



The Planning Inspectorate

Report to Bolton Council

by Kevin Ward BA (Hons) MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 5 September 2014

PLANNING AND COMPULSORY PURCHASE ACT 2004 (AS AMENDED)

SECTION 20

REPORT ON THE EXAMINATION INTO BOLTON'S ALLOCATIONS PLAN

Document submitted for examination on 14 November 2013

Examination hearings held between 28 April and 9 May 2014

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Abbreviations Used in this Report

DPD	Development Plan Document
LDS	Local Development Scheme
MM	Main Modification
NPPF	National Planning Policy Framework
PPG	Planning Practice Guidance
SA	Sustainability Appraisal
UDP	Unitary Development Plan

Non-Technical Summary

This report concludes that Bolton's Allocations Plan provides an appropriate basis for the planning of the Borough subject to a number of modifications being made. The Council has specifically requested me to recommend any modifications necessary to enable the plan to be adopted.

The Council has provided the detailed wording for the modifications, most of which are based on suggestions it put forward during the examination. I have recommended their inclusion after full consideration of the representations from other parties on these issues.

The main modifications can be summarised as follows:

- Providing an explanation of how the Allocations Plan will be monitored and the relationship with the monitoring of the Core Strategy;
- Clarifying the definition of employment uses and the approach towards other uses on employment sites;
- Clarifying the need to take account of the historic environment and the relationship with the Core Strategy in this respect;
- Adding an additional mixed use site allocation at Crompton Way/Bolton Point;
- Clarifying the references for employment site allocations and the Primary Shopping Area in Bolton Town Centre;
- Deleting policies P7AP and P8AP;
- Amending Policy CG5AP to ensure that it is consistent with national policy;
- Clarifying the detailed approach to development on Protected Open Land;
- Clarifying that the effect on viability will be taken into account when seeking low or zero carbon technologies;
- Deleting or amending the boundaries of housing site allocations where development is now complete or substantially complete; and
- Correcting Appendix 5 in respect of UDP policies to be replaced.

Introduction

1. This report contains my assessment of Bolton's Allocations Plan (the Allocations Plan) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the preparation of the Allocations Plan has complied with the duty to co-operate, in recognition that there is no scope to remedy any failure in this regard. It then considers whether the Allocations Plan is sound and whether it is compliant with the legal requirements. Paragraph 182 of the National Planning Policy Framework (NPPF) makes it clear that to be sound a Local Plan should be positively prepared; justified; effective and consistent with national policy.
2. The starting point for the examination is the assumption that the Council has submitted what it considers to be a sound plan. The Council produced one minor change (APSD13) to the published Allocations Plan of July 2013 (APSD01). The basis for my examination is therefore the submitted Allocations Plan (November 2013) which is the same as the published Allocations Plan incorporating this minor change.
3. In accordance with section 20(7C) of the 2004 Act, the Council requested that I recommend any modifications needed to rectify matters that make the Allocations Plan unsound/not legally compliant and thus incapable of being adopted. This report deals with the main modifications that are needed to make the Allocations Plan sound and they are identified in bold in the report (**MM**). These main modifications are set out in the Appendix.
4. The main modifications all relate to matters that were discussed at the examination hearings. The Council has provided the detailed wording of the main modifications, most of which are based on suggestions it put forward during the examination.
5. The main modifications have been subject to public consultation and Sustainability Appraisal (SA) and I have taken account of consultation responses and the findings of the SA in writing this report.

Scope of the Allocations Plan and relationship with the adopted Core Strategy

6. Bolton's Core Strategy (the Core Strategy) was adopted in March 2011. This provides the strategic framework for planning in the Borough up to 2026. It identifies the overall scale of development planned and its broad distribution across the Borough. The Core Strategy sets out the policy approach on key issues such as the Green Belt and Protected Open Land and provides the strategic context for site allocations.
7. A number of those who made representations on the published Allocations Plan argued that the Council should have re-assessed the approach to the scale and location of development set out in the Core Strategy, particularly in respect of overall housing provision, given that it was based on the now revoked Regional Strategy (RS) and was adopted prior to the publication of the NPPF and the need to comply with the duty to co-operate. In particular, it was argued that there should be an up to date objective assessment of

housing needs and that this would require co-operation with other authorities. On this basis a number of representors considered it inappropriate to continue with the Allocations Plan and suggested that it should be subsumed into a single Development Plan Document (DPD) which incorporated a review of the Core Strategy.

8. There is nothing in the 2004 Act, associated Regulations or indeed the NPPF which requires a Local Plan to consist of a single, all encompassing DPD. Whilst the NPPF encourages a single Local Plan document, the statutory framework clearly allows for the development plan to consist of a number of different DPDs.
9. The Local Development Scheme (LDS) sets out the scope of the Allocations Plan and its relationship with the Core Strategy. It is clear from the LDS and the Allocations Plan itself, that it is not intended to supersede any of the policies in the Core Strategy. The Allocations Plan is required to be consistent with the adopted Core Strategy under the terms of Reg 8(4) of the Town and Country Planning (Local Planning) (England) Regulations 2012.
10. It may be that overall development requirements in the Borough, particularly for housing, need to be re-assessed and that the Core Strategy needs to be reviewed. It may also be appropriate to produce a new Local Plan consisting of a single DPD. The Council acknowledges this, along with the fact that co-operation and joint working with other authorities is likely to be required. It is of course under a statutory duty to keep matters under review in any case.
11. However, it is not the role of the Allocations Plan, which is clearly intended to implement and be consistent with the adopted Core Strategy, to revisit the overall approach to development needs and the strategy to deliver them. Likewise, the lack of an up to date objective assessment of housing need is not a reason to conclude that the Allocations Plan is not sound or legally compliant. The key tests in respect of the scale of development proposed are whether the Allocations Plan is consistent with the Core Strategy and whether it will realistically deliver the scale and distribution of development envisaged. I deal with these issues in more detail below.
12. The Allocations Plan does not include policies or proposals in respect of accommodation for Gypsies and Travellers. This is consistent with the LDS which identifies a separate Travellers DPD with a clear timetable for preparation, and adoption expected in February 2016.

Assessment of Duty to Co-operate

13. Section s20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A of the 2004 Act in relation to the preparation of the Allocations Plan.
14. Given the scope of the Allocations Plan and the context provided by the Core Strategy and the Greater Manchester Minerals and Waste Plans, there are few strategic matters (as defined by S33A (4) of the 2004 Act) relevant to its preparation. As set out above, the scale of development and its broad distribution have already been determined by the Core Strategy and are not matters for the Allocations Plan.

15. The strategic matters relevant to the Allocations Plan are the potential cross boundary transport and traffic implications, strategic green infrastructure which crosses local authority boundaries and the employment site at Cutacre and associated alterations to the Green Belt.
16. There are strong and constructive working relationships between authorities in Greater Manchester in relation to planning across boundaries. The Council has demonstrated close co-operation with Transport for Greater Manchester and the Highways Agency in terms of modelling and assessing the transport implications of the Allocations Plan and specific proposals. It has liaised with other authorities in co-ordinating the approach to strategic green infrastructure and the Association of Greater Manchester Authorities produced a Green Infrastructure Framework. The Council has also worked closely with Salford and Wigan Councils in respect of the land at Cutacre to ensure a co-ordinated approach.
17. In overall terms I am satisfied that in respect of strategic matters, the Council has engaged constructively, actively and on an ongoing basis in the preparation of the Allocations Plan. I conclude that the Council has complied with the duty to co-operate.

Assessment of Soundness

Main Issues

18. Taking account of all the representations, written evidence and the discussions that took place at the examination hearings I have identified the following main issues upon which the soundness of the Allocations Plan depends.

Issue 1 – Whether the Allocations Plan is consistent with the Core Strategy and whether it has been positively prepared, is justified, effective and consistent with national policy in relation to the scale and distribution of development proposed and the approach to site allocations

19. The Core Strategy seeks to focus development and investment on Bolton Town Centre and the Renewal Areas of Inner Bolton, Farnworth and Brightmet, along with the strategic site allocation for mixed use development at Horwich Loco Works. The M61 corridor is identified as a key area for employment, particularly for manufacturing and distribution uses. The Core Strategy makes it clear that development will be concentrated in the existing urban areas and that the Green Belt and areas of Protected Open Land will remain unchanged apart from the strategic proposals at Cutacre and Horwich Loco Works. Land at Horwich Loco Works is allocated as a strategic site for mixed use development in the Core Strategy.
20. In terms of housing, the Core Strategy plans for an average of 694 dwellings per year between 2008 and 2026 (12,492 over the plan period). Bolton Town Centre is expected to accommodate 10-20% of the total, Renewal Areas 35-45%, Horwich Loco Works 10-15% and the Outer Areas 20-30%.
21. I deal specifically with the issue of housing land supply and delivery in more detail below. However, taking account of other potential sources of housing land, the Allocations Plan proposes sufficient housing site allocations to meet the overall requirement set out in the Core Strategy. Again, taking account of

other sources of supply, the planned distribution of housing across the Borough is also consistent with that envisaged in the Core Strategy.

22. The Core Strategy identifies a need for between 145ha and 165ha of additional employment land in the Borough up to 2026 with 105-110ha in the M61 corridor, 25-35ha in Bolton Town Centre and 15-20ha in the Renewal Areas.
23. Including Horwich Loco Works and Bolton Town Centre, the Allocations Plan identifies sites for approximately 129-145ha of employment land with approximately 96-101ha in the M61 corridor and approximately 8ha in the Renewal Areas. However, these figures do not include additional employment development opportunities within sites allocated for mixed use or unallocated sites that may come forward in the urban area. Taking this into account the overall amount of employment land planned and its distribution across the Borough are consistent with the Core Strategy.
24. In terms of the location of site allocations, the overall approach taken in the Allocations Plan is consistent with the Core Strategy. The allocated sites are concentrated in the existing urban areas and do not involve land in the Green Belt (other than at Cutacre) or on Protected Open Land. Whilst a number of allocated housing sites affect green spaces in the urban area, Policy CG1 of the Core Strategy specifically allows for this in order to meet strategic objectives for housing and subject to the improvement of remaining green spaces.
25. The Allocations Plan is therefore consistent with the Core Strategy in terms of the approach to the scale and distribution of development and the allocation of sites. Within this context it has been positively prepared and it is justified, effective and consistent with national policy.

Issue 2 – Whether the approach towards the supply and delivery of housing land is justified, effective and consistent with national policy

26. As set out above, the Allocations Plan seeks to deliver some 12,492 additional dwellings between 2008 and 2026 in line with the requirement set out in the Core Strategy. On the basis of updated information, the Council confirmed that net completions between 2008 and 2013 totalled 2,621 dwellings, leaving a residual net requirement of 9,871. The Council accepted at the hearings that it was reasonable to anticipate an average of 40 demolitions per year. Taking this into account, overall provision needs to be made for some 10,391 additional dwellings (gross) for the remaining 13 years of the plan period.
27. Completions since 2008 have consistently fallen below the annual average requirement of 694 dwellings. However, completions in each of the three years between 2005 and 2008 exceeded this figure and were significantly above the requirement of 470 dwellings in place at the time. Total completions between 2003 and 2013 have exceeded the overall planned requirements. Taking this longer term view I consider that there has not been persistent under delivery of housing. In terms of a five year supply of deliverable sites, it is appropriate to apply an additional buffer of 5% therefore. The Council accepts that the backlog of undersupply since 2008 (some 850 dwellings) should be addressed. In line with the national Planning Practice Guidance (PPG) I consider that the undersupply since 2008 should be

dealt with in the first five years. On this basis the gross five year requirement as of 2013 equates to 4,745 dwellings.

28. In the light of updated information and having reviewed the potential capacity on individual sites, the Council's position in relation to housing supply within the remainder of the plan period is that the proposed housing site allocations would deliver 5,260 dwellings¹, the strategic allocation at Horwich Loco Works would deliver approximately 1,300 dwellings and sites within Bolton Town Centre 1,831 dwellings. In addition it considers that sites with planning permission of 0.25ha and above would deliver 596 dwellings² and that an allowance of 1,170 dwellings on small sites (below 0.25ha) should be made. This would give an overall provision of approximately 10,150 dwellings, some 240 below the residual requirement. However, the Council argue that potential also exists for larger windfall sites (those of 0.25ha and above) to come forward within the urban areas and for the sites allocated for mixed use to make a significant contribution to housing supply. With this in mind, the Council considers that the total potential supply of housing land will be sufficient to meet the residual requirement and indeed provide some flexibility should some sites not come forward as envisaged.
29. The Council considers that as of 2013, the supply of deliverable sites would provide for 4,814 dwellings i.e. just in excess of the five year requirement.
30. Doubts were raised by some representors as to the realism of the Council's assumptions in terms of housing land supply and concerns were raised about the deliverability of a number of specific sites.
31. Taking the issue of a five year supply first, the Council recognises that for various reasons a number of the proposed housing site allocations will not contribute to the supply in the short term and does not include them in its calculations accordingly. Likewise it has not sought to include the strategic site allocation at Horwich Loco Works or sites within Bolton Town Centre as part of the five year supply. This is despite the fact that planning permissions exist for some 1,000 dwellings in the Town Centre.
32. There was a reasonable degree of consensus between the parties at the hearings that the Council's estimate of 90 dwellings per year from sites below 0.25ha was realistic in the light of past trends and given that planning permissions exist for 949 dwellings from this source. In terms of sites of 0.25ha and above with planning permission, the Council's estimate of 596 dwellings appears reasonable in the absence of clear evidence that the sites in question will not be implemented within five years.

¹ The figure of 5,289 in Doc 4.003 included 29 dwellings at Smithills Coaching House which have planning permission

² The figure of 567 in Doc 4.003 excluded 29 dwellings at Smithills Coaching House which have planning permission

33. There will of course always be some uncertainty as to whether and to what extent all of the sites concerned will deliver housing within five years. It is likely that some sites will not come forward in this timescale or at least not to the extent envisaged. Even on the basis of the Council's own calculations, there would only just be a five year supply of specific deliverable sites.
34. However, I consider that the Council has taken a realistic and pragmatic view of the sites which will deliver housing in this time frame. Furthermore, the Borough contains significant areas of urban land where planning policy is generally positive towards the provision of new housing. There is clearly potential for at least some larger windfall sites to come forward, including in the short term. In particular the sites allocated for mixed use provide clear opportunities to contribute to the supply of housing. The Council proposed a modification to the Allocations Plan to include land at Crompton Way/Bolton Point as a mixed use site allocation. I deal specifically with this proposal later in my report but it serves as an example of a site which could make a contribution to the supply of housing, including in the short term. A planning application for 308 dwellings on part of the site was submitted to the Council in November 2013.
35. The potential for housing to come forward on such sites and elsewhere as windfall sites within the urban areas provides an additional degree of flexibility should specific sites identified by the Council not come forward. Taking this into account, I am satisfied that the Allocations Plan will realistically provide for a five year supply of deliverable housing sites.
36. In relation to the plan period as a whole I accept that the Council's estimates of delivery within Bolton Town Centre and at Horwich Loco Works are optimistic, particularly given recent market conditions and the scale and complexity of the Horwich Loco Works site. However, it is not unreasonable to plan on the basis of improving market conditions over the remainder of the plan period. There is a significant stock of planning permissions in the Town Centre (just over 1,000) and there is clear interest in developing the Horwich Loco Works site given that a planning application was submitted in January 2014 which included an application for outline permission for up to 1,700 dwellings.
37. There are also a number of proposed housing site allocations which require the clearance of existing buildings or other physical infrastructure improvements. In some cases there are existing users on the site. However, there is no compelling evidence that any of the proposed site allocations do not have a reasonable prospect of being available and viably developed during the plan period.
38. The proposed housing site allocations have been identified within the policy framework provided by the Core Strategy, with the emphasis on regeneration and the use of land within the urban area, particularly previously developed land. Within this context there is a reasonable degree of variety in terms of the size, character and location of sites and a good mix of greenfield and previously developed land.
39. As noted above, I consider that the Council's estimate of delivery from sites of 0.25ha and above with planning permission is reasonable and its estimate of

90 dwellings per year from sites below 0.25ha is realistic. Again as set out above, there is scope for larger windfall sites to come forward in the urban areas and particular potential for the proposed mixed use site allocations to deliver significant amounts of housing.

40. Taking all of these factors into account and the lower requirement for certainty in terms of specific sites later in the plan period (see Paragraph 47 of the NPPF), I consider that the total potential supply of housing land will be sufficient to meet the residual requirement for the rest of the plan period and will provide some flexibility should sites not come forward as envisaged.
41. I conclude therefore that the approach towards the supply and delivery of housing land is justified, effective and consistent with national policy.

Issue 3 – Whether the proposed housing site allocations are justified, effective and consistent with national policy

42. The Allocations Plan proposes a large number of sites for housing, spread across the Borough. As noted above, I consider that the overall approach to the identification of sites is consistent with the Core Strategy and there is a reasonable prospect of them being available and viably developed during the plan period.
43. Within the context of the Core Strategy the Council has sought to balance the need for a range and choice of housing sites to meet identified requirements with other important considerations such as the character and appearance of the area, highway safety, the living conditions of local residents and the need to ensure adequate and good quality green space. I consider that the Council has achieved the correct balance.
44. A number of the proposed sites are subject to planning permission for housing and in some cases currently under construction. I return to the issue of sites which are complete or substantially complete below. In other cases the Council has previously granted permission which has now lapsed and therefore already given consideration to detailed matters.
45. There are a number of sites occupied by mill buildings or other industrial uses set partly or wholly within residential areas. Often these are no longer in use and in poor physical condition. Whilst such sites can raise issues in terms of site clearance and the relocation of existing users, their redevelopment will have significant benefits for regeneration and the character and appearance of the area.
46. In many cases, detailed proposals will need to address particular issues relating to the site in question such as the living conditions of local residents, access and parking and the character and appearance of the area. However, there is no reason to suggest that suitable solutions cannot be found in principle through design and layout and the usual development management process.
47. The Allocations Plan includes housing sites on areas of informal green space. Policy CG1 of the Core Strategy specifically allows for this in order to meet strategic objectives for housing, subject to the improvement of remaining green spaces.

48. Sport England raised particular concerns over a number of sites which it considered involved playing fields (i.e. wider areas of land containing playing pitches), including some former school/college sites. The Council's evaluation of informal open space sites undertaken in 2013 (set out in APBD10) concludes in a number of cases that the sites in question constitute informal open space rather than playing fields. Therefore subject to mitigation in the form of improvement to other local open space, development would be appropriate in principle under the terms of Policy CG1 of the Core Strategy. In other cases, the playing pitches concerned have been disused for some time, often many years. The Playing Pitch Strategy published in March 2014 (Doc. 1.016) includes an assessment of the supply and demand for playing pitches across the Borough. This confirms that there is no need to bring disused pitches back into use. As such it has been demonstrated that they are surplus to requirements and in terms of Paragraph 74 of the NPPF, suitable in principle for development.
49. In the case of the site at Hollycroft Avenue, Brightmet (56SC) the existing multi use games area is in a poor state of repair and there is scope to replace the facility within the adjacent area of playing fields. The site at Nuffield House (14SC) has planning permission and is being developed for housing. The bowling green and pavilion on the site are being retained.
50. In addition to Sport England, a number of representors raised concerns over specific sites. I set out my findings in relation to the key issues raised below.

Inner Bolton

Devonshire Road – 130SC

51. Previously a school playing field, the site has not been used for this purpose for a number of years. The Playing Pitch Strategy confirms that there is no need to bring such sites back into use. It currently functions as informal open space. Given the topography of the site, some parts of it would be unsuitable for built development and provide scope for planting and other improvements to the quality of remaining open space. It would effectively be developed as an extension to the adjacent Nuffield House site and is likely to be accessed through it. Subject to a detailed scheme, development could be brought forward without harm to the character and appearance of the local area and would provide suitable living conditions for future residents. Whilst it is a greenfield site, there are a significant number of previously developed sites proposed in the Allocations Plan. The site would make a valuable contribution to the supply of housing land and the range and choice of sites available.

Farnworth

Blindsill Road – 94SC

52. The site has not contained a playing pitch for many years and is now informal open space. The Playing Pitch Strategy confirms that there is no need to bring such sites back into use. The size of the site could facilitate the provision of enhanced recreational facilities as part of the development or alternatively there are nearby areas of open space that could be improved.

Horwich and Blackrod

Lostock Hall Farm – 113SC

53. Whilst the adjacent Gate House is listed, there are no listed buildings within the proposed site. The effect on the historic asset and its setting are matters that can adequately be dealt with through consideration of a detailed proposal in light of Policy CG3 of the Core Strategy.

Ox Hey Lane – 115SC

54. The site adjoins areas of open countryside with public rights of way and other recreational opportunities. Housing development underway on nearby sites will include recreational areas and public open space. Whilst previous use as a water treatment facility will need to be addressed, there is no reason to suggest that housing development could not be practical and viable in the medium term.

Mount Street – 119SC

55. The site has not been used as a playing field for some time. The Playing Pitch Strategy confirms that there is no need to bring such sites back into use. There is no evidence that the nearby primary school will need to expand onto this site. Detailed matters relating to traffic and access could be adequately dealt with through the development management process.

Manchester Road – 125SC

56. The site is currently informal open space and is used for children's play and informal recreation. It is clearly valued by the local community. There is potential to improve existing open space at Shawbury Close, although it is accepted that this would not be as convenient for some residents and would involve those living on the other side of Manchester Road crossing this busy road.
57. Although the existing access would require widening and the demolition of one of the adjacent houses, there is no practical reason that a scheme could not be designed to achieve a safe access with adequate visibility onto Manchester Road. Detailed matters relating to traffic and parking could be dealt with as part of a planning application. Likewise, although the site is largely surrounded by existing houses with some on lower ground, a scheme could be designed to avoid any significant adverse effect on the living conditions of local residents in terms of privacy and outlook.
58. Given that the site is only anticipated to accommodate approximately 30 dwellings it is not likely to have a significant additional effect on the capacity of local facilities including schools.
59. The site provides a good opportunity to contribute to the housing needs of the area and in particular to provide affordable housing. There are very limited opportunities to develop elsewhere in Blackrod and the alternative site suggested at Whitehall Lane is in the Green Belt. On balance therefore the allocation of the site for housing and the loss of informal open space is justified.

Singleton Avenue – 133SC

60. The land forms part of the wider area of playing fields at Green Lane. However, the site itself is not laid out as a playing pitch and slopes upwards towards existing housing. The Playing Pitch Strategy confirms a surplus of pitches in the area. Development would provide the opportunity to improve the quality of provision on the remainder of the Green Lane playing fields.
61. There is no substantive evidence of any particular issue with ground conditions and subject to a detailed scheme, a suitable and safe access can be provided from Singleton Avenue. There is no reason to suggest that the wider road network could not accommodate increased traffic and the Core Strategy identifies Horwich as one of the locations to focus development in the Outer Areas of the Borough.

Little Lever and Kearsley

Radcliffe Road – 75SC

62. The site is a relatively narrow strip of informal open space along Radcliffe Road. There are a number of other areas of open space in close proximity which could be improved. There is no reason to suggest that detailed issues relating to access and visibility could not be addressed through a planning application.

Riversdale Mill – 76SC

63. The redevelopment of this small industrial site for housing would have significant positive effects on the character and appearance of the area. Any issues of contamination would be addressed through the planning application process and given the limited scale of housing envisaged there is no reason to conclude that there would be an adverse effect on highway safety, particularly given existing uses on the site.

Park Road – 77SC

64. The site is currently an area of informal open space. It is clearly valued by the local community for its contribution to the visual setting of the estate and for the opportunities it provides for a range of informal recreational activity. Development of the proposed site would have some effect on the character and appearance of the area, removing the open aspect from this part of Park Road.
65. However, there are other significant areas of accessible open space in relatively close proximity to the estate. There is potential to improve the quality of other local open spaces, particularly at Hill Top Park. The site would make a valuable contribution to the supply of housing land and the range and choice of sites available. On balance, it would be suitable in principle for housing development given Policy CG1 of the Core Strategy.
66. There is no substantive evidence of any significant issue with ground conditions or drainage or that there is any particular wildlife interest on the site. Adequate drainage, on-site parking and separation distances from the existing houses opposite could be achieved subject to detailed layout and

design, and issues of traffic and highway safety would be addressed through a planning application. The design and layout of a scheme would also need to take account of the significant slope beyond the rear of the site.

Gorses Road – 85SC and Long Lane/Radcliffe Road – 87SC

67. These sites form part of a railway cutting either side of Long Lane. Whilst the topography and shape of the sites raise issues in terms of design, layout and access, in principle I consider that these could be addressed. They provide suitable sites for development which would assist regeneration in the local area and contribute towards meeting housing needs.

Westhoughton

Leigh Common – 109SC

68. Previous applications were refused and an appeal dismissed in 2008 on the basis of the now superseded Unitary Development Plan (UDP) which sought to avoid development on greenfield windfall sites. This policy approach is no longer in place following the adoption of the Core Strategy. In principle the site can be suitably and safely accessed and this was accepted in the 2008 appeal decision.

West Bolton

Garthmere – 48SC

69. The site is previously developed, being occupied by a substantial existing dwelling. The building is not listed or in a Conservation Area. The small scale of potential development on the site is unlikely to have any significant impact on traffic and congestion in the area. Subject to design and layout there is no reason in principle why development of the site could not be compatible with the character and appearance of the locality and other dwellings on Garthmere Road. A detailed scheme would need to take account of the existence of protected trees on the site and ensure adequate arrangements for drainage. If demonstrated to be necessary, arrangements could be made to avoid disturbance to wildlife on adjacent land during construction.

Conclusion on the proposed housing site allocations

70. A number of the proposed housing sites have been granted planning permission and construction has taken place. In some cases development is now complete or substantially complete and continuing. In others the sites are partially developed but no construction is currently taking place. In this respect the Allocations Plan is not effective in representing the actual status of these sites. Main modifications **MM13** and **MM14** would address this concern. Subject to these modifications I consider that all of the proposed housing site allocations are justified, effective and consistent with national policy.

Issue 4 – Whether the employment and mixed use site allocations and the protected employment sites are justified, effective and consistent with national policy

71. The Core Strategy recognises the need for a strategic employment site for

manufacturing and distribution uses in the M61 corridor and Policy M3 proposes a broad location in the vicinity of Cutacre Tip, with a site of up to about 80ha to be identified through the Allocations Plan. Policy M3 recognises that approximately half of the site would need to be on land currently within the Green Belt. The principle of the allocation of the site at Cutacre, its approximate size and the removal of land from the Green Belt is therefore already established.

72. Outline planning permission for predominantly employment development (just over 78ha) at Cutacre was granted in April 2014 (the scheme also includes less than 0.7ha for hotel and food and drink uses). The planning permission covers all of the proposed site allocation apart from just under 2ha of land adjacent to Salford Road. On this basis there is clear evidence that the proposed site allocation will provide for just over 80ha of developable land for employment purposes.
73. The proposed site allocation is large enough to fulfil the requirements of Policy M3 of the Core Strategy therefore. As I have set out above, the apparent potential shortfall in employment land allocations in the Borough and specifically the M61 corridor does not take account of additional employment development opportunities within sites allocated for mixed use or unallocated sites that may come forward in the urban area. There is no need to increase the size of the site at Cutacre or to identify additional employment land in the locality to meet wider employment land needs. Whilst exceptional circumstances exist to alter the Green Belt in line with the Council's proposals, they do not exist to remove other land in the area from the Green Belt.
74. Specifically, there is no need to extend the proposed site allocation at Cutacre to include additional land at Bewshill Farm. As noted above the proposed site is large enough to meet identified employment land requirements. The boundary of the Green Belt will be clear and defensible and there is no evidence that the delivery of the proposed development at Cutacre is reliant on such additional land. Despite the change in circumstances, the land at Bewshill Farm continues to fulfil the purposes of the Green Belt. Exceptional circumstances do not exist to justify further alteration to the Green Belt and the extension of the proposed Cutacre site to include Bewshill Farm is not required to make the Allocations Plan sound.
75. The area of land adjacent to Salford Road which is included in the proposed Cutacre site allocation but is not the subject of the recent planning permission is required to ensure that identified needs for employment land can be met. Development of the land in question for housing would also be inappropriate given the close proximity of the existing waste management facility and the proposed employment uses on the Cutacre site.
76. The Allocations Plan also proposes the addition of some land to the Green Belt to the south of the Cutacre site. The reclamation of the Cutacre site and the proposal for employment development on a substantial scale will significantly alter the character and appearance of the locality, the form of the built up area and its relationship with surrounding countryside. This major change in circumstances along with the fact that adjacent land in Wigan Borough is in the Green Belt are sufficient to constitute the exceptional circumstances required to add land to the Green Belt.

77. In addition to the land at Cutacre, the Allocations Plan proposes a number of sites for employment development and five sites for mixed use development (employment and housing). These are necessary to ensure an adequate supply of employment land in line with requirements set out in the Core Strategy. I consider that the sites in question are suitable in principle for the uses proposed and have a realistic prospect of being delivered within the plan period. During the course of the examination the Council proposed that the protected employment land at Crompton Way/Bolton Point should be re-designated as a mixed use site allocation. I consider that the site is suitable for mixed use and that this would provide some of the necessary additional flexibility in terms of the potential supply of housing land.
78. Whilst I consider that the approach to employment and mixed use allocations and protected employment land is appropriate and consistent with the Core Strategy, there is a lack of clarity within the Allocations Plan in relation to the definition of employment uses and the degree of flexibility to be applied to proposals for non-employment uses. There is also a lack of clarity in terms of the need to take account of the potential effect on the historic environment when considering proposals on mixed use sites. The references to employment site allocations on the submitted Policies Map are not consistent with those in the Allocations Plan document itself.
79. In respect of the lack of sufficient flexibility and clarity, the Allocations Plan is therefore not effective. These concerns would be resolved however through main modifications **MM2, MM3, MM4** and **MM5**.
80. Land at Bury Road/Brightmet Fold Lane (the Hoover-Candy site) is in use and is considered to be a good quality site for employment purposes. It is identified as protected employment land in the Allocations Plan. Current circumstances do not justify its re-designation for mixed use in the Allocations Plan. However, future proposals would be considered in the light of the flexibility applied to such sites, as clarified by **MM2**.
81. I conclude that subject to the main modifications referred to above the employment and mixed use site allocations and the protected employment sites are justified, effective and consistent with national policy.

Issue 5 – Whether the approach to retailing and town centres is justified, effective and consistent with national policy

82. The Core Strategy includes a range of policies on town centres, retailing and other main town centre uses such as leisure. This includes specific policies for sub-areas within Bolton Town Centre. The Allocations Plan has a limited role in terms of such issues therefore. The submitted Policies Map identifies the boundaries of Town, District and Local Centres and the Allocations Plan includes a single policy (Policy P7AP on Retail Warehouse Parks).
83. The area covered by Bolton Town Centre is large. It is based on the area contained within four main roads, Topp Way, Marsden Road, Trinity Street and St Peter's Way but also includes the Railway Station, the University and the proposed Urban Village. Given the nature of land uses and the physical and functional links between areas, I am satisfied that the boundary of the Town Centre is appropriate.

84. Beyond the Town Centre the area to the immediate south of Trinity Street includes a supermarket and a number of individual retail outlets in the Bolton Shopping Park. The retail units are visible from the southern part of the Town Centre and relatively close to the Railway Station and new bus interchange currently under construction. However, they are physically separated from the Town Centre by Trinity Street, a busy dual carriageway. Despite the existence of pedestrian crossing points, Trinity Street forms a distinct and strong physical boundary. The retail units are set back from the road by areas of car parking and are clearly separated visually from the Town Centre. The Council retains some control over sub-division and the sale of goods from the units in the Shopping Park through planning conditions in the interests of safeguarding the vitality and viability of the Town Centre. An extension to the Town Centre to include this area would not be justified therefore.
85. The Primary Shopping Area within Bolton Town Centre is the Civic and Retail Core identified in the Core Strategy. Whilst the submitted Policies Map shows the boundary of this area, it is not annotated or distinguished from other parts of the wider Town Centre. The Allocations Plan is ineffective in this respect given the lack of clarity. Main modification **MM6** would rectify this situation and show the Primary Shopping Area clearly.
86. In essence, Policy P7AP simply reflects the existence of four retail parks beyond Bolton Town Centre and repeats the basic principle set out in the NPPF of avoiding an adverse effect on existing centres. The policy adds little if anything to national policy and in an attempt to portray a positive approach could in my view lead to some confusion in terms of further development at these retail parks. The inclusion of the policy is not therefore justified or effective. Main modification **MM7** would address these concerns.
87. I conclude that subject to main modifications **MM6** and **MM7**, the approach to retailing and town centres is justified, effective and consistent with national policy.

Issue 6 – Whether other policies are justified, effective and consistent with national policy

Transport

88. Improvements to parking facilities at Horwich Parkway railway station have now been carried out. The Council accepts that there is no longer a justification for the inclusion of Policy P8AP. Main modification **MMS** would delete this policy and associated text.
89. The submitted Policies Map identifies the Strategic Route Network and Policy P9AP emphasises the need to safeguard this network and support the development of public transport and improvements for cyclists. I consider that the policy is justified and that Paragraph 3.18 makes it sufficiently clear that the intention is not to prevent all development along such routes but to ensure that the effectiveness and safety of the network is maintained. It is sufficiently clear that mitigation measures would be taken into account when considering specific proposals.
90. Policy P10AP is clear that provided the integrity of public rights of way is retained, development which affects them will be permitted. The policy sets

out a justified and sufficiently flexible approach.

91. Subject to main modification **MMS**, the policies on transport are justified, effective and consistent with national policy.

Cleaner and Greener Bolton

92. The submitted Allocations Plan lacks sufficient clarity in terms of the approach towards development on site allocations which may affect the historic environment. Specifically the context provided by Policy CG3 of the Core Strategy is not explained. This lack of clarity and effectiveness would be overcome by main modification **MM9** which would introduce further explanatory text.
93. Policy CG5AP fails to give sufficient weight to the recreational and community function of school playing fields and the approach to development proposals on such sites is inconsistent with Paragraph 74 of the NPPF. Main modification **MM10** would address these concerns.
94. Beyond the urban areas on land not within the Green Belt, there are a number of areas of Protected Open Land. The Core Strategy is clear that such areas of Protected Open Land will be retained and that there will be constraints on most forms of development within them so that they remain essentially undeveloped. The Allocations Plan is consistent with this approach.
95. Given my conclusions in relation to proposed site allocations and meeting needs for development, I consider that the approach taken in the Allocations Plan towards Protected Open Land is justified. Identified development needs can be met without encroaching onto such land (other than at Horwich Loco Works). Allocating sites in such areas or permitting development on any scale within them would be inconsistent with the Core Strategy.
96. Paragraph 5.11 recognises, quite correctly, that a future review of the Core Strategy may change the policy approach to such land and that beyond the plan period, some of it could be considered appropriate for development.
97. Policy CG6AP is justified and provides sufficient flexibility to allow for some forms of development that would not undermine the integrity of the Protected Open Land designation. The approach to the specific forms of development that may be permitted on Protected Open Land is insufficiently clear however. Main modification **MM11** would add necessary clarification and ensure that the Allocations Plan is effective in this respect.
98. Again, given my conclusion that development needs can be met, there is no need or justification for amendments to the Green Belt beyond those at Cutacre. Other than at Cutacre, the Core Strategy does not propose any alterations to the Green Belt. Further amending the boundaries of the Green Belt to allocate sites or accommodate development would not be consistent with the Core Strategy.
99. The detailed approach to development within the Green Belt set out in Policy CG7AP is sufficiently clear and flexible. It is justified, effective and consistent with national policy.

100. Policy CG8AP elaborates on and is consistent with Policy CG2 of the Core Strategy. However, it is insufficiently clear from Paragraphs 5.21 and 5.22 that the effect on the viability of development proposals will be taken into account when seeking mitigation of emissions through low or zero carbon technologies. Main modification **MM12** would address this concern and ensure that the Allocations Plan is effective.
101. Subject to the main modifications referred to above, the policies on cleaner and greener Bolton are justified, effective and consistent with national policy.

Issue 7 – Whether additional site allocations are required to make the Allocations Plan sound

102. A number of representations were made in respect of the need for land for housing on sites within the Green Belt or on Protected Open Land. The Allocations Plan makes sufficient provision for housing to meet identified needs and additional site allocations are not required to make it sound. Furthermore, modifying the Allocations Plan to allocate or at least allow for such sites to come forward for housing would make it inconsistent with the Core Strategy. Specifically, exceptional circumstances to remove land from Green Belt for housing development do not exist. The Council suggested during the examination that a site at Smithills Coaching House could also be allocated. It is a previously developed site in the Green Belt which now benefits from planning permission for 29 houses and is under construction. Given this, it is not necessary for soundness to modify the Allocations Plan to include this site.
103. Likewise, the Allocations Plan makes sufficient provision for employment land, taking account of potential additional employment development opportunities within sites allocated for mixed use or unallocated sites that may come forward in the urban area. There is no need to identify additional employment sites and exceptional circumstances do not exist to bring forward further land for employment development in the Green Belt. As I have made clear above in relation to the proposed site at Cutacre, it is large enough to meet identified employment land requirements. The boundary of the Green Belt will be clear and defensible and there is no evidence that the delivery of the proposed development at Cutacre is reliant on additional land.
104. Whilst policy M4 of the Core Strategy allows for remaining sites at Middlebrook to be developed for offices, the Town Centres are the focus for office development and the M61 corridor is identified as a location for manufacturing and distribution uses. Land adjacent to the football stadium is not one of the sites identified for development at Middlebrook. It would be inconsistent with the Core Strategy and national policy to allocate the land in question for office use.

Issue 8 – Whether the Allocations Plan would be able to be monitored effectively

105. As the Allocations Plan is intended to implement the Core Strategy, it does not contain a specific monitoring framework. Monitoring the implementation and delivery of the Allocations Plan will to a large extent relate back to the

objectives and policies of the Core Strategy. The Authority Monitoring Report will allow for an integrated approach. The Council anticipate adapting and extending monitoring processes and the Authority Monitoring Report following the adoption of the Allocations Plan and for example to specifically monitor progress on the delivery of site allocations.

106. Whilst I am satisfied that the Allocations Plan will be able to be monitored effectively, it is insufficiently clear from the document itself how this will be achieved and how monitoring will be integrated with that of the Core Strategy. In this respect the Allocations Plan is ineffective. This concern would be addressed by the additional explanation set out in main modification **MM1**.

Assessment of Legal Compliance

107. My examination of the compliance of the Allocations Plan with the legal requirements is summarised in the table below. I conclude that it meets them other than in respect of the list of UDP policies to be superseded. It incorrectly refers to Policy CG5AP replacing Policy R2 of the UDP and as I have recommended the deletion of Policy P8AP, Policy A14 of the UDP would not now be replaced.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The Allocations Plan is identified within the approved LDS November 2012 which sets out an expected adoption date of May 2014. Although there has been some slippage in the timetable for adoption, the Allocations Plan's content is compliant with the LDS.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in January 2011 and consultation has been compliant with the requirements therein, including the consultation on the proposed main modifications (MM).
Sustainability Appraisal (SA)	SA has been carried out and is adequate.
Appropriate Assessment (AA)	The Habitats Regulations AA Screening Report April 2013 sets out why AA is not necessary.
National Policy	The Allocations Plan complies with national policy except where indicated and modifications are recommended.
Sustainable Community Strategy (SCS)	Satisfactory regard has been paid to the SCS.
Public Sector Equality Duty (PSED)	The Local Plan complies with the Duty.
2004 Act (as amended) and 2012 Regulations.	The Allocations Plan complies with the Act and the Regulations.

Overall Conclusion and Recommendation

108. **The Allocations Plan has a number of deficiencies in relation to soundness and legal compliance for the reasons set out above which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the Act. These deficiencies have been explored in the main issues set out above.**
109. **The Council has requested that I recommend main modifications to make the Allocations Plan sound and/or legally compliant and capable of adoption. I conclude that with the recommended main modifications set out in the Appendix, Bolton's Allocations Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the NPPF.**

Kevin Ward

Inspector

This report is accompanied by the Appendix containing the main modifications

Appendix – Main Modifications

The modifications below are expressed either in the conventional form of ~~strikethrough~~ for deletions and underlining for revisions or additions of text, or by specifying the modification in words in *italics*. The page numbers and paragraph numbering below refer to the submission Allocations Plan and do not take account of the deletion or addition of text. The map extracts show the site specific modifications by providing an extract from the submitted Policies Map and the revised Policies Map.

Ref. no	Policy/para/page	Modification
MM1	<p>Introduction Page 2</p> <p>Add section on monitoring and review after para xi</p>	<p><u>Monitoring and review</u></p> <p><u>The Authority Monitoring Report annually monitors progress on the preparation of planning documents set out in the Local Development Scheme and the effectiveness of planning policies in Bolton through updating a range of indicators. Comparison of these against all Local Plan targets, including those from the Allocations Plan, will give a clear indication of the implementation and effectiveness of each policy and proposal. As the Allocations Plan follows the strategic planning approach of Bolton’s Core Strategy by setting out how its policies will be spatially implemented, its monitoring will be integrated with the monitoring of the Core Strategy policies, through the AMR.</u></p> <p><u>The AMR will report back on the indicators in the Allocations Plan that are set out in the ‘measuring delivery’ table for each policy; an approach that is consistent and complimentary to the approach in the Core Strategy.</u></p> <p><u>The monitoring of site allocations will be done through the AMR, which will include a table monitoring the progress of each individual development site through the planning process and development to completion. Specifically in relation to housing allocations progress will be compared against that assumed in</u></p>

		<p><u>the housing trajectory, which is also included in the AMR.</u></p> <p><u>Should the delivery of the plan consistently fall below a range of the set targets, then consideration would have to be given to whether a plan review should take place. The AMR will consider this on an annual basis. Contingencies relating to non-delivery of key sites are set out in page 20 of the Core Strategy. The Association of Greater Manchester Authority's work to develop a strategy on future housing and employment land requirements to support growth is also very likely to trigger a future plan review.</u></p>
MM2	<p>Employment Land</p> <p>New paragraph after paragraph 3.5 Page 5</p> <p>To clarify definition of employment uses</p>	<p><u>With regard to Core Strategy Policy P1, employment uses are defined as B1, B2 and B8 uses.</u></p> <p><u>Alternative non-B1/B2/B8 uses on allocated employment land, protected employment land and mixed-use sites will be permitted where:</u></p> <ul style="list-style-type: none"> • <u>There would be no harm to the economic function of the locality or the benefits of the proposed development outweigh the harm; OR</u> • <u>A marketing strategy satisfactorily demonstrates that there is no longer demand for a B1/B2/B8 use; OR</u> • <u>A viability assessment satisfactorily demonstrates that it is no longer appropriate for the site to be retained for B1/B2/B8 purposes.</u> <p><u>All other relevant local and national planning policies will continue to apply.</u></p>
MM3	<p>Policy P6AP – Mixed Use Development Page 6</p> <p>Amend Policy P6AP to include additional criterion on historic environment</p>	<p>Development in these areas will be guided by the following principles in order to ensure they are economically, socially and environmentally suitable:</p> <ul style="list-style-type: none"> • Neighbouring uses should be compatible • Opportunities for employment should be maximised

		<ul style="list-style-type: none"> • Impact on the highway network must be acceptable • Development must be well served by public transport, and make effective provision for cycling and walking • Potential for sustainable energy sources must be maximised • Provision of open space will be required to meet the appropriate council standards for residential development. • <u>Conserving and enhancing the historic environment</u>
MM4	<p>Policy P6AP – Mixed Use Development Page 6</p> <p>Add site at Crompton Way/Bolton Point as mixed use allocation and remove as protected employment land. Add to Policy P6AP</p>	<p>The proposed mixed use areas are:</p> <ul style="list-style-type: none"> • Moses Gate • Halliwell Mills • Higher Swan Lane / Sunnyside • Former British Aerospace site, Lostock • The Greenwood, Chorley New Road, Horwich • <u>Crompton Way/Bolton Point</u>
	<p>Policies Map Change</p> <p>Show site allocation on map indicating change to submitted Policies Map</p>	<p>See Policies Map Change MM4 Crompton Way/Bolton Point</p>
	<p>Employment Land</p> <p>Paragraphs 3.3, 3.4 and 3.6 Page 5</p> <p>Amend paragraphs above accordingly</p>	<p>3.3 24 <u>23</u> existing employment areas have been allocated as protected employment land on the Proposals Map and will be safeguarded through Core Strategy policy P1.2. These areas are listed in Appendix 2.</p> <p>3.4 Land has been allocated on the Proposals Map for comprehensive mixed use regeneration. This consists of sites at Moses Gate, Halliwell Mills, Higher Swan Lane/Sunnyside, the former British Aerospace site, Lostock, and the Greenwood, Horwich and at <u>Crompton Way/Bolton Point</u>.</p>

		<p>3.6 The Core Strategy contains borough wide and area specific policies on employment. This Allocations Plan contains an additional comprehensive mixed use regeneration policy for five <u>six</u> different areas of the Borough. In addition Core Strategy policies M1 and M2 already allocate the former Horwich Loco Works as a comprehensive mixed use development site. The same notation on the Proposals Map applies to Core Strategy policies M1 and M2 and to Policy P6AP.</p>
	<p>Appendix 2 Protected Employment Land Page 24 Appendix 3 Comprehensive Development Mixed Use Sites Page 25</p> <p>Amend Appendix 2 and Appendix 3 accordingly</p>	<p>See Appendices 2 and 3 for changes.</p>
MM5	<p>Policies Map Changes</p> <p>Amend reference numbers to employment sites on Policies Map to reflect correct references in document (Set out as table showing submitted and corrected references for each site rather than on Map)</p>	<p>See Appendix 1 for changes.</p>
MM6	<p>Retail and Leisure</p> <p>Policies Map Change</p> <p>Amend Policies Map to show clearly Bolton</p>	<p>See Policies Map Change MM6 Bolton Town Centre Primary Shopping Area.</p>

	<p>Town Centre's Primary Shopping Area i.e. add notation</p>																				
<p>MM7</p>	<p>Policy P7AP – Retail Warehouse Parks Page 8</p> <p>Paragraphs 3.10-3.12 Page 8</p> <p>Policies Map Changes</p> <p>Delete Policy P7AP and paras 3.10, 3.12 and associated tables, remove allocations from Policies Map and amend para 3.11 to delete "also".</p>	<p><i>Delete Policy P7AP</i></p> <p><i>Delete paragraphs 3.10 and 3.12</i></p> <p>3.11 The Proposals Map also identifies the Middlebrook retail area.</p> <table border="1" data-bbox="1070 815 2042 1107"> <thead> <tr> <th colspan="5">Key delivery items – Prosperous – Retail warehouse parks (P7AP)</th> </tr> <tr> <th>Item</th> <th>Cost and funding</th> <th>Who</th> <th>Delivery</th> <th>Time frame</th> </tr> </thead> <tbody> <tr> <td>Assessment of planning applications</td> <td>Planning application fees</td> <td>Bolton Council Planning Control</td> <td>In line with Planning Control targets</td> <td>On-going</td> </tr> </tbody> </table> <table border="1" data-bbox="1070 1145 2042 1362"> <thead> <tr> <th colspan="1">Measuring delivery – Prosperous – Retail warehouse parks (P7AP)</th> </tr> </thead> <tbody> <tr> <td>Core Strategy Objectives met: S03, S04</td> </tr> <tr> <td>Indicators (and targets)</td> </tr> <tr> <td>Indicators and targets for policy P7AP are subsumed within the indicators and targets for Core Strategy policy P2</td> </tr> </tbody> </table>	Key delivery items – Prosperous – Retail warehouse parks (P7AP)					Item	Cost and funding	Who	Delivery	Time frame	Assessment of planning applications	Planning application fees	Bolton Council Planning Control	In line with Planning Control targets	On-going	Measuring delivery – Prosperous – Retail warehouse parks (P7AP)	Core Strategy Objectives met: S03, S04	Indicators (and targets)	Indicators and targets for policy P7AP are subsumed within the indicators and targets for Core Strategy policy P2
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		<p>Flexibility and phasing The council will apply this policy flexibly by considering it as part of an assessment of the costs and benefits of a development</p> <p>See Policies Map Change MM7 Retail Warehouse Parks.</p>																					
MM8	<p>Transport</p> <p>Policy P8AP – Railway Development Page 10</p> <p>Paragraphs 3.15 Page 9 Paragraphs 3.16-3.17 Page 10</p> <p>Policies Map Change</p> <p>Delete Policy P8AP, para 3.17 and tables that follow, amend paras 3.15 and 3.16 accordingly</p>	<p><i>Delete Policy P8AP</i></p> <p><i>Delete paragraph 3.17</i></p> <table border="1" data-bbox="1070 678 2042 935"> <thead> <tr> <th colspan="5">Key delivery items – Prosperous – Rail stations (P8AP)</th> </tr> <tr> <th>Item</th> <th>Cost and funding</th> <th>Who</th> <th>Delivery</th> <th>Time frame</th> </tr> </thead> <tbody> <tr> <td>Horwich Parkway additional car parking</td> <td>£510,000</td> <td>Transport for Greater Manchester</td> <td>Construction of car park</td> <td>By 2014</td> </tr> </tbody> </table> <table border="1" data-bbox="1070 970 2042 1230"> <thead> <tr> <th>Measuring delivery – Prosperous – Rail stations (P8AP)</th> </tr> </thead> <tbody> <tr> <td>Core Strategy Objectives met: SO6</td> </tr> <tr> <td>Indicators (and targets)</td> </tr> <tr> <td>Completion of facilities (by 2016)</td> </tr> <tr> <td>Flexibility and phasing</td> </tr> <tr> <td>Annual monitoring will assess whether the targets are likely to be reached and whether any adjustment to it is necessary</td> </tr> </tbody> </table> <p>3.15 The Published Proposals Map shows the former Bolton to Bury railway as a proposed strategic cycle route. It also shows other proposed cycle routes that are not along existing roads in</p>	Key delivery items – Prosperous – Rail stations (P8AP)					Item	Cost and funding	Who	Delivery	Time frame	Horwich Parkway additional car parking	£510,000	Transport for Greater Manchester	Construction of car park	By 2014	Measuring delivery – Prosperous – Rail stations (P8AP)	Core Strategy Objectives met: SO6	Indicators (and targets)	Completion of facilities (by 2016)	Flexibility and phasing	Annual monitoring will assess whether the targets are likely to be reached and whether any adjustment to it is necessary
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		<p>order to protect them from any adverse development and to help to implement Core Strategy Policy P5. The Published Proposals Map shows an improved rail station at Horwich Parkway and the strategic route network.</p> <p>3.16 The Core Strategy contains Borough wide and area specific policies on transport. The Published Allocations Plan contains three <u>two</u> specific additional policies on improvements to Horwich Parkway Station, the strategic route network, and on rights of way. The council has prepared the Published Allocations Plan in the light of modelling that shows the possible transport implications of proposed development in the context of the expected overall growth in road traffic.</p> <p>See Policies Map Change MM8 Railway Development Horwich Parkway</p>
MM9	<p>Cleaner and Greener Bolton</p> <p>New paragraph after paragraph 5.7 Page 14</p> <p>Explain the policy context for the historic environment</p>	<p><u>Conserving and enhancing the historic environment</u></p> <p><u>5.8 Core Strategy policy CG3 sets out the strategic approach for the historic environment and is based on evidence including the Historic Environment Assessment supported by English Heritage. In addition the area based policies of the Core Strategy set out the plan’s approach to development in each area. This includes the requirement to conserve and enhance the character of the existing physical environment. In doing so it makes specific mention of the key features of the historic environment including conservation areas, historic parks and key listed buildings. The Allocations Plan Policies Map shows conservation areas. It also identifies some sites for development that include listed buildings, could have an effect on their setting, or are in conservation areas. Planning applications for development of these sites would need to conserve and enhance the historic environment in accordance with Core Strategy policy CG3, relevant area based policies and national policy, as set out</u></p>

		<p>in the National Planning Policy Framework.</p>
<p>MM10</p>	<p>Policy CG5AP – School playing fields Page 15</p> <p>Paragraph 5.9 Page 15</p> <p>Amend Policy CG5AP and para 5.9 to be consistent with criteria in NPPF para 74</p>	<p>Policy CG5AP – School playing fields</p> <p>The Council will <u>only</u> permit development proposals that would result in the loss of school playing fields <u>if, provided that:</u></p> <ol style="list-style-type: none"> 1. <u>An assessment has been undertaken which has clearly shown that the playing field is surplus to educational and community requirements; or</u> 2. <u>The loss of playing field resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or</u> 3. <u>The development is for alternative sports and recreational provision, the needs for which clearly outweighs the loss.</u> <p>1. The development is for educational purposes and the educational requirements for playing fields now and in the future can still be met</p> <p>2. The land is not needed for educational purposes now or in the longer term, and there is no need to retain the land for wider community recreational use.</p> <p>5.9 School playing fields are an important component of open space in the Borough, and they are sometimes used by the wider community. <u>This policy sets out the circumstances that would</u></p>

		<p><u>need to be met before development of school playing fields could take place. When they become surplus to educational requirements they can be developed for other purposes provided that the need for development outweighs any local deficiency in the provision of open space. The playing fields to which this policy applies are not shown on the Proposals Map.</u></p>
MM11	<p>Policy CG6AP – Other Protected Open Land</p> <p>Paragraph 5.12 Page 16</p> <p>Clarify what may be permitted in areas of Protected Open Land</p>	<p>5.12 <u>The categories set out in policy CG6AP provide the framework to assess the appropriateness of development on Protected Open Land and reflect the varied nature and current uses of these areas of land. While some development may be acceptable it should generally be small scale to maintain the open character of these areas. Category 1 provides criteria to assess proposals within established housing or industrial areas. Limited infilling that reflects the scale of development of these areas may be acceptable as it is unlikely to have significant effects on the overall openness of the area, its nature and character. Category 3 refers to uses that cannot be located in the urban area, either because they require too much space or because they are not appropriate close to housing; such uses would generally be recreational in nature. Development in this category would include commercial developments which requires a non-urban location but where the scale of buildings would make it unacceptable in Green Belt. Particular regard will be paid to the impact of the development on the character of the landscape, the visual intrusion of light sources, the setting of listed buildings or other buildings of historic interest, and any intrinsic nature conservation interest of the proposed site.</u></p>
MM12	<p>Policy CG8AP – Decentralised, renewable and low carbon energy development locations</p>	<p>5.21 Commercial uses with a high proportion of emissions from electricity use that are not connected to decentralised energy networks will be expected, <u>where viable, to mitigate a proportion</u></p>

	<p>Paragraphs 5.21 and 5.22 Page 19</p> <p>Clarify that viability will be taken into account when seeking low or zero carbon technologies.</p>	<p>of their emissions using low or zero carbon technologies</p> <p>5.22 Housing allocations are spread across most of the Borough, and will be expected, <u>where viable</u>, to mitigate a proportion of their emissions using low or zero carbon technologies; the scale of development means that building scale solutions will generally be most appropriate</p>
MM13	<p>Strong and Confident Bolton Council</p> <p>Policies Map Changes</p> <p>Appendix 4 Allocated Housing Land Pages 26-29</p> <p>Delete housing site allocations where development is now completed or substantially completed</p> <p>Show sites on maps indicating change to submitted Policies Map</p> <p>Amend Appendix 4 accordingly</p>	<p>The following sites have been deleted where development is now complete or substantially complete:</p> <p>9SC Zest at the Place (MM13a) 43SC Land at the Glen (MM13b) 44SC The Laurels (MM13c) 45SC Greenmount Lane (MM13d) 50SC Holden Mill (MM13e) 61SC Milnthorpe Road (MM13f) 66SC Waggon Road (MM13g) 72SC Marylawns (MM13h) 84SC Hulme Road (MM13i) 139SC Crows Nest Farm (MM13j) 142SC Greenroyd Avenue (MM13k)</p> <p>See Policies Map Changes MM13 (a – k) Allocated Housing Land Sites</p> <p>See Appendix 4 for changes.</p>
MM14	<p>Strong and Confident Bolton Council</p> <p>Policies Map Changes</p>	<p>Boundaries have been amended for the following sites:</p> <p>27SC Back Minorca Street (MM14a) 30SC Mather Street Mill (MM14b)</p>

	<p>Appendix 4 Allocated Housing Land Pages 26-29</p> <p>Amend boundaries of housing site allocations where development is partially complete but no construction is currently taking place</p> <p>Show sites on maps indicating change to submitted Policies Map</p>	<p>110SC Armor Holdings (MM14c)</p> <p>See Policies Map Changes MM14 (a – c) Allocated Housing Land Sites</p>
MM15	<p>Appendix 5 Replacement of saved UDP policies Page 30</p> <p>Appendix 5 Replacement of saved UDP policies in relation to policy R2</p>	<p>Row 1 (policy R2) final column CG5AP <u>CG6AP</u></p>
MM16	<p>Appendix 5 Replacement of saved UDP policies Page 30</p> <p>Appendix 5 Replacement of saved UDP policies in relation to policy A14</p>	<p>Row 15 (policy A14) final column P8AP <u>Not replaced</u></p>

Appendix 1: Corrected employment site references

Site Name	Submitted reference	Corrected reference
Bolton town centre	No reference	1P1.1
Barrs Fold Close	33P	2P1.1
Horwich Loco Works	No reference	3P1.1
Cutacre (net development area)	25P	5P1.1
The Linkway, Middlebrook	45P	6P1.1
St. Peters Business Park A	21P	7P1.1
Watermead	18P	8P1.1
Mill Street	10P	9P1.1
Mill Street/Mule Street	11P	10P1.1
Stone Hill Road	31P	11P1.1
Express Industrial Estate B	22P	12P1.1
Undershore Works	26P	13P1.1

Appendix 2: Protected employment land

Site Ref	Site name	Site size (ha)
1P1.2	Middlebrook Business Zone	12.24
2 P1.2	Lostock Industrial Estate (Mansell Way)	12.16
	Lostock Industrial Estate (Lynstock Way)	16.03
	Lostock Industrial Estate (Lostock Lane)	27.35
	Lostock Industrial Estate (Total)	55.54
3 P1.2	Wingates Industrial Estate	58.45
4 P1.2	The Valley	34.21
5 P1.2	Express Industrial Estate	17.28
6 P1.2	Europa Industrial Estate	12.41
7 P1.2	Lyon Industrial Estate	9.18
8 P1.2	Great Lever Employment Area	43.36
9 P1.2	Crescent Road and Manchester Road	5.29
10 P1.2	Bury Road/Brightmet Fold Lane	14.68
11 P1.2	Raikes Lane	10.91
12 P1.2	Tonge Bridge	3.27
13 P1.2	Thornbank Industrial Estate	3.79
14 P1.2	Edge Fold	7.09
15 P1.2	Station Road, Blackrod	11.38
16 P1.2	Crown Lane/Lodge Bank, Horwich	6.09
17 P1.2	Mill Hill	20.59
18 P1.2	Pearl Brook	1.06
19 P1.2	Bella Street/St. Helens Road	3.98
21 P1.2	Ox Hey Lane Industrial Estate	2.18

22 P1.2	Mayfield Avenue Employment Area	2.2
23 P1.2	Land bound by Manchester Road and St. Peter's Way	1.09
24 P1.2	Salford Road, Over Hulton	12.95
25 P1.2	Crompton Way	13.41
	Total	362.63 <u>349.22</u>

Appendix 3: Comprehensive development mixed use sites

Site Ref	Site name	Site size (ha)	Core Strategy Location			
			M61 Corridor	Renewal Areas	Outer Areas	Bolton Town Centre
1P6AP	Moses Gate	18.34		*		
2P6AP	Halliwell Mills	8.13		*		
3P6AP	Higher Swan Lane/Sunnyside	11.54		*		
5P6AP	The Greenwood	0.58			*	
6P6AP	British Aerospace	7.46	*			
<u>7P6AP</u>	<u>Crompton Way/Bolton Point</u>	<u>13.41</u>		<u>*</u>		
	Total	46.05 <u>59.46</u>	7.46	38.01 <u>51.42</u>	0.58	0

Appendix 4: Allocated Housing Land

Allocations Site Ref	Site Name	Size (Ha)	Yield	Land Type	Core Strategy Area
1SC	Westbrook	3.06	100	Brownfield	Town Centre
2SC	Chadwick Street Campus	3.02	120	Brownfield	Inner Bolton
3SC	Folds Road / Turton Street	1.54	97	Brownfield	Inner Bolton
4SC	Moss Rose Mill	1.34	72	Brownfield	Little Lever and Kearsley
5SC	Union Road / Yates Street	1.57	17	Brownfield	Inner Bolton
6SC	Firwood School	1.84	66	Brownfield	Inner Bolton
7SC	Tonge Mill	0.70	24	Brownfield	Inner Bolton
8SC	Arcadia—Waters Meeting Road	4.55	78	Brownfield	Inner Bolton
9SC	Eagley Brook Way	1.84	4	Brownfield	Inner Bolton
10SC	Rushlake Drive	0.70	46	Greenfield	Inner Bolton
11SC	Eskrick Street	0.47	19	Greenfield	Inner Bolton
14SC	Nuffield House	3.66	92	Brownfield	Inner Bolton
15SC	Wordsworth Mill	0.70	25	Brownfield	Inner Bolton
16SC	Brownlow Folds Mill	1.06	24	Brownfield	Inner Bolton
17SC	Tennyson Mill/Brownlow Fold Mill	0.98	45	Brownfield	Inner Bolton
19SC	Former Wolfenden School	0.62	25	Brownfield	Inner Bolton
20SC	Gilnow Mill	1.62	99	Brownfield	Inner Bolton
21SC	Gilnow Gardens	1.58	51	Greenfield	Inner Bolton

22SC	Dinsdale Drive	0.77	35	Brownfield	Inner Bolton
23SC	Garnet Fold	3.90	117	Greenfield	Inner Bolton
24SC	Nixon Road South	1.06	48	Brownfield	Inner Bolton
25SC	Hayward School Site	2.28	94	Brownfield	Inner Bolton
26SC	St Paul's Mill	0.78	17	Brownfield	Inner Bolton
27SC	Back Minorca Street	1.02 <u>0.56</u>	23	Greenfield	Inner Bolton
28SC	Derby Street / Rothwell Mill	4.39	165	Brownfield	Inner Bolton
30SC	Mather Street Mill	0.91 <u>0.55</u>	58 46	Brownfield	Inner Bolton
32SC	Greenland Road	0.45	20	Brownfield	Inner Bolton
33SC	Hartford Tannery	1.96	88	Brownfield	Inner Bolton
35SC	T Sutcliffe and Co Ltd, Weston Street	0.68	36	Brownfield	Inner Bolton
38SC	Astley Lane	2.89	65	Brownfield	Inner Bolton
39SC	Temple Road	3.70	87	Brownfield	Inner Bolton
41SC	Dealey Road	1.01	45	Greenfield	West Bolton
42SC	Heaton Grange	1.77	48	Greenfield	West Bolton
43SC	Land at the Glen	0.74	1	Brownfield	West Bolton
44SC	The Laurels	1.28	6	Greenfield	West Bolton
45SC	231-235 Greenmount Lane	0.40	5	Brownfield	West Bolton
46SC	Moorside and the Marklands	0.40	12	Brownfield	West Bolton
48SC	Garthmere	0.77	15	Greenfield	West Bolton

49SC	Moss Lea Site	0.80	36	Greenfield	North Bolton
50SC	Holden Mill	1.80	240	Brownfield	North Bolton
51SC	Brook Saw Mills	0.50	22	Brownfield	North Bolton
52SC	Longsight CP School	1.76	79	Brownfield	North Bolton
53SC	86 Chapeltown Road	0.65	14	Brownfield	North Bolton
54SC	Darwen Road	0.41	18	Brownfield	North Bolton
56SC	Hollycroft Avenue	0.94	34	Brownfield	Brightmet
58SC	St. Osmonds Primary	0.91	41	Brownfield	Brightmet
59SC	Back Bury Road	0.49	22	Brownfield	Brightmet
61SC	Milnthorpe Road	2.25	44	Greenfield	Brightmet
62SC	Deepdale Road	0.49	22	Greenfield	Brightmet
63SC	St. Andrew's Primary Playing Field	1.23 <u>0.63</u>	55	Greenfield	Brightmet
64SC	St. Andrew's Primary School Site	0.60	30	Brownfield	Brightmet
66SC	Waggon Road	1.94	70	Greenfield	Brightmet
68SC	Wasdale Avenue	0.38	19	Greenfield	Brightmet
69SC	Brightmet Hall IV	1.79	80	Brownfield	Brightmet
70SC	St Catherine's - Woodlands Close	0.70	32	Greenfield	Brightmet
71SC	Earls Farm	2.34	53	Greenfield	Brightmet
72SC	Marylawns	0.48	19	Brownfield	Brightmet
75SC	Radcliffe Road 6	0.49	22	Greenfield	Little Lever and Kearsley
76SC	Riversdale Mill	0.59	16	Brownfield	Little Lever and Kearsley

77SC	Park Road	0.72	39	Greenfield	Little Lever and Kearsley
78SC	Victory Road	0.48	26	Greenfield	Little Lever and Kearsley
79SC	Lever Gardens	0.79	43	Brownfield	Little Lever and Kearsley
80SC	Tarmac	2.24	101	Brownfield	Little Lever and Kearsley
81SC	Creams Paper Mill	1.48	96	Brownfield	Little Lever and Kearsley
83SC	Holcombe Close	0.52	23	Greenfield	Little Lever and Kearsley
84SC	Hulme Road	1.03	33	Brownfield	Little Lever and Kearsley
85SC	Gorses Road	0.85	38	Greenfield	Little Lever and Kearsley
86SC	Suffolk Close	0.43	16	Greenfield	Little Lever and Kearsley
87SC	Long Lane /Radcliffe Road	1.00	27	Brownfield	Little Lever and Kearsley
88SC	Minerva Road	0.71	32	Brownfield	Farnworth
89SC	Redgate Way	1.57	70	Brownfield	Farnworth
90SC	Carr Drive	1.11	50	Brownfield	Farnworth
91SC	Redgate Way - 014A	0.72	32	Greenfield	Farnworth
92SC	Highfield Road	0.37	13	Greenfield	Farnworth
93SC	Dean Close	1.17	25	Greenfield	Farnworth
94SC	Blindsill Road	2.53	94	Greenfield	Farnworth
95SC	Century Motors	0.64	24	Brownfield	Farnworth
96SC	Century Lodge	0.70	32	Greenfield	Farnworth
97SC	Manor Garage	0.61	33	Brownfield	Farnworth
98SC	The Hollies	0.45	24	Brownfield	Farnworth

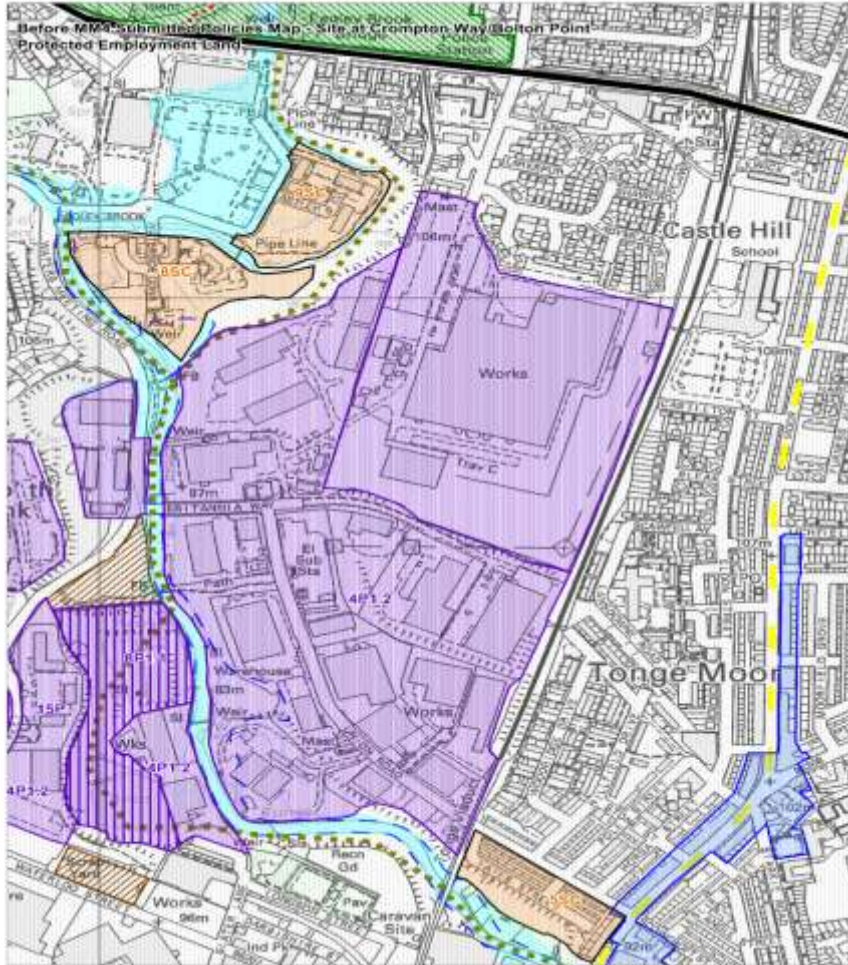
100SC	Old Hall Street	0.42	64	Brownfield	Farnworth
101SC	Bent Street Works	0.69	41	Brownfield	Farnworth
104SC	Harrowby Mill	0.86	23	Brownfield	Farnworth
106SC	Clare Court	1.50	79	Brownfield	Farnworth
107SC	Part Street	1.67	90	Greenfield	Westhoughton
108SC	James Street	0.76	31	Brownfield	Westhoughton
109SC	Leigh Common	1.19	43	Greenfield	Westhoughton
110SC	Armor Holdings	2.30 <u>1.69</u>	104 <u>86</u>	Brownfield	Westhoughton
111SC	Roscoe's Farm	3.78	170	Greenfield	Westhoughton
112SC	Edges Farm	0.56	15	Brownfield	Westhoughton
113SC	Lostock Hall Farm	0.95	26	Brownfield	Horwich and Blackrod
114SC	Land at Lostock Lane	7.83	316	Brownfield	Horwich and Blackrod
115SC	Ox Hey Lane	0.98	26	Brownfield	Horwich and Blackrod
117SC	Swallowfield Hotel and Brazley Site	1.69	67	Brownfield	Horwich and Blackrod
119SC	Mount Street	2.23	71	Greenfield	Horwich and Blackrod
120SC	Chortex Mill and Meadows	4.17	169	Brownfield	Horwich and Blackrod
121SC	Berne Avenue	0.46	17	Greenfield	Horwich and Blackrod
122SC	Crown Lane	0.45	16	Greenfield	Horwich and Blackrod
125SC	Manchester Road	0.55	30	Greenfield	Horwich and Blackrod
128SC	Century Mill	1.36	61	Brownfield	Farnworth
129SC	Farnworth Industrial Estate	1.04	52	Brownfield	Farnworth

130SC	Devonshire Road	1.68	60	Greenfield	Inner Bolton
131SC	Oldham's County Primary	0.79	32	Brownfield	North Bolton
132SC	Horwich College	1.88	76	Brownfield	Horwich and Blackrod
133SC	Singleton Avenue	1.17	53	Greenfield	Horwich and Blackrod
134SC	The Woodlands	0.61	27	Brownfield	Inner Bolton
135SC	Campbell Street	0.85	35	Brownfield	Farnworth
136SC	Romer Street Works and Health Centre	0.76	30	Brownfield	Inner Bolton
138SC	Beehive Mills	3.62	200	Brownfield	Inner Bolton
139SC	Crows Nest Farm	0.89	8	Greenfield	Westhoughton
140SC	Galebrook Nursing Home	0.55	3	Brownfield	North Bolton
141SC	Lark Hill	0.41	28	Brownfield	Farnworth
142SC	Greenroyd Avenue	0.65	21	Brownfield	Brightmet

Submitted Policies Map Modifications

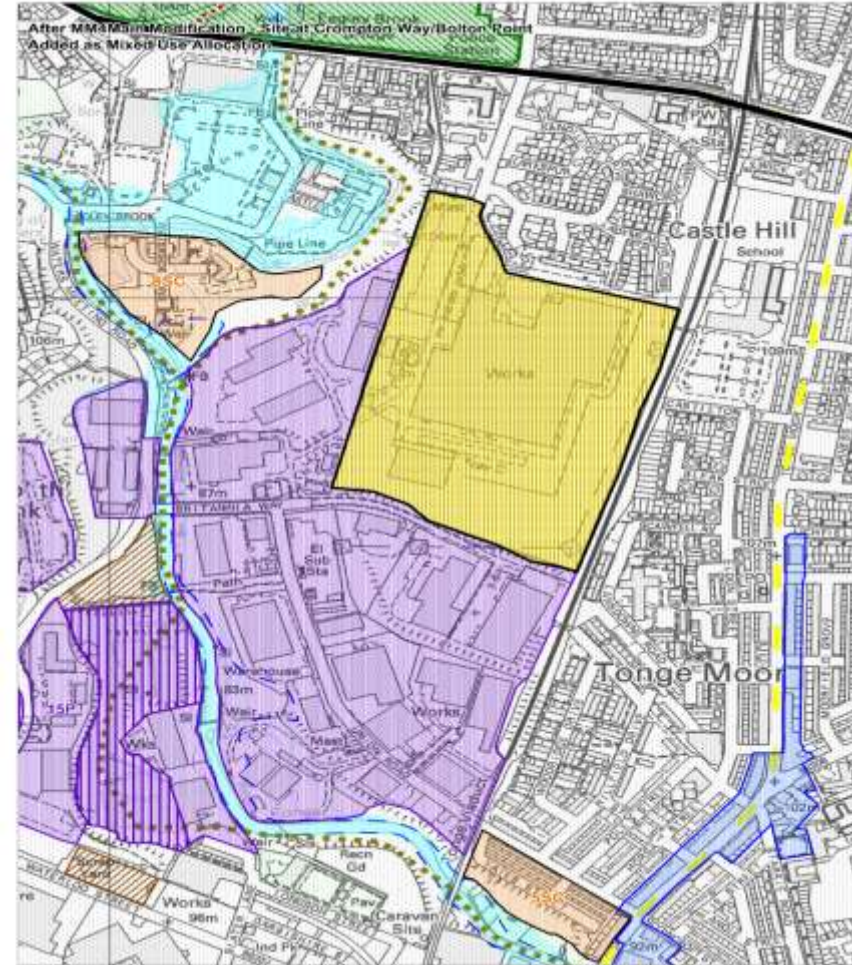
Before MM4 Submitted Policies Map – Crompton Way

Bolton Point Protected Employment Land

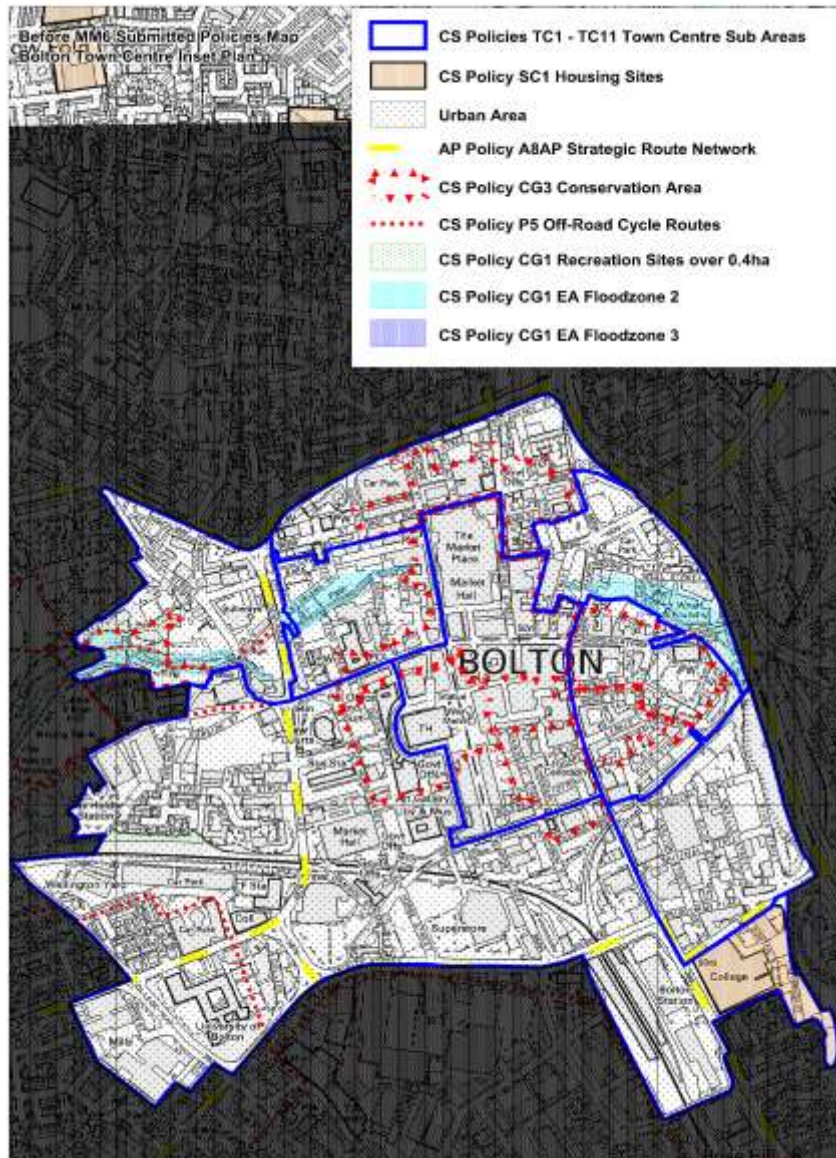


After MM4 Main Modification – Crompton Way

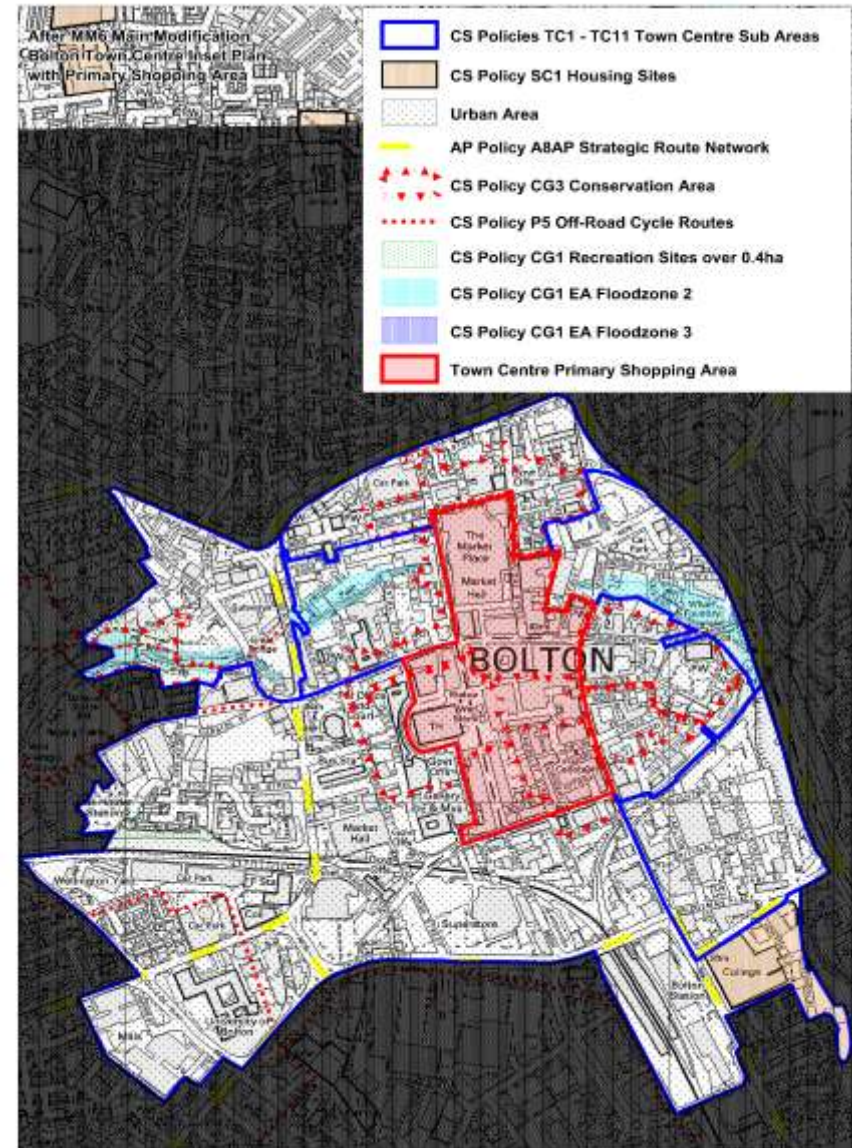
Bolton Point Mixed Use Allocation



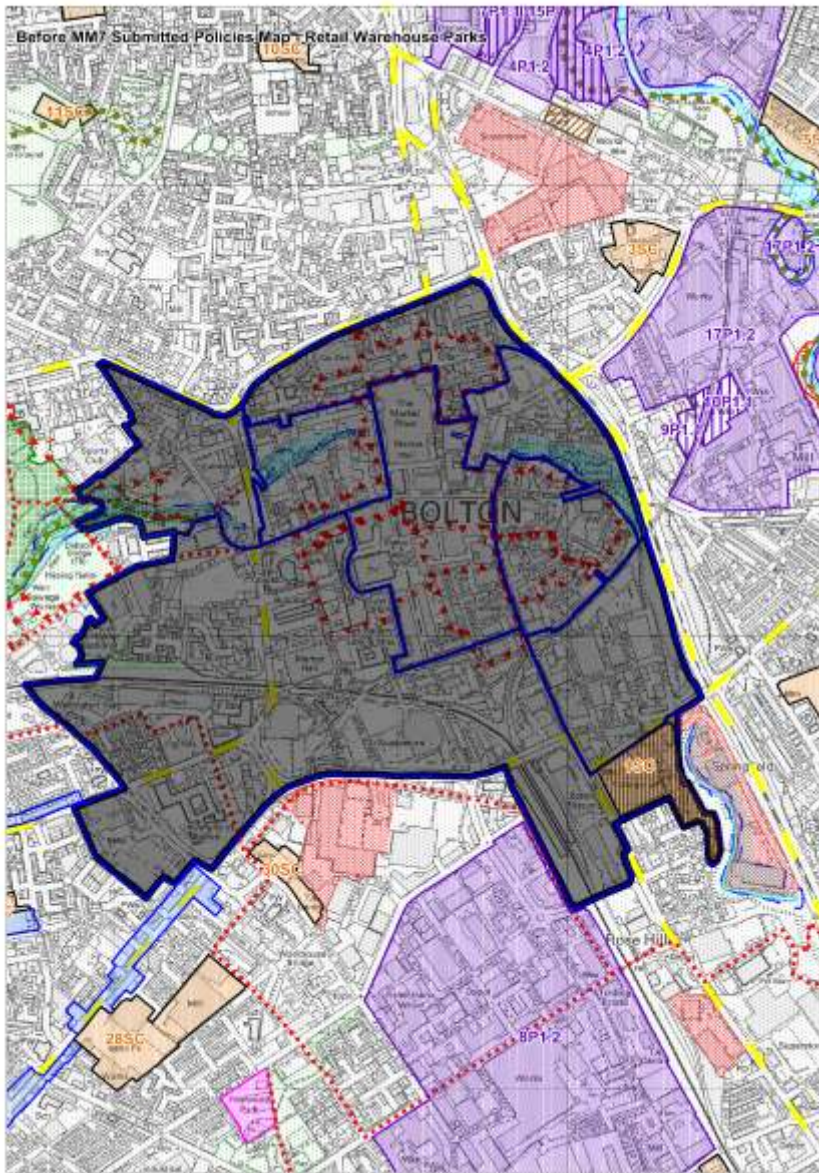
Before MM6 Submitted Policies Map - Bolton Town Centre without Primary Shopping Area



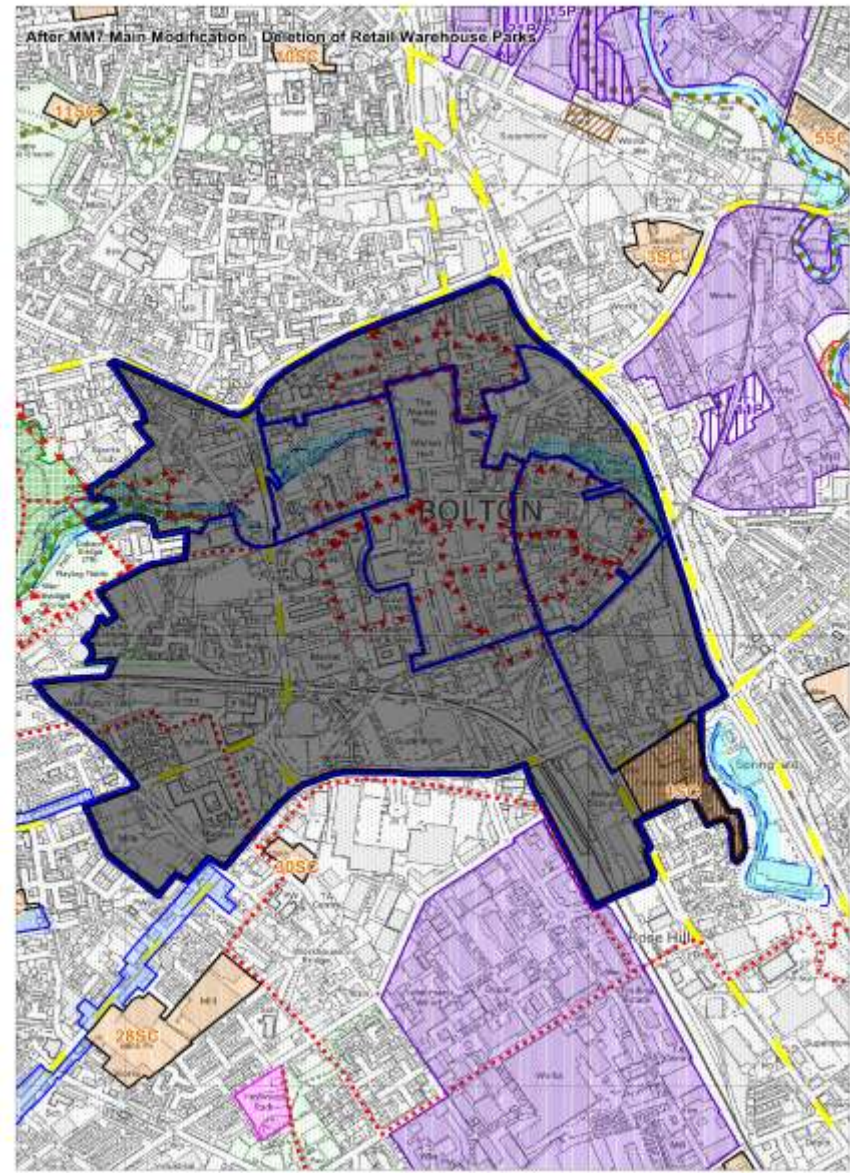
After MM6 Main Modification - Bolton Town Centre with Primary Shopping Area



Before MM7 Submitted Policies Map – Retail Warehouse Parks



After MM7 Main Modification – Deletion of Retail Warehouse Parks



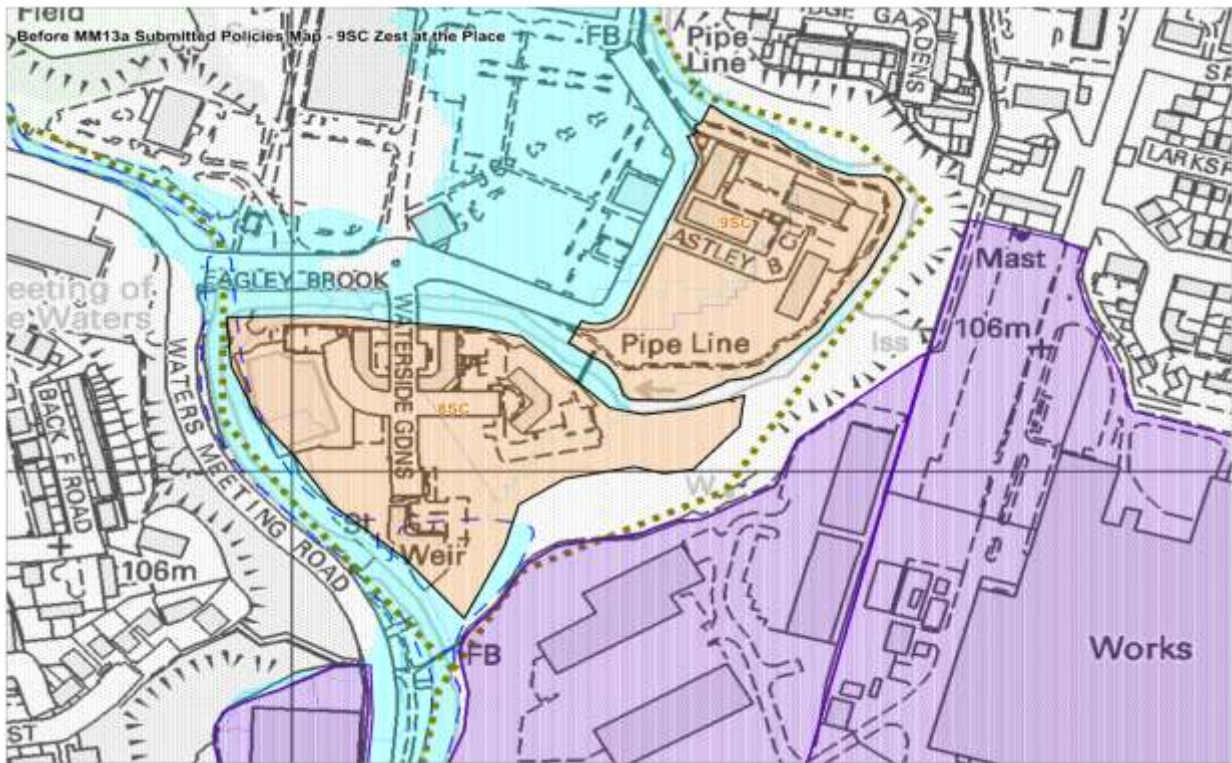
Before MM8 Submitted Policies Map – Horwich Parkway Railway Development



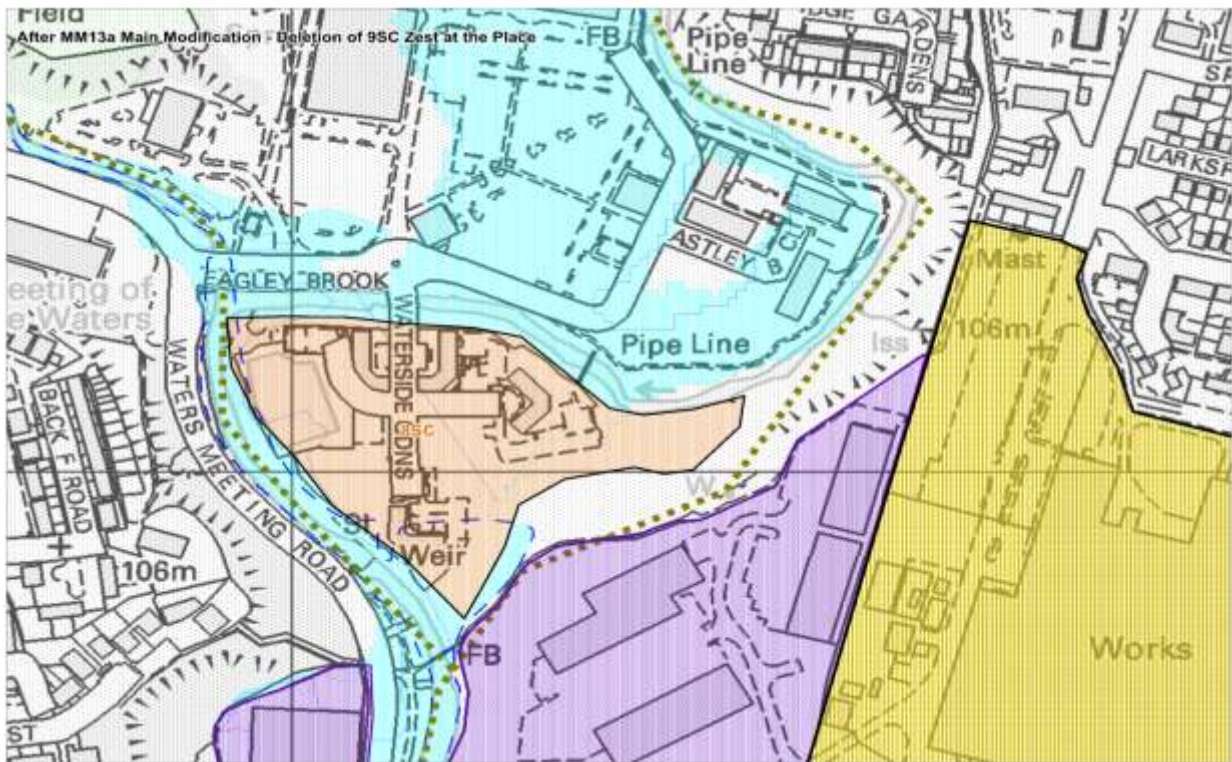
After MM8 Main Modification– Deletion of Horwich Parkway Railway Development



Before MM13a Submitted Policies Map – 9SC Zest at the Place



After MM13a Main Modification – Deletion of 9SC Zest at the Place



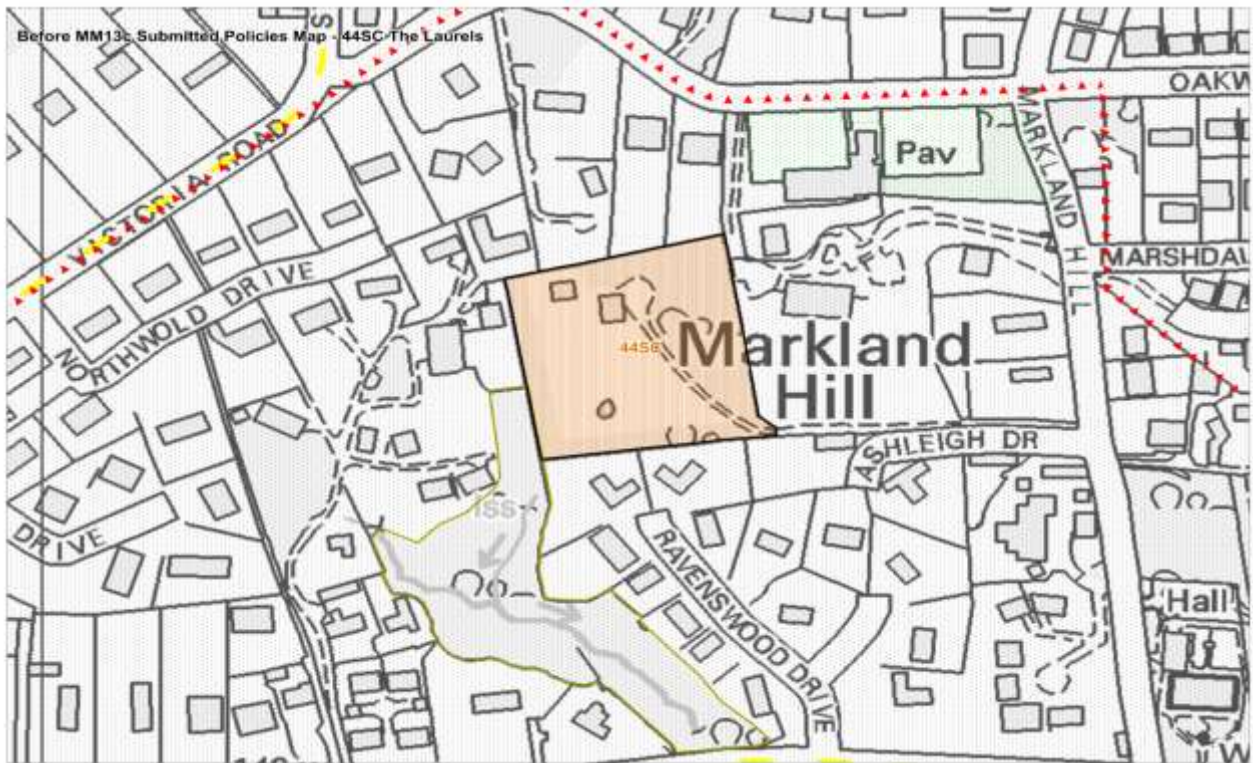
Before MM13b Submitted Policies Map – 43SC Land at the Glen



After MM13b Main Modification – Deletion of 43SC Land at the Glen



Before MM13c Submitted Policies Map – 44SC The Laurels



After MM13c Main Modification – Deletion of 44SC The Laurels



Before MM13d Submitted Policies Map – 45SC Land at Greenmount Lane



After MM13d Main Modification – Deletion of 45SC Land at Greenmount Lane



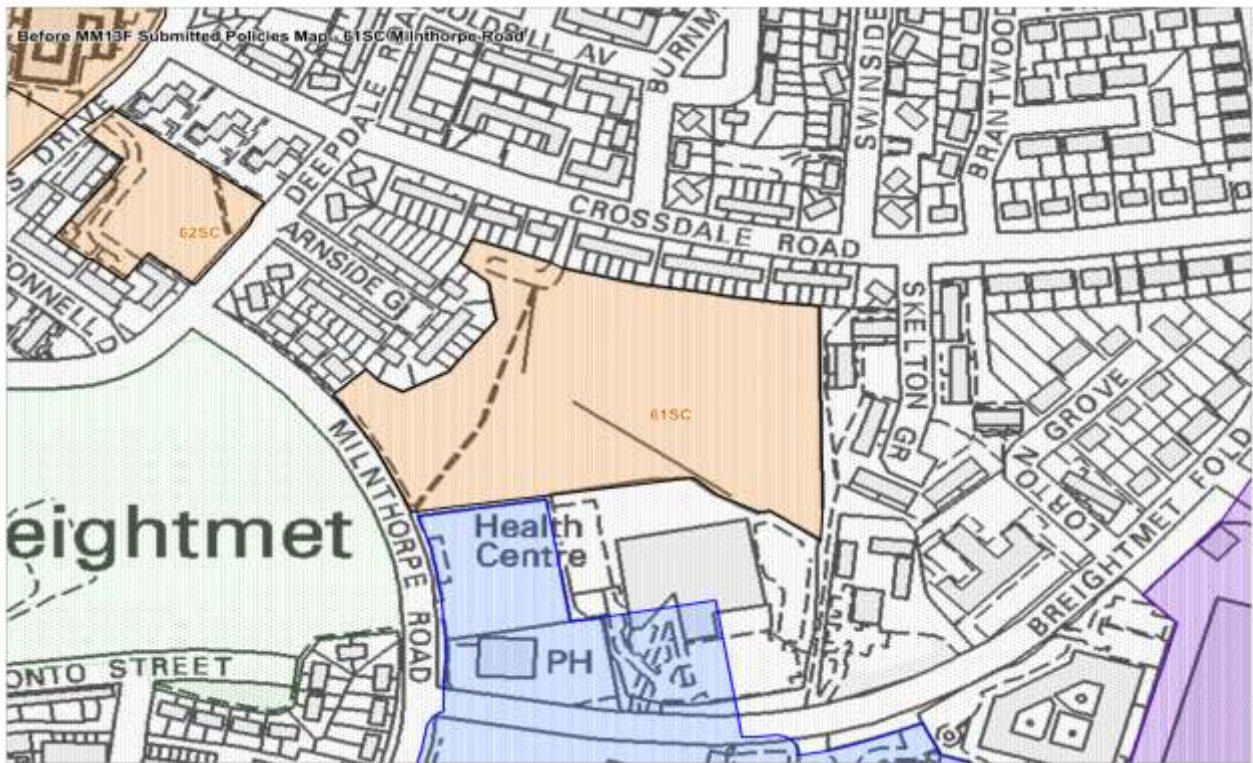
Before MM13e Submitted Policies Map – 50SC Holden Mill



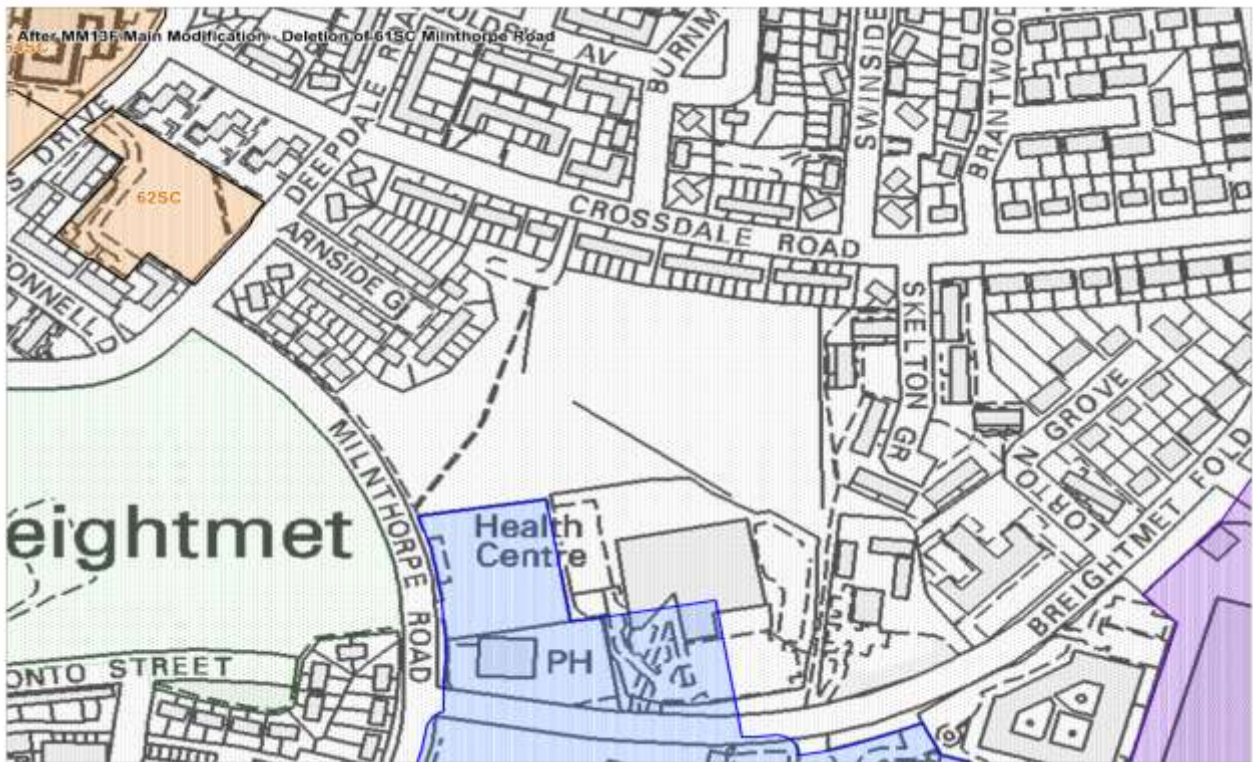
After MM13e Main Modification – Deletion of 50SC Holden Mill



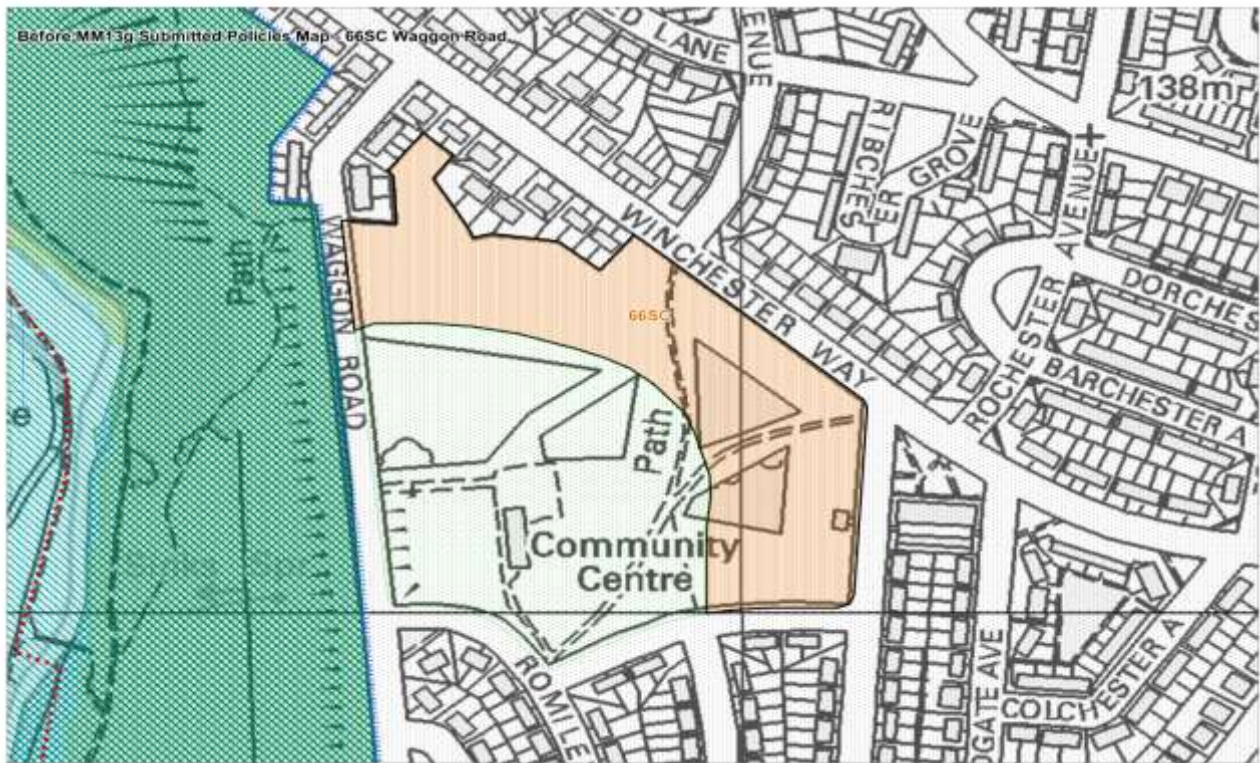
Before MM13f Submitted Policies Map – 61SC Milnthorpe Road



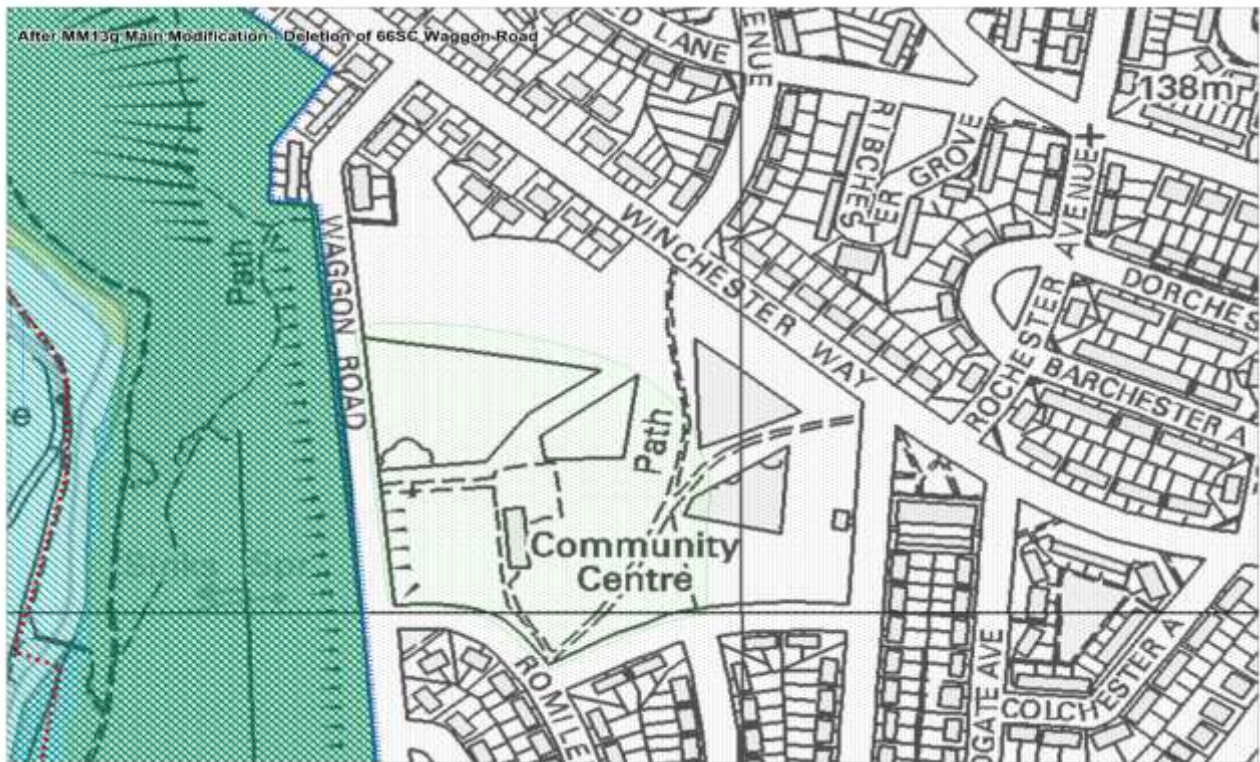
After MM13f Main Modification – Deletion of 61SC Milnthorpe Road



Before MM13g Submitted Policies Map – 66SC Waggon Road



After MM13g Main Modification – Deletion of 66SC Waggon Road



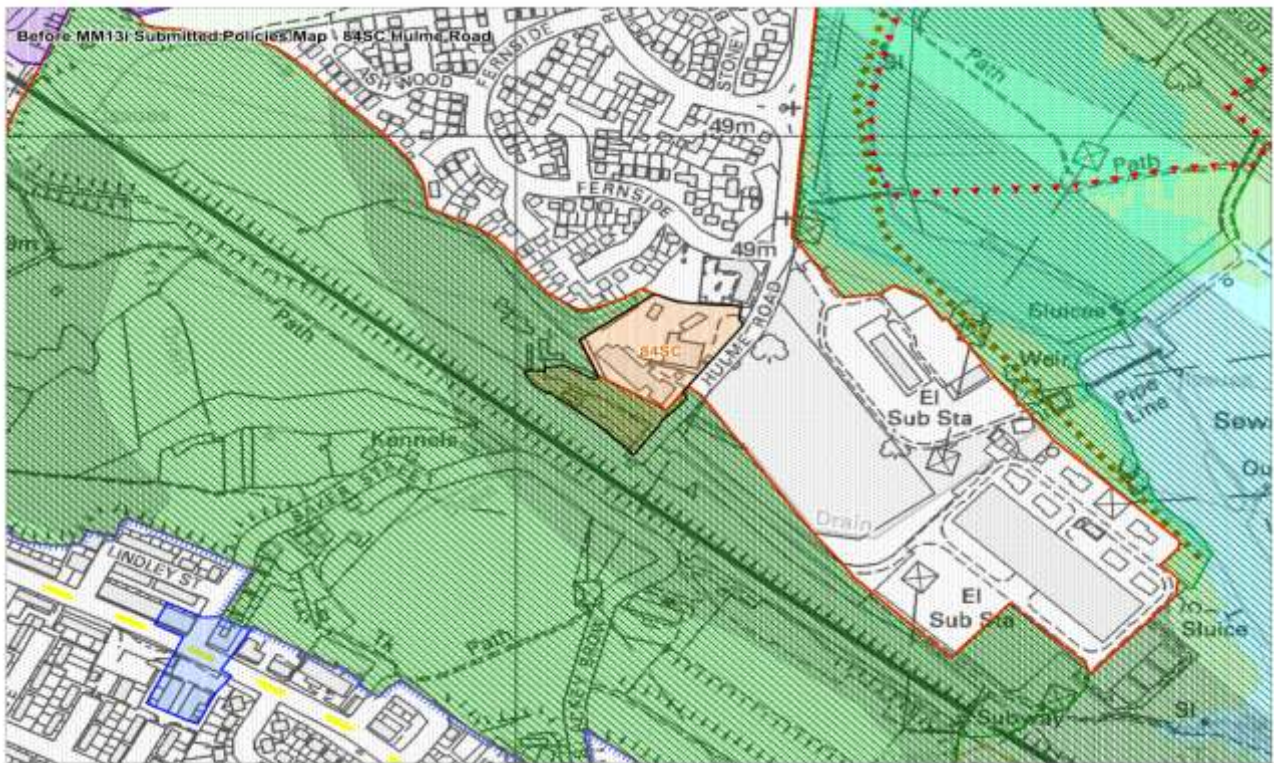
Before MM13h Submitted Policies Map – 72SC Marylawns



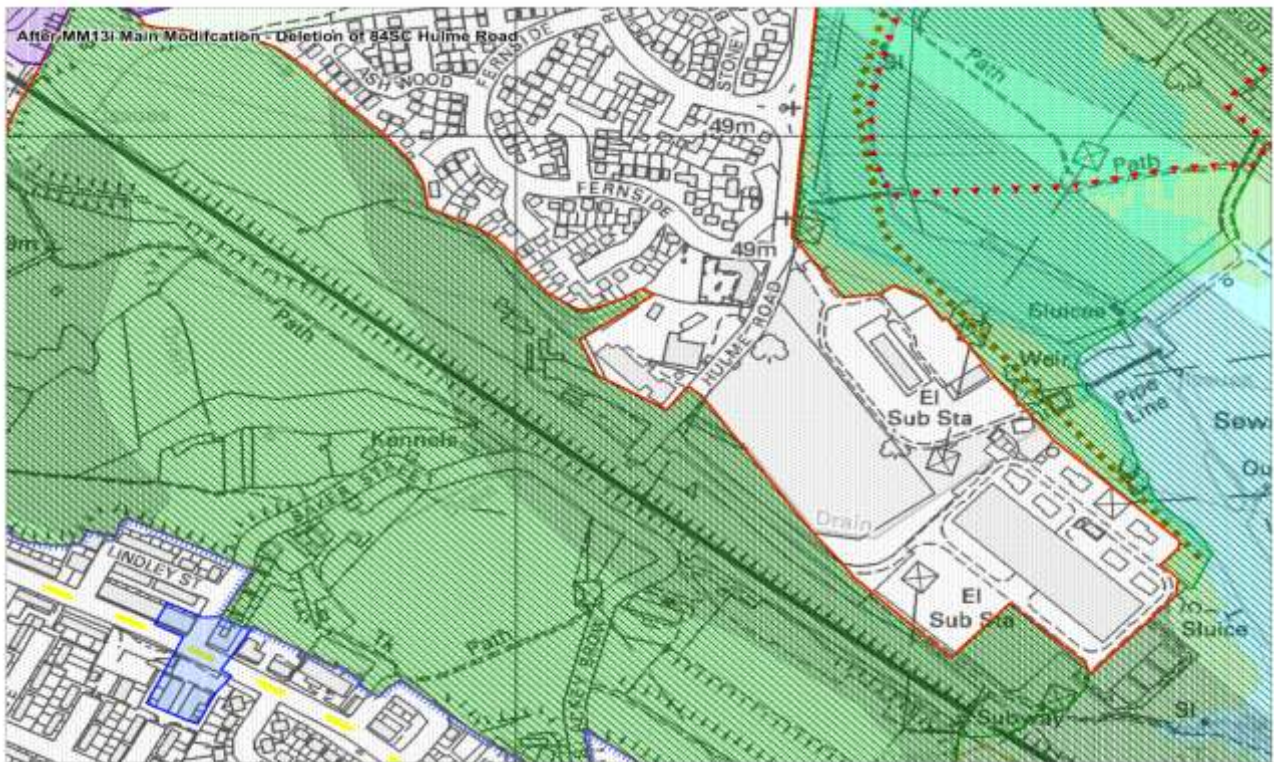
After MM13h Main Modification – Deletion of 72SC Marylawns



Before MM13i Submitted Policies Map – 84SC Hulme Road



After MM13i Main Modifications – Deletion of 84SC Hulme Road



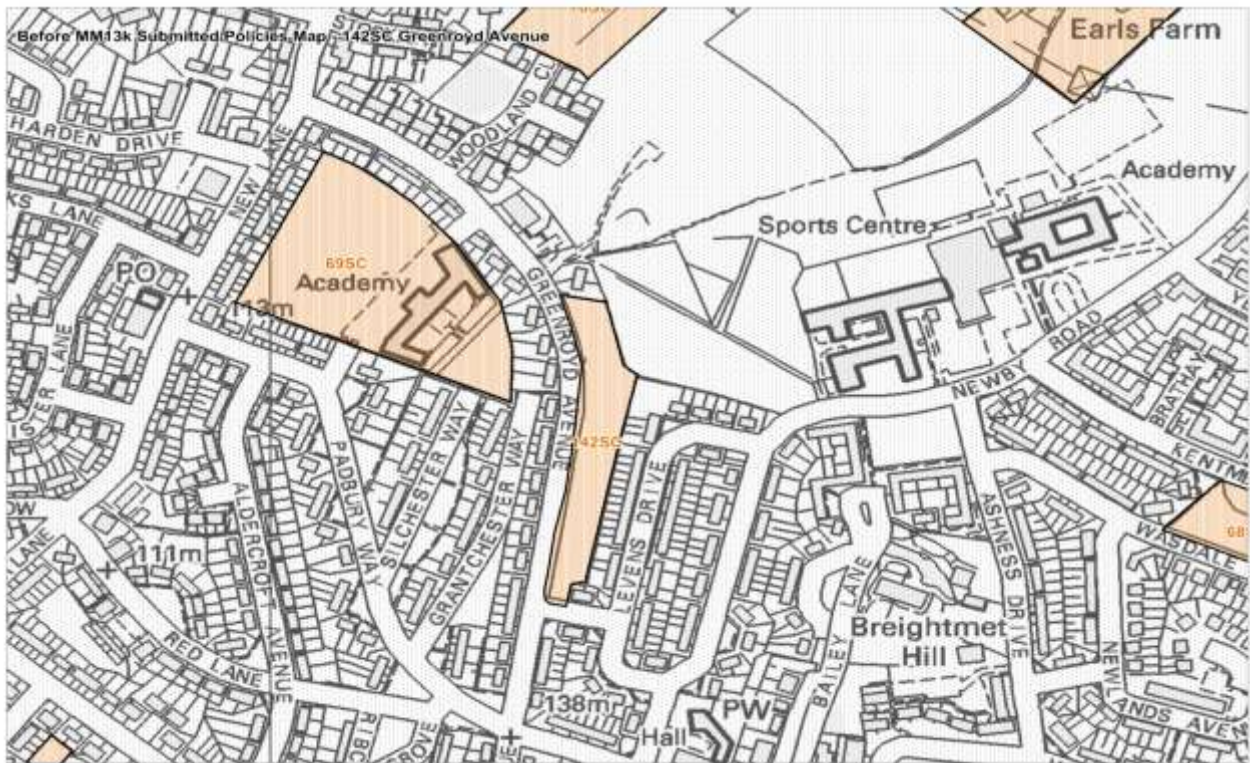
Before MM13j Submitted Policies Map – 139SC Crow’s Nest Farm



After MM13j Main Modification – Deletion of 139SC Crow’s Nest Farm



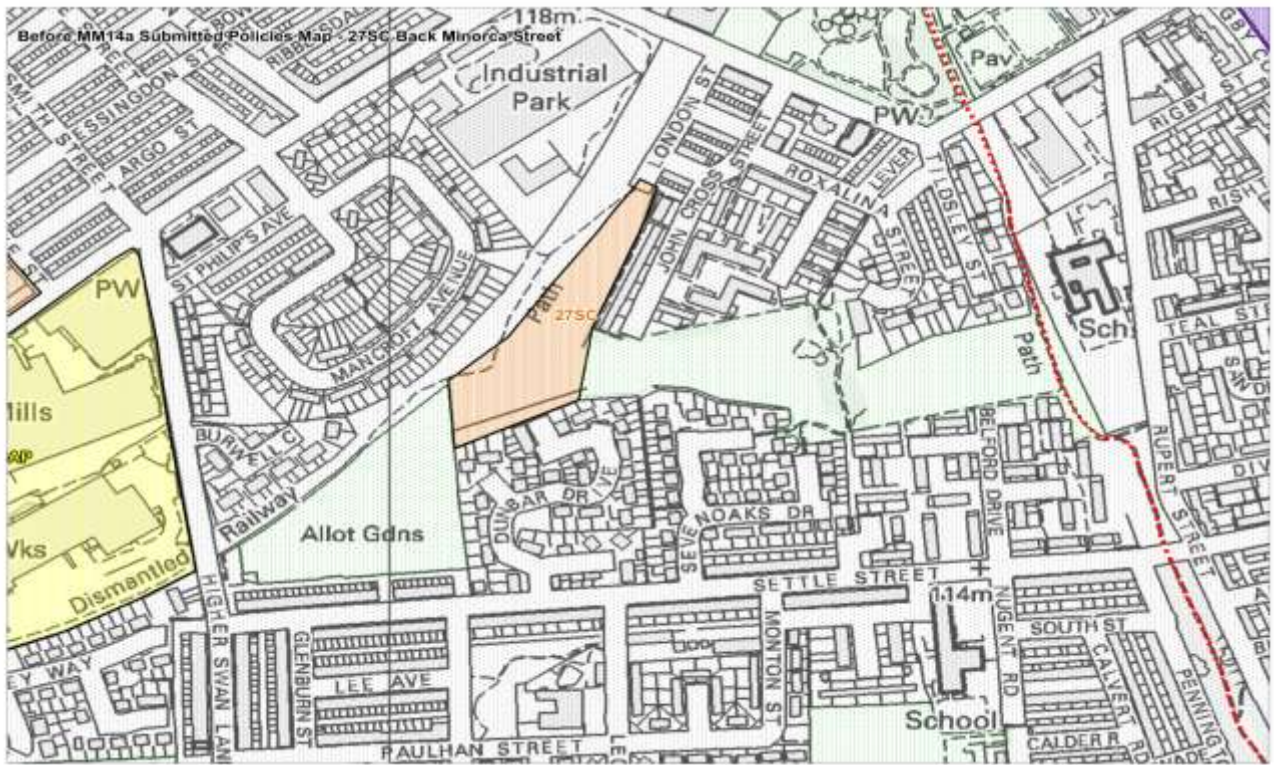
Before MM13k Submitted Policies Map – 142SC Greenroyd Avenue



After MM13k Main Modification – Deletion of 142SC Greenroyd Avenue



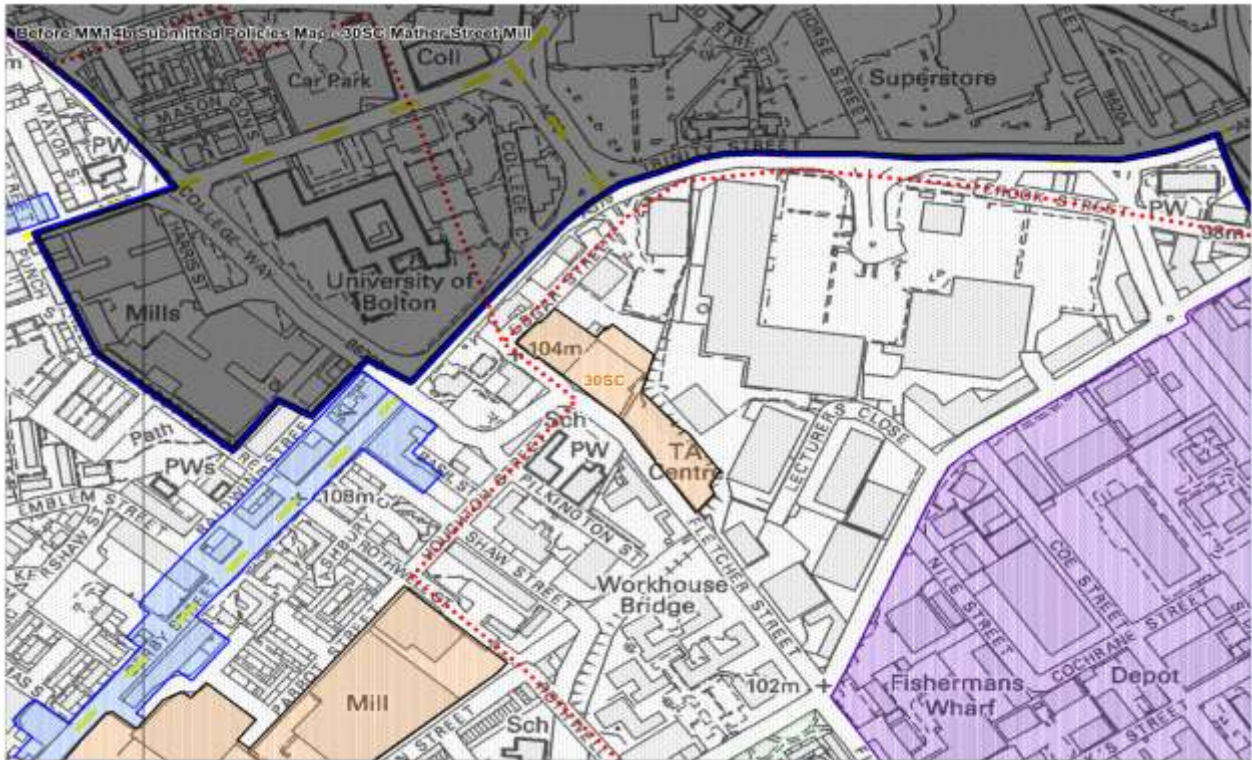
Before MM14a Submitted Policies Map – 27SC Back Minorca Street



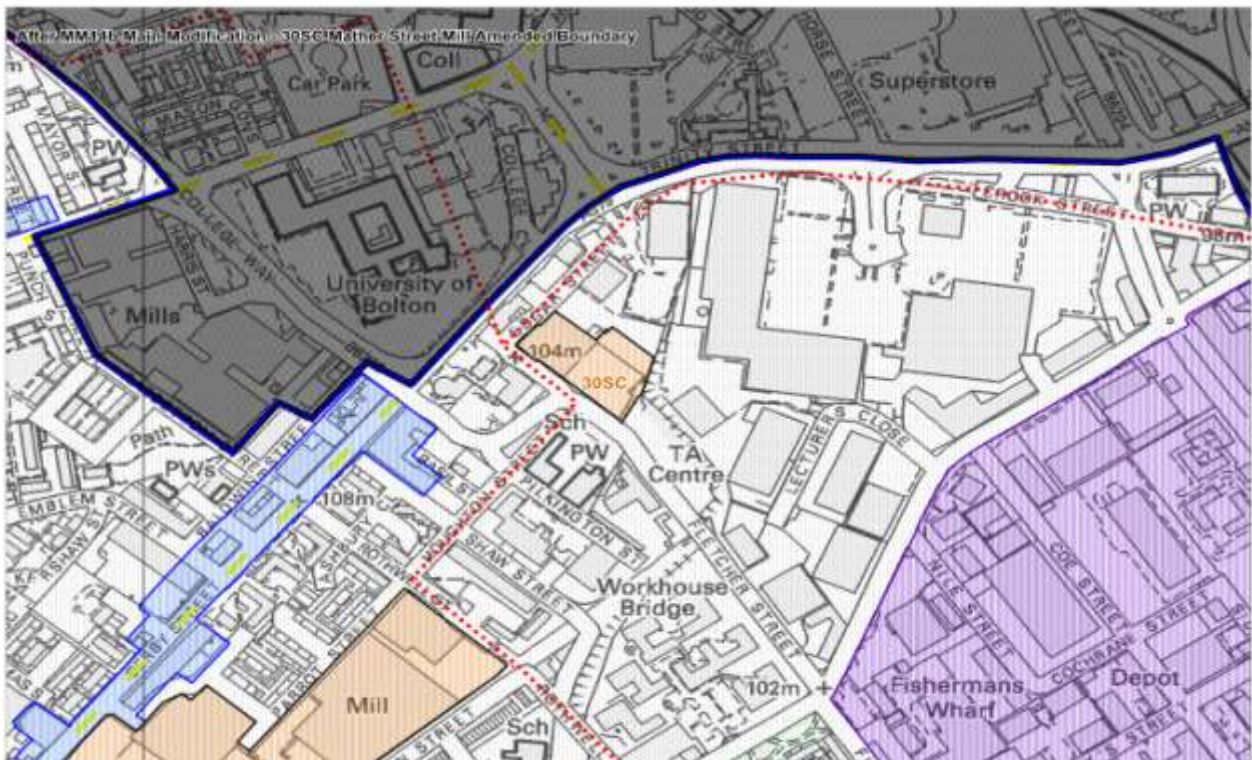
After MM14a Main Modification – 27SC Back Minorca Street Amended Boundary



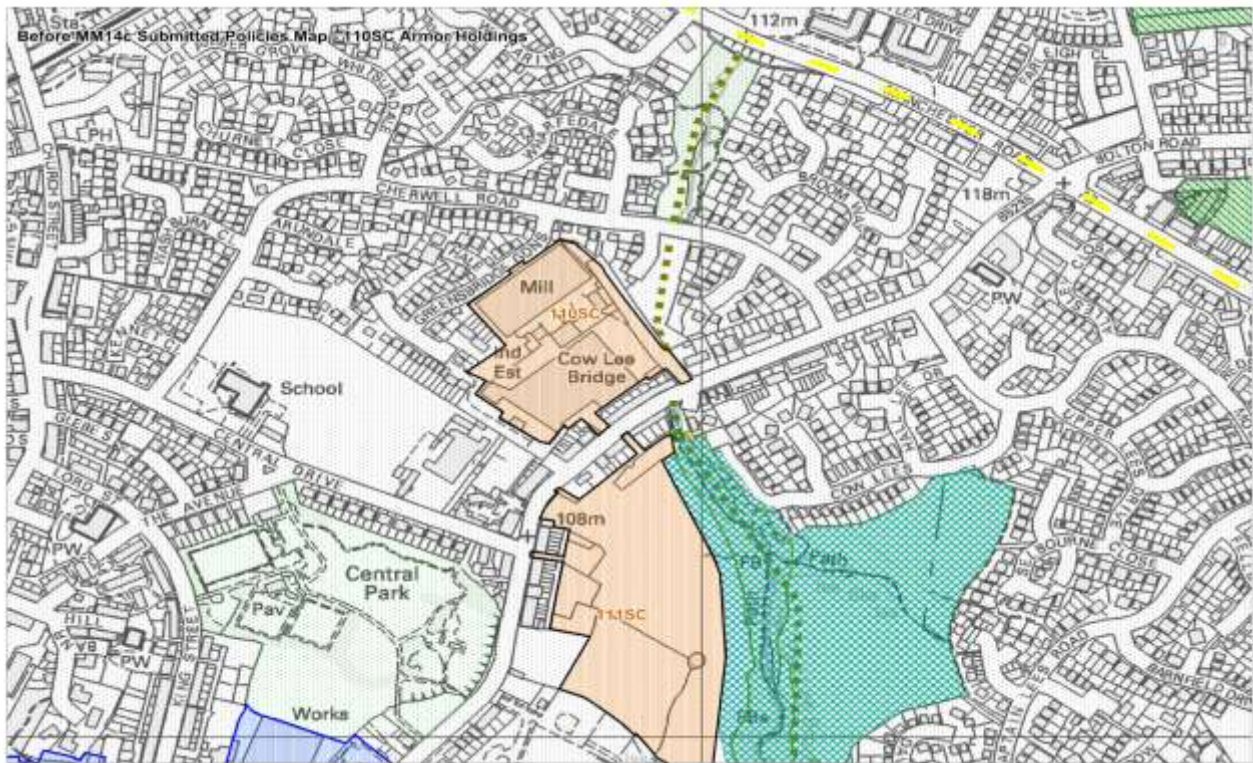
Before MM14b Submitted Policies Map – 30C Mather Street Mill



Before MM14b Main Modification – 30C Mather Street Mill Amended Boundary



Before MM14c Submitted Policies Map – 110C Armor Holdings



After MM14c Main Modification – 110C Armor Holdings Amended Boundary

