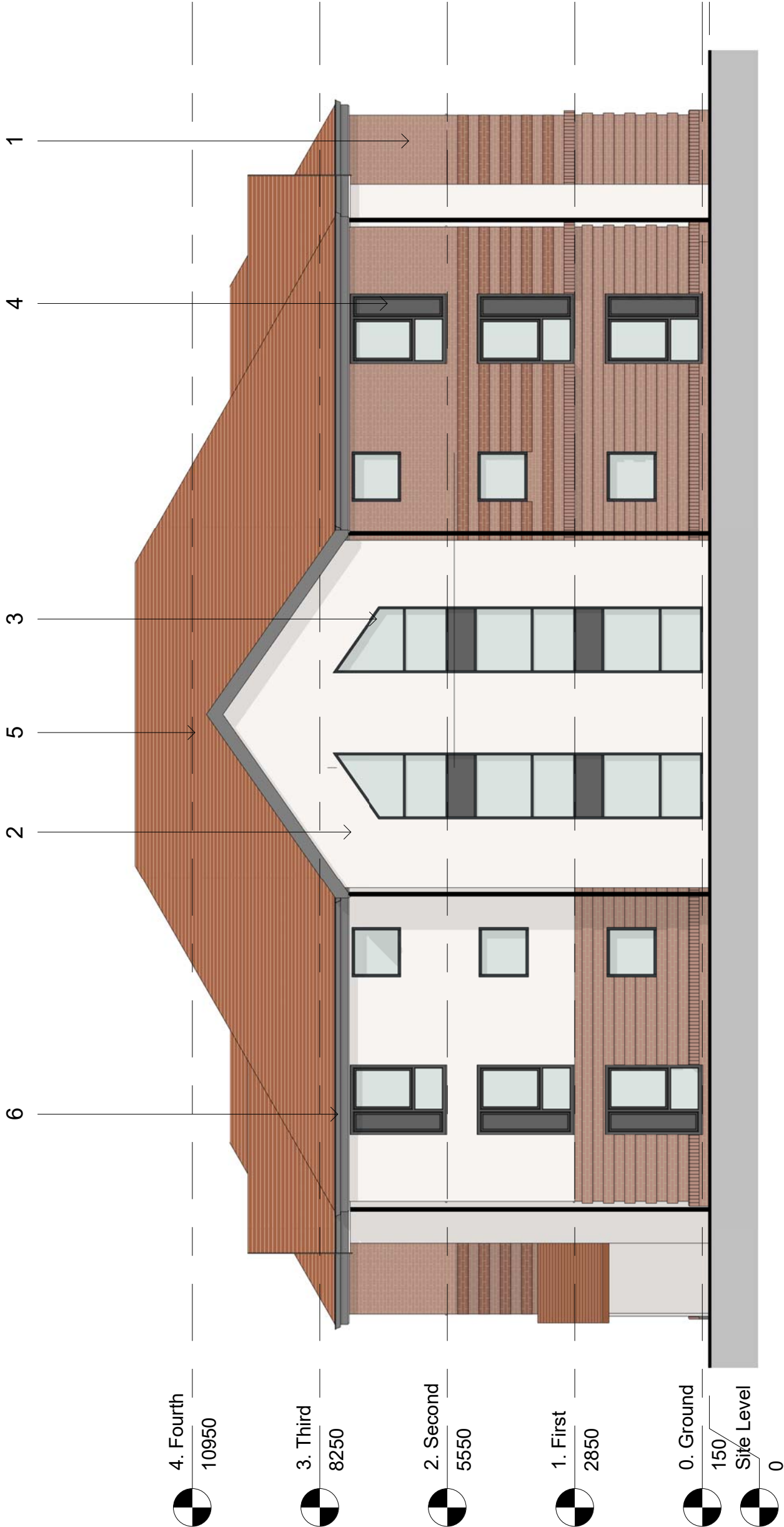
PROJECT: Swallowfields, Chorley New Road

DRAWING: Proposed Nursing Home South Elevation

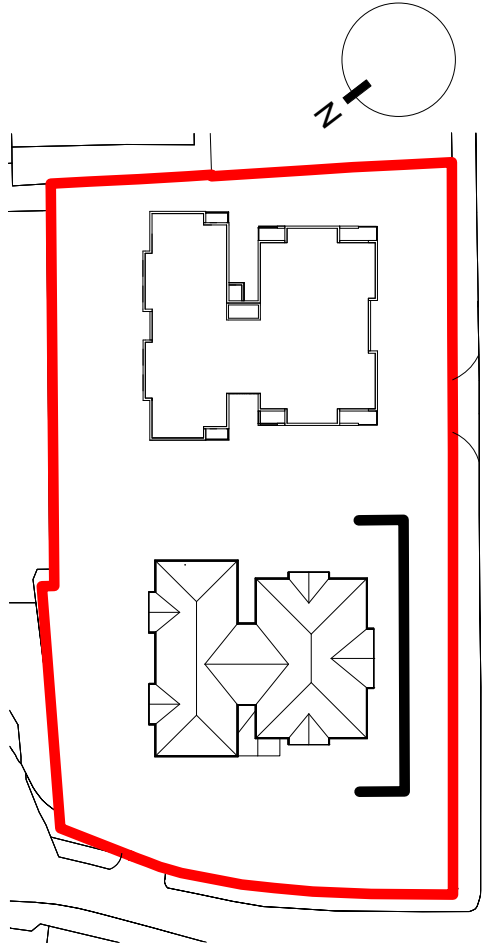
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1457	PL 0211		As indicated	Author	Checker	A2	



1 Proposed South Nursing Home Elevation



2 Proposed South Nursing Home Elevation
1 : 100



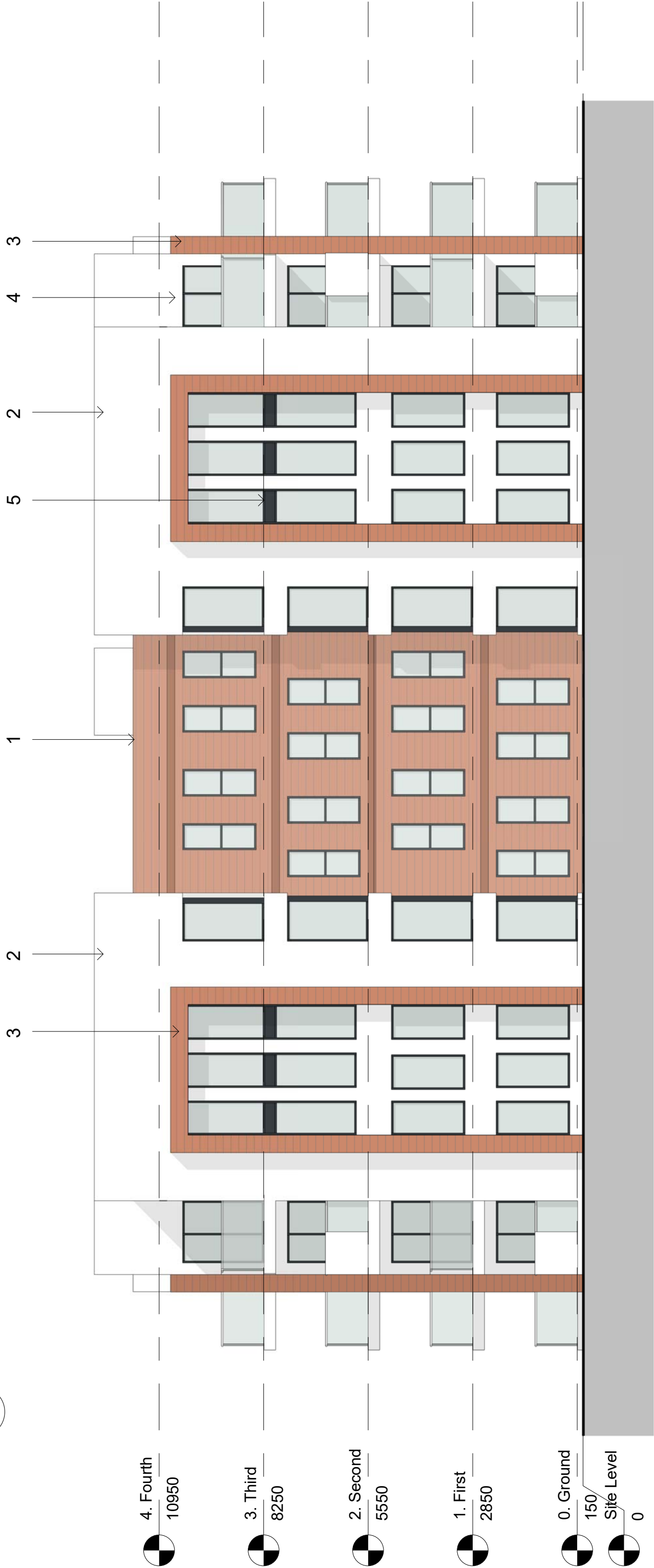
1. Terracotta Rainscreen cladding panels with contrast banding at floor levels.
2. White Rainscreen cladding
3. Facade detail protrusion in terracotta cladding. Contrasting cladding to internal face.
4. PC Alloy window frames finished in RAL 7021.
5. Window Spandrel panel finished in RAL 7021.



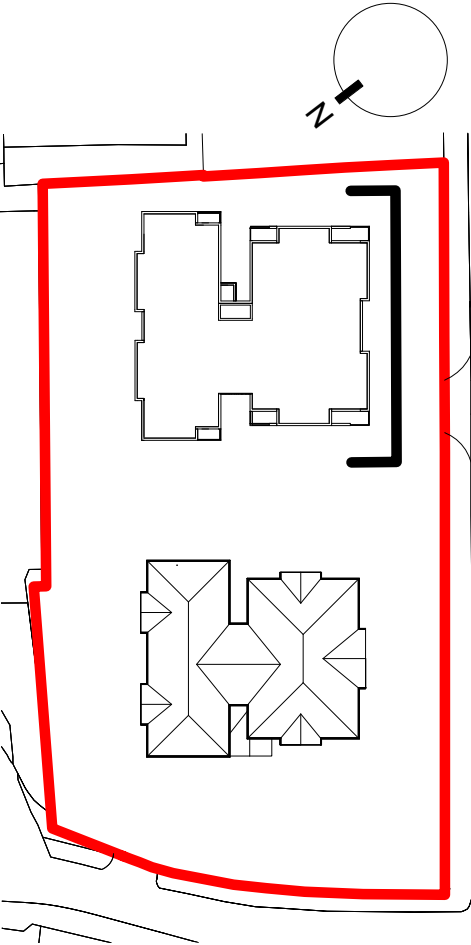
Example of Terracotta cladding panels



1 Proposed South Residential Elevation



2 Proposed South Residential Elevation



PROJECT:
Swallowfields, Chorley New Road

DRAWING:
Proposed Residential South Elevation

PROJECT N°:	DRAWING N°:	REV:	SCALE:	DRAWN:
1457	PL 0202		As indicated	LW
			CHECKED:	GW
			SHEET:	A2
			DATE:	27.03.2017