

Ward: Radcliffe - North

Item 02

Applicant: Harworth Group

Location: Former Tarmac Building Materials Ltd, Stopes Road, Little Lever, Bolton, BL3 1NR

Proposal: Reserved Matters for means of access to the site (Bury Council) and outline planning application for the demolition of the existing structures on the site, and redevelopment of the site for a future residential development of up to 132 no. dwellings and associated public open space, with all matters reserved except for access (Bolton Council)

Application Ref: 66064/Outline Planning
Permission

Target Date: 13/01/2021

Recommendation: Approve with Conditions

Description

The development site comprises the former tarmac business operation which is located in the jurisdiction of Bolton Council but is accessed directly off the unclassified part of Stopes Road which is within the Bury Borough. The development site is approximately 6.23 hectares and comprises buildings and structures reflective of its former use as a concrete block manufacturer and aggregate recycling and storage operation. At the entrance to the site is a single storey building that previously accommodated the administrative functions.

To the east of the access road into the site and directly adjacent to the site access is a restaurant and 2 dwellings on Stopes Road and opposite is a depot and distribution yard. These properties are in the Bury boundary. To the south of the access and the southern leg of Stopes Road is a builders yard, dwelling and public house. These are within the Bolton Boundary.

Stopes Road has an unusual arrangement in that there are two parts to the road. The 'unclassified' part of Stopes Road it is an off-shoot from the main 'classified' A6053 Stopes Road and forms a loop. The access to the site is off the 'unclassified' Stopes Road which has been blocked off at the eastern end so that all traffic accessing the unclassified Stopes Road is from the junction at its southern end.

An application has been submitted to Bolton Planning Authority in tandem for the redevelopment of the former tarmac works site for a residential development of circa 140 no dwellings together with public open space.

As a neighbouring Authority, Bury were notified of the development by an Article 18 Consultation from Bolton Planning Authority on 17/9/20 which asks Bury to provide any comments on the proposed development at the site.

On assessing the Article 18 application, Bury Council determined that the land required to access the site would be within the Bury administrative area.
NPPG Paragraph: 024 Reference ID: 14-024-20140306 states that the red edge of the application site should include all the land necessary to carry out the proposed development (including land required to access the site from a public highway, visibility splays, landscaping, car parking and open areas around buildings).

The development would clearly straddle the boundary and as the means of access is required to be considered, and that Bolton Council did not have the jurisdiction to determine

the means of access, a tandem application would need to be submitted to Bury alongside Bolton to apply for the means of access only.

This application is a result of the above response and seeks full approval from Bury LPA for the access to the development site. The application under consideration by Bolton seeks outline planning approval for the demolition of the structures on site and its re-development for 140 no. dwellings with associated public open space.

The area around the entrance to the site is formed of different surfacing, part tarmac, part block paved and part defined kerb edgings. There is a pedestrian footway of varying degrees along most areas of Stopes Road, although this too is formed of irregular surfaces in parts.

The proposed access would be from the existing entrance to the site with improvement works to form dropped kerbs and tactile paving either side of the site entrance at the unclassified Stopes Road/A6053 Stopes Road junction.

In terms of an emergency access to the site, it is proposed to provide a secondary access off Stopes Road to the south of the main site entrance. In addition, it is also proposed to provide an emergency access via the eastern end of the unclassified Stopes Road which would be re-opened to provide a 3.5m to 4m wide emergency access with a drop kerb. The access would be controlled by a collapsible or retractable bollard. This route would only be used if the main entrance to the site was blocked or inaccessible in the event of an emergency.

Relevant Planning History

65940 - Article 18 consultation from Bolton Council (ref 09246/20) - Outline planning application for demolition of existing structures and erection of up to 140 no. residential dwellings with associated public open spaces (access details only) - Raise Objections - 1/10/20

Bolton

09616/20 - Outline planning application for demolition of existing structures and erection of up to 140 No. residential dwellings with associated public open spaces (access details only) - Current application

09246/20 - Outline planning application for demolition of existing structures and erection of up to 140 No. residential dwellings with associated public open spaces (access details only) - Withdrawn - 15/10/20

Publicity

Letters sent on 20/10/20 to 156 properties. A full list of those consulted within Bury and Bolton boundaries can be found on the public file.

Site notice posted 2/11/20.

Press advert in the Bury Time 29/10/20.

Four responses received from 3 addresses

102 Stopes Road

- Support the application and think that it will enhance the area and remove what was a bit of an eyesore of an industrial plant.
- But would draw attention to the fact that a drainage culvert runs directly under the proposed development. This drains away water from the fields to the East of the development behind the houses on Stopes Rd, Radcliffe. The last time this collapsed under the site the fields flooded and water was within 8m of the houses. Tarmac were ordered by Bolton council to fix the culvert. Which they did in a timely and no problems with flooding since.
- Hope there are no plans to open up the top of the road where the pumping station now

sits as I feel this is unnecessary as there is already adequate access via the junction onto Stopes Road near the Stopes Tavern Public house.

471 Bolton Road

- On the whole I am in favour of the development of a brownfield site.
- However, when this project goes ahead potentially there could be in excess of 140 new vehicles using the surrounding roads.
- The roundabout at the junction with Bolton Road, Stopes Road, Milton Road and Countess Lane is a hazard and there are often accidents here.
- The safer option would be to put traffic lights here.

10 Stopes Road

- I have no objection to the building of new homes on this brown field site. However I do have concerns regarding the increase in the number of vehicles using not only Stopes Road but also Bolton Road towards Radcliffe centre. Stopes Road is in reasonable condition but the road surface on Bolton Road is in a bad way and any increase in traffic will have a detrimental impact. Both roads are very busy and the road surface needs to be maintained to a higher level.
- I also have concerns the extensive tree cover between the houses on Stopes Road and Bexhill Close. We need preserve the trees we have and in fact where possible plant more and only remove any existing trees when absolutely necessary.

102 Stopes Road

- Why are they now looking at providing an additional access point at the top of the Stopes Road Cul De Sac for emergency vehicles. The emergency services made no comments that they needed this and it looks like an underhand way of providing additional access to the proposed development. What is going to stop any car using the access and turning the street into a rat run. It has already been stated that there is more than adequate access to the site from the existing Stopes Road junction. I strongly object to this extra access point and why has this proposed change not been communicated to the residents of Stopes Road.

Plans received to show the proposed access and emergency access arrangements into the site and proposed emergency access arrangements from the east end of Stopes Road.
Amended letters sent to 29 properties.

No further responses received.

Statutory/Non-Statutory Consultations

Traffic Section - No objections. Conditions to be reported in the Supplementary agenda

The Coal Authority - No objection subject to a condition for the undertaking of a scheme of intrusive site investigations at reserved matters stage.

Greater Manchester Ecology Unit - No objection subject to conditions

Transport for Greater Manchester - Provide comments in an advisory role only.

Borough Engineer - Drainage Section - No objection

Environmental Health - Contaminated Land - No objection.

Electricity North West Ltd - Development is close to ENW equipment. Recommend advisory to the applicant.

Bolton MBC - No objections.

Cadent Gas Ltd (formerly National Grid) - Advisory note to the applicant.

Fire Protection Dept Bury Fire Station (Part B) - No response received to date

Environment Agency - No objection subject to conditions

Pre-start Conditions - Applicant/Agent has agreed with pre-start conditions

Unitary Development Plan and Policies

NPPF National Planning Policy Framework

H1/2 Further Housing Development

H2/1	The Form of New Residential Development
H2/2	The Layout of New Residential Development
EN1/2	Townscape and Built Design
EN5/1	New Development and Flood Risk
EN6/3	Features of Ecological Value
HT2/1	The Strategic Route Network
HT2/3	Improvements to Other Roads
HT2/4	Car Parking and New Development
HT6/2	Pedestrian/Vehicular Conflict
HT4	New Development
OL1	Green Belt

Issues and Analysis

The following report includes analysis of the merits of the application against the relevant policies of both the National Planning Policy Framework (NPPF) and the adopted Bury Unitary Development Plan (UDP) together with other relevant material planning considerations. The policies of the UDP that have been used to assess this application are considered to be in accordance with the NPPF and as such are material planning considerations. For simplicity, just the UDP Policy will be referred to in the report, unless there is a particular matter to highlight arising from the NPPF where it would otherwise be specifically mentioned.

Principle of the proposed development site - The principle of the residential development is within the jurisdiction of Bolton Planning Authority for determination.

For the purposes of this application, the site access only is under consideration by Bury LPA.

Highways issues

Access - The existing site entrance would be utilised and enabling and improvement works would be carried out to provide an access and egress arrangement, with dropped kerbs and tactile paving provided either side to form a pedestrian footpath.

The application has also considered improvements to the existing footways along the unclassified Stopes Road which leads to the site. Dropped kerbs and tactile paving would be provided at the unclassified Stopes Road/A6053 Stopes Road junction. From the east route along the unclassified Stopes Road, the pedestrian footpaths have been assessed as already providing adequate pedestrian movement and there are no proposals to undertake any improvement works to this stretch of footway or road.

The Highway Section have assessed the extent of the access works proposed and are satisfied that the access arrangements and associated works would be acceptable for the scale of the residential development, subject to the agreement of detailed matters which can either be covered by conditions and/or within works which would form part of the s278 agreement with the Highway Authority.

Emergency access - It is proposed to provide an emergency access to the site, which would be located just south of the main access to the site off Stopes Road. A dropped kerb would be formed and remedial works carried out to the footway to facilitate access for an emergency vehicle.

In addition, it is also proposed to provide an emergency access to the site at the eastern end of the unclassified Stopes Road which is currently stopped up. This route would only be used if the route from the south and the main site access were unavailable or inaccessible at the time of an emergency. Part of this former access would be re-opened and a drop kerb and footpath widening works would provide a route of between 3.5m and 4m. Access would be controlled by some form of retractable or collapsible bollard if considered necessary. Again, this would be controlled by a suitably worded condition or

works to form part of the s278 agreement.

The general arrangements demonstrate that a suitable access can be provided without impacting negatively on the operation of the adjacent businesses and access rights.

The Highway Authority are satisfied with the level of detail provided and have raised no objections in principle to the proposed access arrangements subject to conditions which will be recommended in the Supplementary Agenda.

A Fire Service response will be reported in the Supplementary Agenda.

Traffic generation - The scale of the proposed development would generate traffic to the area and particularly Stopes Road and the nearby junctions.

A Transport Assessment has been submitted with the application which has calculated that approximately 30 additional trips in the weekday morning peak hour and 40 additional trips in the evening peak hour comparative to the permitted use of the site. This would equate to less than one additional movement per minute.

Transport for Greater Manchester (TfGM) have reviewed the development proposals and the Transport Assessment.

TfGM have raised no objections to the principle of the proposal and have commented that the LPA's Highway Authority may want to consider the need that further assessments of estimated traffic flows and junction impacts be carried out.

The Applicant has clarified the estimated trip ratio at the site access junction, concluding additional trip generation would not be significantly adverse at this part of the highway. In their assessment of the Stopes Road junctions, it is estimated that in a worst case scenario, at peak PM time, arrivals from the east and west would increase traffic by 32 vehicles every 4 mins (8 vehicles every minute).

The Local Highway Authority has reviewed the Transport Assessment and in appraising the scale and location of the development proposed, consider that the nearby junctions and carrying capabilities of the highway would continue to operate satisfactorily without significant impacts on the highway network. No additional surveys would be required

It should also be borne in mind that the site has an extant use as an industrial/manufacturing employment use which could in itself generate significant volumes of traffic and more heavier goods vehicles on an unrestricted basis.

In taking into account these factors and appraising the scale of the development proposed, the location of the site and volume of traffic which would be generated, it is considered that the nearby junctions and highway network would be able to operate satisfactorily and there would be no objections from the Highway Authority.

As such, the proposed development to provide the access to the site would be acceptable and would comply with UDP Policies H1/2, H2/1, EN1/2, HT2/1, HT4 and HT6/2 and the principles of the NPPF.

Environmental Health - Air quality

Adequacy of the Construction Phase - Air Quality Assessment

The IAQM guidance provides details of highly recommended and desirable mitigation measures which are commensurate with the risk of dust impacts defined in for construction, earthworks and track out activities. Where the mitigation measures are general in nature, the highest risk category was applied in accordance with the guidance. The highest risk category identified was 'High Risk' and the relevant recommended mitigation taken from the IAQM guidance is proposed, to include a Dust Management Plan.

This assessment is acceptable to the Section.

Adequacy of the Operational Phase Road Traffic Emissions Screening Assessment

The trip generation of the proposed development was screened using IAQM and EPUL criteria to determine whether a detailed air quality assessment was required. The trip generation is predicted to be 651 trips as a 24 hour Annual Average Daily Traffic (AADT) flow. The Transport Consultants advised that the traffic would be flowing east and west in similar numbers, therefore, no single road link would experience an increase in numbers above Stage 2 criteria. Consequently, the impact was considered insignificant and a detailed air quality assessment was not undertaken.

The EH Section have found the Air Quality Assessment to be acceptable.

Conditions are recommended for the provision of EV charging points for each residential unit and for a scheme to minimise dust emissions to be submitted. As the development for the dwellings is outside the Bury Borough, conditions relating to the provision of EV charge points would be a matter for Bolton LPA.

Dust controls measures, especially during construction would be required and therefore included as a condition.

Environmental Health - Contaminated land - The Section are satisfied that as the development proposed in Bury would only relate to the access and would not require intrusive ground works, there would be no requirement for conditions in this respect.

Environment Agency - No objection in principle. Conditions would not be relevant to facilitate the access to the site.

Drainage - An indicative Drainage Strategy for the site has been submitted which demonstrates that surface water would be directed away from Stopes Road and therefore not cause run-off onto the highway.

The Drainage Engineer is satisfied with the principle of the proposals and has raised no objection. A condition would be included for the submission of details of a scheme for approval.

Cadent - Cadent have identified apparatus in the vicinity of the development. An advisory note to the applicant to contact cadent in relation to the development would be included as part of the grant of a consent.

Coal Authority (CA) - The application site falls within the defined Development High Risk Area; therefore within the application site and surrounding area there are coal mining features and hazards which need to be considered in relation to the determination of this planning application.

The Coal Authority records indicate that within the application site and surrounding area there are coal mining features and hazards which need to be considered in relation to the determination of this planning application, specifically both actual and probable shallow coal mine workings and probable shallow coal mine workings associated with thick coal seam outcrops. Records also indicate the presence of seven recorded mine entries (shafts), within, or within close proximity of the planning boundary.

The Coal Authority notes that the planning application is accompanied by a Coal Mining Risk Assessment dated 9 September 2020 prepared for residential development at this site by Hydrock Consultants Ltd. The Assessment has been informed by an appropriate range of sources of information.

Based on this review of available information, the report author concurs with records and considers that currently, the site is at risk from coal mining legacy (stability and safety) and that this could significantly impact on the development proposed. Therefore, in order to mitigate the risk and to design the required remedial and / or mitigation measures to

ensure that the development will be safe and stable, recommendations have been made that intrusive ground investigation works are required in order to determine the geological and mine setting beneath / within the site. The CA welcome the comments made that the mine entries will be located in order to confirm their condition that will inform the scheme of remedial measures required and the subsequent future development layout.

As part of the investigations, the CA would also expect the depth to rockhead adjacent to these mine entries to be established in order that the applicant's technical consultants can calculate the zone of influence (no build exclusion zone) of all mine entries found present within or within influencing distance of the site to inform the layout of the development. The applicant should make every effort to design the detailed development proposal in a manner that avoids construction over or within influencing distance of these specific mining features.

Based on the above, the Coal Authority considers that an adequate assessment of the coal mining risks associated with this site has been carried out (as required by the NPPF paragraph 178 - 179). In order to ensure that sufficient information is provided by the applicant to demonstrate to the LPA that the site is safe and stable for the development proposed and consider the imposition of planning conditions that cover the issues are included.

The Coal Authority has recommended that prior to the submission of the reserved matters application, a scheme of intrusive site investigations be carried out to assess the ground conditions on the site and establish the risks posed to the development by past coal mining activity (shallow mining / mine entries), together with the submission of a report of findings arising from the intrusive site investigations and any remedial and / or measures necessary.

Prior to the commencement of development, the necessary works are to be implemented.

Whilst it is understood the proposed development would involve provision of the access only, as the access is within the defined High Coal Risk Area, the Coal Authority consider the conditions are relevant.

Ecology - Greater Manchester Ecology Unit have been consulted on the application and the response are in line with those provided to Bolton Council.

An Ecological Impact Assessment (EcIA) Report (Tyler Grange 13010_R03 September 2020) has been submitted as part of the application.

The recommendations from GMEU to address ecological issues all relate to the development site itself and do not relate to the access into the site.

As such the conditions recommended by GMEU are not relevant to this application for the access and would be dealt with under the jurisdiction of the Bolton Planning Authority.

Electricity North West - The development is shown to be adjacent to or affect Electricity North West's operational land or electricity distribution assets. Where the development is adjacent to operational land the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant should verify such details by contacting Electricity North West.

An advisory to the applicant would be included as an informative.

Response to neighbour representations -

- Concerns regarding the traffic generation, impacts on the highway network and road surfacing have been considered by TfGM and the Highway's section. No objections have been raised subject to the imposition of conditions.
- The representation from No 102 Stopes Road is considered to be a comment relating

to the drainage conditions on the site and past issues of flooding from a collapsed culvert within the development site itself. A condition for drainage details would be included.

- The proposed access from the far eastern end of Stopes Road would be for emergency purposes only. Access to this route would be controlled by some form of retractable or collapsible bollard if necessary. This route would not be for regular traffic and there would be no increase in traffic to this part of Stopes Road.

Statement in accordance with Article 35(2) Town and Country Planning (Development Management Procedure) (England) (Amendment) Order 2015

The Local Planning Authority worked positively and proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition. The Local Planning Authority has therefore implemented the requirement in Paragraph 38 of the National Planning Policy Framework.

Recommendation: Approve with Conditions

Conditions/ Reasons

1. Applications for approval of reserved matters must be made not later than:
 - the expiration of three years beginning with the date of the grant of outline planning permission; and
 - that the development to which the permission relates must be begun not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason. Required to be imposed pursuant to Section 51 of the Planning and Compulsory Purchase Act 2004

2. Before the development is commenced, the applicant shall submit detailed plans and particulars to the Local Planning Authority, and obtain their approval under the Town and Country Planning Acts, of the following reserved matters; the layout, scale, appearance and the landscaping of the site.

Reason. To ensure the satisfactory development of the site and because this application is in outline only.

3. This decision relates to drawings numbered -
Site location plan HAR001LP01/Rev B; Topographical survey sheets 1-4, reference 55335_01_01 to 55335_01_04; Constraints plan HAR001CP01 Rev D; Parameters plan HAR001PP01 Rev G; Proposed site access VN201653-D108 Rev A; Proposed emergency vehicle access arrangement VN201653-D104; Emergency Vehicle Strategy Plan VN201653-D107 Rev A
and the development shall not be carried out except in accordance with the drawings hereby approved.

Reason. For the avoidance of doubt and to ensure a satisfactory standard of design pursuant to the policies of the Bury Unitary Development Plan listed.

4. No development shall commence unless and until a scheme to minimise dust emissions has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of all dust control measures and the methods to monitor emissions of dust arising from the development. The development shall be implemented in accordance with the approved scheme with the approved dust control measures being retained and maintained in a fully

functional condition for the duration of the development hereby approved.

Reason. Information not submitted at application stage. The information is required to reduce the impacts of dust disturbance from the site on the local environment, pursuant to chapter 11 of the NPPF - Conserving and enhancing the natural environment.

5. No development shall commence unless and until the following has been carried out -
 - a scheme for the undertaking of intrusive site investigations, designed by a competent person and adequate to properly assess the ground conditions on the site and establish the risks posed to the development by past coal mining activity (shallow mining / mine entries) has been submitted to and approved by the Local Planning Authority.
 - the submission of a report of findings arising from the intrusive site investigations and any remedial and / or measures necessary, including the submission of the proposed layout plan which identifies the location of any on-site mine entries (if found present) including appropriate zones of influence for all mine entries, and the definition of a suitable 'no-build' zone;
 - The implementation of any remedial works required to an approved timetable.

Reason. The undertaking of intrusive site investigations, prior to the commencement of development, is considered to be necessary to ensure that adequate information pertaining to ground conditions and coal mining legacy is available to enable appropriate remedial and mitigatory measures to be identified and carried out before building works commence on site. This is in order to ensure the safety and stability of the development, in accordance with paragraphs 178 and 179 of the National Planning Policy Framework
6. No development shall commence unless and until details of a drainage scheme has been submitted to and approved by the Local Planning Authority. The scheme must be based on the hierarchy of drainage options in the National Planning Practice Guidance and be designed in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015). This must include assessment of potential SuDS options for surface water drainage with appropriate calculations and test results to support the chosen solution. Details of proposed maintenance arrangements should also be provided. The approved scheme only shall be implemented prior to first occupation and thereafter maintained.

Reason. To promote sustainable development and reduce flood risk pursuant to Unitary Development Plan Policies EN5/1- New Development and Flood Risk , EN7/3 - Water Pollution and EN7/5 - Waste Water Management and chapter 14 - Meeting the challenge of climate change, flooding and coastal change of the NPPF.

For further information on the application please contact **Jennie Townsend** on **0161 253-5320**



Production Date: 08 Apr 2021

Scale 2834

when printed at A4

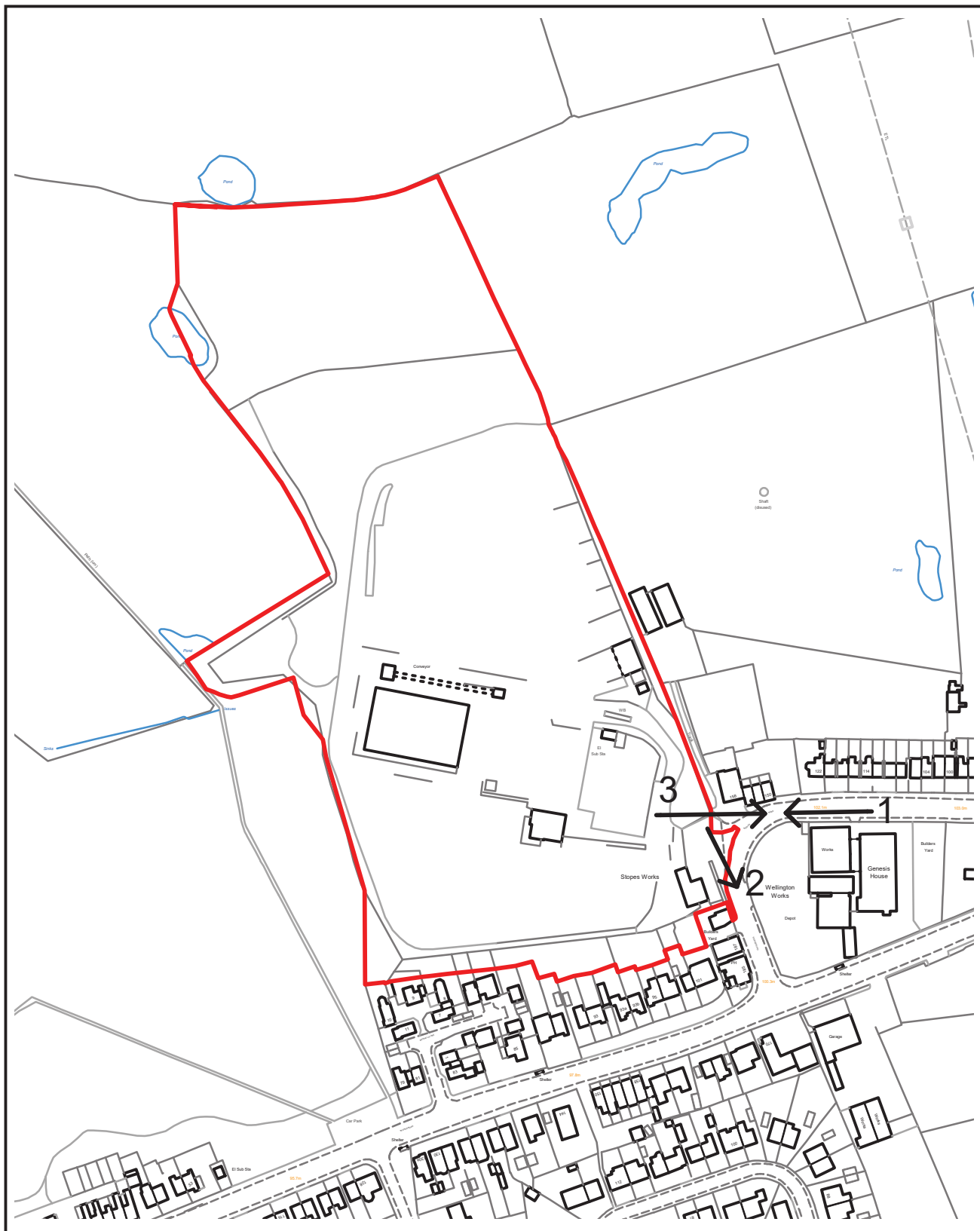
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Notes

Viewpoints



PLANNING APPLICATION LOCATION PLAN

APP. NO 66064

**ADDRESS: Stopes Road, Little Lever
Bolton**

Planning, Environmental and Regulatory Services

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Bury
COUNCIL

66064

Plan 1



Plan 2



66064

Plan 3







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REV.	DETAILS	DRAWN	CHECKED	DATE
A	Amendments made to access routes	WD	AS	02.03.21



Notes:
1. This is not a construction drawing and is intended for illustrative purposes only.
2. White lining is indicative only.

 Area Covered Within 250m of Site Access

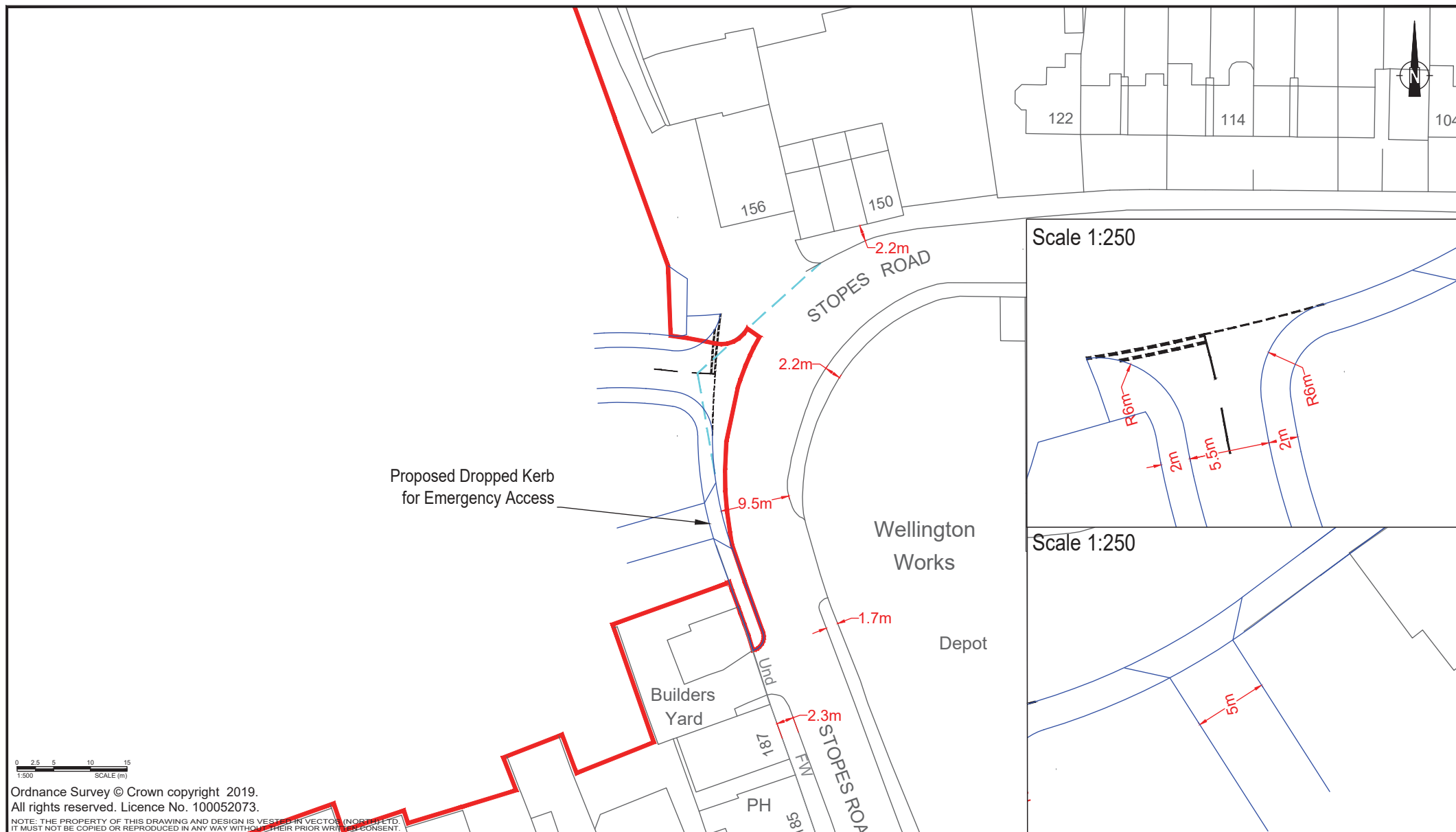
 Route to Site (Stopes Road)

 Access to Site

 Site Circulatory

  Access Options

Stopes Road - Little Lever, Bolton				Harworth	
Emergency Vehicle Strategy				vectos. 4th Floor Oxford Place, 61 Oxford Street, Manchester, M1 6EQ 0161 228 1008 e: manchester@vectos.co.uk	
DRAWN: WD	CHECKED: AS	DATE: 29.01.21	SCALES: 1:2000 at A3	DRAWING NUMBER: VN201653-D107	REVISION: A



Scale 1:250

Scale 1:250

REV.	DETAILS	DRAWN	CHECKED	DATE
A	Amendments made to emergency access route	WD	AS	01.03.21

Notes:

1. This is not a construction drawing and is intended for illustrative purposes only.
2. White lining is indicative only.

--- Visibility splay - 2.4m to Tangent of Kerb

Stopes Road - Little Lever, Bolton				Harworth	
Proposed Site Access				<div>vectos.</div> <div>4th Floor Oxford Place, 61 Oxford Street, Manchester, M1 6EQ 0161 228 1008 e: manchester@vectos.co.uk</div>	
DRAWN: WD	CHECKED: AS	DATE: 17.02.21	SCALES: 1:500 at A3 - Unless Shown	DRAWING NUMBER: VN201653-D108	REVISION: A

Scale 1:250



Proposed dropped kerb

3.5m

4m

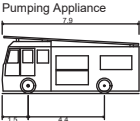
Proposed dropped kerb

Access

Egress



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Overall Length 7.900m
Overall Width 2.500m
Overall Body Height 3.300m
Min Body Ground Clearance 0.140m
Track Width 2.500m
Lock to lock time 4.00s
Kerb to Kerb Turning Radius 7.750m

Notes:

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- 2. White lining is indicative only.

Stopes Road - Little Lever, Bolton

Harworth

Proposed Emergency Vehicle Access Arrangement

vectos.

4th Floor Oxford Place, 61 Oxford Street, Manchester, M1 6EQ
0161 228 1008 e: manchester@vectos.co.uk

DRAWN:	CHECKED:	DATE:	SCALES:
WD	AS	01.12.20	1:500 at A3 - Unless Shown

DRAWING NUMBER:	REVISION:
VN201653-D104	-

LOCATION PLAN

