

Regeneration and Economic Development Department

APPLICATION NO: 21/00348/KMBC1

APPLICANT: Knowsley Council

WARD AFFECTED: Roby

DEVELOPMENT: INSTALLATION OF LIGHTING TO ARCHWAY ROAD TUNNEL TO INCLUDE ASSOCIATED CABLING AND EQUIPMENT

LOCATION OF SITE: Archway Road Railway Bridge, Huyton, Knowsley, L36 9XF,

KNOWSLEY LOCAL PLAN ALLOCATION –

Strategic Road Network - Strategic Road Network

Railway - Railway

RELEVANT POLICIES

SAVED POLICIES - KNOWSLEY REPLACEMENT UNITARY DEVELOPMENT PLAN (ADOPTED JUNE 2006)

ENV2 Noise and Vibration

ENV3 Light Pollution

DQ2 Security in the Built Environment

DQ3 Gateway Sites and Corridors

KNOWSLEY LOCAL PLAN: CORE STRATEGY

CS2 Development Principles

CS6 Town Centres and Retail Strategy

CS7 Transport Networks

CS19 Design Quality and Accessibility in New Development

CS20 Managing the Borough's Historic Environment

Huyton Village Masterplan SPD

NPPE

Planning Practice Guidance (2014) DCLG

TECHNICAL CONSULTATIONS:

Network Rail - No objections raised to the amended plans. Network Rail originally asked for conditions requiring details of the fixings and the wiring relating to the lighting and a condition for the submission of a risk assessment method statement. The amended plans consultation raised no objections with no further requests for planning conditions to be imposed.

Highway Authority - No objections subject to conditions requiring the following: no red or amber traffic signal colours shall be used and the position of the lights shall be as approved.

Conservation & Design Officer - No objections. Amended details have been submitted and are considered acceptable.

Environmental Health - No objections raised subject to a fixed plant condition.

NEIGHBOUR NOTIFICATION:

This application has been publicised by letters sent to 26 neighbours. It has also been advertised by Site Notice and a Press Notice. No representations have been received.

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

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ARTICLE 35

The LPA has acted positively and proactively in determining this application by assessing the proposal against all material considerations including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development as set out within the NPPF.

ISSUES AND ASSESSMENT:

SITE AND SURROUNDINGS

This application site comprises a grade II listed sandstone railway bridge located on Archway Road, Huyton.

PROPOSAL

The application is for the erection of lighting with associated infrastructure including black wiring, anodised aluminium light fittings using a uni-strut method of attachment and feeder pillar in 'Hollybush green RAL6028). The lighting is proposed to be fixed to the underside of the bridge.

POLICY CONSIDERATIONS

The main issues are the impact of the proposal on residential amenity, the impact of the proposal on the listed building, visual amenity impacts, noise, light pollution and highway safety.

DESIGN

A number of amended plans have been submitted to minimise the impact of the lighting on the listed bridge whilst ensuring that the fixings are limited and minimise the incursion of the fixings into the arch. The uni-strut bracket will have a black coloured finish. The lighting will have a silver grey finish. The cabling is proposed to be black and ranges in diameter up to 15mm. The junction box is also proposed to be black whilst the feeder pillar will be holly bush green. The uni-strut itself and the lighting with associated equipment is not considered to be visually intrusive and its impact is considered to be acceptable.

The routing of the proposed cabling has been amended such that there is a symmetrical approach to both sides of the bridge. The Design and Conservation Officer has stated that the cables, junction box and channel are all black but has asked for consideration to be given to the use of deep red/brown to blend with the masonry or green against the algae on the wing walls with use of brown for the junction box and green for the channel and feeder pillar. The agent has confirmed that it is difficult to get a sympathetic match. As such, the use of black is considered to be a sympathetic approach that will sit comfortably against the stonework especially where the cabling sits in shadow. The cabling is considered to be located discretely minimising the impact on the listed bridge by removing cables running across the face of the wing walls. A condition is recommended to secure the cabling in the location indicated on the approved plans and in the colour black. The cabling and fixings shall also be in accordance with the approved plans and again a condition can secure this.

The junction box and data enabler box have been moved to more discrete positions, now sitting just under the dentil course of the parapet of the bridge. As the features have increased in size from previous amendments, the more discrete siting is considered to be acceptable.

The light fittings, the fixing details, cable routing and the associated equipment is considered to be acceptable in visual amenity terms and in terms of the impacts on the listed building. The proposal is considered to be in keeping with the character of the bridge and will not result in intrusive fixtures.

The bridge is owned by Network Rail and as such, Network Rail are statutory consultees. Network Rail has offered no objections to the proposal. Whilst originally a RAMS condition and a condition requiring fixing details and cabling routing was requested, the amended plans have addressed the details of the latter and as this is an asset controlled by Network Rail, it is not considered that a RAMS condition can

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

be imposed as this would seek to protect this bridge assets and so would not meet the condition tests. Additionally there is another means of control in relation to the works and in fact Network Rail has confirmed that the proposal is acceptable to Network Rail and the works are being undertaken via a BAPA (Basic Asset Protection Agreement).

Subject to the above conditions, it is considered that the design, siting and appearance of the lighting, attachment method and fixings is acceptable and as such the proposal is considered to comply with policies CS2 and CS19 of the Local Plan Core Strategy.

HERITAGE IMPACTS

Significance

A Heritage Statement has been submitted with the application and offers a good assessment of the significance of the grade II listed building. Notably, although the listing description identifies that the bridge dates to 1828-30 and by G Stephenson, research undertaken to support this application has identified that the bridge is a later replacement bridge. It is nevertheless acknowledged as a good example of its type.

The design and appearance of the bridge is described below:

"The bridge is faced on either side in sandstone with helicoidal brick intrados. It benefits from segmental arch with rusticated voussoirs that consists of bevelled edged springers on a gradient and a central slightly splayed keystone and top modillioned cornice. The parapet along with flanking abutments are also of dressed sandstone."

The Archway Road railway bridge was erected as a consequence of the building of an additional double line of railway from Edge Hill to Huyton, Prescott and St Helen's. At Huyton Station the works also involved creating a pedestrian underpass in place of the previous, much-loathed, dangerous level crossing. This change to a pedestrian only route necessitated diverting traffic away from Blacklow Brow/Derby Road. Archway Road therefore was created to handle the diverted traffic, together with a new 'skew' railway bridge over it c1870, in place of the former, much smaller and square-on Ball's Bridge.

The Merseyside Industrial Heritage Society have identified the Civil Engineer responsible for the design of the bridge as Harry Footner, as he claimed responsibility for the quadrupling of the line from Edge Hill to Huyton in his application for membership to the Institute for Mechanical Engineers in 1899. He worked for the LNWR between 1862-1902. Among his other noted achievements are the invention of 'gravitational shunting' in his Grid Iron Marshalling Yard at Edge Hill, the first reconstruction of Lime Street Station and the construction of Garston New Dock.

As such the bridge is considered to be of high significance for the reasons stated above. The proposals must be considered in light of the duty within s16 and s66(1) of the Planning (Listed Buildings and Conservation Areas) Act. In considering whether to grant planning permission or permission in principle for development which affects a listed building or its setting, the local planning authority ... shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Following submission of the amended plans, the Design and Conservation Officer is satisfied with the proposed lighting scheme. A condition to seek to deliver the cabling routing and fixing/colour specifications is recommended. A condition ensuring the feeder pillar is hollybush green is also recommended. The proposal is considered to preserve the listed building's special architectural and historic interest.

Impact of works

The design of the bridge highlights the springer stones as enlarged features and creates a projecting string course as a continuance of these features inside the tunnel. The light fittings are placed above and below the string course. The Conservation Officer has stated that the unistruct created a degree of projection that went beyond the forward projection of this springer stones feature. To reduce the

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

prominence of the lighting, the scheme has been amended to remove the Unistrut as described above. This is considered to result in a less obtrusive feature.

The finish and colour of the light fittings is silver grey and it is recommended that a condition seeks to ensure the lighting is erected in accordance with these approved details. The plans have also been amended to ensure that there is symmetry to the cabling leading to/from the junction boxes.

The Design and Conservation Officer has also stated that the feeder pillar should be moved as the siting of it narrows the width of the pavement in its current location. Additionally the routing of the cabling leading to the feeder pillar is considered to create a vertical feature which is detrimental to the appearance of the wing wall and it has been requested this cabling is re-routed in a more discrete location. Some minor amendments to the cabling location and the feeder pillar location has secured improvements to the scheme and greater clearance on the footway. The feeder pillar is not considered to have unacceptable highway safety impacts.

The amended plans overall minimise the fixings required and involve the use of M4 stainless steel rods to a 6mm hole (and a depth of 60mm) at approximately 300mm intervals to secure the cables. These will be secured using a chemical anchor at the mortar joints (Hilti HY-270). The uni-strut will be fixed to the wall using M6 stainless steel rods to a 8mm hole (approx. depth of 80mm) at 400mm centres and again chemically anchored. The fixing details and the chemical anchor proposed to be utilised has been approved by the Conservation and Design Officer. The fixing points for the junction box and data enabler are slightly larger in the amended plans at 10mm diameter holes to a depth of 80mm. However, overall the amendments significantly reduce the impact of the proposal on the listed structure.

Whilst there remains some uncertainty as to the suitability of this type of resin into sandstone, it is acknowledged that this is commonly used for these types of installation on historic buildings and bridges and given this is mostly to be applied to mortar joints, any failures or issues should be limited in effect and should be easily capable of being remedied. The fixing interval measurements will be subject to change to try to secure most fixings into the mortar joints rather than the stonework which is considered to be less intrusive on the listed building and is considered to be an acceptable approach. The specification details contain this information.

To preserve the listed building and its setting it is recommended that conditions are imposed to ensure the specification is followed; this sets out colours for the equipment and cabling and ensures that the fixings are located to preserve the architectural and historic character of the listed bridge. Subject to these conditions, any harm to the listed building can be appropriately mitigated such that the proposal can preserve the character of this listed building and its setting.

The proposal is considered to result in less than substantial harm to the listed bridge due to the intrusion of the light fixtures into the listed bridge and the lighting infrastructure associated with the proposal. However, the proposal is considered to result in public benefits which include highlighting this important asset and raising the profile of this gateway into Huyton Village as well as supporting the delivery of an art lighting installation in accordance with the Huyton Masterplan SPD. In particular HV1 'improved access and gateways' supports new gateway arrival points along Archway Road and interventions to improve the visibility of Huyton Village and policy DQ3 of the Knowsley UDP also seeks to enhance the visual appearance of strategic routes linking Knowsley's town centres. Having regard to the scale of the small scale harm resulting from the lighting, it is considered that there are significant public benefits associated with the proposal that outweigh this harm identified. As such, the NPPF tests are considered to be met (as set out in paras 197 and 202).

Therefore in summary, having regard to the NPPF and in particular paragraphs 194, 197 and 202, it is considered that the proposal will result in less than substantial harm to the listed building. However, the provision of lighting to highlight this heritage feature and the lighting of an important gateway into Huyton town centre are considered to offer public benefits that outweigh any harm to the heritage asset. It is considered that a clear and convincing justification has been provided to outweigh the less than substantial harm to the listed bridge. As such the proposal is considered to comply with policies CS2, CS19 and CS20 of the Local Plan Core Strategy, policy DQ3 of the Knowsley UDP, the listed building legislation, and the NPPF, subject to the imposition of conditions.

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

RESIDENTIAL/LOCAL AMENITY

It is not considered that the proposal will result in undue harm to residential or visual amenity. The proposal involves the fitting of lighting to the underside of the bridge. The extent of the lighting overspill would not be considered harmful to visual amenity, having regard to the siting of the lighting and the location of the nearest residential properties. The bridge archway will prevent a large amount of overspill and effectively contain a large extent of the proposed lighting overspill. As such the proposal is considered to comply with policies CS2 and CS19 of the Local Plan Core Strategy and policy ENV3 of the Knowsley UDP.

In respect of policy DQ2 the proposal will introduce lighting to an otherwise dark area under the bridge and as such, will minimize the potential for anti-social behaviour by introducing the presence of lighting where previously there was none. As such the proposal complies with policy DQ2 of the Knowsley UDP.

ECOLOGY

Policy CS2 of the Core Strategy requires development to protect and enhance environmental assets and maintain or enhance the quality of biodiversity and habitats. This is reiterated in policy CS21 of the Core Strategy.

Due to the construction of the bridge and the location within an urban area, which is heavily trafficked and includes continual vibration and noise disturbance from the use of the bridge by trains, it is not considered that bridge would offer suitable roosting habitat for bats. There are also no significant foraging features nearby. As such, it is not considered that the erection of lighting under the bridge arch would lead to harmful impacts on bats and the proposal is considered to comply with policies CS21 and CS2 of the Local Plan Core Strategy.

HIGHWAYS

The proposal will result in new lighting adjacent to Archway Road. The Council's Local Highway Authority was consulted as part of the application. No objections were raised subject to a condition restricting the use of red or amber lighting to avoid confusion to drivers in the interests of highway safety. An additional condition was also recommended to ensure that the lighting would be installed in accordance with the approved plans, again in the interests of highway safety.

Subject to the imposition of the above conditions, it is recommended that the proposal will result in acceptable impacts on highway safety and therefore accords with policies CS2, CS7 and CS19 of the Knowsley Local Plan: Core Strategy 2016 and policy ENV3 of the Knowsley UDP.

RESIDENTIAL AMENITY, LIGHT POLLUTION AND NOISE

Policies CS2 and CS19 of the Local Plan Core Strategy seek to protect the residential amenity of existing occupiers whilst also ensuring that any noise or light pollution from the development does not result in adverse impacts on residential amenity. This is re-iterated in saved policy ENV2 of the Knowsley UDP which seeks to ensure development does not result in excessive noise that would adversely impact on residential amenity/adjacent occupiers. Saved policy ENV3 of the Knowsley UDP also seeks to protect residential and visual amenity and requires lighting proposals to meet a series of criteria. In particular new lighting should not result in unacceptable impacts on residential amenity, highway safety or visual amenity; lighting should also have acceptable impacts on ecology.

The proposal is accompanied by information pertaining to lighting levels, lumen levels and the angle of the lighting beams from the housing. This is significantly mitigated by the fact that the lighting is housed within an existing bridge which prevents much of the overspill. The extent of illumination is controlled by the applicant and can be adjusted and the colours amended to reflect certain times of the year or other occasions. The lighting can also be static or change colour. A lighting condition is recommended ensuring that the lighting is erected in accordance with the submitted details to protect residential and visual amenity.

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

It is considered that the proposal has acceptable impacts on visual and residential amenity and the lighting will result in acceptable impacts on highway safety. The proposal is considered to be in keeping with the character of the surrounding area. The proposal will enhance the visual appearance of a strategic route into Huyton Village and as such is considered to comply with policy DQ3 of the Knowsley UDP.

The Environmental Health team were consulted as part of the application process and no objections have been raised. This is subject to a condition ensuring any noise from fixed plant and machinery is designed to a level that is at least 5dB(A) below the existing LA90 background noise level. Noise levels should incorporate appropriate methodology relating to tonal, impulsive or irregular noise and the noise limits for fixed plant apply at a position one metre from the closest affected window of the nearest noise sensitive property. As such a fixed plant and machinery condition is recommended.

Subject to the above conditions, the proposal is considered to comply with policy CS2 and CS19 of the Local Plan Core Strategy and policies ENV2, DQ3 and ENV3 of the Knowsley UDP.

OTHER ISSUES

None

CONCLUSION

Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

The proposal is considered to be acceptable in terms of its design, impacts on biodiversity, residential and visual amenity impacts, lighting and noise impacts, highway safety impacts and impacts on the listed building. Introducing lighting under this bridge is also considered to be beneficial in minimising crime and anti-social behaviour in accordance with policy DQ2 of the Knowsley UDP. The proposal also complies with the relevant Core Strategy, Replacement UDP policies and guidance in the NPPF. In coming to this view regard has also been given to the Huyton Village Masterplan Supplementary Planning Document 2017-2028. Therefore, the proposal is recommended for approval subject to conditions.

RECOMMENDATION:

- 1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason: In order to comply with the requirements of Section 91 of the Town and Country Planning Act 1990 (as amended).

- 2) The development hereby permitted shall be carried out in accordance with the approved plans and documents listed in Schedule 1.

Reason: For the avoidance of doubt.

- 3) The light fittings and fixtures, cabling, junction boxes and feeder pillar shall be constructed in accordance with the approved plans as detailed on drawing nos. 9-038_102 Rev G and 9-038_103 Rev G. For the avoidance of doubt the development shall be constructed in accordance with the specification notes on these plans

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

numbered 1 to 9 (but excluding 3) (including the fixing details a. to d.) and shall include the following:

- (i) The feeder pillar shall be finished in RAL 6028 'Hollybush Green';
- (ii) The cabling shall be routed in accordance with the approved plans and the colour of the cabling and wall mounted junction boxes shall be black;
- (iii) Fixings shall be in accordance with points a. to d. of the specification notes and shall be carried out in accordance with the method statement contained therein.
- (iv) The external finish of the lighting housing material shall be silver grey 'anodised aluminium'.

Reason: To preserve the special architectural and historic character of the listed building in accordance with policies CS2, CS19 and CS20 of the Local Plan Core Strategy and the NPPF.

- 4) The lighting display hereby permitted shall not include the traffic signal colours red or amber at any time.

Reason: To avoid driver confusion and in the interests of highway safety. This condition has been imposed having regard to Policies CS2, CS7 and CS19 of the Knowsley Local Plan: Core Strategy, adopted January 2016 and the NPPF.

- 5) The position of the lighting units shall be as set out in the following drawings: 9-038_102 Rev G and 9-038_103 Rev G.

Reason: To avoid impeding the free flow of traffic and in the interests of highway safety. This condition has been imposed having regard to Policies CS2, CS7 and CS19 of the Knowsley Local Plan: Core Strategy, adopted January 2016 and the NPPF.

- 6) Fixed plant and machinery associated with the development shall be designed to a level that is at least 5dB(A) below the existing LA90 background noise level as measured during the relevant time period. Any tonal, impulsive and/or irregular noise should be addressed by imposing a penalty as per the methodology set out in BS 4142:2014+A1:2019, Methods for Rating and Assessing Industrial and Commercial Sound. Noise limits for fixed plant shall apply at a position 1 metre from the closest affected window of the nearest noise sensitive property.

Reason: To protect residential amenity in accordance with the NPPF and policies CS2 and CS19 of the Knowsley Local Plan Core: Strategy, adopted January 2016 and Saved Policy ENV2 of the Knowsley Replacement Unitary Development Plan, adopted June 2006.

SCHEDULE 1

Date Received	Ref. No	Version
17/07/2021	GRAZE COMPACT CONSTANT TORQUE HINGE	-
04/04/2021	9-038_001	-
07/10/2021	9-038_104	REV F
07/10/2021	9-038_102	REV G
07/10/2021	9-038_101	REV G
07/10/2021	9-038_103	REV G
17/07/2021	GRAZE COMPACT POWERCORE (1219MM; 60x60)	IntelliHue, 100-277 VAC

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02

17/07/2021	GRAZE COMPACT POWERCORE (1219MM; 10x60)	IntelliHue, 100-277 VAC
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Informatives

- 1 The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating with the applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.
- 2 The applicant, their advisers and contractors should be made aware that if any bats are found, then as a legal requirement, work must cease and advice must be sought from a licensed specialist.

Clare Appleyard

20 October 2021

Alan Kilroe

21 October 2021

Document Reference	Document Issue Number	Document Issue Date
PS/DC/OP04/05	003	23/9/02