

Planning Applications Report

Planning Committee

19th December 2019

**Bolton
Council**

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

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

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

The following abbreviations are used within this report: -

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

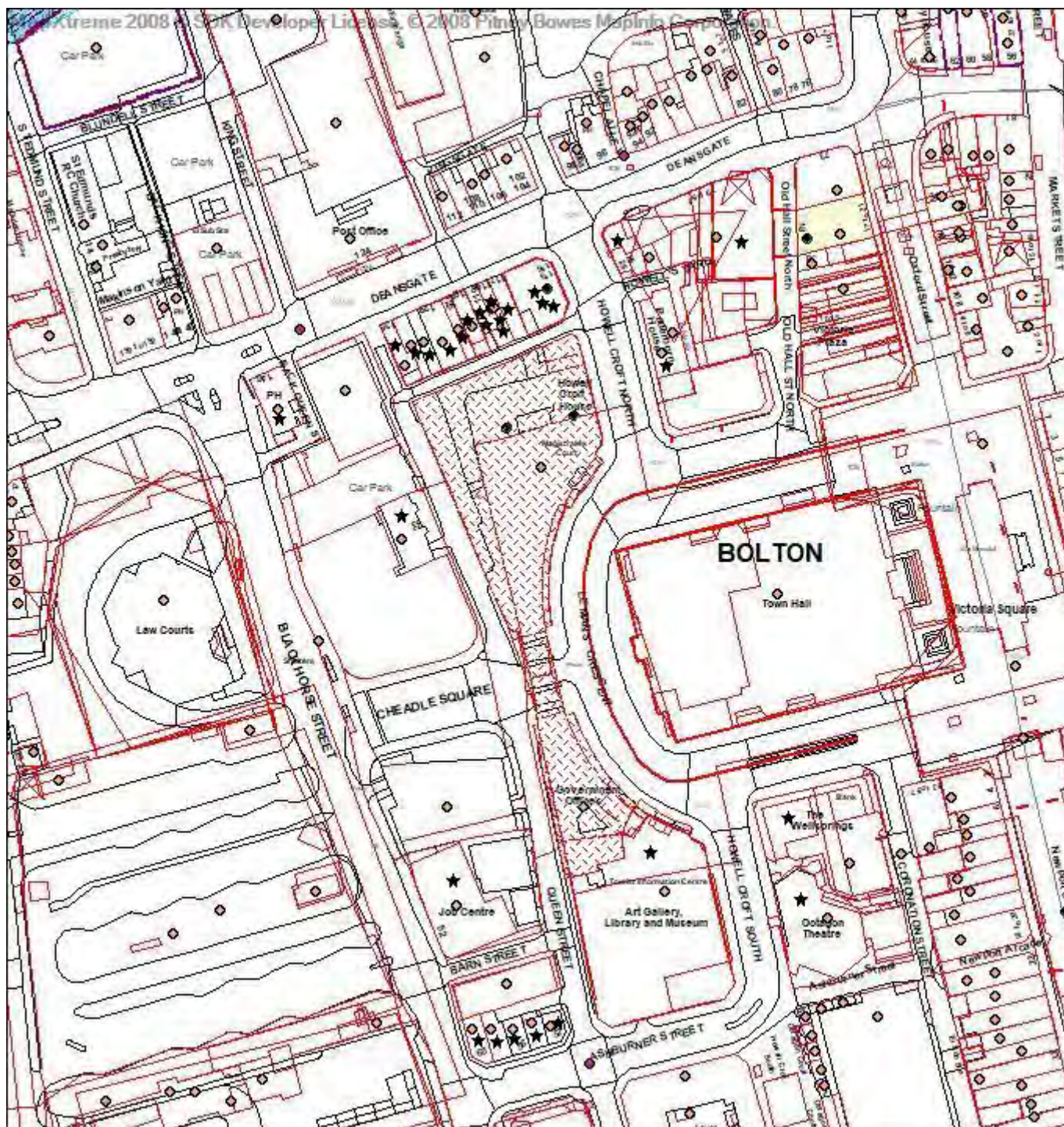
The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

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07369/19	50	GRLE	LAND AT THE JUNCTION OF BRADSHAWGATE / MANCHESTER ROAD AND TRINITY STREET

Application number 07365/19



**Directorate of Place
Development Management Section**

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



Date of Meeting: 19/12/2019

Application Reference: 07365/19

Type of Application: Full Planning Application
Registration Date: 19/11/2019
Decision Due By: 13/01/2020
Responsible Officer: Martin Mansell

Location: FORMER MAGISTRATES COURT, LE MANS CRESCENT, BOLTON, BL1 1UA

Proposal: CHANGE OF USE AND CONVERSION OF FORMER MAGISTRATES COURT TO HOTEL AND SERVICED APARTMENTS (CLASS C1) WITH ASSOCIATED RESTAURANT/BAR (CLASS A3/A4), ACCESS AND BACK OF HOUSE AREAS, INTERNAL ALTERATIONS, REFURBISHMENT AND EXTERNAL REFURBISHMENT INCLUDING GENERAL REPAIRS AND REPLACEMENT OF WINDOWS.

Ward: Halliwell

Applicant: Beechlane Management Ltd
Agent : P4 Planning Limited

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- the application relates to the majority of Le Mans Crescent, other than the areas currently occupied by the library, museum and aquarium
- planning permission is sought for the change of use of these parts of the building to an 87 bed four star hotel with 17 serviced apartments together with a public bar, restaurant and function rooms
- externally, the building would remain unchanged other than the replacement of the majority of the existing steel-framed Crittall windows with very similar replacements manufactured by the same firm but upgraded for thermal and acoustic performance
- Officers consider that the proposal would deliver significant economic and reputational benefits to Bolton and has no significant negative planning impacts

Proposal

1. Planning permission is sought for the change of use of all of the northern section of the Le Mans Crescent building together with part of the southern section to form an 87 bed hotel with 17 serviced apartments with an associated bar, restaurant and function rooms. External alterations

are largely limited to the replacement of the majority of the existing steel-framed Crittall windows on a very similar basis, upgraded for thermal and acoustic performance.

2. As well as the usual plans and elevations, the application is accompanied by a Heritage Survey & Impact Assessment, carried out by Bradshaw Gass & Hope - the same company that produced the plans for this building in the 1930s. The assessment also includes as appendices the archived plans of the buildings, a statement of listing and a previous Heritage Statement produced by Lanpro in March 2018. It also refers to the Conservation Management Plan produced by the Bernard Taylor Partnership and the Architectural History Practice in August 2014. The BGH heritage assessment individually considers all rooms, areas, spaces and elevations within and external to the building and categorises them as being of negative, low, medium, medium/high and high significance. So for example, all principal elevations of the building are considered to be of high significance, together with the court rooms themselves and all main circulation areas and stairwells. Substantial areas of the first and second floors are rated as being of low significance and there are a small number of negative areas that have been heavily modified and would benefit from improvement. As a hotel, the use will operate 24 hours per day, 7 days per week, thought it is anticipated that the bar and restaurant will operate 11am until 11pm each day.
3. The intention is to introduce a high quality destination hotel to Bolton town centre whilst creating 54 full time equivalent jobs within the hotel in addition to 30 apprentice roles and also providing a regional hospitality training facility in conjunction with local colleges.
4. Other supporting information provided with the application includes:-

Planning Statement, Design and Access Statement, Transport Statement, Delivery and Service Management Plan, Travel Plan, Noise Impact Assessment / Acoustic Design Report, Daytime Bat Scoping Report, Stage 2 Design Report covering services, lighting, sustainable design.

Site Characteristics

5. The proposal primarily seeks to use the northern part of Le Mans Crescent as a hotel with associated bar, restaurant and function rooms and the use of a smaller section to the south for serviced apartments.
6. The Town Hall and Victoria Square were completed in 1866 to accommodate the Council and magistrates courts, amongst other local services. By the early 20th century, the needs of the Council required more accommodation and proposals were tabled to extend the town hall and to add an annexe to the rear to be known as the Civic Centre. A local architects firm, Bradshaw, Gass and Hope were instructed to design and build the town hall extension and the new Civic Centre. The northern end of the Civic Centre was completed first, with the courts first used in 1934 and the southern end containing the library being completed in 1938. It was originally known as the Civic Centre until it was renamed Le Mans Crescent in 1974 to commemorate the twinning of Bolton with Le Mans in France and was listed as a Grade II building in 2002
7. It is one of the most prominent and important buildings in Bolton town centre and, together with Bolton Town Hall and Victoria Square (with which it forms the Town Hall Conservation Area) is considered to form the most significant civic space in Bolton. It is neo-classical in its design and consists of a raised three-storey, curved building, with a central triple archway with semi-circular headed openings leading to Cheadle Square. It is built from ashlar stone on a steel frame with steel-framed single-glazed Crittall windows with a flat concrete roof embellished by a false mansard roof covered in Westmorland slate. As well as being designed by Bolton architects Bradshaw Gass and Hope it was constructed by Bolton contractor Seddon. The northern section of the building previously comprised the magistrates court and associated offices until their

co-location with the crown court in 2016 as well as a police station, custody suite and Council occupied offices. The magistrates courts and police station have now been relocated, with only some of the offices still occupied. To the south of the archways, the building contains further offices, the library, museum, archives and aquarium which are all open to the general public. Internally, the police station, custody suites and exercise yard were located on the lower ground floor. On the upper ground floor, there are currently two disused courtrooms, one with a large galleried area above and domed glass roof together with the judge's chambers and council offices. Council offices and associated court offices are found on the first, second and third floors. Many original features remain, including ironmongery, parquet flooring, wood panelling, court furniture, original wall lights and terrazzo flooring.

8. Essentially, the site consists of the former public health offices, magistrates court and police station together with their related ancillary offices - in other words, all of Le Mans Crescent other than the library and museum and their related ancillary spaces.
9. Uses surrounding the site are highly varied but typical of the central focal point of a town centre. To the east are the Council buildings of Bolton Town Hall and Paderborn House, both primarily used as office accommodation, with the large retail premises formerly known as Beales located to the north east. Adjoining to the south in the remainder of Le Mans Crescent are Bolton's Library and Museum Services. To the south west is Bolton's main job centre with the open space of Cheadle Square situated to the west with the vacant former Moor Lane bus station beyond - both sites are considered for development in the Town Centre Framework, subject to planning consent. To the north are the rear elevations of a number of properties fronting Deansgate including the YMCA, some commercial properties including small scale food uses with a degree of residential over and the former Lloyds Bank building, converted to student accommodation some years ago.

Policy

The Development Plan

10. Committee should have regard to the requirements of the development plan as a whole. The following policies are considered to be particularly relevant.
11. Bolton's Core Strategy Development Plan Document (2011) - Strategic Objectives - SO3 - To take advantage of the economic opportunities presented by Bolton town centre and ensure that these opportunities benefit everybody in Bolton, including those people living in the most deprived areas, SO4 - To create a transformed and vibrant Bolton town centre, SO5 - Ensuring Bolton takes full advantage of its location in the Greater Manchester City Region, SO6 Ensuring that transport infrastructure supports all aspects of the spatial vision, SO9 - To reduce crime and the fear of crime, and improve road safety by ensuring that neighbourhoods are attractive and well designed, SO10 To minimise Bolton's contribution to climate change and mitigate and adapt to its adverse effects, SO11 Conserving and enhancing the best of Bolton's built heritage and landscapes, SO12 To protect and enhance Bolton's biodiversity, SO13 To reduce the likelihood and manage the impacts of flooding in Bolton, and to minimise potential flooding to areas downstream, SO14 - Providing housing that meets the needs of everybody, SO15 To focus new housing in the existing urban area, especially in Bolton town centre, SO16 To develop mixed communities which encourage community cohesion and ensure access for all to community and cultural facilities.
12. Bolton's Core Strategy Development Plan Document (2011) - H1 Healthy, P5 Accessibility, S1 Safe, CG1 Cleaner Greener, CG2 Sustainable Design and Construction, CG3 The Built Environment, CG4 Compatible Uses, SC1 Housing, TC1 Civic and Retail Core, TC11 Design in Bolton Town Centre, IPC1 Infrastructure and Planning Contributions and Appendix 3 - Car

parking standards.

13. Bolton's Allocations Plan (2014) - P7AP Strategic Route Network

Other Material Considerations

14. Supplementary Planning Documents - Accessibility, Transport and Road Safety (October 2013), General Design Principles (June 2015), Sustainable Design and Construction (October 2016), Building Bolton (2006), Public Realm Implementation Framework (2007)
15. National Planning Policy Framework - building a strong and competitive economy, ensuring the vitality of town centres, promoting sustainable transport, requiring good design, promoting healthy communities, meeting the challenge of climate change, flood and coastal change, conserving and enhancing the natural environment, conserving and enhancing the historic environment.
16. Relevant National Planning Practice Guidance - Air Quality, Climate Change, Design: Process and Tools, Effective Use of Land, Flood Risk and Coastal Change, Healthy and Safe Communities, Historic Environment, Light Pollution, Natural Environment, Noise, Renewable and Low Carbon Energy, Town Centres, Travel Plans, Transport Assessments and Statements, Use of Planning Conditions, Viability, Water Supply, Wastewater and Water Quality
17. The Setting of Heritage Assets: Historic Environment Good Practice Advice Note 3 in Planning (Historic England 2017) and Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning Note 2 (Historic England 2015), Conservation Principles for the Sustainable Management of the Historic Environment (Consultation Draft, 2017)
18. Planning (Listed Building and Conservation Areas) Act 1990 s. 66 - general duty as respects listed buildings in exercise of planning functions.
19. The Bolton Town Centre Framework was approved Members of Bolton Council's Cabinet in September 2017 and is a material consideration in the determination of planning applications in Bolton Town Centre, particularly within the identified intervention areas.
20. The Bolton Economy, Our Strategy For Growth 2016-2030
21. Consultation closed on the revised draft of the Greater Manchester Spatial Framework which focuses on making the most of Greater Manchester's brownfield land and prioritises the regeneration of town centres and other sustainable locations. Only limited weight can be given to this; however it is considered to be unlikely that the GMSF will change its focus away from brownfield and town centre regeneration.

Analysis

22. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies taken as a whole should be refused unless material considerations justify granting permission. Similarly, proposals which accord with the Development Plan should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan as whole and then take account of other material considerations.

23. The main issues in relation to the proposal are:-

- impact on the character and appearance of the listed building, its setting and on the Town Hall Conservation Area
- impact on Bolton's economy
- impact on Bolton town centre
- impact on the road network
- impact on nearby uses
- other matters

Impact on the Character and Appearance of the Listed Building, its Setting and on the Town Hall Conservation Area

24. Strategic Objective 11 of the Core Strategy aims to conserve and enhance the best of Bolton's built heritage and landscapes and improve the quality of open spaces and the design of new buildings.
25. Policy CG3.4 aims to conserve and enhance the heritage significance of heritage assets and heritage areas recognising the importance of sites. Policy TC11 relates specifically to development in Bolton Town Centre and states that the Council and its partners will protect, strengthen and enhance the distinctive townscape qualities of Bolton town centre. Development should conserve and enhance the special nature of the conservation areas and listed buildings.
26. The application site sits within the Town Hall Conservation Area. The conservation area was designated in 1987 with an updated appraisal undertaken in 2008. The main focus of the Conservation Area is the Town Hall building with Victoria Square at the front. The Town Hall dominates the Conservation Area due to its scale, massing and architectural style. The majority of the buildings in the conservation area are three to four storeys in height and of a fairly uniform scale, with the clock tower of the Town Hall visually dominating the area. The views of the Town Hall across the Square are very significant and the views either side of the Town Hall are important towards Le Mans Crescent, along Queen Street and Cheadle Square to the rear of the Crescent, where the high quality of the Le Mans Crescent buildings extends to the rear elevation.
27. The Building Bolton SPD contains a detailed analysis of the existing built form of Bolton town centre and highlights its local distinctiveness. Development proposals are very much welcome but are encouraged to work with rather than against this distinctiveness. It notes that Bolton's Civic Core is a monument to 19th century enterprise and vision. The classical design of buildings and spaces reflect ambitions for the town which remain relevant nearly 200 years later and have proved enduring and flexible under pressure of change. Victorian shops, pubs, banks and the magnificent Town and Market Halls continue their original uses and the wide streets have adapted readily to pedestrianisation and the requirements of modern retailers. The SPD seeks to ensure that investment is managed in a way that retains the distinctive townscape qualities of the area and the town centre in general. The townscape around the Civic Core is characterised by architectural 'set pieces', rectangular urban blocks, good corner buildings and broad, classically proportioned streets and squares. Le Mans Crescent forms a clear urban edge to the area
28. Chapter 16 of the NPPF "Conserving and enhancing the historic environment" emphasises at para 185 that plans should set out a positive strategy for the conservation and enjoyment of the historic environment. In terms of proposals affecting heritage assets, Para 189 states that during the determination process of application the applicant must describe the significance of any heritage assets affected, including any contribution made by their setting. Para 190 further

comments that local planning authorities should identify and assess the particular significance of any heritage assets that may be affected by a proposal taking account of the available evidence and any necessary expertise. The impact of the proposal on the significance of a non-designated heritage asset should be taken into account in determination of an application taking a balanced judgement as to the scale of the harm and the significance of the heritage asset.

29. With specific reference to Listed Buildings it is noted that s. 66 of the Planning (Listed Building and Conservation Areas) Act 1990 that when a LPA is '...considering whether to grant planning permission...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.'
30. The impact of the internal alterations proposed is considered in the report on the application for listed building consent.
31. The external elevations will remain largely unaltered though the most significant change will be the replacement of almost all of the existing steel Crittall windows with very similar steel windows in double glazed units. The original window manufacturer is still operating and continues to make Crittall W20 which can be reproduced in way that is more efficient from a thermal and acoustic perspective. As most of the current windows require refurbishment and extensive repair their complete reinstatement would ensure visual consistency across the Crescent as a whole and would therefore maintain its coherent architectural appearance. It is accepted that the proposed use as a hotel and serviced apartments, with their occupancy and use during the evenings and at night, necessitates greater thermal efficiency than the former use as courts and offices and therefore replacement windows are justified. Furthermore, the improved acoustic performance is required by the hotel's town centre location and the greater thermal efficiency would also assist in the sustainability of the building in response to climate change. A condition is recommended for a detailed section and specification of the replacement steel windows to be provided for approval and Officers intend to ensure that the replacement windows are slimline and as close to the existing as possible whilst taking account of the need to improve thermal and acoustic performance. Provided that the window replacement is carried out on a very similar basis, the impact on the character and appearance of the listed building, its setting and on the Town Hall Conservation Area will be limited.
32. The physical changes to the building are limited and acceptable. It is considered that the proposal will have a positive and transformative effect on the character and appearance of the area by way of the increased activity and value that it will bring by way of the quality of the use itself.

Impact on Bolton's Economy

33. Strategic Objective 3 seeks to ensure a 'Prosperous Bolton' by taking advantage of the economic opportunities presented by Bolton town centre and the M61 corridor, and ensure that these opportunities benefit everyone in Bolton, including those people living in the most deprived areas.
34. The NPPF states in paragraph 2 that the planning system has three overarching objectives, one of which is an economic objective. This is defined as being to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure. Chapter 6 Building a strong, competitive economy, indicates that planning should help create the conditions in which businesses can invest, expand and adapt. Para 80 particularly emphasises that significant weight

should be placed on the need to support economic growth and productivity, taking into account local business needs and wider opportunities for development, building on an area's strength and countering the weaknesses for the future. Para 82 states the importance of recognising and addressing the specific locational requirements of different sectors.

35. The social and economic benefits of the development are considered to include the following:

- making a positive contribution to the ongoing regeneration of Bolton town centre, in particular the Cheadle Square masterplan area
 - making the best use of an almost wholly vacant listed building and bringing it back into a viable and beneficial use
 - introducing a high quality destination hotel to Bolton town centre
 - a capital inward investment of £22.7million into Bolton's economy
 - creating 54 full time equivalent jobs within the hotel in addition to 30 apprentice roles
 - providing a regional hospitality training facility in conjunction with local colleges
 - increased expenditure within Bolton town centre through visitors to the hotel, restaurant and bar
 - removing inappropriate alterations and additions to the heritage asset
 - repairs and maintenance of the important historic elements of the building
36. These substantial socio-economic benefits will create improvements for local people, encourage continued comprehensive regeneration within the local area and will secure improvements to and the future stewardship of this heritage assets, thus meeting the ambitions of the regeneration vision set by Bolton Council and for local people.
37. The applicant, Beechlane Investments Limited and its affiliated company, Midia, have a proven track record of delivering major development projects such as this and are active within Bolton, where they are working in a joint venture with BCEGI on the transformation of Crompton Place Shopping Centre. Beechlane, along with the proposed hotel operator, Hospitality Associates, will be responsible for the delivery of the project once planning permission and listed building consent are granted. Should planning permission and listed building consent be forthcoming it is proposed that works commence on site in March 2020 with completion in October 2021.
38. The works would be carried out by Seddon, a Bolton business with over 250 directly employed tradespeople, a living wage employer and that 58% of their employees live in Bolton. Approximately 75% of their suppliers are based within 15 miles of Bolton. Seddon were also responsible for the construction of the building in the 1930s.
39. Planning Officers accept these findings and note the social and economic benefits of the proposal. It is considered that the economic and regeneration benefits provide a very significant material consideration in the determination of this application.

Impact on Bolton Town Centre

40. The Core Strategy notes that Bolton town centre is the principal location for employment in the whole borough with an emphasis on retailing, offices and leisure; it is subject to considerable development pressure, and its role within the borough is a vital one. It goes on to state as an aim that Bolton town centre will continue to be a vibrant mix of uses and will be the principal location for retailing, leisure, cultural and civic activities. It will make a significant contribution to the new jobs to be located in the borough over the plan period years. Good urban design is recognised as being essential for producing attractive, high-quality, sustainable places in which people will want to live, work and relax. It is of particular importance for creating a successful and flourishing town centre.

41. Policies SO3, SO4 and SO5 of Bolton's Core Strategy are strategic objectives within the "Prosperous Bolton" theme and seek to take advantage of the economic opportunities presented by Bolton town centre and ensure that these opportunities benefit everybody in Bolton, including those people living in the most deprived areas, together with creating a transformed and vibrant Bolton town centre and ensuring that Bolton takes full economic advantage of its location in the Greater Manchester City Region.
42. Policy TC1 of Bolton's Core Strategy sets out the development objectives for the Civic Core, focusing on renewing the retail offer together with supporting uses such as food and beverage.
43. The Bolton Town Centre Framework was approved Members of Bolton Council's Cabinet on 25th September 2017 and is a material consideration in the determination of planning applications in Bolton Town Centre, particularly within the identified intervention areas.
44. The NPPF states at para 85 that planning decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. It also recognises that residential development often plays an important role in ensuring the vitality of centres and encourages residential development on appropriate sites.
45. This is a part-vacant listed building located in a highly sustainable central location, well-related to the main public transport interchange to the south and close to parking provision such as the Octagon car park. The proposed hotel use, together with the publicly accessible bar and restaurant will be a valuable addition to Bolton town centre, particularly in the evenings. A "destination" hotel such as this has the potential to attract more visitors and improve activity levels and foot traffic throughout the rest of the town centre, supporting a strong, vibrant and healthy economy. Ensuring the future occupancy, viable use and future stewardship of this heritage asset will ensure that the civic core of Bolton town centre remains the foremost space with the centre.
46. The Council's Local Economy & Tourism Manager considers that the proposed change of use and conversion of the former magistrates court to hotel and serviced apartments and bar and restaurant will be a positive addition to the leisure and visitor economy offer in Bolton town centre. The proposal is a unique bespoke offer not found elsewhere in Bolton and it is felt will support the other developments taking place around the town to position Bolton as a great place to live, invest, visit, study and work. The development will also create new employment opportunities for local residents and supply chain opportunities for Bolton businesses as part of the development. They recommend that an Employment Skills Statement Action plan is developed in order to support and measure this - a condition will be imposed to require this.
47. The economic and social value impact on Bolton town centre is considered to be significant and positive, in accordance with Policies TC1, SO3, SO4 and SO5 of the Core Strategy, and should attract significant weight.

Impact on the Road Network

48. Core Strategy Strategic Objective 6 seeks to ensure that transport infrastructure supports all the aspects of the spatial vision and that new development is in accessible locations and makes the best use of existing infrastructure. In addition, Core Strategy Strategic Objective 9 aims to improve road safety by ensuring that neighbourhoods are attractive and well designed.
49. Core Strategy Policy P5 and S1 seek to ensure that new development proposals take account of accessibility of transport prioritising pedestrians, cyclists, public transport users over other

motorised vehicle users, design developments to be accessible by public transport, servicing arrangements, sufficient parking, transport needs of people with disabilities. Major trip generating developments would need to be supported by a Transport Assessment. Core Strategy policy S1 seeks to ensure that the Council and its partners will promote road safety in the design of new development and also target expenditure on road safety to locations with the worst safety record.

50. Appendix 3 of the Core Strategy provides car, cycle, motorcycle and disabled parking standards for a range of new development proposals. In addition, guidance contained within the Accessibility, Transport and Safety SPD covers a range of highways related matters including provision of facilities for people with disabilities, provision for pedestrians, cyclists, public transport and car parking. In addition, the SPD provides guidance on highway design, Transport Assessments/Statements, Travel Plans, Infrastructure provision and the means for securing such provision.
51. Chapter 9 of the NPPF (Feb 2019) relates to the promotion of sustainable transport. Para 102 stresses the importance of development proposals addressing transportation issues at an early stage in a development in order to identify the potential impacts of a proposal and look at opportunities to reduce them together with promoting more sustainable methods of transport. Para 103 states that the planning system should actively manage patterns of growth in support of these objectives, focusing on locations that will limit the need to travel offering a genuine choice of travel modes, with the overall aim being to reduce congestion and emissions. Para 105 states that planning policies should support an appropriate mix of uses across an area, and within larger scale sites, minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.
52. Officers consider that whilst the Core Strategy policies P5 and S1 were adopted prior to publication of the NPPF, they are consistent with the NPPF and can be given significant weight.
53. The application is supported by a transport statement, a delivery and service management plan and a travel plan.
54. The site is highly sustainable on foot, by bicycle and public transport. It is located within Bolton town centre and close to the bus and train interchange which provide frequent services into Manchester, other Greater Manchester towns and to the wider North West. Given this sustainable location, visitors and staff will be encouraged to use sustainable methods of transport in accordance with Policy P5. To further support this, a travel plan has been prepared in support of the planning application which will be used to encourage the use of sustainable modes of transport and discourage the use of cars - the operator proposes to appoint a travel plan coordinator to devise a programme of initiatives with various targets based on the travel habits of staff and visitors within 12 months of occupation. There will be the facility for a taxi drop off to the front of the hotel on Le Mans Crescent. Whilst it will not be encouraged, there are also a limited number of on-street car parking spaces with a short time restriction outside of the building and a nearby multi-storey car park near the Octagon for longer stays for those wishing to travel by car. Eleven cycle spaces will be provided within the rear service yard in a secured storage facility.
55. The Council's Highway Engineers note that the applicant has submitted a transport statement/travel plan in order to substantiate the proposed change of use of the building from a transport and highways perspective. These indicate that the proposed change will have a negligible impact on the operational capacity of the surrounding highway network and the parking demand will potentially be comparable with the extant use of the premises. The building

is located within the town centre area of Bolton and is thus highly accessible to sustainable transport provision and the surrounding amenities and existing car parking provision within the town centre. This would provide an element of justification of the change of use in terms of the lack of off-road parking associated with the building. The submitted travel plan reiterates the sites sustainability and an achievable suite of sustainable travel targets in order to create a modal shift towards these requirements. The applicant has submitted a Delivery Management Strategy in order to indicate how the premises will be serviced from the highway network. The existing service access points from Back Deansgate South and Queen Street will be utilised in order to facilitate this proposed change of use. No additional access points are proposed onto the highway network and the building footprint will remain as existing. Based on these observations, the Local Highway Authority has no reasonable objection to the proposed change of use.

56. Given the highly sustainable location, the impact on the road network is considered to be acceptable and to comply with policies P5 and S1 of Bolton's Core Strategy and the Accessibility, Transport and Road Safety SPD.

Impact on Nearby Uses

57. Core Strategy policy CG4 seeks to ensure that new development proposals are compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. It also seeks to ensure that development does not generate unacceptable nuisance by way of odours, fumes, noise or light pollution nor cause detrimental impacts upon water, ground or air quality.
58. The NPPF contains in para 8 an environmental objective that development should minimise pollution. Para 170 states that planning decisions should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution. Development should, wherever possible, help to improve local environmental conditions.
59. Paragraph 183 of the NPPF states that "the focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.
60. Officers consider that Core Strategy policy CG4 is consistent with the NPPF and has significant weight in the determination of this application as has the NPPF guidance itself.
61. The key issues are considered to be noise, the potential for the cooking odours to affect nearby residents and any impact on privacy.

Noise

62. The application is supported by a Noise Assessment carried out by Cundall Engineering. To establish the prevailing noise climate across the existing site, continuous logging noise surveys were undertaken at 4 positions between 12 – 18 August 2019. The report sets out the existing baseline noise levels in and around the building and the potential noise implications created during construction and upon occupation of the hotel.
63. The noise assessment recognises that "the dominant noise sources to the site are surrounding local roads including Le Mans Crescent, Queen Street with associated parking bays as well as general pedestrian noise. The surrounding area comprises mainly commercial and public & civic

buildings, as well as the NCP multi-storey car park approximately 30m to the south-east. The nearest noise-sensitive receptors are the Town Hall, the Octagon Theatre approximately 30 m to the west, office premises overlooking Howell Croft Street and a church on the corner of Deansgate and Moor Lane, approximately 185 m to the west. Additionally, the Bolton Central Library forms part of the Le Mans Crescent building, located in its far south end."

64. Officers accept this assessment but also note that the former Lloyds Bank building on the corner of Deansgate and Howell Croft North is in residential use, that small scale residential uses exists above commercial properties on Deansgate and that consent has been granted for the redevelopment of the YMCA building on Deansgate involving an element of residential use.
65. It is evident from the report that the replacement Crittall windows will deliver adequate protection from noise for guests of the hotel. Whole house ventilation to guest bedrooms and serviced apartments will be provided by centralised supply. Each guest bedroom will also have a local system which will provide both heating and cooling into the space. Such systems typically provide a high level of protection from external noise ingress as they avoid the need for external ventilation openings at the façade or opening windows to provide background ventilation or cooling, thereby facilitating the provision of higher levels of sound insulation provided by the external façade. Slimline double-glazing (4mm pane, 6mm air gap, 6mm pane) will deliver a sufficient level of noise reduction. Noise from new plant would be limited to 52 dBA during the day and 42 dBA at night, which is considered to be acceptable for a town centre context. It is also noted that the bar, restaurant and function room elements are mainly located towards the central arch of Le Mans Crescent and therefore further away from existing, approved or proposed residential uses on Deansgate, separated by guest rooms fronting Back Deansgate. Whilst the rear service yard is likely to be used more intensively than at present, the development is car free and therefore it is not intended that the yard will be used for parking. Waste will be located at the rear but closer to the central arches, therefore away from any residential occupiers fronting Deansgate. Food and beverage deliveries will be required, but as the proposed use is a hotel - and therefore it is in the operators' interest to protect the amenity of their guests - it is difficult to see how this would impact on living conditions in any way beyond what would normally be expected in a town centre location, if at all.
66. A construction management condition will adequately mitigate the impact on nearby uses during the construction / fit out phases.

Odours

67. The application is not supported by any information relating to odours. Nevertheless, it is considered that odours relating to the use are likely to be limited to cooking odours from the restaurant / function rooms and these can be adequately controlled via a condition.

Privacy

68. As noted above, to the north of the application site are the rear elevations of a number of properties fronting Deansgate including the YMCA, some commercial properties including small scale food uses with a degree of residential over and the former Lloyds Bank building, converted to student accommodation some years ago. These are currently the only properties close to the site with an element of residential. Some of the interfaces between the properties are relatively generous for a town centre (approximately 22 metres) however towards Howell Croft North the two buildings either side of Back Deansgate are constructed at the back of the highway and therefore the interfaces narrows to around 5 metres. Nonetheless, as the windows in this part of the southern elevation of the student accommodation in the former Lloyds Bank serve the stairwell, this interface is considered to be acceptable.

69. In summary, the proposal complies with the requirements of both the development plan and NPPF in terms of being compatible with surrounding land uses and occupiers and protecting amenity.

Other Matters

Sustainable Construction and Energy Management

70. Strategic Objective 10 seeks to minimise Bolton's contribution to climate change and mitigate and adapt to its adverse effects. Core Strategy policy CG2 seeks to ensure that new development proposals contribute to sustainable development, being located and designed to mitigate any adverse effects of the development and adapt to climate change by incorporating high standards of sustainable design and construction principles. Further guidance is contained within the Sustainable Design and Construction SPD.
71. The National Planning Policy Framework states that the purpose of the planning system is to contribute to the achievement of sustainable development which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
72. The developer has set out an aspiration to reach BREEAM "very good" status and the development will need to comply with Part L of the Building Regulations. LED lighting would be provided internally throughout, the replacement windows will have a much greater thermal performance and a building management system would be installed. It is clear to officers that energy efficiency, sustainability and a high standard of building envelope are being proposed through the design philosophy. As this is an existing building, and a prominent Grade II listed building at that, retrofitting energy generating elements does present certain challenges and requires careful consideration. Nevertheless, it is therefore considered that the proposal would comply with the relevant development plan policy, guidance in NPPF and the Sustainable Design and Construction SPD.

Crime Reduction

73. Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder. The prevention of crime and the enhancement of community safety are therefore material considerations that a local authority should take into account when exercising its planning functions under Town and Country Planning legislation.
74. Bolton's Core Strategy notes ensuring that the whole of the civic and retail core is safe and attractive for pedestrians will be a priority.
75. The National Planning Policy Framework states that planning decisions should aim to achieve places which are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.
76. A Crime Impact Statement has been commissioned, to be carried out by Greater Manchester Police's Design For Security team. Any progress on this will be reported at the meeting; however it is difficult to see how there could be an in principle objection to the use of the building on a crime reduction basis and any recommendations are likely to seek "best practice" to reduce opportunities for crime. It is considered that this issue can be adequately addressed by a condition.

Surface Water Drainage and Flood Risk

77. Strategic Objective 13 aims to reduce the likelihood and manage the impacts of flooding in Bolton, and to minimise potential flooding to areas downstream.
78. Core Strategy policy CG1.5 seeks to ensure that the Council and its partners will seek to reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development.
79. The applicant has submitted a Drainage Strategy, carried out by Scott Hughes which aims to ensure compliance with the requirements of the NPPF, Core Strategy policy CG1 and the Sustainable Design and Construction SPD. The statement notes that, other than the replacement windows, all physical works are proposed to the interior of the building - therefore the surface water drainage strategy will not aim to change any of the existing surface water drainage arrangements. However, surveys and remedial works will be undertaken to check that the system is working as originally intended.. A pre-development enquiry has been sent to United Utilities to confirm that the change of use will not have an adverse effect on their sewer network.
80. Officers note that the significant regeneration works proposed for Bolton town centre over the forthcoming years represent an opportunity to address the structural deficiencies within the existing drainage network which does not currently treat foul and surface water separately, for the most part. The likely increase in rainfall resulting from climate change results in increased flood risk within the existing combined sewer network and one method of addressing this is to ensure that new developments direct surface water out of existing combined sewers and into dedicated surface water drains that flow into watercourses. This is consistent with the drainage hierarchy contained within paragraph 80 of the National Planning Policy Guidance on flood risk. In the case of the proposed development, the close proximity of the site to the Cheadle Square intervention zone immediately to the west represents an opportunity for surface water from Le Mans Crescent to be directed via the surface water drain at Blackhorse Street to the River Croal and therefore reducing the risk of overcharging the existing combined sewers within Bolton town centre. A condition will be imposed requiring a final surface water drainage system and the expectation will be that this system takes advantage of the opportunities presented by the proximity to the Cheadle Square intervention zone and the River Croal.
81. The proposal includes a number of new facilities in relation to the hotel premises that will need positive connections to the existing foul drainage network on site. While the number of connections to the network will increase, the increase in foul water flows will not likely be high enough to inundate the existing system. However, capacity checks will be undertaken of the existing below ground connections. As the sewer records show no foul drainage networks within the vicinity of the site, the foul sewage is likely to discharge into either of the combined sewer networks within Le Mans Crescent or Queen Street. As with the surface water drainage strategy, surveys and remedial works will be undertaken to check condition, capacity and arrangement.
82. The proposed change of use will not have a greater impact on surface water drainage and represents an opportunity for improvement to the existing situation by directing surface water further up the sustainable drainage hierarchy, in accordance with Policies SO13 and CG1.5 of Bolton's Core Strategy and the flood risk and climate change policies of the NPPF and NPPG.

Ecology and Biodiversity

83. The aim of Core Strategy Strategic Objective 12 is to protect and enhance Bolton's biodiversity. Core Strategy policy CG1.2 seeks to ensure that the Council and its partners will safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees,

woodland and hedgerows from adverse development and improving the quality and interconnectivity of wildlife corridors and habitats.

84. Chapter 15 of the NPPF "Conserving and enhancing the natural environment" states at Para 170 that planning decisions should contribute to and enhance the natural and local environment. This can be achieved by providing net gains for biodiversity and by preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. This goes on to state that wherever possible, development should help to improve the local environment such as air and water quality. Under the subheading Habitats and biodiversity, developments should protect and enhance biodiversity and geodiversity (Para 174). Para 175 further comments that, development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.
85. Officers consider that Core Strategy Strategic Objective 12 and Core Strategy policy CG1.1 are consistent with the NPPF and can be given significant weight. Additionally, the relevant sections of the NPPF provide a more detailed consideration of biodiversity and ecological matters and should be taken into account.
86. The Applicant has provided a Preliminary Roost Assessment carried out by a qualified ecologist which confirms that the building offers limited potential to roosting bats or birds. No bat roosts were found to be present within the building, albeit, access to the loft space was not possible. Large parts of the building are covered with bird nets, making it difficult for birds or bats to enter into the building. The report recommends that a 'toolbox talk' is undertaken prior to work commencing and that work relating to window removal and installation are completed during the winter months to minimise the potential disturbance of roosts. In the unlikely event that bats are discovered, all work would cease, and an ecologist would be consulted.
87. The submitted information has been assessed by the Council's Greenspace Officers who accept the adopted methodologies and recommendations. They do note that no biodiversity enhancement are proposed; however, given the central location in a highly urban area surrounded by streetlights, the constraints placed on development by the listed status of the building and the fact that the application is a change of use with no new construction, it is not considered to be reasonable to require enhancements in this instance.
88. Subject to these conditions, the proposal is likely to have a neutral impact on the natural environment, consistent with Core Strategy Strategic Objective 12 and Core Strategy policy CG1.1.

Value Added to the Development

89. Paragraphs 39-46 of the National Planning Policy Framework recognise that pre-application discussions between developers and Local Planning Authorities have significant potential to improve the efficiency and effectiveness of the planning application system for all parties, better coordination between public and private resources and improved outcomes for the community.
90. Planning Officers and the Council's Conservation and Design Officers have been involved in pre-application discussions on this proposal for several months. These have assisted in defining the scope for supporting information, clarified the key issues, informed the final scheme and minimised the impact on the significance of this heritage asset.

Conclusion

91. It is considered that the proposal complies in full with the relevant policies, would secure the future stewardship of this vacant heritage asset, would make efficient use of a building in a highly sustainably location and would deliver significant economic and reputational benefits for Bolton and its town centre. The replacement windows would be on a very similar basis and no planning harm has been identified to outweigh the benefits that would flow from the development.

Representation and Consultation Annex

Representations

Consultation letters were sent to premises and properties in the immediate vicinity of the site. Three site notices were displayed around the site, prominently located at Howell Croft North, Le Mans Crescent and Queen Street.

Letters:- Bolton and District Civic Trust state that they fully support the redevelopment this building, which has for a long period been unused following the removal of the Police Station and Magistrates' Court. A high quality hotel is well-fitting with the existing architecture, and provides an excellent opportunity of enhancement of this listed building. They consider it to be encouraging that a quality hotel operator sees such potential in Bolton Town Centre, and it is long overdue that the town be seen as a destination for business, leisure and commercial enterprise once more.

The Civic Trust also recommend that Council Officers be satisfied that any lowering of ceilings would not be visible externally. Sections have been sought in this regard and assurances can be provided to Members at the meeting.

However, the Trust objects to the use of part of the southern section of Le Mans Crescent, and raised concerns over sustainable design and construction together with the Council's general approach to Bolton town centre. Each of these will be considered in turn:-

- The area proposed to be used as serviced apartments is detached from the main development this area would be far better retained by the Council for potential expansion and development of Library and Museum Services, even if that meant other temporary uses in the meantime. For this areas to be occupied by a new owner or operator would mean loss of potential for expansion of space for the future of public educational services and amenities.

Officer's note: It must be noted that the application relates to the narrowest part of the southern half of Le Mans Crescent. The widest section contains uses such as the library, museum, art gallery and aquarium. It is considered that the plan form of the narrower area does not lend itself well to use as part of an expanded library or museum. It was originally designed to be used as public health offices and is considered to be most suitable for use as either offices or a quasi-residential use such as the proposed serviced apartments. Furthermore, there is no evidence of demand for an expanded library or museum offer, nor does the objection provide any suggestion as to how this would be funded on either a capital or revenue expenditure basis. It is also noted that the hotel operator requires a certain quantum of floorspace in order to deliver a viable and functioning offer. Lastly, whilst the provision of community services is capable of being a planning consideration, it is considered that Bolton town centre already has a good quality and expanding cultural offer and that the decision to lease the building to a hotel operator is one that is primarily for the Council as landowner rather than as Local Planning Authority. The grant of this planning consent would not bind the Council as the owner of the property.

- This is an opportunity for sustainable power generation - the mansard roof is mostly hidden from view and offers potential for photovoltaic generation. Renewing the heating facilities could also offer potential for a diversity of heat sources, in the of light challenges to fuel sourcing and reducing pollution.

Officer's note: The utilities and services for the proposal are the subject of a 32-page document from multi-disciplinary engineers / sustainability consultants Cundall. This document sets out the developers aspiration to reach BREEAM "very good" status. LED lighting would be provided

throughout, the replacement windows will have a much greater thermal performance and a building management system would be installed. It is clear to officers that energy efficiency, sustainability and a high standard of building envelope are being proposed through the design philosophy. As this is an existing building, and a prominent Grade II listed building at that, retrofitting energy generating elements does present certain challenges and requires careful consideration. Whilst these challenges are not likely to be insurmountable, it is not considered to be reasonable to require the developer to do this - instead, photovoltaic generation can be considered as part of a package of measures through the BREEAM / Building Regulations Part L process. The Civic Trust's recommendation will be communicated to the developer via an informative on the decision notice.

- This scheme will only be successful if part of an integrated Council Policy to create a town centre that is a unique exemplar of holistic living, working and leisure, with a much more 'localised' basis for manufacture, supply and usage, creating a much reduced carbon footprint, and with buildings and spaces that are safe and desirable for a whole cross-section of the community from working singles, to families and senior citizens of all economic and social backgrounds. The Civic Trust wants people to come and stay and live in Bolton, not because it is close to somewhere else, but because it is Bolton!

Officer's note: The Council's Planning Officers very much welcome the fact that Bolton & District Civic Trust have broadly the same aims and objectives as many of the Council's policies and proposals. However, the above comment is not considered to relate directly to the consideration of the proposal before Members today and the Trust may wish to seek to engage with the Council's Planning Strategy and Economic Development teams if they wish to influence policies going forward.

Consultations

Advice was sought from the following consultees: Greater Manchester Ecology Unit, BMBC Drainage and Technical Support, BMBC Highway Engineers, BMBC Greenspace Management (Wildlife Liaison officer), BMBC Environmental Health, BMBC Economic Strategy, Bolton & District Civic Trust, Transport for Greater Manchester, United Utilities, GM Police, BMBC Design and Conservation, BMBC Corporate Property Services

BMBC - the comments of the Council's Conservation & Design Officer have substantially informed the determination of this planning application, in particular their consideration of the detailed heritage assessment carried out by Bradshaw Gass & Hope.

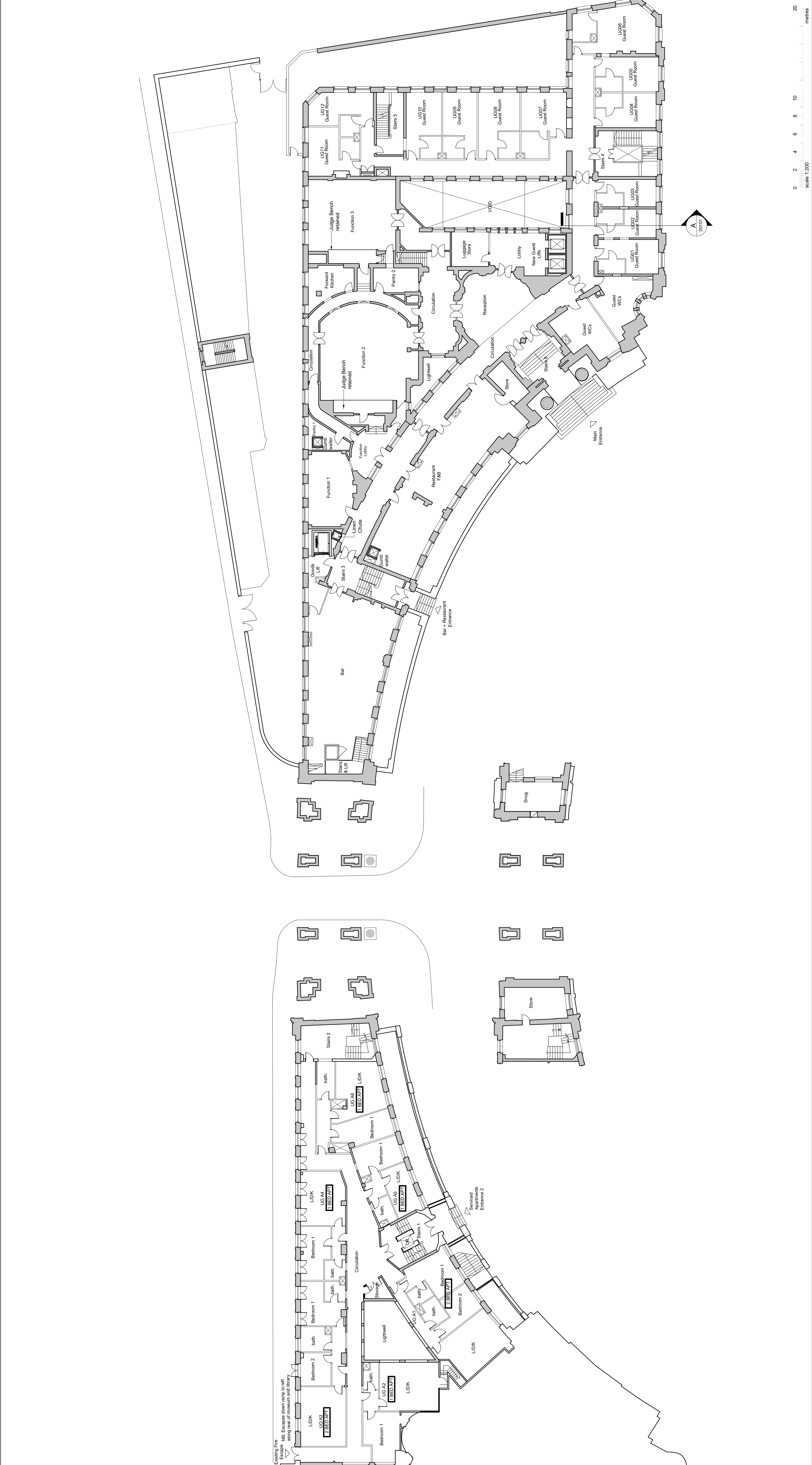
Historic England confirmed in early September that as this is a Grade II building they would not normally get involved in a project such as this and are satisfied that a positive outcome can be negotiated by Council Officers, including the Conservation & Design Officer.

Planning History

05845/19 - Certificate of lawfulness for proposed internal works to a listed building (limited works to facilitate the recent filming), 04/04/2019. Not Works Requiring Listed Building Consent, 26/04/2019
89344/13 - Listed building consent for the proposed upgrade of historic doors with fire resisting doors and installation of internal CCTV system at various points over the first, second and third floor levels, 25/01/2013. Approved with conditions, 11/03/2013

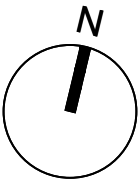
Recommendation: **Approve subject to conditions**

Recommended Conditions and/or Reasons



Notes

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Status
Planning

Client
Beechlane Management Ltd

Project
Le Mans Hotel
Bolton

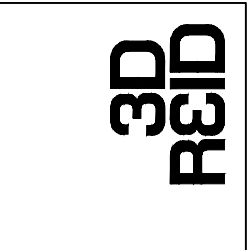
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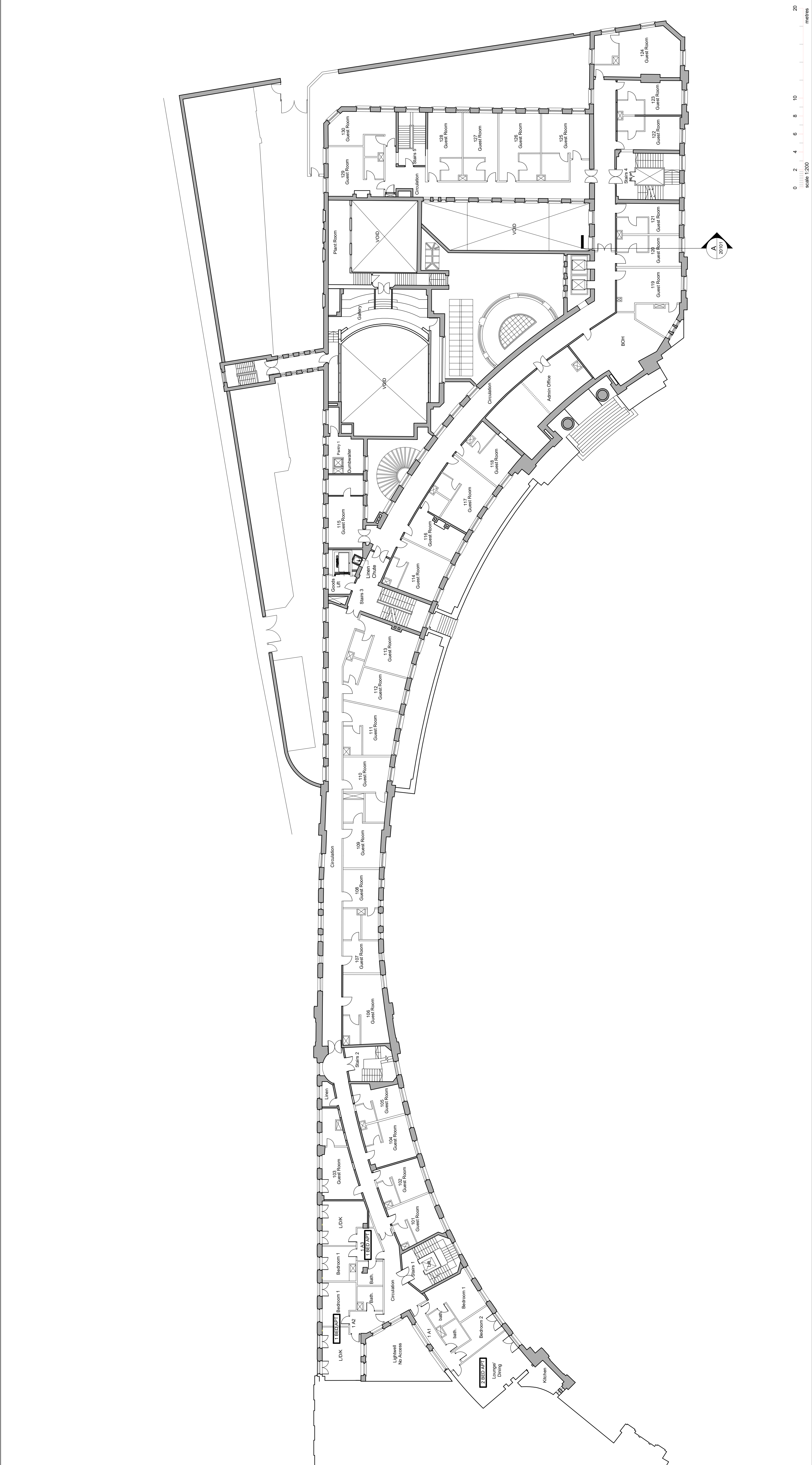
Revisions

Title
Proposed Upper Ground Floor
GA Plan

Scale	Size	Date	Drawn	Checked	Rev.
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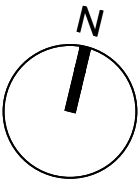


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Status
Planning

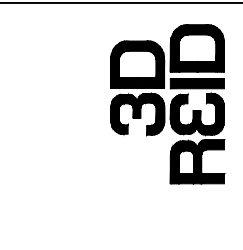
Client
Beechlane Management Ltd

Project
Le Mans Hotel
Bolton

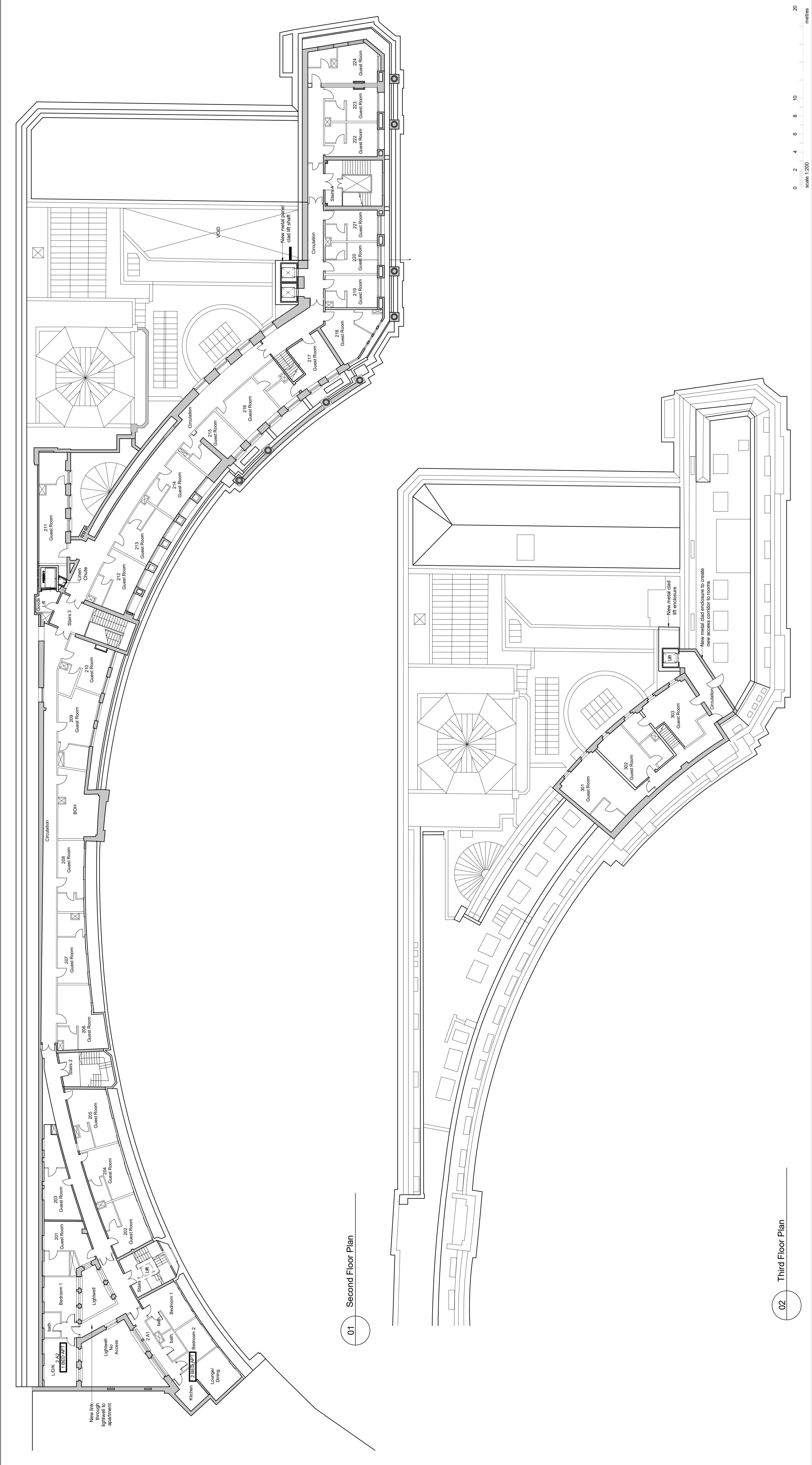
MB
P1 13/11/19 Issued for Planning
Revisions

Title
Proposed First Floor
GA Plan

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Drawing No.					190048-3DR-XX-01-DR-A-20003 P1

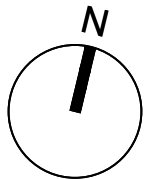


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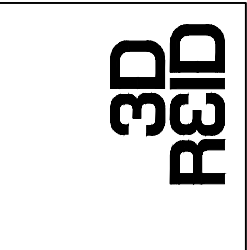


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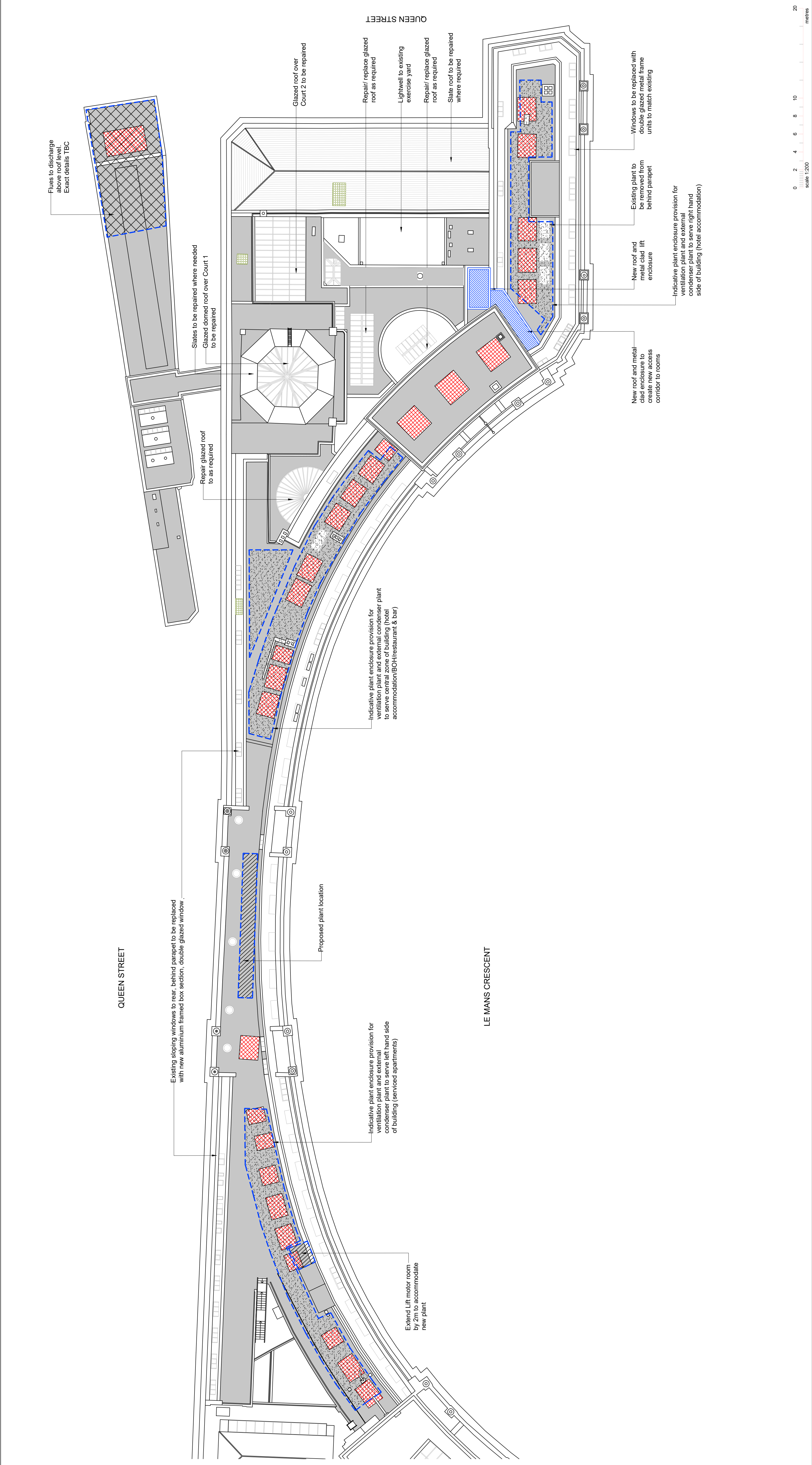
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Status	Planning
Client	Beechlane Management Ltd
Project	Le Mans Hotel Bolton
Revisions	P1 13/11/19 Issued for Planning
Title	Proposed Second & Third Floor GA Plan
Scale	1:200
Size	A1
Date	02/08/19
Drawn	LM
Checked	CM
Drawing No.	190048-3DR-XX-ZZ-DR-A-20004
Rev.	P1

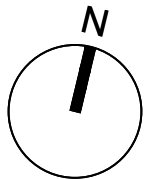


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KEY:

- Glazed rooflights to be removed + infilled
- New elements
- Existing Louvre to be reused
Further site investigations required to ascertain

Status
Planning

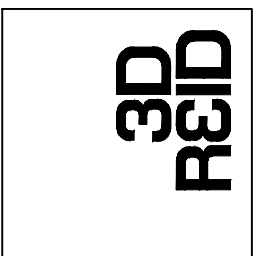
Client
Beechlane Management Ltd

Project
Le Mans Hotel
Bolton

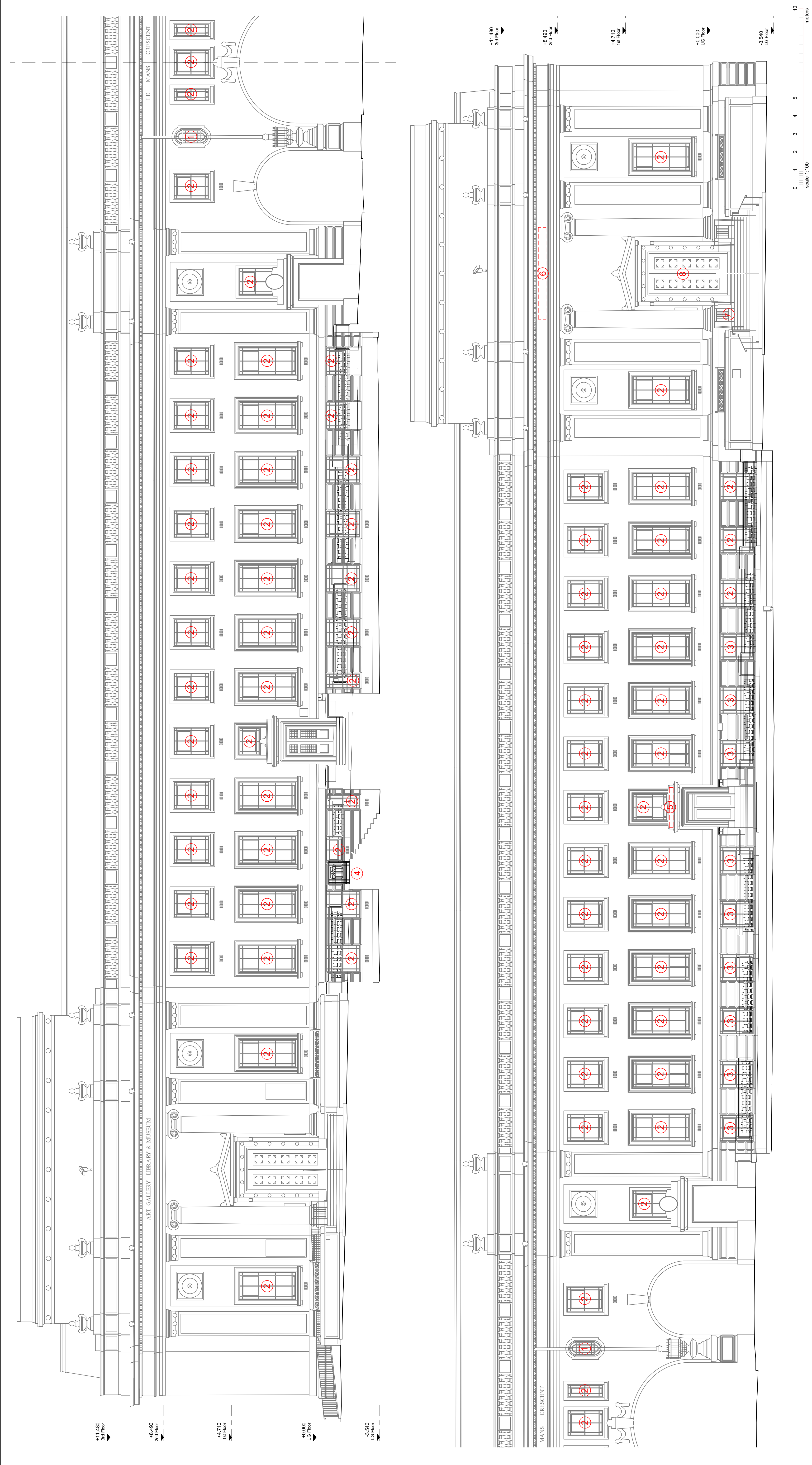
Revisions
P1 13/11/19 Issued for Planning
MB

Title
Proposed Roof
GA Plan

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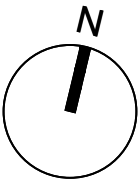


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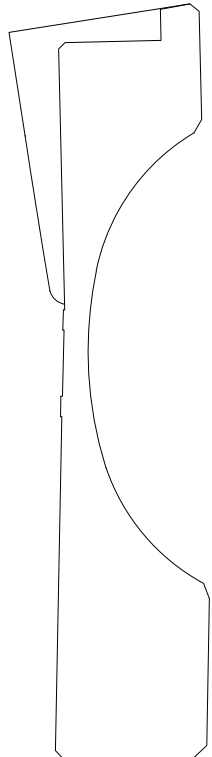


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QUEEN STREET



LE MANS CRESCENT

KEY

1	Retain + restore existing windows
2	Windows to be replaced with new double glazed metal framed units to replicate the existing design
3	Windows to be replaced and glass to have translucent opaque film to inside
4	Gate to be repaired and restored
5	New Restaurant + Bar signage
6	New Hotel signage
7	Existing handrail to be retained and repaired
8	Existing doors to be restored

QUEEN STREET

Status
Planning

Client
Beechlane Management Ltd.

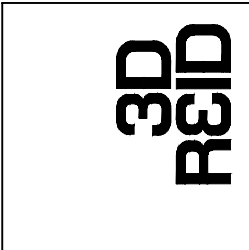
Project
Le Mans Hotel
Bolton

MB
P1 13/11/19 Issued for Planning

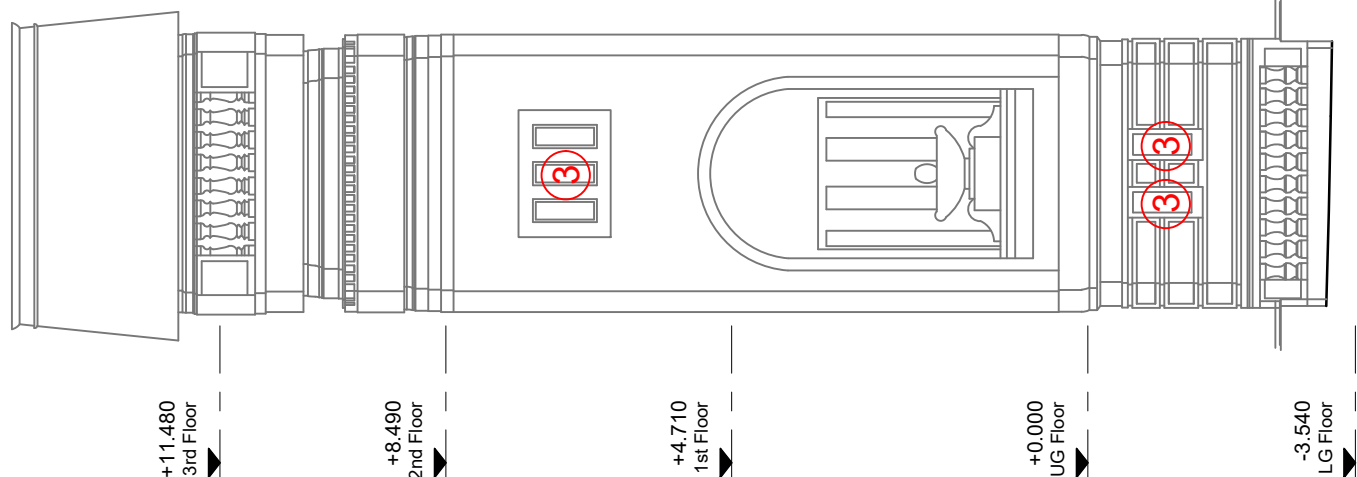
Revisions

Title
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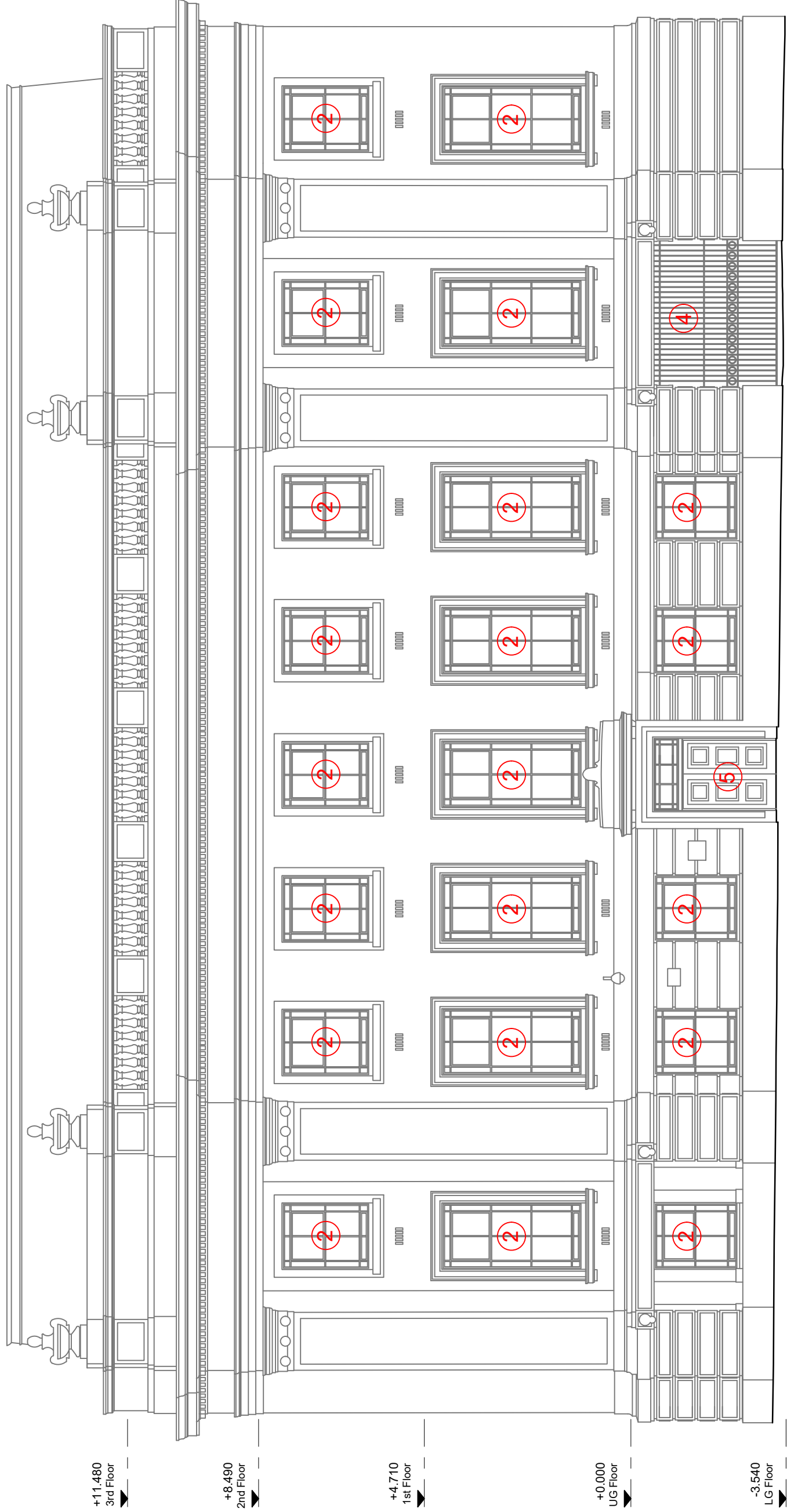
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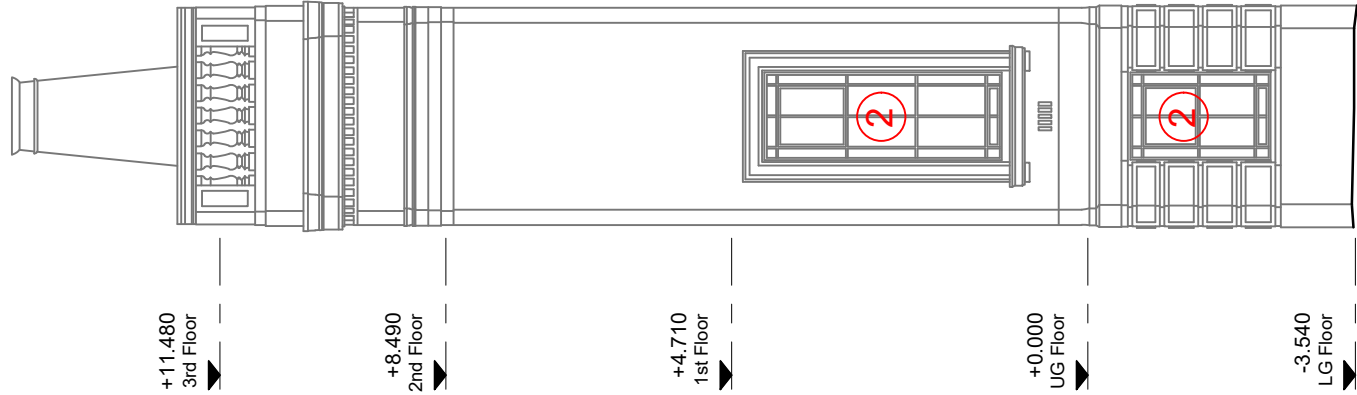
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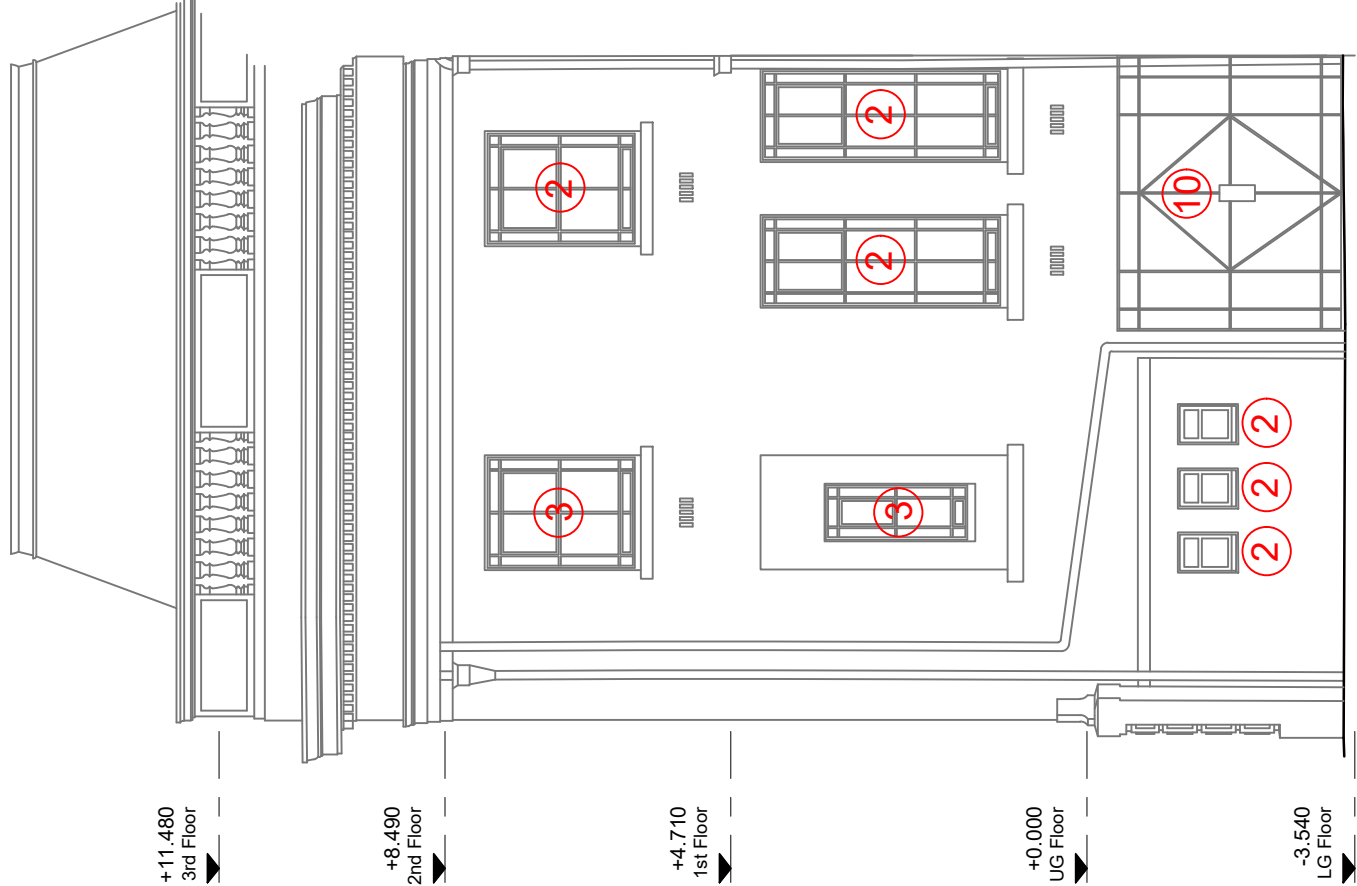
02 Elevation 2
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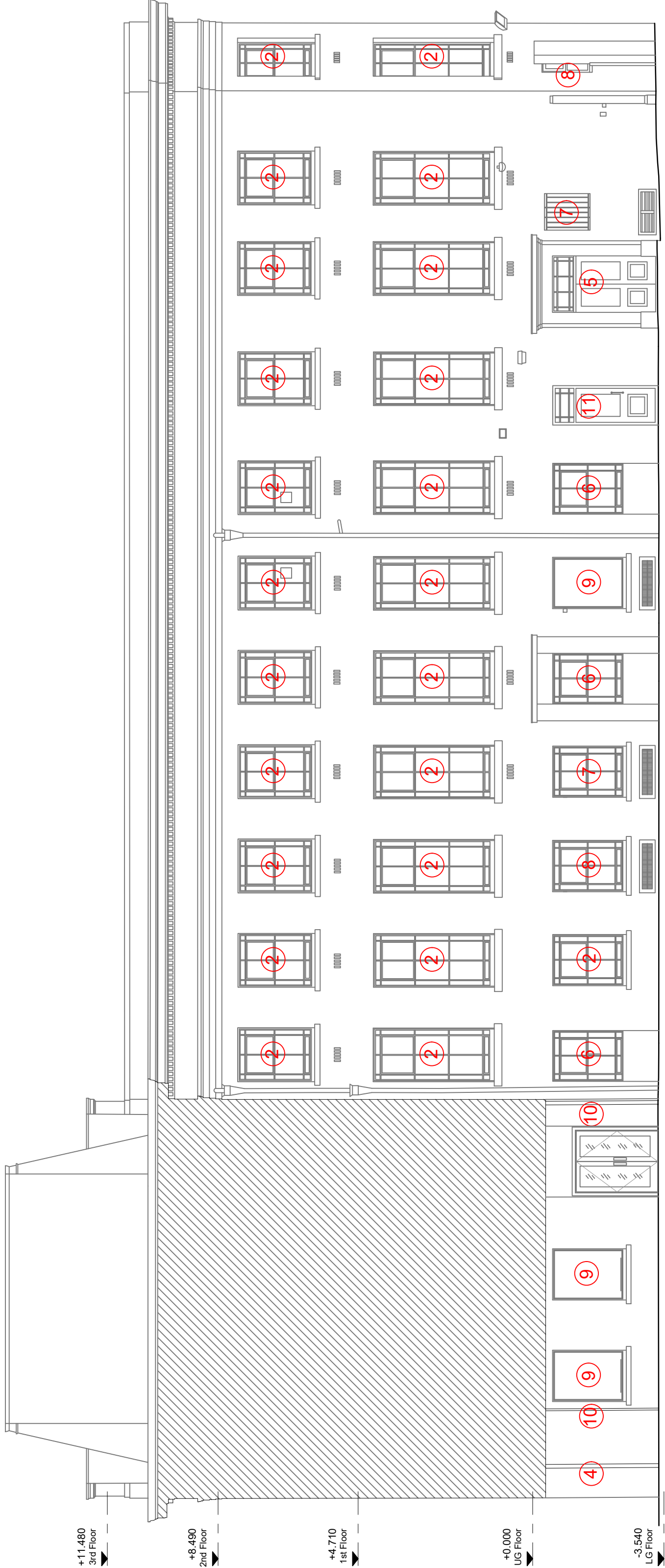
03 Elevation 3
Proposed



04 Elevation 4
Proposed



05 Elevation 5
Proposed

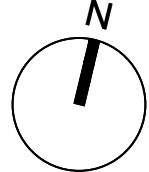


06 Elevation 6
Proposed

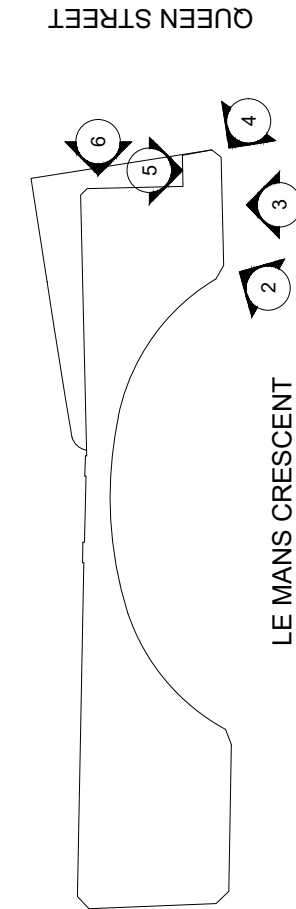


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LE MANS CRESCENT

KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	New gates in keeping with the screen original with landscaped area behind
⑤	Existing doors to be restored
⑥	Door to be removed and replaced with a new window to match the existing windows

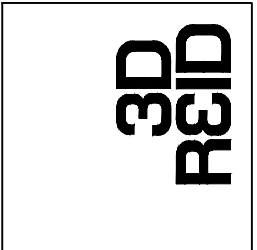
⑦	Bars to be removed
⑧	Grills to be removed
⑨	Grills to be removed. Infill window opening. Render to match existing stone
⑩	New metal framed, double glazed crittall style screen with double doors
⑪	Window to be removed. Install new door opening

Status Planning

Client	Beechlane Management Ltd.
Project	Le Mans Hotel Bolton
Title	Proposed Elevations 2 - 6

P1 13/11/19 Issued for Planning
Revisions MB

Scale	Size	Date	Drawn	Checked
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Drawing No.	Rev.			
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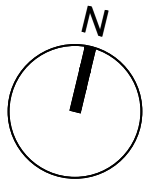


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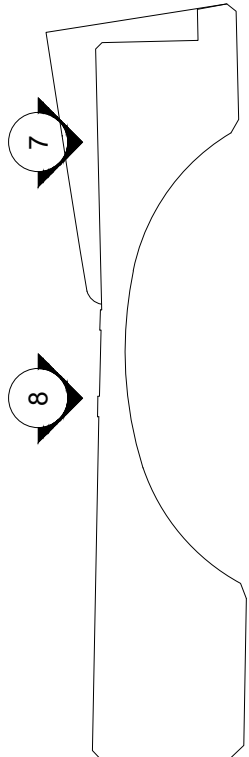


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QUEEN STREET



LE MANS CRESCENT

QUEEN STREET

KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	Window to be removed and replaced with a Fire exit door in keeping with existing
⑤	Grill and window removed and new double glazed metal framed windows to match adjacent existing

⑥	Grills removed + window replaced (2)
⑦	Existing balustrade to be repaired and restored
⑧	Bars to be removed and replaced with a balustrade to match
⑨	Existing doors to be restored

Status

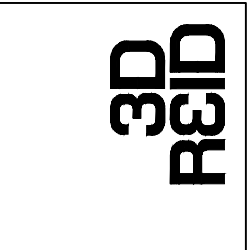
Planning

Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

Title
Proposed Elevations 7 & 8

Revisions
P1 13/11/19 Issued for Planning MB



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Scale	Size	Date	Drawn	Checked
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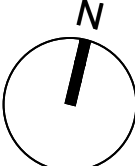


07 Elevation 7
Proposed

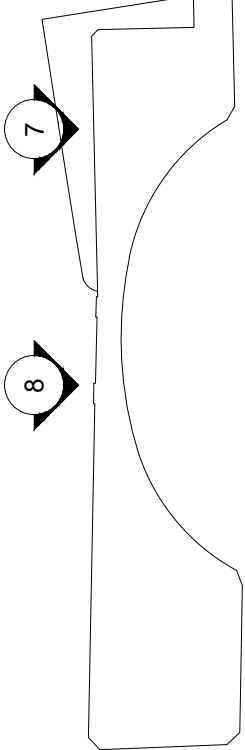
08 Elevation 8
Proposed

Notes

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QUEEN STREET



LE MANS CRESCENT

QUEEN STREET

KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	Window to be removed and replaced with a Fire exit door in keeping with existing
⑤	Grill and window removed and new double glazed metal framed windows to match adjacent existing

⑥	Grills removed + window replaced (2)
⑦	Existing balustrade to be repaired and restored
⑧	Bars to be removed and replaced with a balustrade to match
⑨	Existing doors to be restored

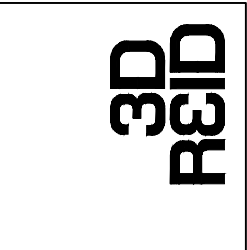
Status
Planning

Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

Revisions
P1 13/11/19 Issued for Planning
MB
Title
Proposed Elevations 7 & 8

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Drawing No.	Rev.			
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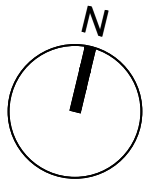


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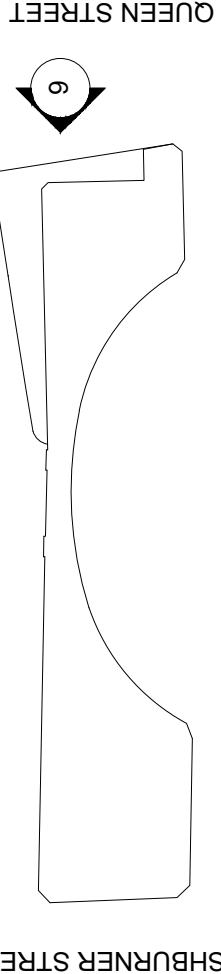


Notes

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QUEEN STREET



LE MANS CRESCENT

QUEEN STREET



KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	Access metal gate to match existing
⑤	Rollershutters to be repaired and repainted
⑥	Rollershutters to be removed + new door to be installed
⑦	Gate to be replaced with access gate to match existing
⑧	New wall with double door Fire exit

Status
Planning

Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

MB

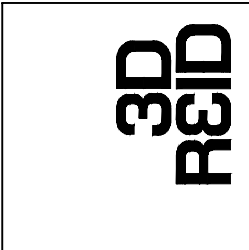
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Revisions

Title
Proposed Elevations 9 & 10

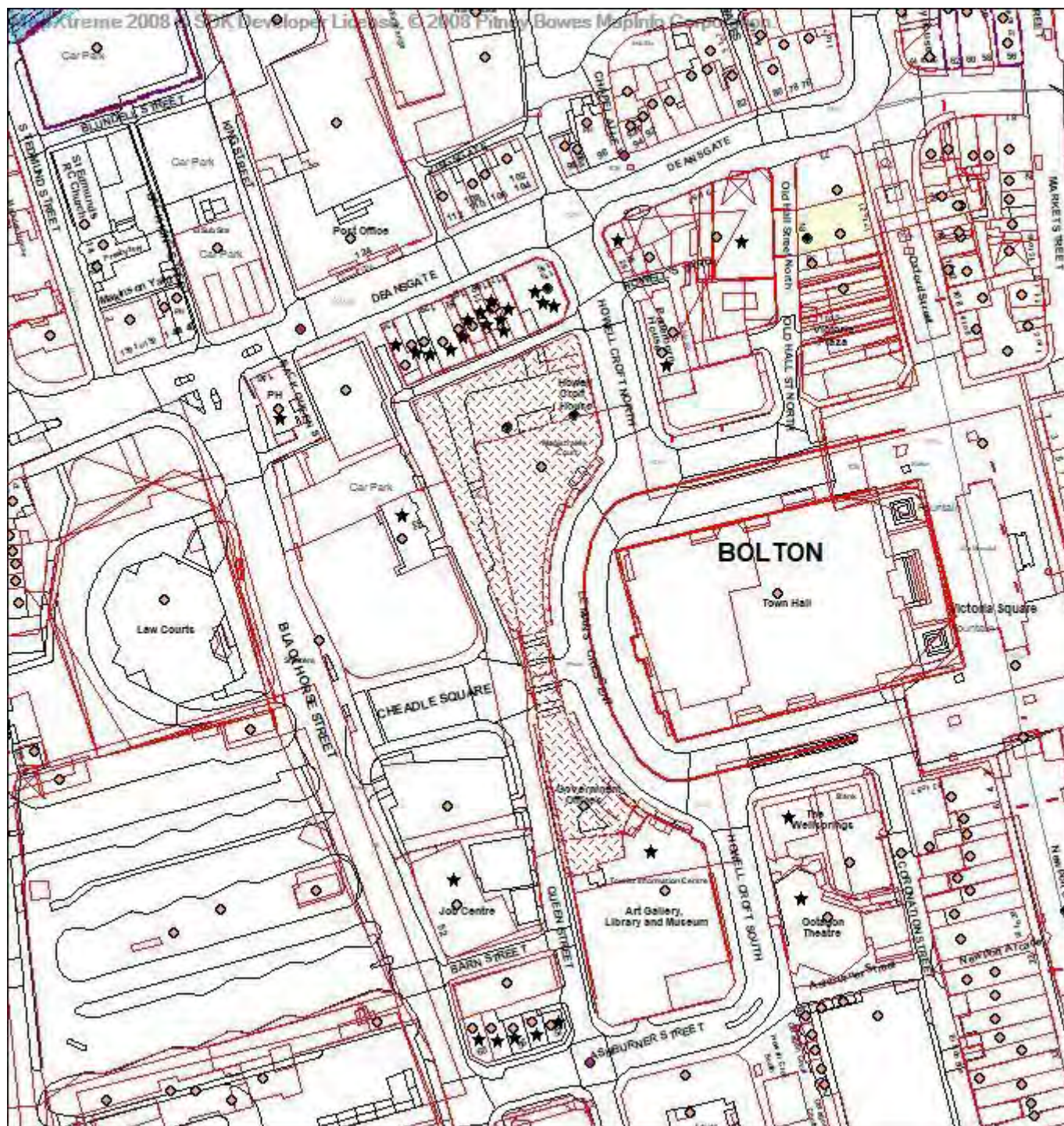
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Checked CM

Drawing No. 190048-3DR-XX-ZZ-DR-A-20113
Rev. P1



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Application number 07366/19



**Directorate of Place
Development Management Section**

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



Date of Meeting: 19/12/2019

Application Reference: 07366/19

Type of Application: Listed Building Consent
Registration Date: 19/11/2019
Decision Due By: 13/01/2020
Responsible Officer: Martin Mansell

Location: FORMER MAGISTRATES COURT, LE MANS CRESCENT, BOLTON, BL1 1UA

Proposal: LISTED BUILDING CONSENT FOR CHANGE OF USE AND CONVERSION OF FORMER MAGISTRATES COURT TO HOTEL AND SERVICED APARTMENTS (CLASS C1) WITH ASSOCIATED RESTAURANT/BAR (CLASS A3/A4), ACCESS AND BACK OF HOUSE AREAS, INTERNAL ALTERATIONS, REFURBISHMENT AND EXTERNAL REFURBISHMENT INCLUDING GENERAL REPAIRS AND REPLACEMENT OF WINDOWS.

Ward: Halliwell

Applicant: Beechlane Management Ltd
Agent : P4 Planning Limited

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- the application relates to the majority of Le Mans Crescent, other than the areas occupied by the library, museum and aquarium
- listed building consent is sought to convert these parts of the building to an 87 bed four star hotel with 17 serviced apartments
- externally, the building would remain unchanged other than the replacement of the majority of the existing aluminium-framed Crittall windows with very similar replacements manufactured by the same firm but upgraded for thermal and acoustic performance
- alterations would take place to the internal layout, but these are considered to be limited to the minimum necessary to facilitate the conversion to the proposed use
- internal period features such as doors, ironmongery, panelling and flooring would be repaired where possible, replaced if not and reused elsewhere within the building wherever possible

Proposal

1. Listed Building Consent is sought for works to facilitate the conversion of all of the northern

section of the Le Mans Crescent building together with part of the southern section to form a 87 bed hotel with 17 serviced apartments with an associated bar, restaurant and function rooms.

2. These works would mainly involve:-

- reconfiguration of internal space to accommodate the bedrooms, serviced apartments, bar, restaurant, function rooms and back of house areas
 - removal of "specific purpose" features such as court furniture and the docks, to be adapted and repurposed elsewhere within the hotel where possible
 - repair of existing internal period features such as ironmongery, Hoptonwood stone detailing and panelling, terrazzo floors, cornices or replacement where absolutely necessary
 - replacement of the majority of the Crittall windows on a very similar basis, upgraded for thermal and acoustic performance
3. The aspiration for the building is to deliver a 4 star destination hotel in the heart of Bolton in time for the Rugby League World Cup in 2021, as well as providing a regional hospitality training hub, the first of its kind in the country.
4. As well as the usual plans and elevations, the application is accompanied by a Heritage Survey & Impact Assessment, carried out by Bradshaw Gass & Hope, the same company that produced the plans for this building. The assessment also includes as appendices the archived plans of the buildings, a statement of listing and a previous Heritage Statement produced by Lanpro in March 2018. It also refers to the Conservation Management Plan produced by the Bernard Taylor Partnership and the Architectural History Practice in August 2014. The BGH heritage assessment considers individually all rooms, areas, spaces and elevation within and external to the building and categorises them as being of negative, low, medium, medium/high and high significance. So for example, all principal elevations of the building are considered to be of high significance, together with the court rooms themselves and all main circulations areas and stairwells. Substantial areas of the first and second floors are rated as being of low significance and there are a small number of negative areas that have been heavily modified and would benefit from improvement.

Site Characteristics

5. The proposal primarily seeks to use the northern part of Le Mans Crescent as a hotel with associated bar, restaurant and function rooms and the use of a smaller section to the south for serviced apartments.
6. The Town Hall and Victoria Square were completed in 1866 to accommodate the Council and magistrates courts, amongst other local services. By the early 20th century, the needs of the Council required more accommodation and proposals were tabled to extend the town hall and to add an annexe to the rear to be known as the Civic Centre. A local architect, Bradshaw, Gass and Hope were instructed to design and build the town hall extension and the new Civic Centre. The northern end of the Civic Centre was completed first, with the courts first used in 1934 and the southern end containing the library being completed in 1938. It was originally known as the Civic Centre until it was renamed Le Mans Crescent in 1974 to commemorate the twinning of Bolton with Le Mans in France and was listed as a Grade II building in 2002
7. It is one of the most prominent and important buildings in Bolton town centre and, together with Bolton Town Hall and Victoria Square (with which it forms the Town Hall Conservation Area) is considered to form the most significant civic space in Bolton. It is neo-classical in its design and consists of a raised three-storey, curved building, with a central triple archway with semi-circular headed openings leading to Cheadle Square. It is built from ashlar stone on a steel frame with

steel-framed single-glazed Crittall windows with a flat concrete roof embellished by a false mansard roof covered in Westmorland slate. As well as being designed by Bolton architects Bradshaw Gass and Hope it was constructed by Bolton contractor Seddon. The northern section of the building previously comprised the magistrates court and associated offices until their co-location with the crown court in 2016 as well as a police station, custody suite and Council occupied offices. The magistrates courts and police station have now been relocated, with only some of the offices still occupied. To the south of the archways, the building contains further offices, the library, museum, archives and aquarium which are all open to the general public. Internally, the police station, custody suites and exercise yard were located on the lower ground floor. On the upper ground floor, there are currently two disused courtrooms, one with a large galleried area above and domed glass roof together with the judge's chambers and council offices. Council offices and associated court offices are found on the first, second and third floors. Many original features remain, including parquet flooring, wood panelling, court furniture, original wall lights and terrazzo flooring.

8. Essentially, the site consists of the former public health offices, magistrates court and police station together with their related ancillary offices - in other words, all of Le Mans Crescent other than the library and museum and their related ancillary spaces.

Policy

9. In the case of applications for listed building consents, there is no statutory requirement to have regard to the provisions of the development plan. In the determination of applications for listed building consent the Local Planning Authority must therefore consider Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and section 16 of the National Planning Policy Framework.
10. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that 'in considering whether to grant listed building consent for any works, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
11. Policy CG3.4 of the Core Strategy states that the Council will conserve and enhance the heritage significance of heritage assets and heritage areas, recognising the importance of sites, areas and buildings of archaeological, historic, cultural and architectural interest and their settings.
12. Section 2 of SPD 'General Design Principles' sets out the Council's aim to protect listed buildings, including protection from inappropriate alteration.

Impact on the Character, Appearance, Significance and Fabric of the Listed Building and its Setting

13. Section 16 of the National Planning Policy Framework concerns conserving and enhancing the historic environment. Paragraph 189 states that the local planning authority should require an applicant to describe the significance of any heritage asset affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
14. It is considered that the detailed supporting information listed in the "proposal" section above satisfies this requirement.
15. Paragraph 190 requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal, taking account of the available

evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

16. When considering potential impacts of a proposed development on the significance of a designated heritage asset, paragraph 193 states that great weight should be given to the asset's conservation and the more important the asset, the greater the weight should be.
17. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, paragraph 196 states that this harm should be weighed against the public benefits of the proposal.
18. It is considered that the refurbishment of the building to accommodate a high quality hotel would overall conserve the Grade II listed building and help regenerate the wider town centre. Le Mans Crescent forms part of Bolton's Civic Centre incorporating the Grade I listed Town Hall and is considered to form part of one of the largest and most coherent neo-classical civic plazas in England. Le Mans Crescent was completed relatively late in 1939 and listed in 2002. The northern portion has been vacant since 2016 and has also suffered some inappropriate internal adaptations during the period of its use in the criminal justice system. The proposed change of use and its wider benefits are welcomed to provide an active use in the Town Centre and to help bring about a transformation in both the day and evening economy.
19. The change of use will require some adaptations to the interior to bring the building to the standard of a four star hotel. The heritage statement supporting the application has detailed how the adaptations would impact on the heritage significance of the building, but in the most part the character, finishes and fixtures are retained or re-used. Where there are necessary adaptations these would in the most part amount to less than substantial harm as set out in para 196 of the NPPF which would be offset by the public benefit of bringing the building into use, the wider transformative benefits of an active use in the civic core and an opportunity for the public to celebrate and enjoy parts of the interior.
20. The elements of the building with the highest significance are considered to be the elevations and some of the grander spaces on the upper ground floor. Other elements include the historical interest of the former police cells together with some other well designed rooms, corridors, original flooring, doors and light fittings. Upper levels are more functional and have suffered some less appropriate interventions.
21. The external elevations will remain largely unaltered though the most significant change will be the replacement of almost all of the existing steel Crittall windows with very similar steel windows in double glazed units. The original window manufacturer is still operating and continues to make Crittall W20 which can be reproduced in way that is more efficient from a thermal and acoustic perspective. As most of the current windows require refurbishment and extensive repair their complete reinstatement would ensure visual consistency across the Crescent as a whole and would therefore maintain its coherent architectural appearance. It is accepted that the proposed use as a hotel and serviced apartments, with their occupancy and use during the evenings and at night, necessitates greater thermal efficiency than the former use as courts and offices and therefore replacement windows are justified. Furthermore, the improved acoustic performance is required by the hotel's town centre location and the greater thermal efficiency would also assist in the sustainability of the building in response to climate change. A condition is recommended for a detailed section and specification of the replacement steel windows to be provided for approval and Officers intend to ensure that the replacement windows are slimline and as close to the existing as possible whilst taking account of the need to

improve thermal and acoustic performance. Provided that the window replacement is carried out on a very similar basis, the impact on the character and appearance of the listed building, its setting and on the Town Hall Conservation Area will be limited.

22. The floor plan of the main upper ground floor would in the most part be retained with minor adaptations. The most significant alteration would be removal of some of the joinery and fittings to the court rooms and dismantling the docks to convert these spaces to provide function rooms for the hotel. As the court furniture is relatively specific to the court function its retention would greatly inhibit the functionality of these spaces. The applicant has agreed to repurpose and reuse the fittings and furniture where possible elsewhere within the hotel and thereby retain the historic fabric within the building. Wall panelling would in the most part be retained. A detailed specification and scheme for reuse of all furniture and fittings as a condition would ensure the furniture is repurposed successfully and further mitigate some loss of significance.
23. Changes to the other floors require reconfiguration and new divisions to form guest bedrooms, en-suites and services. Upgrading doors and light fittings will be required but in the main the original parquet floors will be reinstated and the neo-classical quality of the spaces will be refurbished and enhanced including the terrazzo flooring to the circulation areas. Full details are proposed to be conditioned to those aspect where reuse or adaptation is necessary. The conversion of the building will enable many of the spaces to be enjoyed by the public such as the restaurant/bar on the upper ground floor on the front facing the town hall. The wider benefits of securing an active use for the building, as well as the repair and wider refurbishment would secure significant public benefits which would offset the interventions required and hence mitigate against less than substantial harm to significance.
24. The application is supported by a detailed heritage assessment which carefully considers all heritage aspects of the existing building and assesses the impacts of the proposals, essentially on a room by room, area by area, floor by floor. Officers have studied this assessment with specialist advice from the Council's Conservation Officer and conclude that whilst the proposals would cause some limited harm to heritage significance by way of the loss of purpose specific elements such as the court benches and docks, this harm is greatly outweighed by the public benefits of the reuse of the building, particularly if measures are put in place to encourage the relocated and reuse of such features where possible. These benefits include:-
 - making a positive contribution to the ongoing regeneration of Bolton town centre, in particular the Cheadle Square masterplan area
 - making the best use of an almost wholly vacant listed building and bringing it back into a viable and beneficial use
 - introducing a high quality destination hotel to Bolton town centre
 - a capital inward investment of £22.7million into Bolton's economy
 - creating 54 full time equivalent jobs within the hotel in addition to 30 apprentice roles
 - providing a regional hospitality training facility in conjunction with local colleges
 - increased expenditure within Bolton town centre through visitors to the hotel, restaurant and bar
25. It is considered that the above benefits provide an overriding justification for any and all of the limited impacts on heritage significance identified.
26. The applicant, Beechlane Investments Limited and its affiliated company, Midia, have a proven track record of delivering major development projects such as this and is active within Bolton, where it is working in a joint venture with BCEGI on the transformation of Crompton Place Shopping Centre. Beechlane, along with the proposed hotel operator, Hospitality Associates, will be responsible for the delivery of the project once planning permission and listed building

consent are granted. Should planning permission and listed building consent be forthcoming it is proposed that work commence on site in March 2020 with completion in October 2021.

Value Added to the Development

27. Paragraphs 39-46 of the National Planning Policy Framework recognise that pre-application discussions between developers and Local Planning Authorities have significant potential to improve the efficiency and effectiveness of the planning application system for all parties, better coordination between public and private resources and improved outcomes for the community.
28. Planning Officers and the Council's Conservation and Design Officers have been involved in pre-application discussions on this proposal for several months. These have assisted in defining the scope for supporting information, clarified the key issues, informed the final scheme and minimised the impact on the significance of this heritage asset.

Conclusion

29. The proposal has been assessed in terms of its heritage impact to the listed building, in particular the detailed heritage assessment carried out by Bradshaw Gass & Hope. This assessment has been considered by the Council's Planning Officers who have sought specialist advice from the Council's Conservation Officers and its conclusions have been accepted in full. Any harm to the significance of the designated heritage asset would clearly be less than substantial and would be outweighed by the very considerable public benefits of bringing this important building back into a viable use for the enjoyment of current and future residents and visitors to Bolton.

Representation and Consultation Annex

Representations

Letters:- Bolton and District Civic Trust state that they fully support the redevelopment this building, which has for a long period been unused following the removal of the Police Station and Magistrates' Court. A high quality hotel is well-fitting with the existing architecture, and provides an excellent opportunity of enhancement of this listed building. They consider it to be encouraging that a quality hotel operator sees such potential in Bolton Town Centre, and it is long overdue that the town be seen as a destination for business, leisure and commercial enterprise once more.

The Civic Trust also recommend that Council Officers be satisfied that any lowering of ceilings would not be visible externally. Sections have been sought in this regard and assurances can be provided to Members at the meeting.

They raise other issues such as concerns over the use of part of the southern section of Le Mans Crescent, sustainable design and construction together with the Council's general approach to Bolton town centre; however as these do not directly relate to the impact on the historic significance of the building, they are considered in the report on the planning application.

Consultations

Advice was sought from the following consultees:

BMBC Conservation & Design Officer - their comments have substantially informed the content of this report, in particular their consideration of the detailed heritage assessment carried out by Bradshaw Gass & Hope.

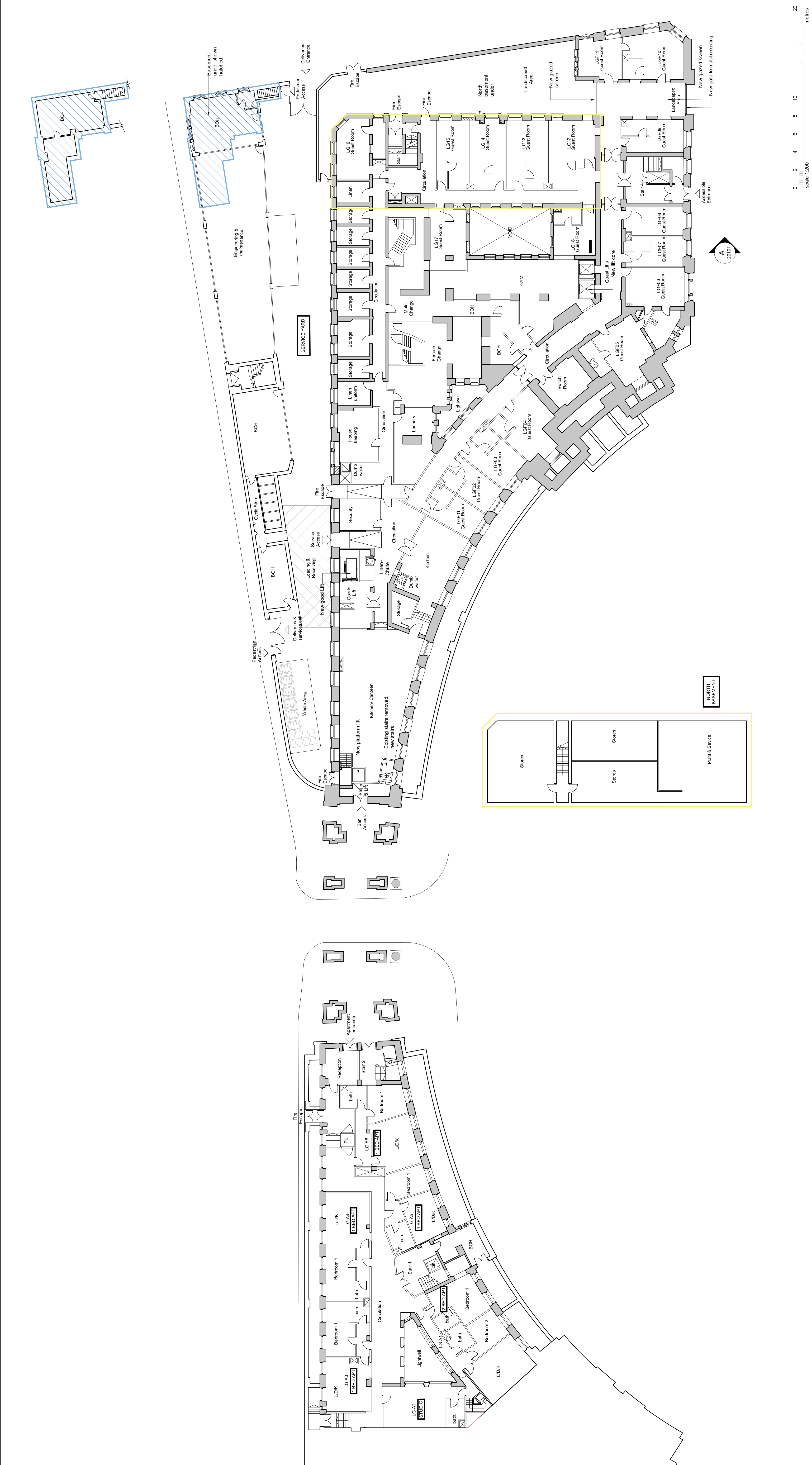
Historic England confirmed in early September that as this is a Grade II building they would not normally get involved in a project such as this and are satisfied that a positive outcome can be negotiated by Council Officers, included the Conservation & Design Officer.

Planning History

05845/19 - Certificate of lawfulness for proposed internal works to a listed building (limited works to facilitate the recent filming), 04/04/2019. Not Works Requiring Listed Building Consent, 26/04/2019
89344/13 - Listed building consent for the proposed upgrade of historic doors with fire resisting doors and installation of internal CCTV system at various points over the first, second and third floor levels, 25/01/2013. Approved with conditions, 11/03/2013

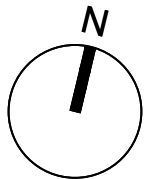
Recommendation: **Approve subject to conditions**

Recommended Conditions and/or Reasons



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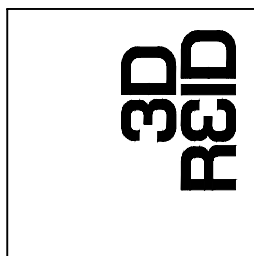
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Beechlane Management Ltd

Project
Le Mans Hotel
Bolton

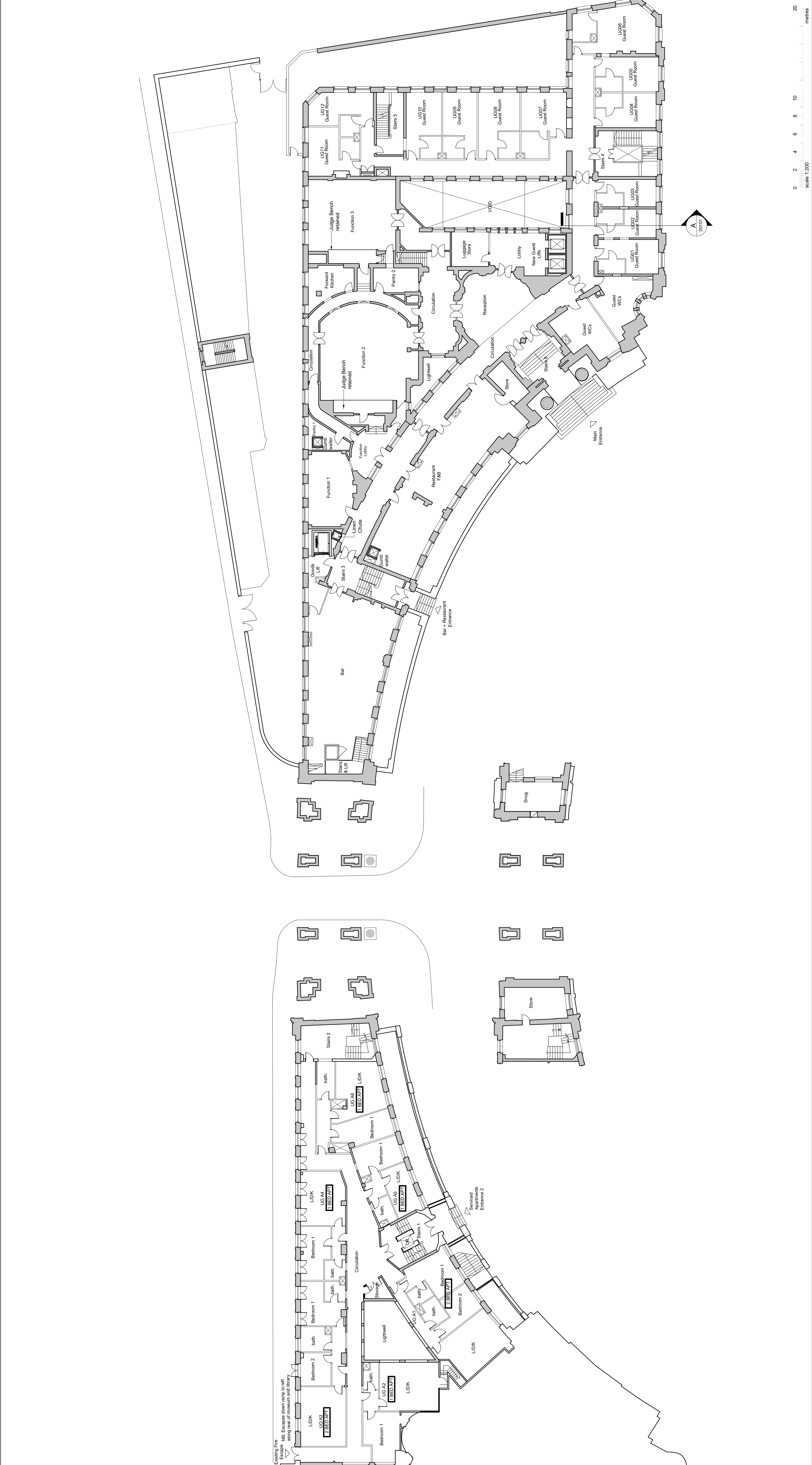
MB
Title
Proposed Lower Ground Floor
GA Plan

Revisions
P1 13/11/19 Issued for Planning

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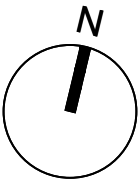


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Status
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Client
Beechlane Management Ltd

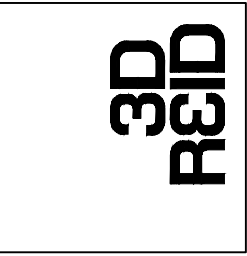
Project
Le Mans Hotel
Bolton

Title
Proposed Upper Ground Floor
GA Plan

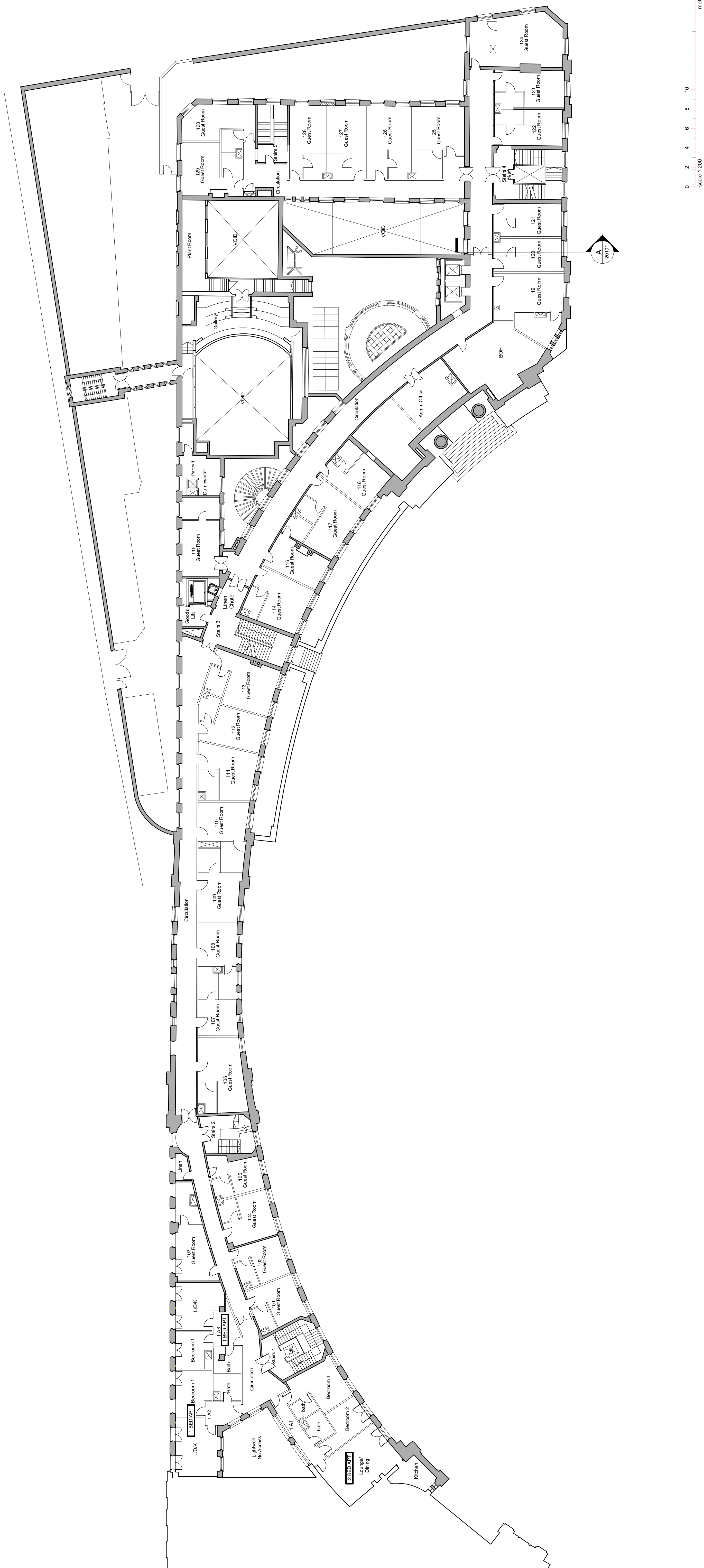
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MB

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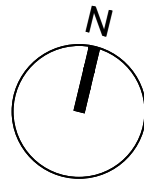


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Status

Planning

Client

Beechlane Management Ltd

Project

Le Mans Hotel

Bolton

Title

Proposed First Floor

GA Plan

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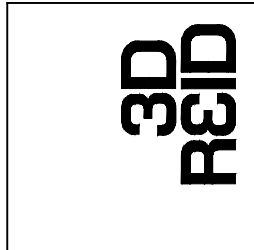
Revisions

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Drawing No. Rev.

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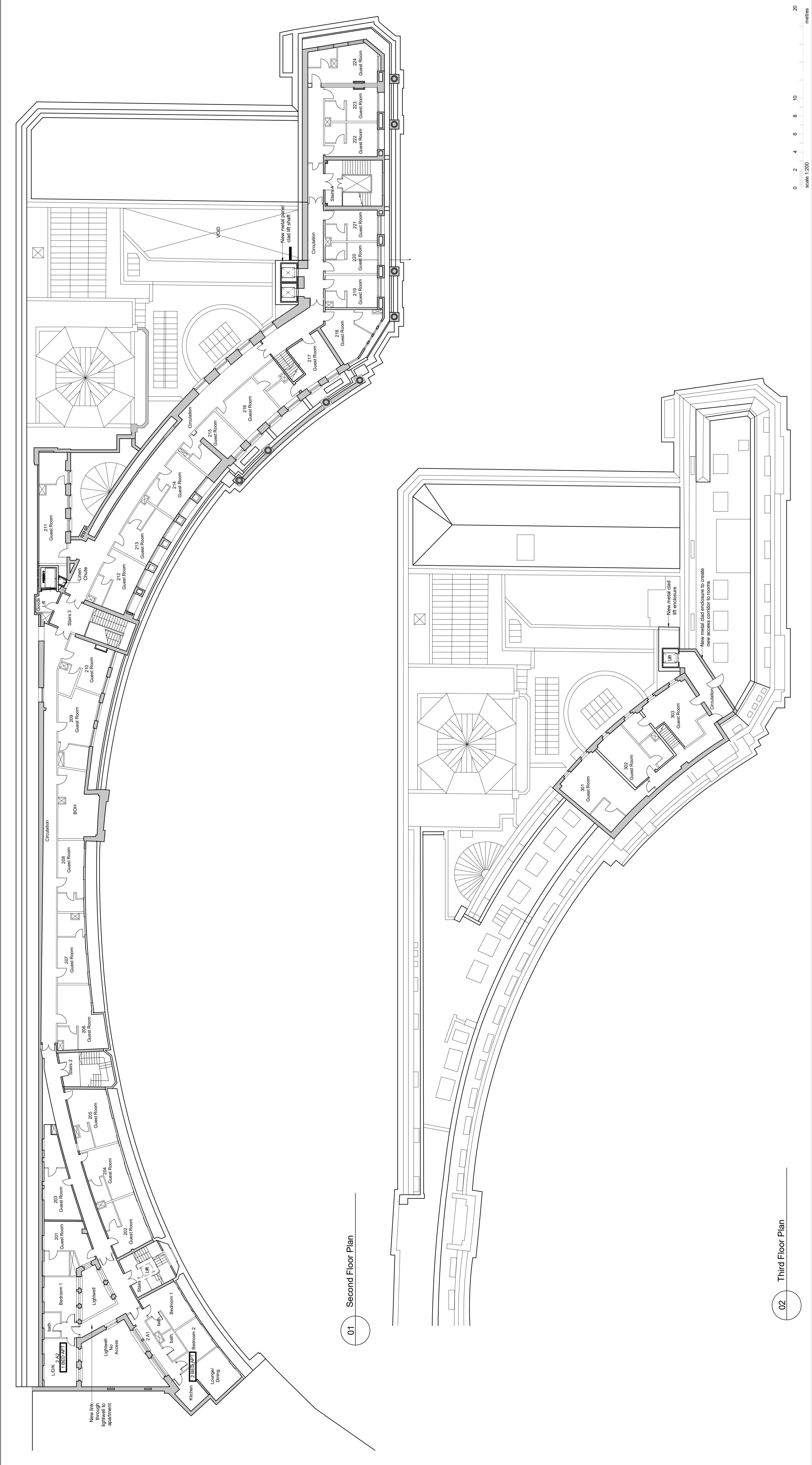
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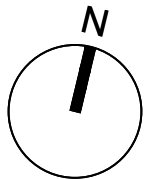
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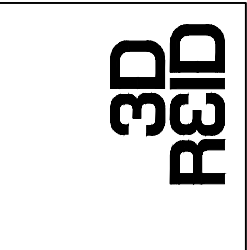


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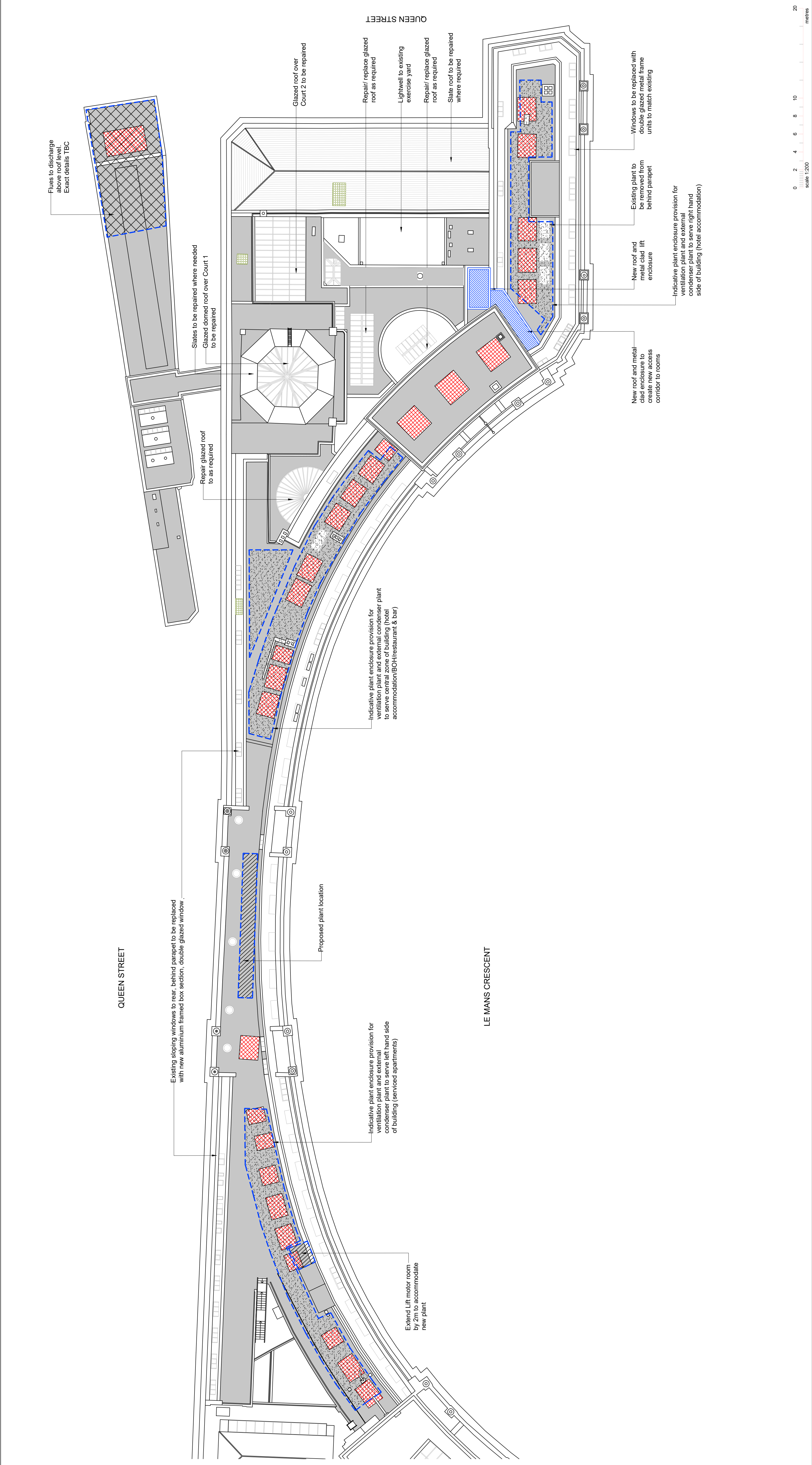
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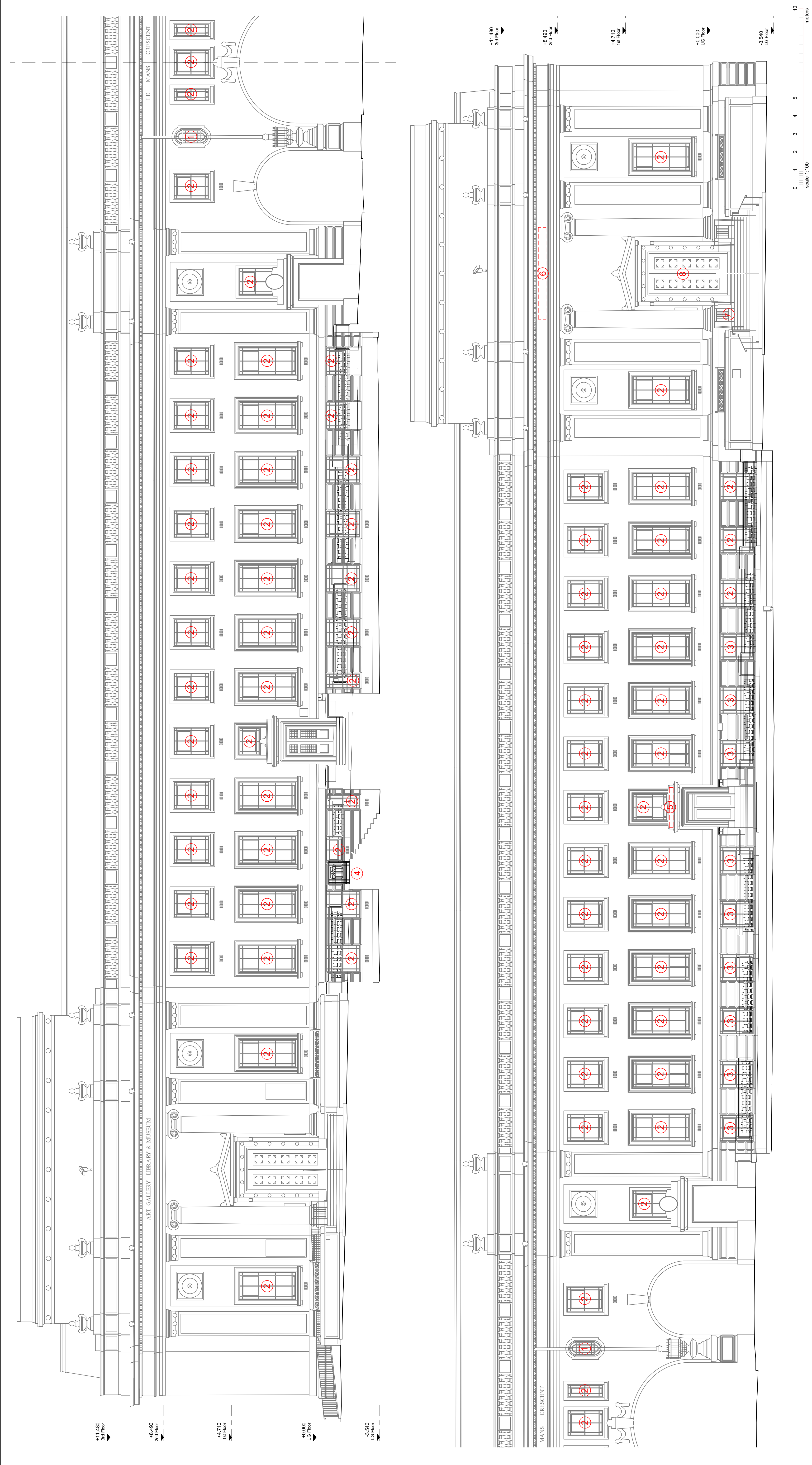
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	Project	Le Mans Hotel Bolton
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	MB	
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	Drawn	LM
	Checked	CM
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	Rev.	P1



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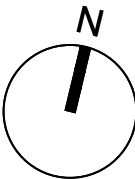


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	Project	Le Mans Hotel Bolton				
	Revisions	P1 13/11/19 Issued for Planning MB				
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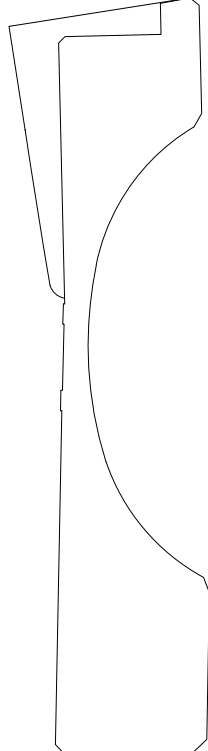


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QUEEN STREET



LE MANS CRESCENT

KEY

1	Retain + restore existing windows
2	Windows to be replaced with new double glazed metal framed units to replicate the existing design
3	Windows to be replaced and glass to have translucent opaque film to inside
4	Gate to be repaired and restored
5	New Restaurant + Bar signage
6	New Hotel signage
7	Existing handrail to be retained and repaired
8	Existing doors to be restored

ASHBURNER STREET

QUEEN STREET

Status
Planning

Client
Beechlane Management Ltd.

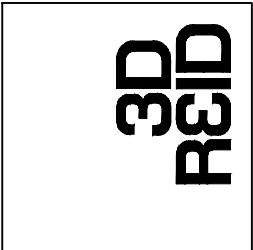
Project
Le Mans Hotel
Bolton

MB
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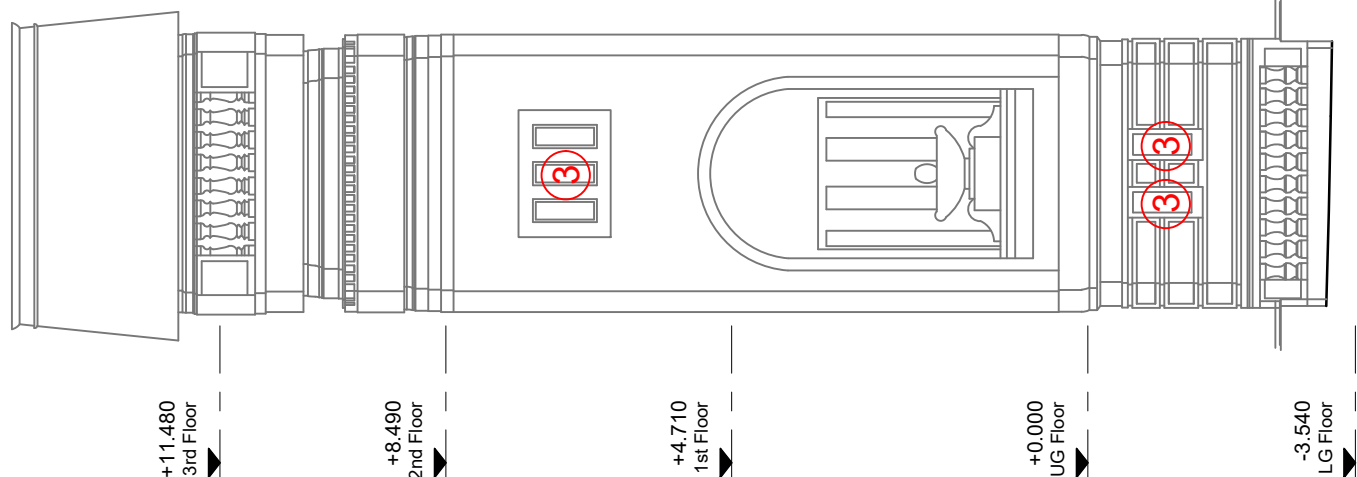
Revisions

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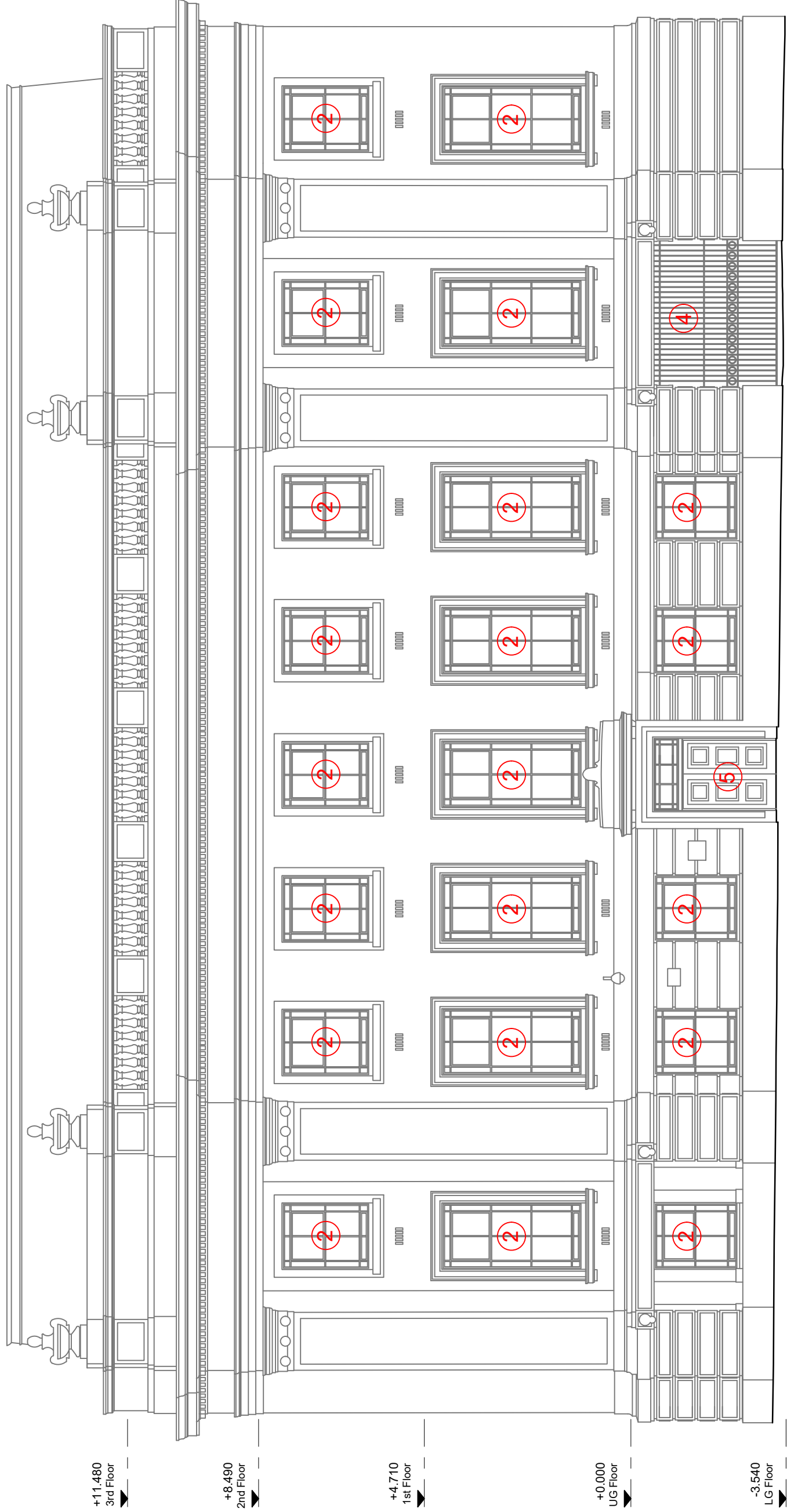
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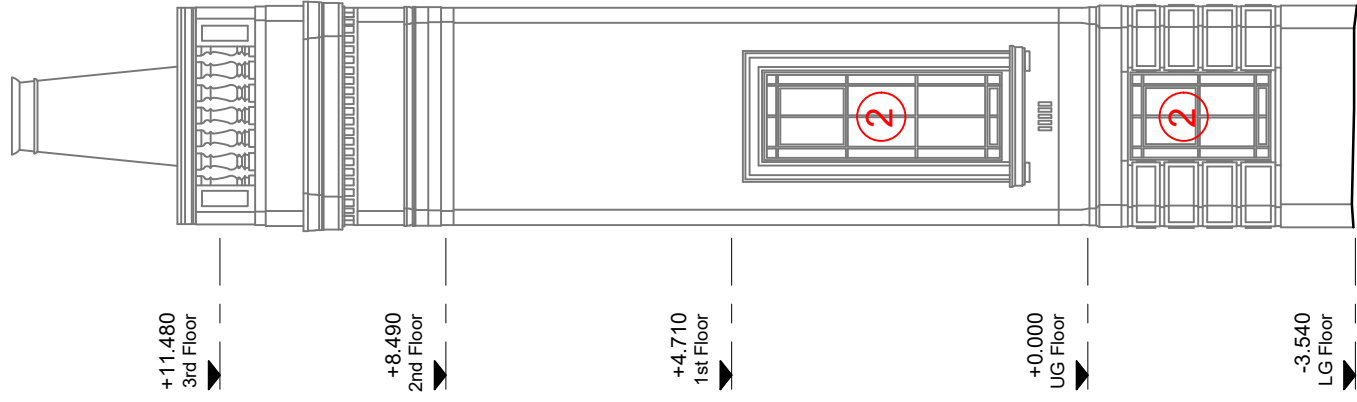
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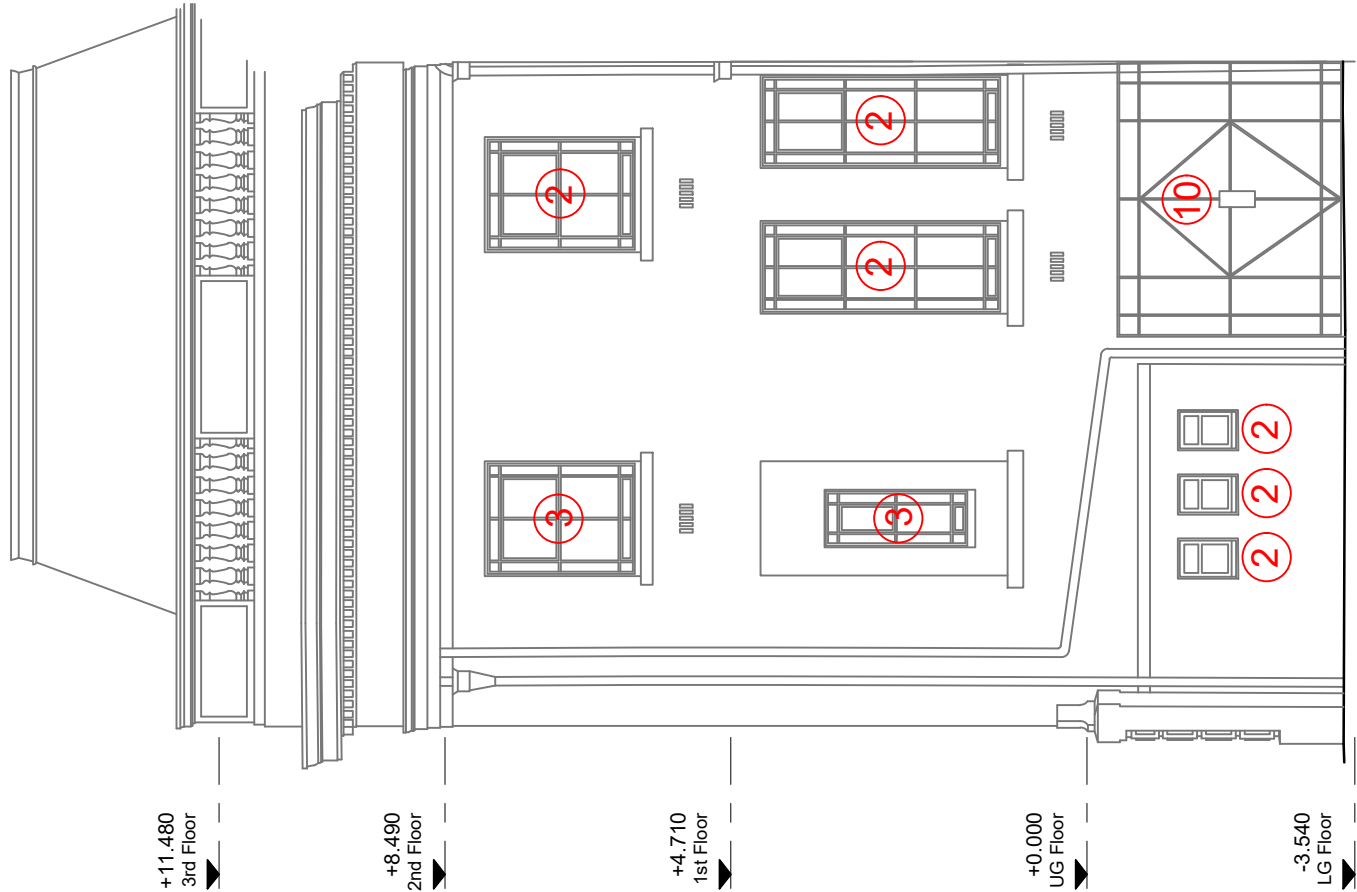
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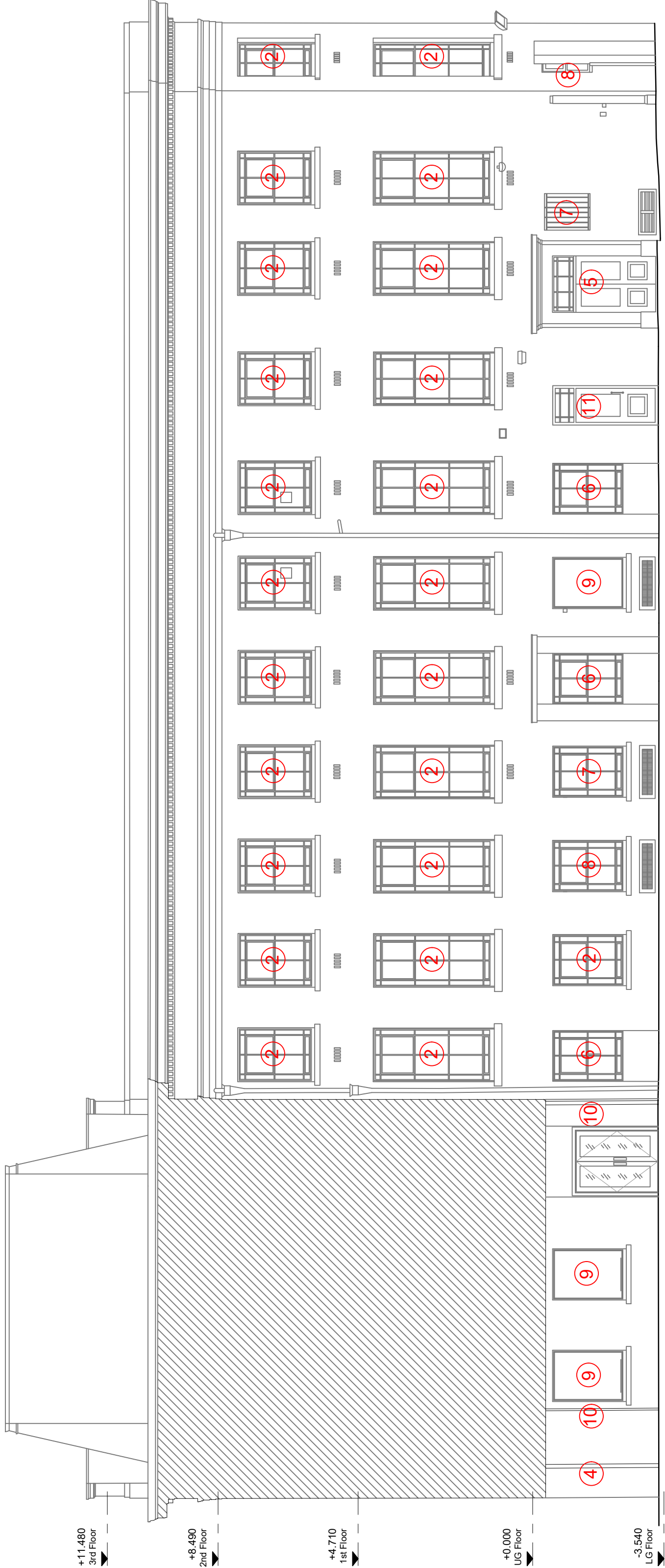
03 Elevation 3
Proposed



04 Elevation 4
Proposed



05 Elevation 5
Proposed

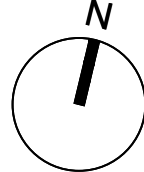


06 Elevation 6
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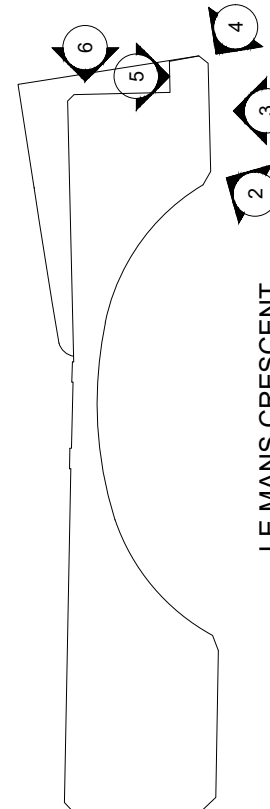


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QUEEN STREET



ASHBURNER STREET

KEY

1	Retain + restore existing windows
2	Windows to be replaced with new double glazed metal framed units to replicate the existing design
3	Windows to be replaced and glass to have translucent opaque film to inside
4	New gates in keeping with the screen original with landscaped area behind
5	Existing doors to be restored
6	Door to be removed and replaced with a new window to match the existing windows

7	Bars to be removed
8	Grills to be removed
9	Grills to be removed. Infill window opening. Render to match existing stone
10	New metal framed, double glazed crittall style screen with double doors
11	Window to be removed. Install new door opening

Status
Planning

Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

MB

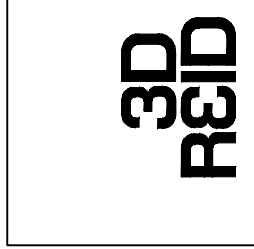
P1 13/11/19 Issued for Planning

Revisions

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Scale 1:100
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Date 21/10/19
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Rev. P1

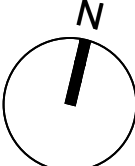


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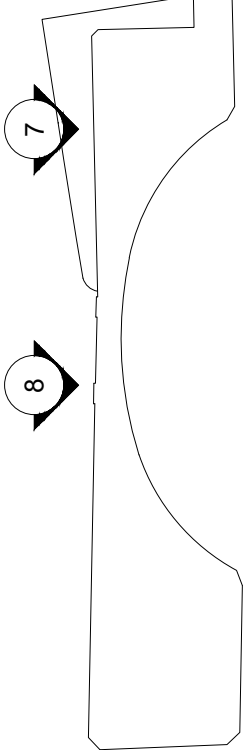


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QUEEN STREET



LE MANS CRESCENT

QUEEN STREET

KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	Window to be removed and replaced with a Fire exit door in keeping with existing
⑤	Grill and window removed and new double glazed metal framed windows to match adjacent existing

⑥	Grills removed + window replaced (2)
⑦	Existing balustrade to be repaired and restored
⑧	Bars to be removed and replaced with a balustrade to match
⑨	Existing doors to be restored

Status

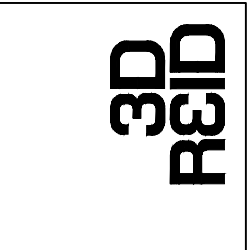
Planning

Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

Revisions
P1 13/11/19 Issued for Planning
MB
Title
Proposed Elevations 7 & 8

Scale	Size	Date	Drawn	Checked
1:100	A1	21/10/19	MB	CM
Drawing No.	Rev.			
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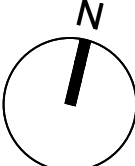


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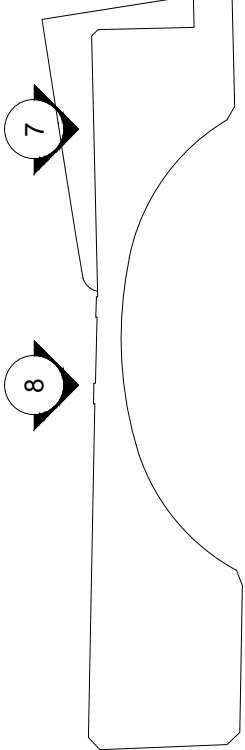


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QUEEN STREET



LE MANS CRESCENT

KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	Window to be removed and replaced with a Fire exit door in keeping with existing
⑤	Grill and window removed and new double glazed metal framed windows to match adjacent existing

⑥	Grills removed + window replaced (2)
⑦	Existing balustrade to be repaired and restored
⑧	Bars to be removed and replaced with a balustrade to match
⑨	Existing doors to be restored

Status
Planning

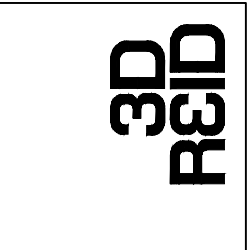
Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

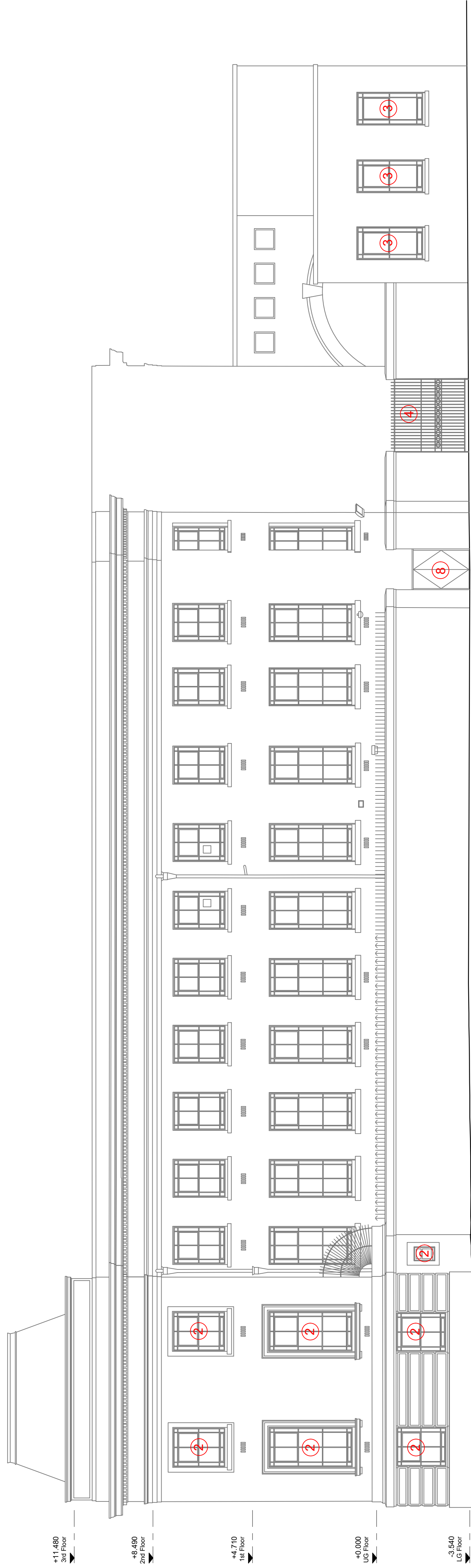
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Revisions

Title
Proposed Elevations 7 & 8

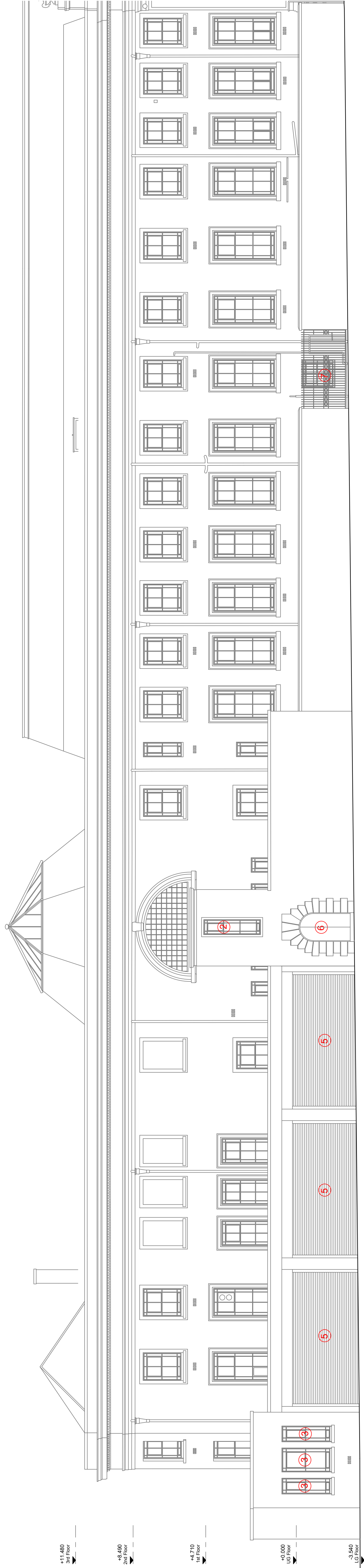
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Drawing No.		Rev.		
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Elevation 9	
Proposed	
09	



Proposed	Elevation 10
10	

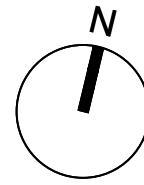


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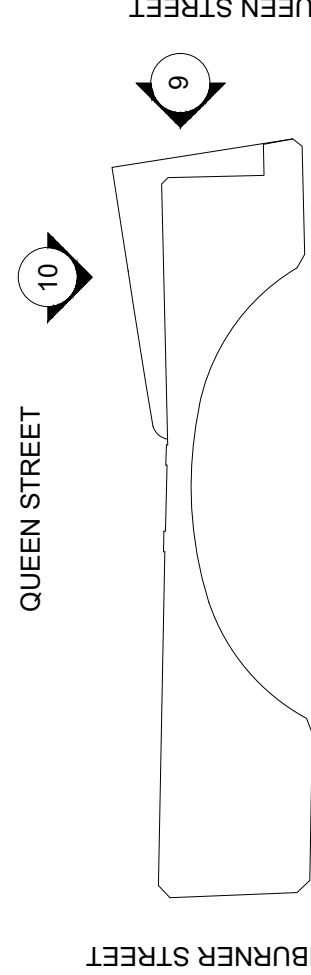
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QUEEN STREET



LE MANS CRESCENT

KEY

①	Retain + restore existing windows
②	Windows to be replaced with new double glazed metal framed units to replicate the existing design
③	Windows to be replaced and glass to have translucent opaque film to inside
④	Access metal gate to match existing
⑤	Rollershutters to be repaired and repainted
⑥	Rollershutters to be removed + new door to be installed
⑦	Gate to be replaced with access gate to match existing
⑧	New wall with double door Fire exit

Status Planning

Client
Beechlane Management Ltd.

Project
Le Mans Hotel
Bolton

Title
Proposed Elevations 9 & 10

Scale	Size	Date	Drawn	Checked
1:100	A1	25/10/19	MB	CM

Drawing No. 190048-3DR-XX-ZZ-DR-A-20113 P1

Rev.

Application number 07369/19



Directorate of Place
Development Management Section

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

Bolton Council

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Date of Meeting: 19/12/2019

Application Reference: 07369/19

Type of Application: Full Planning Application

Registration Date: 19/11/2019

Decision Due By: 17/02/2020

Responsible Officer: Martin Mansell

Location: LAND AT THE JUNCTION OF BRADSHAWGATE / MANCHESTER ROAD AND TRINITY STREET

Proposal: MIXED USE DEVELOPMENT COMPRISING ONE RESIDENTIAL BLOCK OF 8 AND 20 STOREYS COMPRISING 144 APARTMENTS (C3), ONE SIX STOREY OFFICE BLOCK , MULTI STOREY CAR PARK WITH 509 SPACES AND ASSOCIATED PUBLIC OPEN SPACE, LANDSCAPING AND ACCESS.

Ward: Great Lever

Applicant: Beechlane Management Ltd.

Agent : P4 Planning Limited

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- this is a mixed use development of 144 apartments, a six-storey office block and a 505 space multi-storey car park together with a public square between them
- Policy TC4 of Bolton's Core Strategy, the Trinity Gateway SPD and the Town Centre Framework all seek the development of offices and a multi-storey car park in this location
- the delivery of 144 residential units in this location would make a rapid and substantial contribution to the Council's housing targets at a time of significant undersupply, consistent with the the Council's Housing Delivery Test Action Plan
- the proposal includes a tall building - a 20 storey tower element at the junction of Bradshawgate; however this is considered to be of high quality design, to deliver the gateway feature sought by the Council's policies and would not compete with the historic elements of the town centre's skyline, including Bolton Town Hall

Proposal

1. Consent is sought for a mixed use development on a cleared brownfield site at the junction of Bradshawgate and Trinity Street. The development would consist of four main elements - a residential block of eight storeys and twenty storeys, an office block, a multi-storey car park and an area of public open space between the three other elements which will provide a pedestrian route through the site between Trinity Street and Bradshawgate.

Residential Block

2. This would contain a mix of 1 and 2 bed private rented sector apartments split between 112 two bed and 32 one bed apartments. It would also include a gym and residents lounge on the first floor, with secure cycle storage and waste storage provided internally, along with a concierge service and a small element of commercial space on the ground floor that could be occupied as a cafe or similar. The twenty storey tower element would be located on the corner of Trinity Street and Bradshawgate to form a gateway feature at this entrance to the town centre. Both elements of the residential block would be finished in brick, with a subtle contrast between the two elements and with depth and articulation created by reveals within the layout of the bricks. The two lower levels of the tower elements and the lowest level of the smaller element would use columns to create space underneath the more solid floors above. Windows are laid out in a strong structural grid pattern. The 1 bed units would typically be 45 square metres and the 2 bed units would be typically be 64 square metres. Solar panels would be included on the roof of the apartment block to provide a renewable source of energy to residents.

Office Block

3. This would be a six storey building providing 3,800m² of office space with a rooftop terrace. The ground floor could be utilised as commercial space such as retail if the market demand is there as well as a reception area. The building would front onto Trinity Street as well as taking pedestrian access from this street. Substantial amounts of glazing are shown on the plans to make the office space attractive for future business space. High quality metal cladding is proposed for the elevations.

Multi-storey Car Park

4. The multi storey car park would comprise an eight storey building providing 505 car parking spaces including 16 disabled spaces and 20 electric charging spaces. Ancillary space would be provided on the ground floor fronting Bradshawgate that would be suitable for retail uses and therefore providing an active frontage onto Bradshawgate. The car park would be accessed from Bradshawgate via the existing access to the Network Rail depot at the rear, which would be maintained through the development. It takes a rectilinear form and is designed in a way that would allow a future direct bridge connection to Bolton railway station. Brick is proposed for the ground floor and for the framing elements at the sides with a light coloured metal cladding mesh proposed in between to provide ventilation.

Public Open Space

5. A central area of 1439m² of public open space is proposed with hard and soft landscaping to be used by residents, office workers and members of the public - this would be a shared surface to allow for the servicing of the residential and office elements. It is intended to encourage outdoor activity at the ground floor level of the blocks with spill out spaces. The public open space would provide a clear and legible route through the site between Bolton railway station and the wider development opportunities at the Trinity Quarter Intervention Zone between Bradshawgate and St Peters Way. Substantial planting of semi-mature deciduous trees seeks to deliver the feel of an "urban wood" and a quieter place away from the busy highways nearby and a tree barrier would screen the site from the Network Rail depot and the station to the west. A section of green wall is proposed to the Trinity Street retaining wall. A feature staircase would provide a link from the site to the level of the footway at Trinity Street. The existing access to the Network Rail depot to the west would be retained and modified to accommodate the proposed development.

Phasing and Delivery

6. It is anticipated that the development will be delivered over approximately two years. The site has been cleared and development can commence quickly. Should planning consent be granted,

local firm Seddon would intend to commence site establishment and enabling works in April 2020 with the car park complete by May 2021, the offices by September 2021 and the residential elements completed by January 2022. It is intended that the buildings and public open space are to be retained by the Council - the apartments would be offered for private rental, the office space leased to occupiers and the car park would be leased to a car park operator.

7. As well as the relevant plans and elevations, the application is supported by the following documents:-

Planning Statement, Design and Access Statement (including gateway and long range views), Transport Impact Assessment, Delivery and Service Management Plan, Travel Plan, Sustainability Statement, Flood Risk Assessment, Drainage Strategy, Phase I Ground Conditions Report (including coal mining legacy issues), Utilities Statement, Landscaping Plan, Crime Impact Statement, Wind Method Statement, Noise Assessment and an Air Quality Assessment.

8. A Screening Opinion was sought from Bolton Council pursuant to the Town & Country Planning (Environmental Impact Assessment) Regulations 2017, as amended by the Town and Country Planning and Infrastructure Planning (Environmental Impact Assessment) (Amendment) Regulations 2018.

Site Characteristics

9. The site is located at the junction of Trinity Street and Bradshawgate and most recently accommodated two medium-scale retail units. Prior to this, it was used as surface level parking following the demolition of the Queen's Picture House in the early 1980s. It is roughly rectangular and measures approximately 0.68 hectares. It is generally flat but substantially lower than Trinity Street as it rises to cross the railway line. An existing road provides access to the Network Rail depot and the railway line to the west.
10. The site opposite has been largely cleared of buildings and represents a future development site. Beyond this lies the majority of the remainder of the Trinity Gateway intervention zone, which forms an important part of the Council's £1.5 billion Town Centre Masterplan.
11. Adjacent to the north is a three-storey traditional public house, the Alma Inn, which regularly hosts live music events, both inside and outside in its rear patron area. Its upper floors are in use as living accommodation associated with the public house use.
12. It is fair to say that, in contrast with its northern end at the junction with Churchgate and Deansgate, the southern end of Bradshawgate shows evidence of decline, though the improvements to the appearance of Caroline House and the clearance of the block opposite the site have had a positive impact in recent years.
13. The Building Bolton SPD notes that main road frontages in this area are weakened by gap sites and lack of visual and functional diversity. In spite of strong internal viewlines, major access roads off Bradshawgate and Bridgeman Place do not command attention. The legibility of the area is eroded along its northern and eastern margins by underdeveloped space. Nevertheless, the site benefits from a number of positive characteristics, not least its accessibility to and from the core areas of Bolton town centre to the north west, its proximity to Bolton's Transport Interchange via Trinity Street, its gateway location and the prominent road frontages of Bradshawgate and Trinity Street. It is a true regeneration opportunity.

Policy

The Development Plan

14. Committee should have regard to the requirements of the development plan as a whole. The following policies are considered to be particularly relevant.
15. Bolton's Core Strategy Development Plan Document (2011) - Strategic Objectives - SO3 - To take advantage of the economic opportunities presented by Bolton town centre and ensure that these opportunities benefit everybody in Bolton, including those people living in the most deprived areas, SO4 - To create a transformed and vibrant Bolton town centre, SO5 - Ensuring Bolton takes full advantage of its location in the Greater Manchester City Region, SO6 Ensuring that transport infrastructure supports all aspects of the spatial vision, SO9 - To reduce crime and the fear of crime, and improve road safety by ensuring that neighbourhoods are attractive and well designed, SO10 To minimise Bolton's contribution to climate change and mitigate and adapt to its adverse effects, SO11 Conserving and enhancing the best of Bolton's built heritage and landscapes, SO12 To protect and enhance Bolton's biodiversity, SO13 To reduce the likelihood and manage the impacts of flooding in Bolton, and to minimise potential flooding to areas downstream, SO14 - Providing housing that meets the needs of everybody, SO15 To focus new housing in the existing urban area, especially in Bolton town centre, SO16 To develop mixed communities which encourage community cohesion and ensure access for all to community and cultural facilities.
16. Bolton's Core Strategy Development Plan Document (2011) - H1 Healthy, P5 Accessibility, S1 Safe, CG1 Cleaner Greener, CG2 Sustainable Design and Construction, CG3 The Built Environment, CG4 Compatible Uses, SC1 Housing, TC4 Trinity Gateway, TC11 Design in Bolton Town Centre, IPC1 Infrastructure and Planning Contributions and Appendix 3 - Car parking standards.
17. Bolton's Allocations Plan (2014) - P7AP Strategic Route Network

Other Material Considerations

18. Supplementary Planning Documents - Accessibility, Transport and Road Safety (October 2013), Infrastructure and Planning Contributions (July 2016), Affordable Housing (February 2013), General Design Principles (June 2015), Sustainable Design and Construction (October 2016), Building Bolton (2006), Public Realm Implementation Framework (2007) and the Church Wharf SPD (April 2018)
19. National Planning Policy Framework - building a strong and competitive economy, ensuring the vitality of town centres, promoting sustainable transport, delivering a wide choice of high quality homes, requiring good design, promoting healthy communities, meeting the challenge of climate change, flood and coastal change, conserving and enhancing the natural environment, conserving and enhancing the historic environment.
20. Relevant National Planning Practice Guidance - Air Quality, Build To Rent, Climate Change, Conserving and Enhancing the Historic Environment, Design, Ensuring the Vitality of Town Centres, Environmental Impact Assessment, Flood Risk and Coastal Change, Health and Wellbeing, Housing, Land Affected By Contamination, Land Stability, Light Pollution, Natural Environment, Noise, Open Space, Sports and Recreation Facilities, Public Rights of Way and Local Green Space, Planning Obligations, Renewable and Low Carbon Energy, Travel Plans, Transport Assessments and Statements, Use of Planning Conditions, Viability, Water Supply, Wastewater and Water Quality
21. The Setting of Heritage Assets: Historic Environment Good Practice Advice Note 3 in Planning (Historic England 2017) and Managing Significance in Decision-Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning Note 2 (Historic England

2015), Conservation Principles for the Sustainable Management of the Historic Environment (Consultation Draft, 2017)

22. Planning (Listed Building and Conservation Areas) Act 1990 s. 66 - general duty as respects listed buildings in exercise of planning functions.
23. The Bolton Town Centre Framework was approved by Members of Bolton Council's Cabinet in September 2017 and is a material consideration in the determination of planning applications in Bolton Town Centre, particularly within the identified intervention areas.
24. The Bolton Economy, Our Strategy For Growth 2016-2030
25. Consultation closed on the revised draft of the Greater Manchester Spatial Framework which focuses on making the most of Greater Manchester's brownfield land and prioritises the regeneration of town centres and other sustainable locations. Only limited weight can be given to this; however it is considered to be unlikely that the GMSF will change its focus away from brownfield and town centre regeneration.

Analysis

26. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. Applications which are not in accordance with Development Plan policies taken as a whole should be refused unless material considerations justify granting permission. Similarly, proposals which accord with the Development Plan should be approved unless there are material considerations which would justify a refusal of permission. It is therefore necessary to decide whether this proposal is in accordance with the Development Plan as whole and then take account of other material considerations.

27. The main issues in relation to the proposal are:-

- impact on the character and appearance of the area
- impact on housing provision
- impact on Bolton's economy
- impact on Bolton town centre
- impact on the road network
- impact on the setting of nearby listed buildings and the skyline of Bolton town centre
- impact on ecology and biodiversity
- impact on the living conditions of future and adjoining occupiers
- impact on infrastructure, affordable housing and planning contributions
- impact on surface water drainage and flood risk
- impact on sustainable construction and energy management
- impact on crime reduction
- impact on land stability, ground conditions and coal mining

Impact on the Character and Appearance of the Area

28. Strategic Objective 11 of the Core Strategy aims to conserve and enhance the best of Bolton's built heritage and landscapes and improve the quality of open spaces and the design of new buildings.
29. Core Strategy policy CG3 seeks to ensure that new development proposals contribute to good urban design. This has a number of elements including (amongst other things):

- conserve and enhance local distinctiveness ensuring development has regard to the overall built character and landscape quality of the area
 - compatibility with surrounding area – scale, massing, grain, form, architecture, local materials and landscape treatment
 - conserve and enhance the heritage significance of heritage assets and area
 - maintain and respect the landscape character of the surrounding countryside and its distinctiveness, being compatible with the nearby landscape character
30. Core Strategy Policy TC11 relates specifically to development in Bolton Town Centre and states that the Council and its partners will protect, strengthen and enhance the distinctive townscape qualities of Bolton town centre. Development should conserve and enhance the special nature of the conservation areas and listed buildings; ensure that development along the gateways to the town centre enhances the townscape through the use of high quality design and improved street frontages and pedestrian permeability; ensure streets are designed in accordance with the Public Realm Implementation Framework to achieve a high standard of design which exhibits safety, consistency and accessibility, particularly for pedestrians, cyclists and users of public transport; require development to respect and enhance existing vistas - new architectural 'set pieces' will be supported where the design is of exemplary quality; have regard to the existing hierarchy of built forms as indicated in the Building Bolton SPD; make efficient and effective use of land in the town centre due to the existing levels of high density development, ensuring that development provides adequate amenity space and privacy, or attractive public areas, where appropriate for the site.
31. Core Strategy Policy TC4 relates specifically to development within the Trinity Gateway area; however other than seeking improvements to the existing Bradshawgate frontage it refers to the allocation of uses rather than seeking to promote or discourage particular forms of design or architecture.
32. Officers consider that Core Strategy policies CG3, TC4 and TC11 are consistent with the NPPF and can be given substantial weight in the consideration of design matters.
32. The Trinity Gateway SPD was adopted in 2009 and contains guidance on the development of this area.
33. The Building Bolton SPD contains a detailed analysis of the existing built form of Bolton town centre and highlights its local distinctiveness. Development proposals are very much welcome but are encouraged to work with rather than against this distinctiveness. It contains design guidance for a series of areas within the town centre, including the Trinity Gateway area, and draws attention to matters such as urban form, scale, massing and detail. The application site falls within the Cultural, University and Transport Quarter and within this area, the Building Bolton SPD notes the importance of retaining active street frontage, creating new building lines at the back of pavement with servicing managed behind these frontages as far as possible. It also notes the then existing problems with the now cleared former development at this site - large unremarkable boxes set in an expanse of tarmac for parking. The design guidance for this area discourages surface level car parking on road frontages and states that new landmark buildings are possible, particularly if they are designed into a hierarchy of scale and support a permeable route network. It goes on to state that the ambition to create an urban gateway in this area suggests more flexibility in design and choice of materials and proposals which create an appropriate first and last impression of the town centre, that are distinctive in their own right and relate well to the surrounding townscape.
34. The National Planning Policy Framework (February 2019) sets out the Government's planning

policy requirements. Section 12, Achieving Well-designed Places identifies that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Para 127 further states that planning policies and decisions should ensure that developments are in accordance with the following:-

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development
 - are visually attractive as a result of good architecture, layout and appropriate and effective landscaping
 - are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)
 - establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit
 - optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks
 - create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience
35. Paragraph 131 of the NPPF states 'In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in the area, so long as they fit in with the overall form and layout of their surroundings.

Residential Block

36. The Government published its National Design Guide on 1st October 2019 as part of the National Planning Practice Guidance. The design guide contains two paragraphs of direct relevance to the proposed development - paragraph 69 states that "well-designed tall buildings play a positive urban design role in the built form. They act as landmarks, emphasising important places and making a positive contribution to views and the skyline." Paragraph 70 states that "proposals for tall buildings (and other buildings with a significantly larger scale or bulk than their surroundings) require special consideration. This includes their location and siting; relationship to context; impact on local character, views and sight lines; composition - how they meet the ground and the sky; and environmental impacts, such as sunlight, daylight, overshadowing and wind. These need to be resolved satisfactorily in relation to the context and local character."
37. The use of a significant amount of red brick is considered to link the development with the industrial legacy of the Shiffnall Street / Brightmet Street area opposite and to Bolton's local distinctiveness in general. The National Design Guide contains a good practice example of a tall building at Blackfriars Circus in London, noting that "the use of brick cladding on this tall building gives it a character that fits well into its historic surroundings, and a texture that is human scale and tactile where the building meets the ground." It is considered that the proposed development is consistent with this good practice advice.

38. It is true to say that Bolton town centre, indeed Bolton in general, generally lacks tall residential buildings with the twelve-storey towers between Deane Road and the River Croal forming a notable exception. However, there is no clear prohibition on tall buildings within the Council's design policies. Architectural set-pieces, which can clearly include tall buildings, are accepted by Core Strategy Policy TC11, provide they are of "exemplary quality".
39. The residential block would be constructed from concrete panels, created off-site and wholly finished with high-quality brick in a manner that allows for depth, relief and articulation through the use of reveals in the way that the bricks are patterned - this can be seen in the images that accompany this report. The use of brick is considered to be consistent with the legacy of Bolton's "ring of fire" - the industrial development that once surrounded much of Bolton town centre and can still be seen in the remaining buildings in the Trinity Gateway areas of Shiffnall Street and Brightmet Street. The buildings have a strong verticality with a repeating window pattern, again typical of industrial buildings such as mills. The windows are recessed and the piers project to strongly articulate the façade - this detailing will be further enhanced through external uplighting.
40. Other benefits of the tower element of the residential block include:-
- it allows for a highly-efficient use of land within a town centre
 - it would result in a significant amount of people living very close to Bolton's transport interchange and therefore in a sustainable manner
 - it allows for greater proportion of the units to be two-bedroomed, providing a better mix of dwelling types
 - it allows for a much greater number of residential units to be delivered at one time, therefore making a rapid and substantial contribution to Bolton's housing targets at a time of significant undersupply. Paragraph 72 of the NPPF states that supplies of large numbers of homes can often be best achieved through larger scale development and that Local Planning Authorities should identify suitable locations for such development where this can help to meet identified needs in a sustainable way
 - the height of the building allows more of the site to be used as public realm whilst delivering a viable form of development
 - it delivers on the aspiration for a landmark feature in this location as expressed within Building Bolton, the Trinity Interchange SPD and the Town Centre Masterplan
41. Conditions will be imposed to secure the architectural lighting and ensure the high quality of the brickwork, mortar and the three-dimensional way that they will form the construction panels of the exterior of the building. Seddon Construction Ltd have confirmed that the articulation and reveal of the patterns of the brick present no great challenge to their construction method and are fully confident that the development can be constructed as shown on the 3D views and CGIs.

Office Block

42. In its use of high quality metal cladding, the office block differentiates itself from the brick of the residential and car park elements of the proposed development. Nevertheless, this is considered to be acceptable as the office block will be the element furthest away from the Shiffnall Street area and will be more strongly linked with the varied building designs and materiality of the

Trinity Street / Trinity Way area. The pattern of windows is much more irregular than the strong grid of the residential element and it is considered that, subject to high quality materials and finish, this element will make a positive contribution to the appearance of Trinity Street and to the development as a whole.

Multi-storey Car Park

43. It is considered that the applicant has made significant efforts to ensure that the development of a multi-storey car park in this prominent location does not detract from its setting or from the development as a whole. As with the residential element, the use of brick with reveals for articulation will ground the development in the Trinity Gateway area and in Bolton in general. The remainder of the elevations would be a light coloured metal cladding mesh proposed in between the brick piers to provide ventilation - the developer has expressed a desire for this to be high-quality finish but can apply flexibility to the final form that this element of the building will take - examples of car parks with unusual elevational treatments are still being considered. The building also presents an active frontage to Bradshawgate with small commercial units available for occupation by local operators.

General / Public Realm

44. The central piazza provides a useable and walkable urban space for use by residents and office occupants, as well as those passing through the site from the train station into and from the town centre and those using the car park. The extensive planting is considered to be appropriate to its location and will enhance the development as a whole.

45. Forming new "back of footway" high density development with active frontages and following the line of Bradshawgate and Trinity Street will achieve the objective set out in the Trinity Interchange SPD of improving the pedestrian experience of this high capacity suburban dual carriageway, a poor experience that is currently compounded by the low density development in the area. Giving pedestrians the option of passing through the site in both directions and avoiding the busy Bradshawgate / Trinity Street corner is considered to represent an enhancement to pedestrian permeability in accordance with Core Strategy Policy TC11.

46. The development as a whole was subject to a Design Review by Places Matter! and the following recommendations and improvements have been incorporated in the design:-

- steps to Trinity Street rotated to align with the proposed grid pattern of the public open space, creating a better pedestrian flow. Some double height steps allow for informal seating in addition to the benches already proposed
- section of green wall added to the Trinity Street retaining wall
- high tree canopy to allow for visibility and discourage anti-social behaviour
- commercial unit relocated to ground floor of residential block to promote activity in the public square
- stair core relocated within the building to allow the north-facing elevation of the tower element to have main windows, taking advantage of views over Bolton town centre to Winter Hill and the West Pennine Moors
- use of brick and regular fenestration, consistent with the industrial legacy of the area, carried on through the supporting columns to ground the development

- use of architectural lighting on the elevations
 - roof terrace added to office block, overlooking the central space
 - retail units added to Bradshawgate frontage of multi-storey car park to provide an active edge
 - use of two brick shades on the residential block to visually separate its two distinct elements
 - enhanced "tree barrier" to screen the Network Rail depot
47. It is considered that the proposal will have a positive and transformative effect on the character and appearance of the area, entirely consistent with the requirements of Policies TC4, TC11 and SO11 of Bolton's Core Strategy.
48. Members are advised that whilst some of the images provided show advertisement panels and fascia signs together with a 5G monopole on the residential tower, these are provided purely for the purposes of illustration and the Applicant is well aware that these elements would require separate consent in their own right.

Impact on Housing Provision

49. Strategic Objective 14 of the Core Strategy seeks to provide housing that meets the needs of everybody, reflecting the needs of an ageing population and a growth in the number of households. Strategic Objective 15 of the Core Strategy seeks to focus new housing in the existing urban area, especially in Bolton town centre, Council-owned housing areas and in mixed-use developments on existing older industrial sites.
50. Core Strategy policy SC1 states that the Council will identify a range of housing sites for additional provision of 694 dwellings per annum between 2008 and 2026.
51. Chapter 5 of the NPPF (Feb 2019) "Delivering a sufficient supply of homes", states the Government's objective of significantly boosting the supply of housing within the UK. Para 59 emphasises the importance of a sufficient amount and variety of land can come forward where it is needed, and para 72 states that supplies of large numbers of homes can often be best achieved through larger scale development and that Local Planning Authorities should identify suitable locations for such development where this can help to meet identified needs in a sustainable way.
52. Para 73 requires authorities to maintain a five-year deliverable supply of housing. Bolton currently cannot demonstrate a deliverable supply when measured against this target and is required to apply a 20% buffer on its housing requirement. The presumption in favour of sustainable development set out in NPPF para 11 is therefore engaged.
53. The priority of delivering new housing within Bolton town centre cannot be underestimated. Bolton town centre is anticipated to contribute 10-20% of the Borough's housing supply over the life of the adopted Core Strategy. This is critical to the strategy which seeks to focus development on brownfield sites within the urban area to safeguard the rural outer areas of the borough, Green Belt and Protected Open Land in particular, from proposals for new housing development. Failure of delivery within Bolton town would therefore put these areas at greater risk.
54. In addition to the Core Strategy the significant role that new housing will have in the future of the town centre is endorsed by the Council's Bolton Town Centre Framework. The Town Centre

Masterplan specifically identifies the wider Trinity Quarter (including the application site) as an Intervention Area for significant mixed Grade A office and residential development, with a multi storey car park, offices and a hotel located at Trinity Gateway. Regeneration here will be an important catalyst for the wider Bolton Town centre.

55. Bolton cannot currently demonstrate a 5 year housing land supply which makes it vulnerable to speculative housing applications on open land. Approving and delivering schemes within the town centre is vital to being able to resist these and uphold the Council's decisions at appeal. In addition Bolton has only achieved 60% of its housing target over the last 3 years and being below the 95% threshold, like many authorities, was required to publish a Housing Delivery Test Action Plan in August 2019. This Action Plan identifies that the Bolton Town Centre Framework offers the opportunity to develop 2000+ units on brownfield sites as well as on publicly owned land and potential numbers are increasing as schemes become clearer. The application site therefore forms an important part of this Action Plan to deliver homes on brownfield land in the town centre area, at a highly accessible location next to Bolton Interchange and a short walk to the town centre.
56. The provision of new residential development to meet housing need is a material consideration relevant to the determination of this application. Trinity Gateway provides the opportunity for delivery of 144 apartments by January 2022 in an accessible location close to Trinity Interchange. It will make a significant and positive contribution to the Council's housing requirements and land supply, specifically within the town centre where accommodation is currently limited, consistent with Policies SO15 and SC1 of Bolton's Core Strategy. It will contribute to the Government's objective of significantly boosting the supply of housing, as required by the NPPF.
57. The Council's Growth and Regeneration Manager notes that there is currently a limited housing market in Bolton Town centre that focuses mainly on social rent and student accommodation. It is their view that the residential element of the proposed scheme will provide much needed housing and a high quality building that has been designed and built specifically as private rented housing. The inclusion of a concierge service should ensure that the building is secure and managed well. This will help to assist with the diversification of the housing market, attracting economically active residents to the town centre and to increase footfall and spend. This supports the identified need for town centre living and the development of brownfield sites as a priority.
58. The proposed development is considered to make a significant and positive contribution to the housing supply in Bolton, consistent with Policies SO15 and SC1 of Bolton's Core Strategy and contributing to the Government's objective of significantly boosting the supply of housing within the UK, as set out within the NPPF.

Impact on Bolton's Economy

59. Strategic Objective 3 seeks to ensure a 'Prosperous Bolton' by taking advantage of the economic opportunities presented by Bolton town centre and the M61 corridor, and ensure that these opportunities benefit everyone in Bolton, including those people living in the most deprived areas.
60. The NPPF states in paragraph 2 that the planning system has three overarching objectives, one of which is an economic objective. This is defined as being to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure. Chapter 6 Building a strong,

competitive economy, indicates that planning should help create the conditions in which businesses can invest, expand and adapt. Para 80 particularly emphasises that significant weight should be placed on the need to support economic growth and productivity, taking into account local business needs and wider opportunities for development, building on an area's strength and countering the weaknesses for the future. Para 82 states the importance of recognising and addressing the specific locational requirements of different sectors.

61. It is considered that the Core Strategy is consistent with the NPPF and can be given significant weight.
62. The economic benefits of the development are considered to include the following:
 - the application site is currently entirely vacant and provides no economic benefit whatsoever
 - there are longstanding ambitions of Bolton Council to bring forward comprehensive regeneration within the town, including the application site as a key component and catalyst for this regeneration. The objectives of these regenerative ambitions are to counter the deprivation currently experienced by local people in the area and to bring forward new opportunities to live, work and socialise in Bolton town centre
 - the proposals brought forward with this application will deliver significant investment in new homes, job opportunities, construction work, income to be spent in the local area, business rates revenues and more, including:
 - net commercial floorspace including 3,800 m² of office space with ancillary elements at ground floor level of within the other buildings
 - accommodating around 250-350 jobs (based on employment densities within the Government's Employment Density Guide) together with the construction jobs
 - a capital investment of £5m into Bolton
63. These substantial socio-economic benefits will create improved living conditions for local people and encourage continued comprehensive regeneration within the local area, thus meeting the ambitions of the regeneration vision set by Bolton Council and for local people.
64. In a supporting statement, Seddon point out that they are a Bolton business with over 250 directly employed tradespeople, a living wage employer and that 58% of their employees live in Bolton. Approximately 75% of their suppliers are based within 15 miles of Bolton.
65. The Council's Head of Economic Development has been consulted on the proposal and has responded as follows:-
66. "Within the context of The Bolton Economy: Our Strategy for Growth 2016-2030 the Council has adopted a Town Centre Strategy including a masterplan framework and key intervention areas. These documents set out Bolton's ambition and vision to achieve a now £1.5bn regeneration of the town centre and sustain its immediate future to the benefit of the wider Borough and its residents, supported by £100m direct investment from the Council. The area known as Trinity Gateway is included as a key intervention area.
67. The Town Centre Strategy and the proposed investment acknowledges the importance of the town centre, as well as the challenges faced and the opportunities presented, including the need

to diversify beyond a traditional retail offer. A key element of these strategies is to increase the quantity and quality of residential development in the town centre attracting more people to generate demand through household spend and improve its vitality, viability and sustainability. The Trinity Gateway area is of strategic importance in achieving these objectives and supporting sustained growth of Bolton, including as a regional centre and within the wider Northern Powerhouse. It is an important gateway site for visitors to the Town Centre and a very high standard of design is required. It presents an exciting development opportunity for mixed use development that will have a significant regeneration impact and kick start development of the wider Trinity Intervention Area

68. For these reasons Economic Development officers welcome the planning application for the Trinity Gateway development and see this as a crucial step forward in delivering the Town Centre Strategy that will also bring the following benefits:

- making best use of under-utilised land in a high-profile gateway to the south east of the town centre; positively transforming the image and profile of the area through a critical mass of development. Also ensuring a comprehensive regeneration approach to the site through strategic public investment alongside the private investment by Beechlane, leading to the opportunity for further inward investment into the outer core area.
- new opportunities for housing (144 units) for the Private Rented Sector (PRS) where there is currently a limited market in Bolton town centre that focuses mainly on social rent and student accommodation. This PRS housing will attract economically active residents to the town centre and to increase footfall and spend
- the creation of quality Grade A office space which the town centre currently lacks
- securing a new urban form and gateway into Bolton town centre
- the new multi storey car park provides additional parking in the south of town centre where it is presently lacking and provides a potential to link the car park with the recently developed Interchange
- provision of new areas of public realm within the development"

69. Planning Officers accept these findings and note the economic and social benefits of the proposal which are very significant material considerations in the determination of this application.

Impact on Bolton Town Centre

70. The Core Strategy notes that Bolton town centre is the principal location for employment in the whole borough with an emphasis on retailing, offices and leisure; it is subject to considerable development pressure, and its role within the borough is a vital one. It goes on to state as an aim that Bolton town centre will continue to be a vibrant mix of uses and will be the principal location for retailing, leisure, cultural and civic activities. It will make a significant contribution to the new jobs to be located in the borough over the plan period years, will be a main location for education, especially for those over 16 years old and will be one of the main locations for new housing development and a focus for transport infrastructure. Office developments will be concentrated in Bolton town centre, especially in the Bolton Innovation Zone, Merchant's Quarter and Church Wharf. The town centre will be the principal location for financial and professional services, and the Innovation Zone will be the location for knowledge-based employment, benefiting from the location of the university and colleges. Good urban design is recognised as being essential for producing attractive, high-quality, sustainable places in which people will

want to live, work and relax. It is of particular importance for creating a successful and flourishing town centre.

71. Policies SO3, SO4 and SO5 of Bolton's Core Strategy are strategic objectives within the "Prosperous Bolton" theme and seek to take advantage of the economic opportunities presented by Bolton town centre and ensure that these opportunities benefit everybody in Bolton, including those people living in the most deprived areas, together with creating a transformed and vibrant Bolton town centre and ensuring that Bolton takes full economic advantage of its location in the Greater Manchester City Region.
72. Policy TC4 of Bolton's Core Strategy sets out the development objectives for the Trinity Gateway Area, part of the Innovation Zone.
73. The Trinity Interchange SPD was adopted in 2009 and identified the site as part of 'an exciting development opportunity for a new multi modal interchange alongside to a mixed use development that will have a significant regeneration impact'. The site is therefore considered by the Council to have strategic importance in supporting the sustained growth of Bolton as a regional centre.
74. The Bolton Town Centre Framework was approved by Members of Bolton Council's Cabinet on 25th September 2017 and is a material consideration in the determination of planning applications in Bolton Town Centre, particularly within the identified intervention areas.
75. The NPPF states at para 85 that planning decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. It also recognises that residential development often plays an important role in ensuring the vitality of centres and encourages residential development on appropriate sites.
76. Officers note that the Core Strategy states that Bolton town centre will be one of the main locations for new housing development over the plan period. Delivering a significant increase in the number of residents of Bolton town will help support its vitality and viability at a time when town centres are generally struggling. New development at this key gateway location will significantly improve the appearance and character of the town centre for visitors arriving at this point. The removal of unsightly elements in such a prominent location as this such as the neglected land itself and its "meanwhile" boundary treatment, together with the dramatic enhancements proposed by the public realm improvements will contribute further to the sense of Bolton town centre as a destination. Whilst some typically town centre uses are proposed (retail, food & beverage etc.) these are not considered to be of a scale that will in any way challenge the offer of the core TC1 area of Bolton town centre. Instead, they will enhance and complement the existing offer, providing local amenities for future residents but not leading to a self-contained development that does not take advantage of its location on the edge of the town centre. The improved investor confidence evidenced by the development, together with the development of a local customer base for existing and new town centre commercial activities, is considered to be likely to lead to other improvements in the town centre offer.
77. It is accepted that Core Strategy Policy TC4 does not specifically refer to residential as one of the main uses encouraged by that policy; on the other hand it does not seek to discourage residential uses. The first objective stated within Policy TC4 is to develop a high quality multi-modal interchange serving bus, rail and car borne passengers - clearly this has been achieved other than the requirement for it to serve car-borne passengers. The next objectives set out within Policy TC4 are to redevelop the remainder of the site for new office, retail and

leisure uses together with a multi-storey car park, ensuring that there are good pedestrian links to the rest of the town centre and improving the Bradshawgate frontage. Clearly, when considered against these objectives adopted by the Council in 2011, the proposed development, in particular the office, multi-storey car park and permeable public realm elements, can be seen as significantly delivering on some of the remaining unfulfilled objectives of Core Strategy Policy TC4.

78. By increasing the housing offer within Bolton town centre, providing employment opportunities, improving the public realm and increasing investor confidence, the impact on Bolton town centre is considered to be significant and beneficial, in accordance with Policies TC4, SO3, SO4 and SO5 of the Core Strategy.

Impact on the Road Network

79. Core Strategy Strategic Objective 6 seeks to ensure that transport infrastructure supports all the aspects of the spatial vision and that new development is in accessible locations and makes the best use of existing infrastructure. In addition, Core Strategy Strategic Objective 9 aims to improve road safety by ensuring that neighbourhoods are attractive and well designed.
80. Core Strategy policy P5 and S1 seek to ensure that new development proposals take account of accessibility of transport prioritising pedestrians, cyclists, public transport users over other motorised vehicle users, design developments to be accessible by public transport, servicing arrangements, sufficient parking, transport needs of people with disabilities. Major trip generating developments would need to be supported by a Transport Assessment. Core Strategy policy S1 seeks to ensure that the Council and its partners will promote road safety in the design of new development and also target expenditure on road safety to locations with the worst safety record.
81. Appendix 3 of the Core Strategy provides car, cycle, motorcycle and disabled parking standards for a range of new development proposals. In addition, guidance contained within the Accessibility, Transport and Safety SPD covers a range of highways related matters including provision of facilities for people with disabilities, provision for pedestrians, cyclists, public transport and car parking. In addition, the SPD provides guidance on highway design, Transport Assessments/Statements, Travel Plans, Infrastructure provision and the means for securing such provision.
82. Chapter 9 of the NPPF (Feb 2019) relates to the promotion of sustainable transport. Para 102 stresses the importance of development proposals addressing transportation issues at an early stage in a development in order to identify the potential impacts of a proposal and look at opportunities to reduce them together with promoting more sustainable methods of transport. Para 103 states that the planning system should actively manage patterns of growth in support of these objectives, focusing on locations that will limit the need to travel offering a genuine choice of travel modes, with the overall aim being to reduce congestion and emissions. Para 105 states that planning policies should support an appropriate mix of uses across an area, and within larger scale sites, minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.
83. Officers consider that whilst the Core Strategy policies P5 and S1 were adopted prior to publication of the NPPF, they are consistent with the NPPF and can be given significant weight.
84. The applicant has submitted several documents in order to justify this development proposal from a transport and highways perspective - a Transport Assessment, a Travel Plan and a Delivery Management Strategy. These documents have been reviewed by the Local Highway

Authority as part of the planning process who consider them to be robust in terms of its assessment of traffic impact and to demonstrate that the site is highly accessible to sustainable transport provision. The Trinity development proposals have been assessed in the Bolton Town Centre AIMS Model by Transport for Greater Manchester (TfGM) and this has been combined and tested with the Salford Bolton Network Improvements (SBNI) proposals for junction capacity improvements along the Trinity Street corridor. It should be noted that there was a greater quantum of development modelled in the town centre AIMS model than that being proposed under this planning application which gives an element of robustness to the modelling work undertaken. The Local Highway Authority has been involved in the review of the modelling work associated with the town centre development proposals and the SBNI major schemes. The modelling forecasted that the development could be accommodated with little detriment to the operational capacity of the surrounding highway network in the future year with the SBNI junction improvement scheme in place.

85. Highway Engineers confirm that they have no objection to the proposed development.
86. The proposal for the multi-storey car park on this site meets the requirements of the original Bolton Town Centre Transport Strategy, the philosophy of which was to reduce the level of surface level car parking within the town centre area which could be brought forward for development whilst replacing it with multi-storey provision which could be accessed from the outer highways box. In terms of the Trinity development, this would encompass the removal of surrounding surface level provision whilst maintaining a level of car parking across the town centre that would not be land intensive and enabling an element of flexibility to consider new development in the town centre with limited parking proposals.
87. Planning Officers also note the significant improvements to pedestrian permeability that would occur as a result of the provision of the diagonal route through the site. Pedestrians in Bolton town centre have never been able to walk through the site from the Trinity Street to Bradshawgate due to the change in levels between the site and the adjacent footway due to Trinity Street rising to cross the railway and the application proposals seek to address this. A better pedestrian link between the southern end of Bradshawgate and Bolton railway station has the potential to deliver sustainable transport benefits as well as benefits in terms of economic activity.
88. By way of the provision of a multi-storey car park that is accessible from the outer highways box of Bolton town centre and located close to the town's main transport interchange together within an improvement in the pedestrian permeability of the site, the impact on the road network is considered to be beneficial and to comply with policies P5 and S1 of Bolton's Core Strategy and the Accessibility, Transport and Road Safety SPD.

Impact on the Setting of Nearby Listed Buildings and the Skyline of Bolton Town Centre

89. Strategic Objective 11 seeks to conserve and enhance the best of Bolton's built heritage and landscapes and improve the quality of open spaces and the design of new buildings.
90. Core Strategy policy CG3.3 states that the Council and its partners will seek to ensure that development should be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture and landscape treatment. Policy CG3.4 aims to conserve and enhance the heritage significance of heritage assets and heritage areas recognising the importance of sites. Policy TC11 relates specifically to development in Bolton Town Centre and states that the Council and its partners will protect, strengthen and enhance the distinctive townscape qualities of Bolton town centre. Development should conserve and enhance the special nature of the conservation areas and listed buildings.

91. Chapter 16 of the NPPF "Conserving and enhancing the historic environment" emphasises at para 185 that plans should set out a positive strategy for the conservation and enjoyment of the historic environment. In terms of proposals affecting heritage assets, Para 189 states that during the determination process of application the applicant must describe the significance of any heritage assets affected, including any contribution made by their setting. Para 190 further comments that local planning authorities should identify and assess the particular significance of any heritage assets that may be affected by a proposal taking account of the available evidence and any necessary expertise. The impact of the proposal on the significance of a non-designated heritage asset should be taken into account in determination of an application taking a balanced judgement as to the scale of the harm and the significance of the heritage asset.
92. With specific reference to Listed Buildings it is noted that s. 66 of the Planning (Listed Building and Conservation Areas) Act 1990 states that when a LPA is "considering whether to grant planning permission...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".
93. The application is supported by a number of section views which demonstrate that the residential tower would not compete with the Town Hall or Parish Church. Whilst at twenty storeys the proposed residential block is significant in scale it would be approximately 500m from the Bolton Town Hall which would remain the tallest building in Bolton. Trinity Church is a listed building but has a higher position at the top of Trinity Street and its open setting means that its street scene setting is relatively secure in terms of its prominence.
94. The Places Matter! Design Review of the Town Centre Framework advocated a skyline policy that "works with the bowl" of Bolton, avoiding any clash of forms and seeking to define cluster points. Officers consider that - subject to proper consideration of any and each proposed tall building on its merits, as and when they come forward - an approach that accepts well-designed high-quality tall buildings on the periphery of Bolton town centre has the potential to add interest to Bolton's skyline without affecting the dominance of Bolton town hall.
95. Planning Officers conclude that the proposed development will cause very much less than substantial harm to heritage value. From certain viewpoints, the skyline of Bolton will change but it is clear that Bolton town hall will remain the dominant feature in the town centre and given the distance of around half a kilometre, it is difficult to see how the tower element of the proposed development could possibly compete with the prominence of the tower of Bolton town hall. The proposal is considered to comply with Policies SO11, CG3 and TC11 of Bolton's Core Strategy.

Impact on Ecology and Biodiversity

96. The aim of Core Strategy Strategic Objective 12 is to protect and enhance Bolton's biodiversity. Core Strategy policy CG1.2 seeks to ensure that the Council and its partners will safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees, woodland and hedgerows from adverse development and improving the quality and interconnectivity of wildlife corridors and habitats.
97. Chapter 15 of the NPPF "Conserving and enhancing the natural environment" states at Para 170 that planning decisions should contribute to and enhance the natural and local environment. This can be achieved by providing net gains for biodiversity and by preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. This goes on to state that wherever possible, development should help to improve the local environment

such as air and water quality. Under the subheading Habitats and biodiversity, developments should protect and enhance biodiversity and geodiversity (Para 174). Para 175 further comments that, development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.

98. Officers consider that Core Strategy Strategic Objective 12 and Core Strategy policy CG1.1 are consistent with the NPPF and can be given significant weight. Additionally, the relevant sections of the NPPF provide a more detailed consideration of biodiversity and ecological matters and should be taken into account.
99. A Preliminary Ecological Appraisal accompanies the planning submission. It confirms that the site offers limited ecological value as a result of the widespread areas of hardstanding. There are some opportunities for habitat creation which include bird and bat boxes, the installation of a hedgehog house and a landscaping plan which includes native species known to be attractive to wildlife. These can be required by a condition.
100. Subject to this condition, the proposal is likely to result in a small net gain for the natural environment, consistent with Core Strategy Strategic Objective 12, Policy CG1.1 and paragraph 175 of the National Planning Policy Framework.

Impact on the Living Conditions of Future and Adjoining Occupiers

101. Core Strategy policy CG4 seeks to ensure that new development proposals are compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security. It also seeks to ensure that development does not generate unacceptable nuisance by way of odours, fumes, noise or light pollution nor cause detrimental impacts upon water, ground or air quality. Development proposals on land affected by contamination or ground instability must include an assessment of the extent of these issues and any possible risks. Development will only be permitted where the land is, or is made suitable for the proposed use.
102. The NPPF contains in para 8 an environmental objective that development should minimise pollution. Para 170 states that planning decisions should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution. Development should, wherever possible, help to improve local environmental conditions such as air and water quality.
103. Paragraph 183 of the NPPF states that "the focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.
104. Officers consider that Core Strategy policy CG4 is consistent with the NPPF and has significant weight in the determination of this application as has the NPPF guidance itself.
105. The key issues are considered to be noise and pollution from the nearby transport infrastructure and the potential for the scale of the development to affect the microclimate within the proposed public realm area and the surrounding highways by way of increased wind velocity and turbulence. Each of these is considered in turn, together with the impact on existing nearby uses.

Noise

106. The application is supported by a Noise Assessment carried out by Cundall Limited, the findings of which have been accepted by the Council's Pollution Control Officers. It recognises that the dominant noise source around the proposed development is road traffic on Trinity Street and Bradshawgate. Rail movements were also audible during lulls in local traffic; however, trains along the adjacent section of track typically reduce their speeds consistent with passing and/or stopping at Bolton railway station which results in a noise contribution lower than that from the local road network.
107. Based on the measured noise levels affecting the proposed development site, windows to habitable rooms in residential properties would need to remain closed to achieve appropriate internal noise levels and the sound insulation requirements of the building envelope and ventilation to achieve the appropriate noise levels. The required internal noise levels would be achieved across the residential elements of development with enhanced acoustic glazing and acoustic trickle vents with an appropriate sound insulation performance. Appropriate planning conditions can be applied to the proposed development to ensure internal noise levels in the proposed accommodation are achieved and that noise from any mechanical services plant is also appropriately controlled. Therefore, based on this assessment, noise should not be considered a determining factor in relation to any planning permission being sought.
108. Officers accept this conclusion. It is important to note that the reference to windows remaining closed in order to achieve the required noise reduction does not mean that occupants will be unable to open their windows - they will of course be able to do so for the purposes of rapid purge ventilation - but instead that an alternative method of general background ventilation will be required, which will itself need to be acoustically treated. This will be required by a condition and is considered to be entirely normal for development within a busy town or city centre.

Air Quality

109. The National Planning Practice Guidance contains a section on Air Quality and provides considerations to be addressed during the planning process, detailing the target emission reductions that the UK have committed to and the implications air quality can have on public health, habitats and biodiversity. Planning applications should have regard to the current and future air quality and assess any changes that might significantly change the air quality during the construction or operational phases. It states that air quality assessments should be proportionate to the nature and scale of the development proposed and the potential impacts, taking into account existing air quality conditions, ideally with the scope agreed with the Local Authority. The assessment should provide details of any proposed mitigation if required in order to make the development acceptable in air quality terms.
110. An Air Quality Assessment has been undertaken to ascertain the existing air quality situation and the potential construction and operational impacts. The existing conditions indicate that there is potential for nitrogen dioxide concentrations in the wider area to exceed the European Limit Value and National Air Quality Objective threshold levels as a result of the close proximity of one of the major junctions of the town centre's outer highway box. However, the proposal will not result in an increase in traffic generation set against the area wide strategic transport model undertaken by TfGM to inform the Town Centre Masterplan. The air quality report concludes that overall, the conditions for future residents, office occupiers and visitors to the site will be acceptable. Furthermore, during construction, mitigation to limit the effects of dust will ensure there is no significant effect on air quality. Overall, the proposal accords with Policy CG4 of the Core Strategy and the Air Quality NPPG.

111. Whilst there will be risks to air quality during construction, these can be controlled by good practice and mitigation measures. Despite the presence of major highways surrounding the site, it is the case that issues with air quality reduce markedly over a relatively short distance and therefore future occupants will not be exposed to concentrations of pollutants from the surrounding highways at levels above air quality objectives. It is also noted that gas boilers are not proposed for domestic hot water or heating as these are another major source of air quality issues.
112. A construction management condition will adequately mitigate the impact on air quality during the construction phases.
113. The development is considered to be acceptable in terms of air quality.

Wind and Microclimate

114. Bolton's Core Strategy does not contain specific policies relating to the effects of tall buildings on wind and or microclimate; however it is considered to be good practice and good design to ensure that new development does not have an unacceptable impact on the local microclimate, for example in terms of the speed, direction or tunnelling of wind, or leading to the trapping of air pollution.
115. Similarly, the National Planning Policy Framework does not provide planning policies directly relating to wind or microclimate issues; however, the benefits of a high quality built environment are clearly emphasised within the Framework. Together taken, the wind environment and microclimate of an area form part of what makes a place successful or not - for example Para 110c encourages the creation of places that are safe, secure and attractive whilst para 122e stresses the importance of well-designed, attractive and healthy places. Para 127d states that planning policies and decisions should ensure that developments establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.
116. In October 2019 the Government published the National Design Guide which forms part of the National Planning Practice Guidance and contains some advice on managing the microclimate of an area.
117. Paragraph 40 notes that well-designed new development responds positively to the features of the site, enhancing positive qualities and improving negative ones, including the microclimate. Paragraph 70 states that proposals for tall buildings and other buildings with a significantly larger scale or bulk than their surroundings require special consideration. This includes their location, siting and relationship to environmental impacts, such as sunlight, daylight, overshadowing and wind. These need to be resolved satisfactorily in relation to the context and local character. Paragraph 103 notes that landscaping in new high quality public spaces can positively influence the microclimate within those areas.
118. The application is accompanied by a method statement from RWDI, a specialist wind engineering company who carry out wind / microclimate assessments for tall buildings. The statement makes it clear that it does not seek to model the existing wind and microclimate situation at the site, not does it seek to model the impacts on this from the new development, but it does set out a method by which this could be achieved - a fully-qualitative assessment in line with industry best practices. The statement notes the particularly windy climate of the north of England and the fact that the application site is relatively exposed due to its generally low-rise surroundings. It goes to say that prevailing winds interact with tall buildings in complex ways but typically cause downdraughts as the moving air seeks a path of least resistance which can result

in uncomfortable and potentially unsafe wind conditions for pedestrians on or near the site. The purposes of undertaking further assessment would be to establish the magnitude of these effects relative to the existing wind environment and to determine what mitigation, if any, in the form of canopies or new planting for example, that could improve the environment in the vicinity of the proposed development. It is important to note that wind loading and the structural integrity of the buildings and not considerations for the planning process - they would be dealt with under the Building Regulations - and that those involved in the planning decision making process should limit their consideration to the impact of wind on the immediate microclimate of the area in terms of the attractiveness, comfort and safety of the new public realm area and the sections of Bradshawgate and Trinity Street nearby.

119. In this instance, Officers recommend that a planning condition be attached requiring this qualitative assessment of wind and microclimate and recommending mitigation where appropriate.

Nearby Uses

120. Access to the Network Rail depot will be maintained throughout the life of the development and given the nature of the depot use it is difficult to see how the new buildings and uses would have any noticeable impact on its use. The Alma Inn is located immediately to the north of the application site; however whilst its upper floors are in use for residential purposes connected to the public house use, it lacks windows on its southern and western elevations - the principal windows of the upper floors of the public house are located on its eastern and northern elevations, facing away from the site. A Sunlight and Shadow Study contained within the Design and Access Statement demonstrates its rear patron area would still receive adequate amounts of sunlight on summer afternoons and evenings as the sun moves around to the west.

121. In summary, the proposal complies with the requirements of both the development plan and NPPF in terms of being compatible with surrounding land uses and occupiers and protecting amenity.

Impact on Infrastructure, Affordable Housing and Planning Contributions

122. Core Strategy policy H1 seeks to ensure that new development proposals contribute appropriately through planning contributions to meet the health needs that they generate.
123. Core Strategy policy IPC1 states that the Council will seek to ensure that developers make reasonable provision or contribute towards the cost of appropriate physical, social and green infrastructure which are required by the proposed development and/or to mitigate the impact of the development to ensure the development is made acceptable in planning terms and achieves the objective of sustainable development. For new residential development specific contributions are generally sought for affordable housing, open space provision and maintenance, health and well-being, education and community facilities. For major development within Bolton town centre with a non-residential element, the policy requires contributions for public realm improvements. Contributions will apply unless it can be demonstrated by the applicant that the scheme would not be viable if contributions were sought or offered. However, Policy IPC1 also states that "within Bolton town centre it is anticipated that the Council will primarily seek contributions to secure high quality improvements to the public realm". The application proposes significant and transformative improvements to the public realm in the form of the public square. This is line with, though updated to present design approach, to the Public Realm Infrastructure Framework (2007) and as anticipated as an approach within the Trinity Interchange SPD. These improvements will far exceed any contribution which could be sought or gained via a planning contribution and will be delivered as part of the scheme.

124. As transformational improvements to the public realm are contained within the proposals and will be required by conditions, the proposed development is considered to be fully compliant with the Council's approach to public realm improvements as set out within Policy IPC1 of the Core Strategy and accordingly no further developer contributions are sought.

Impact on Surface Water Drainage and Flood Risk

125. Strategic Objective 13 aims to reduce the likelihood and manage the impacts of flooding in Bolton, and to minimise potential flooding to areas downstream.
126. Core Strategy policy CG1.5 seeks to ensure that the Council and its partners will seek to reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development and ensuring a sequential approach is followed, concentrating new development in areas of lowest flood risk.
127. Policy contained within the NPPF (paragraphs 155 to 165) states that inappropriate development in areas at risk from flooding should be avoided by directing development away from areas at high risk. However, it does comment that should development be considered necessary, the site in question should be made safe for its lifetime without increasing flood risk elsewhere. Para 157 indicates that a sequential, risk-based approach to the location of the development should be applied. The aim of which is to steer development to areas with the lowest risks of flooding (Para 158). If it is not possible for development to be located in zones with a lower risk of flooding, the exception test may have to be applied (Para 159). Para 165 notes that major development should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate.
128. Officers consider that both Core Strategy policy SO1 and CG1 are consistent with the NPPF and can be given substantial weight.
129. The applicant has submitted a Flood Risk Assessment and Drainage Strategy which aim to ensure compliance with the requirements of the NPPF, Core Strategy policy CG1 and the Sustainable Design and Construction SPD. The site is located within Flood Zone 1 and is therefore within the lowest category of flood risk areas. The proposed surface water drainage strategy is to capture any run-off, attenuate the flows and outfall at the recommended control rate of 50% reduction over the existing situation into the existing combined United Utilities sewer that currently runs through the site. It is proposed that this sewer will be diverted as part of the site works. The development will not increase the flood risk of the site or the surrounding area. In the event of an extreme 100 years plus climate change event, flood water would be contained within the site, directed away from buildings towards the proposed hard and soft landscaping. It is proposed that foul water generated by the development will also be discharged into the combined sewer. The foul water discharge will not increase flood risk to the surrounding area.
130. Officers note that the significant regeneration works proposed for Bolton town centre over the forthcoming years represent an opportunity to address the structural deficiencies within the existing drainage network which does not currently deal with foul and surface water separately, for the most part. The likely increase in rainfall resulting from climate change results in increased flood risk within the existing combined sewer network and one method of addressing this is to ensure that new developments direct surface water out of existing combined sewers and into dedicated surface water drains that flow into watercourses. This is consistent with the drainage hierarchy contained within paragraph 80 of the National Planning Policy Guidance on flood risk. In the case of the proposed development, Officers wish to be fully satisfied that there are no realistic opportunities for surface water to be removed from the existing combined sewers and

therefore reduce the risk of overcharging them. A condition will be imposed requiring a final surface water drainage system and the expectation will be that any submitted information will need to demonstrate that surface water cannot be kept out of any existing combined sewers.

131. Subject to this condition, the proposal would comply with Core Strategy CG1 in that the risk of flooding has been minimised to an acceptable degree.

Impact on Sustainable Construction and Energy Management

132. Strategic Objective 10 seeks to minimise Bolton's contribution to climate change and mitigate and adapt to its adverse effects.

133. Core Strategy policy CG2 seeks to ensure that new development proposals contribute to sustainable development, being located and designed to mitigate any adverse effects of the development and adapt to climate change by incorporating high standards of sustainable design and construction principles. There is a requirement on developments of 5 residential units or more or where proposals result in the creation of 500 sq. m of non-residential floorspace to achieve:

- (i) a Level 3 of the Code for Sustainable Homes or the "very good" BREEAM standard;
- (ii) Incorporate decentralised, renewable or low carbon energy sources to reduce CO2 emissions of predicted regulated and unregulated energy use by at least 10%;
- (iii) Demonstrate the sustainable management of surface water run-off from developments.

134. Further guidance is contained within the Sustainable Design and Construction SPD. This document has been through the relevant public consultation process and is now a fully adopted SPD.

135. The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

136. Officers consider that Core Strategy policy CG2 carries substantial weight in the assessment of the environmental sustainability of the proposed development. Guidance contained both within the NPPF and also the Council's Sustainability SPD also carry significant weight as they provide additional detail to guide the assessment of planning applications.

137. The site is directly adjacent to Bolton's transport interchange and accessibility will be improved via the proposed feature steps to Trinity Street. The site is approximately an 8 minute walk from the Civic & Retail Core of Bolton Town Centre and provides all residents and users of the site with easy access to a wide variety of amenities and facilities. In fact, it is difficult to envisage a more sustainable location than the one proposed.

138. The application is supported by an Energy & Sustainability Statement which indicates that a wide range of passive and energy efficiency measures will be incorporated in the design, including optimised levels of thermal insulation, building air tightness, solar control glazing for all commercial floors, efficient artificial lighting and controls, as well as high efficiency building services that exceed Part L2A:2013 requirements and reduce the overall CO2 emissions of the scheme. The dwellings will be constructed to a high specification fabric, exceeding minimum Building Regulation standards and include efficiency measures designed to reduce heat losses. Improved thermal bridging details and air leakage rates better the minimum Building Regulation standards of 10m3/hr/m2 at 50Pa will be adopted, reducing the annual CO2 emissions associated with the building's heating system by limiting the heat loss through the building's

fabric. The choice of glazing types and areas can improve a building's energy efficiency, by reducing the energy consumption associated with artificial lighting using day lighting sensors. Waste heat from the dwellings will be captured by high efficiency mechanical ventilations with heat recovery (MVHR) designed to limit the development's fresh air heating and cooling requirements, hence reducing its associated annual CO2 emissions. The proposed 100% low energy lighting provision and control systems for the space and water heating will also ensure the energy consumed by the dwellings is used efficiently. Photo switching and automatic dimming of the lighting will be specified to the communal areas of the building in order to further improve the efficiency of the lighting system. The space heating demand of the dwellings will be met by electric heating. The predicted future carbon factor of grid electricity is expected to be close to that of mains gas. A site waste management plan will be developed for each construction project during the detailed design stage of the project. This will aim to minimise the waste created and ensure that at least 80% of waste (by volume) is diverted from landfill. The SWMP will set out commitments for reducing waste generated on-site; and developing and implementing procedures to sort and reuse/recycle construction and demolition waste on-site and off-site. The applicant's drainage strategy confirms that the surface water run-off from all parts of the development would be reduced to 50% of the brownfield run-off rates.

139. The Energy and Sustainability Statement is proposed to be conditioned to ensure these measures are duly considered and incorporated in the detailed design and reserved matters stage. It is therefore considered that the proposal would comply with the relevant development plan policy, guidance in NPPF and the Sustainable Design and Construction SPD.

Impact on Crime Reduction

140. Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder. The prevention of crime and the enhancement of community safety are therefore material considerations that a local authority should take into account when exercising its planning functions under Town and Country Planning legislation.
141. Bolton's Core Strategy notes that the town's recorded crime levels are reducing but perception of crime remains high. The Core Strategy's most important direct contribution to reducing crime and the fear of crime is through the design of new development. A contributory factor to improving safety is to create and sustain a sense of place that enables people to identify with their surroundings or locality. This can be achieved through appropriate layout, high quality architecture, good lighting and landscape design. In considering design, the Council takes into account national advice as currently set out in the Government publication "Safer Places – the Planning System and Crime Prevention." Ensuring that the whole of the civic and retail core is safe and attractive for pedestrians will be a priority.
142. Policy SO9 of Bolton's Core Strategy is a strategic objective and seeks to, amongst other things, reduce crime and the fear of crime, by ensuring that neighbourhoods are attractive and well designed. Policy S1 is part of the "Safe Bolton" Sustainable Community Strategy theme and states that the Council and its partners will ensure that the design of new development takes into account the need to reduce crime and the fear of crime. Policy CG4 of Bolton's Core Strategy seeks to ensure that new development protects, amongst other things, safety and security.
143. The National Planning Policy Framework states that planning decisions should aim to achieve places which are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and

continual use of public areas.

144. The application is supported by a Crime Impact Statement, carried out by Greater Manchester Police's Design For Security team and issued in December 2019. The statement considers the layout of the proposed scheme to be acceptable and makes a number of recommendations including gating the gap between the office block and the retaining wall, preventing vehicular access to the square from Trinity Street, lighting and CCTV to any undercroft areas and robust access controls to all buildings. These recommendation are accepted by Planning Officers and the developer and will be required by a condition.
145. Planning Officers welcome the advice provided by Greater Manchester Police as it will be helpful to ensure that the development complies with Policies SO9 and S1 of Bolton's Core Strategy.

Impact on Land Stability, Ground Conditions and Coal Mining

146. Core Strategy policy CG4 seeks to ensure that new development proposals on land affected by contamination or ground instability must include an assessment of the extent of these issues and any possible risks. Development will only be permitted where the land is or is made suitable for the proposed use.
147. Paragraph 170 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment by preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. They should also contribute by remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate. Decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. It also advises that where a site is affected by contamination or land stability issues, responsibility for securing a safe development rests with the developer and / or landowner.
148. Officers consider that Core Strategy policy CG4 is consistent with the NPPF and carries substantial weight.
149. The application is accompanied by a Phase 1 Preliminary Risk Assessment and a Desk-Based Coal Mining Risk Assessment. Both the Council's Pollution Control officers and the Coal Authority have been consulted on the proposed development.
150. In respect of the contamination caused by historic industrial uses at the site, Pollution Control Officers accept the findings of the Phase I and recommend a condition requiring the submission of a Phase 2 survey to investigate the identified potential pollutant linkages further.
151. In respect of coal mining and land stability issues the Coal Authority note that the site falls within the defined Development High Risk Area; therefore within the application site and its surrounding area there are coal mining features and hazards which need to be considered in relation to the determination of this planning application. Specifically, The Coal Authority records indicate that the application site lies in an area of thick coal outcrops and probable unrecorded coal mine workings at shallow depth. The report identifies that intrusive site investigations will be required to determine the exact ground conditions and the presence or otherwise of shallow coal mine workings together with stabilisation by drilling and grouting to consolidate workings, if necessary. The exact form and extent of intrusive site investigations need to be agreed with the Permitting Section of The Coal Authority as part of the applicant's permit application. These intrusive site investigations should be prepared and conducted by a suitably competent person and findings used to inform an appropriate scheme of remedial measures if necessary. In

addition, it would be prudent if consideration was also afforded to the risk posed by mine gas to the application site and proposed development.

152. To conclude, the Coal Authority does not object to the proposal subject to an appropriately worded planning condition which requires the submission and approval of further site investigations prior to the commencement of development.
153. Officers consider that the proposed land use and development of the site are appropriate and whilst further site investigation work and a detailed remediation strategy are required to secure the safe development of the site in order to comply with Core Strategy CG4, this can be conditional upon any approval.

Other Matters

154. A firefighting lobby, stair and lift are provided in all three blocks; and will be accessible directly from the outside or by way of a protected route. Dry riser inlets will be located externally on all blocks, with outlets at each floor. These will be coordinated with Greater Manchester Fire and Rescue Service, at a later design stage. The development will of course be assessed under the Building Regulations and the developer has committed to using Bolton Council's Building Control Officers rather than an approved inspector.

Conclusion

155. The development proposal under consideration is a significant regeneration scheme that uses strategic public investment to secure a scheme that encourages the necessary level of private investment critical to its success. It is considered to be fundamental that the site be developed in this comprehensive way, including the public realm improvements, in order to create a development that is attractive to future occupiers of the residential and commercial elements and takes advantage of its gateway location in order to transform the profile and perceptions of Bolton town centre, particularly when approached from the south along Manchester Road.
156. The application is supported by a comprehensive suite of technical documents covering issues such as sustainability, the impact on biodiversity and the development's resilience to flood risk. These have been assessed by the relevant technical consultees and their responses have been analysed within the report.
157. The proposals result from many years of policy formation including the adoption of Policy TC4 within the Core Strategy, the Trinity Interchange SPD and the promotion of the Bolton Town Centre Framework in September 2017. They propose the transformational redevelopment of a part of Bolton town centre that has been neglected for many years but has the potential to deliver significant benefits in terms of the perception of Bolton town centre. It also noted that scheme will contribute to delivering a significant part of the shortfall in housing delivery in terms of demonstrating a five-year supply together with delivering on the office and multi-storey car park requirements of Policy TC4.
158. It is considered that the proposals before Members represent a unique opportunity to reverse the decline of this important and underused part of Bolton town centre to create a distinctive new neighbourhood that future residents of the area and of the town as whole can be proud of.

Representation and Consultation Annex

Representations

Consultation letters were sent to premises and properties in the immediate vicinity of the site, though given the low density of development in the area the number of letters was actually quite limited. The immediate neighbours Network Rail and the Alma Inn have been consulted directly by post. Two site notices were displayed around the site, each prominently located on the Trinity Street and Bradshawgate frontages.

Letters:- one objection has been received from a resident on Westhoughton, on the grounds that the scale and height of this development is completely out of proportion to any other building in Bolton town centre, would dominate the horizon and the town centre and would create a precedent for other buildings of this height.

A lengthy objection has been received from Bolton & District Civic Trust on the grounds of a lack of justification, poor appearance and design, a lack of green infrastructure and its incompatibility with a changing climate. Their objections are summarised below together with Planning Officers' response to the issues raised:-

- No justification is provided for the inclusion of 30,000 sq ft of office space in this location. How has this figure been arrived at? How does it fit in with the similar aspirations at Church Wharf & Crompton Place? Surely these schemes should be being designed to be compatible rather than competitive otherwise it will be a matter of who can build it first – with the others losing out. This is the worst kind of 'speculation in an undoubtedly limited market and could lead to other schemes not being built or a large amount of un-let space.

Planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. Policy TC4 of Bolton's development states that the Council will develop new offices at this site. It is also identified by the Council for office development within the Trinity Interchange SPD and the Town Centre Masterplan for Trinity Quarter. Bolton has also been identified as a regionally significant and a focus for town centre office development in a Greater Manchester Employment Topic Paper in January 2019. Furthermore, the Council's employment land supply is largely outside of the town centre, with limited opportunities identified within the Council's most recent Employment Land report (2017/18) so this site would provide an important contribution towards the requirement to provide sufficient land for this use.

Estate agency Miller Metcalfe advise that Bolton has around 3,000,000 sq ft of office accommodation of which 350,000 – 400,000 sq ft is available for new occupiers. Average take-up varies from year to year; however, it can range between 90,000 – 150,000 sq ft with highs and lows running over 2-3 year cycles. It is often the case that there is one large letting a year over 15,000 sq ft, 2-3 lettings over 10,000 sq ft and 5-10 deals over 5,000 sq ft. This can account for 50% of the take up and is often in Grade A and Grade B accommodation. The remainder is often below 3,000 sq ft. The decision on constructing a 30,000 sq ft office was based on this level of take up annually, as well as the fact there has been only one Grade A office building constructed in Bolton Town Centre in the last ten years (Bolton Central, Great Moor Street) which secured a 100% pre-let prior to practical completion and had a number of enquiries from both local and out of town occupiers. Currently all the Grade A offices in the Town Centre are over 90% occupied, including Atria on Spa Road where they have exchanged on a 18,000 sq ft letting. Currently if there is a Grade A requirement greater than 15,000 sq ft it could not at present be accommodated in the town centre. This is why 30,000 sq ft is deemed the right requirement size and should secure good occupancy levels even if other schemes are brought on line around similar times.

The proximity to the train station, bus station and the A666 will also go some way to attracting both out of town occupiers, occupiers from Middlebrook and the greater Bolton area. It will also encourage staff to commute via public transport due to the short distance from the bus and rail hub, as well as drawing workers from both Manchester City Centre and from Preston. Combined with the proposed improved amenity offering it will enable the Town Centre to compete with Middlebrook and bring more workers into the Town Centre.

The Council's residential development partner Step Places note that ease of access to any business will always be a positive addition to attracting workforce and growing their business. The benefit of developments in town centres such as Bolton helps to attract economically upward mobile people and can aid in facilities for family growth. Bolton currently will struggle with talent retention and by adding a mix of new residential and business space you are creating the growth medium which will help invigorate the local business market.

- No justification is provided for either the number of apartments (144) or their limitation to 1 or 2 beds, meaning they are presumably aimed primarily at young office workers. This provision does not accord with the stated town centre objective to provide a wider social mix, including family accommodation.

The Council cannot currently demonstrate a five-year housing land supply. There is a need to deliver a mix of accommodation to suit different needs as well as in different locations. Furthermore, the redevelopment of brownfield sites such as this one, for housing, is supported by national and local planning policy. Other areas of Bolton town centre such as Central Street and Cheadle Square are considered to be more suitable for family accommodation and proposals are being progressed for these areas accordingly.

- Where are these apartment-dwellers going to be employed? The employee population of the adjacent office block would be well below the occupancy numbers of the residential tower block. In effect, the residential block is an overflow development for Manchester employment; so more likely residents will be commuters on the train to Manchester – which means much of the wealth created will most likely be generated and spent in Manchester rather than Bolton.

This is not considered to be material to the determination of this planning application. However, on the wealth creation point, the occupants of the apartments, whilst they may or may not work in Bolton, will contribute towards the local economy through income expenditure and will pay Council Tax.

- If these residents are most likely commuters, why do we need such a large (505 space) multi-storey car park? If it is to service the town centre as a whole then it is in the wrong place. If it is to make up for the lack of parking at the Interchange then it should say so.

Planning law requires applications to be determined in accordance with the development plan unless material considerations indicate otherwise. Policy TC4 of Bolton's development states that the Council will develop a new multi-storey car park at this site. Provision of a multi storey car park is included within the Trinity Interchange SPD, the Bolton Economy Strategy for Growth and the Bolton Town Centre Masterplan. Highway colleagues advise that the multi-storey car park meets the requirements of the original Bolton Town Centre Transport Strategy, the philosophy of which was to reduce the level of surface level car parking within the town centre area which could then be brought forward for development, replacing it with multi-storey provision which could be accessed from the outer highways box. Multi-storey car parking is less land-intensive and enables an element of flexibility to consider new development in the town centre with limited parking provision.

- How is the additional provision of over 500 parking spaces consistent with a net zero carbon before 2040 Greater Manchester vision when we desperately need to reduce journeys into Bolton which begin by car? Although by reference to the recent past a multi-storey car park may first appear sensible, it is now not. Within a decade it will be an anachronism, indeed as if from the 1980s. Instead, a 'Net zero carbon before 2040 Greater Manchester' Vision means we must be recreating settlements that encourage much lower car ownership, and there should be realistic assumptions about public transport and shifts in transport modes consistent with that Vision.

The car park anticipates progressive change in the move towards electric vehicles, with the initial provision of 16 electric charging points, with the capacity to add more as demand increases. The car park will also encourage those who currently commute into Manchester via car to park and catch the train, therefore making a contribution towards the net zero carbon reduction targets.

- At a time of climate emergency, this scheme gives out the wrong message from a Council that has stated that it wishes to reduce our carbon footprint and become more localised in our live-work-play lifestyles.

This development offers an opportunity to live and work in Bolton as well as utilising the excellent public transport links right next to the site. It meets the aspirations set out within the Trinity Interchange SPD.

The overall proposal has been designed in accordance with Policy CG2 of the Core Strategy. The residential block has been designed to ensure a reduction in CO2 emissions and to meet Part L of the Building Regulations.

- The residential tower block of 20 storeys is far too tall and results in an overbearing impact on the streetscape and existing buildings in the rest of the town centre which are typically 3 to 4 storeys with a few rising to 6. It will compete for prominence with the Town Hall and Parish Church which are much-loved local landmarks of infinitely better quality. It will be incongruous with the skyline in this part of the town centre. In design terms, there is no ordering of the scale of the tower and no gradation of the facade. It is simply an extrusion that could be 4 storeys or it could be 40 with no architectural articulation to it.

The architect responds to this by stating that a verified views assessment was undertaken as part of the planning submission which identified and assessed key viewpoints across the town. The verified views assessment confirms that the residential tower would not compete with the Town Hall or Parish Church. The Trinity Interchange SPD and Town Centre Masterplan seek a landmark building for the site at the corner of Bradshawgate and Trinity Street. The Trinity Interchange SPD seeks a local landmark building, signalling a gateway into Bolton. The design of the building has been developed in an ordered manner, with reference to key points to both the local context such as nearby mills and future aspirations for the regeneration of Bolton town centre. The design is influenced by iconic, tall buildings which have stood the test of time which are referenced in the verticality of the building, utilising brick as the primary material. Form follows function and so the simplicity of the order is derived from the internal layout. There is a vertical strength in the elevational treatment which sits within a brick frame. The windows are recessed and the piers project to strongly articulate the façade. This detailing will be further enhanced through external uplighting.

- The office block is a curious architectural composition that looks more like the car park than the car park. There is little evidence of proportion or a discernible style. It is somewhat amorphous in concept and it lacks a beginning, a middle and an end. The tower block and office block together make for uncomfortable neighbours on the important Trinity Street gateway frontage.

The architect responds to this by stating that the building design is a modern approach to office

development embracing current commercial standards, whilst anticipating future change. It provides functional high- quality office space, with a recognisable point of entry off the central piazza.

- The car park is another bland architectural statement - just a crude block sitting by the roadside, and which is completely unrelated in design to the apartment block & office block meaning that the whole composition is visually jarring and aesthetically uncomfortable.

The architect responds to this by stating that the car park presents an active strong frontage to Bradshawgate including commercial uses. The materiality and detailing of the façades are carefully structured to provide an articulated elevation to take advantage of patterns created by light and shadow, through the use of multi-directional panels. The vertical circulation is contained within solid elements which anchor the opposing corners. The brick plinth and perforated panels above are diametrically oppose the residential block, which is a brick façade sitting on a mostly glass plinth. The brick material will be the same on both.

- The only green space evident is the small token amount of planting around the buildings, amidst a desert of hard paving. Despite a Wind Assessment Statement being submitted, there is little evidence that the external spaces will be anything other than unpleasant places to be with mini-wind tunnels being created in both north-south and east-west directions.

Until the buildings are fully designed, it is not possible to undertake a full wind assessment. This can be conditioned. The central piazza provides a functional urban space for use by residents and office occupants, as well as through transitioning through the site from the train station into and from the town centre and those using the car park. The extensive planting is appropriate to its location.

- There is little or no evidence of green infrastructure being considered, or as being integrated with the conceptual design of this development. Bolton Council has declared a climate emergency and the Council should be fostering planning and development to address that. Accordingly, Bolton Council should be requiring all new developments adopt an holistic approach to embody ecological design that responds positively to the growing imperative to act on climate change; both adaptation and in mitigation.

The development follows current adopted national and local planning policy and guidance.

- Buildings need to incorporate planting into their very architecture as well as into their surroundings, to alleviate heat gain, attenuate storm water run-off, and encourage micro-climates and micro-biospheres. Only by doing so, will we create a living and working environment that is both sustainable and a delight to be in; the latter being particularly relevant to health and well-being for users of the building space.

The development provides opportunity for residents and tenants to green their living environment. Green roofs cannot be accommodated due to the inclusion of PV panels. A rooftop garden is provided within the office development, giving opportunity for occupants to enjoy an outdoor space.

- In addition, as part of climate mitigation, every building needs to demonstrate its ability to generate sustainable power in as many ways as possible. Waste generation and management are essential features that need to be clearly set out for every development. With every new development, particularly those with as big a potential impact as this one, Bolton Council has the opportunity to set high standards and demand full compliance on these essential features from developers. Those high standards are about creating places where people can thrive even under the future changes under climate forecasts. Our assessment of this development proposal is that we see no real evidence of that, and it does not match up to the necessary requirements.

The buildings have been designed to ensure a reduction in carbon emissions to meet Part L of Building Regs and in accordance with policy (target of 10% reduction). The office and residential block have provision within the waste management to deal with recycling. More information on this point can be found with the Sustainable Construction and Energy Management section of this report.

- In the recent past, Bolton Council has turned its back on high rise development, it being deemed to be unpopular with residents, difficult to maintain and unsightly in an essentially low-rise environment. Suddenly, in an attempt to capture some of the high-rise living boom that is sweeping across Central Manchester, it is deemed to be acceptable, even desirable, to once more encourage high-rise living in the town. There is no evidence for believing that this is appropriate for the habitation needs in the context of sustainable town centre regeneration.

The Trinity Interchange SPD and Town Centre Masterplan seek residential development within the town centre, including a 'landmark building' on the corner of Bradshawgate. Further comments on the suitability of the site for a tall building and the benefits that this will deliver are included within the character and appearance section of this report.

- How both the economics and place-making of this particular scheme may impinge on the quality of other nearby regeneration proposals cannot be entirely discounted. Yet even if that were to happen, the architecture and place-making of this proposal look to be rather crude and utilitarian and it gives every impression of failing as an attempt in addressing all the social, aesthetical and environmental regeneration needs.

The redevelopment of this brownfield site will assist in the regeneration of the wider area, providing a catalyst for other projects to come forward, with job creation through construction and post development through the offices, apartments and car parking. This will result in increased expenditure within the local economy.

- To support this scheme in its present form, would not only produce an unnecessary blot on the landscape but also prejudice the efforts and viability of development elsewhere in the town centre that could attempt to produce more environmentally-friendly and sustainable developments. We need to be producing town centre development for the future that will be suitable for all sectors of our society, including families, and offer a clean, safe, green and pleasant environment to live and work in. We consider this scheme fails on those counts.

It is considered that these repeated points are fully addressed above and within the report itself.

Consultations

Advice was sought from the following consultees: Greater Manchester Ecology Unit, Environment Agency, Greater Manchester Archaeological Advisory Service, National Grid, Drainage and Technical Support, Trees and Woodland officer, Coal Authority, Highways Engineers, Greenspace Management (Wildlife Liaison officer), Landscape Architect, Environmental Health officers, Strategic Housing Service, Economic Strategy, Housing and Public Health Unit, Bolton District Civic Trust, Primary Care NHS Bolton, Transport for Greater Manchester, United Utilities, Asset Management and Planning (Education), Strategic Development Unit

Planning History

01895/17 - Prior notification application for the proposed demolition of vacant building, 14/9/17. Permitted 13/12/17

88955/12 - Change of use from non-food retail to food retail, 5/11/12. Approved with conditions, 12/12/12

47826/95 - Erection of a Class A1 (non-food) retail unit with alterations to car parking and roads, 18/10/95. Approved with conditions, 25/1/96

43053/93 - Erection of retail development, 6/4/93. Approved with conditions, 3/6/93

42165/92 - Continued use of land as a car park (temporary for 5 years), 16/10/92. Approved with conditions, 23/11/92

36895/90 - Use of open storage compound as a 50 space public car park, 5/6/90. Approved with conditions, 23/7/90

28248/86 - Continued use of land as a car park, 10/11/86. Approved with conditions, 15/1/87

27146/86 - Erection of a retail store (non-food goods) with new vehicular access, parking and servicing facilities, 21/4/86. Approved with conditions, 12/6/86

21044/83 - Change of use of vacant land to a car park (10-12 cars), 9/5/83. Approved with conditions, 21/6/83

14265/80 - Change of use from car sales to retail sales, storage, offices and internal car parking associated therewith, 1/1/80. Approved with conditions, 17/7/80

Bearing in mind that the site has been completely cleared of all buildings, the planning history is considered to be of only limited weight.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

North

Structural Engineer

North

Structural Engineer

Bus Interchange

Dense planting of tree's and shrubs to form 'Urban Wood' —

Existing Access
gate into Network
Rail site

**Existing
Access gate
onto Railway**

Network Rail Site, Potential Future Development

C01	Issued for Planning
P05	Building floor plans updated
P04	Building control issue
P03	Site boundary ammended to re ammended accordingly
P02	Access to car park revised, lanes
P01	Issued For Information
Rev	Description

Item	Issue	Due Date	Assigned To	Status
C01	Issued for Planning	07.11.19	NB	AR
P05	Building floor plans updated	18.10.2019	KL	APR
P04	Building control issue	12.09.2019	CV	APR
P03	Building control issue agreed to remove 'pub site' from northeast corner, building positions amended accordingly	04.04.19	HLK	APR
P01	Access to car park revised, landscaping updated to suit	05.02.19	HLK	APR
P01	Issued For Information	31.01.19	HLK	APR
Rev	Description	Date		Chk By



Trinity Street

Project Trinity Gateway, Bolton

Title _____
Proposed Site Plan

Client
Beechlane Group

Purpose: **INFORMATION**
Scale: **1:250 @ A1**

1 : 250

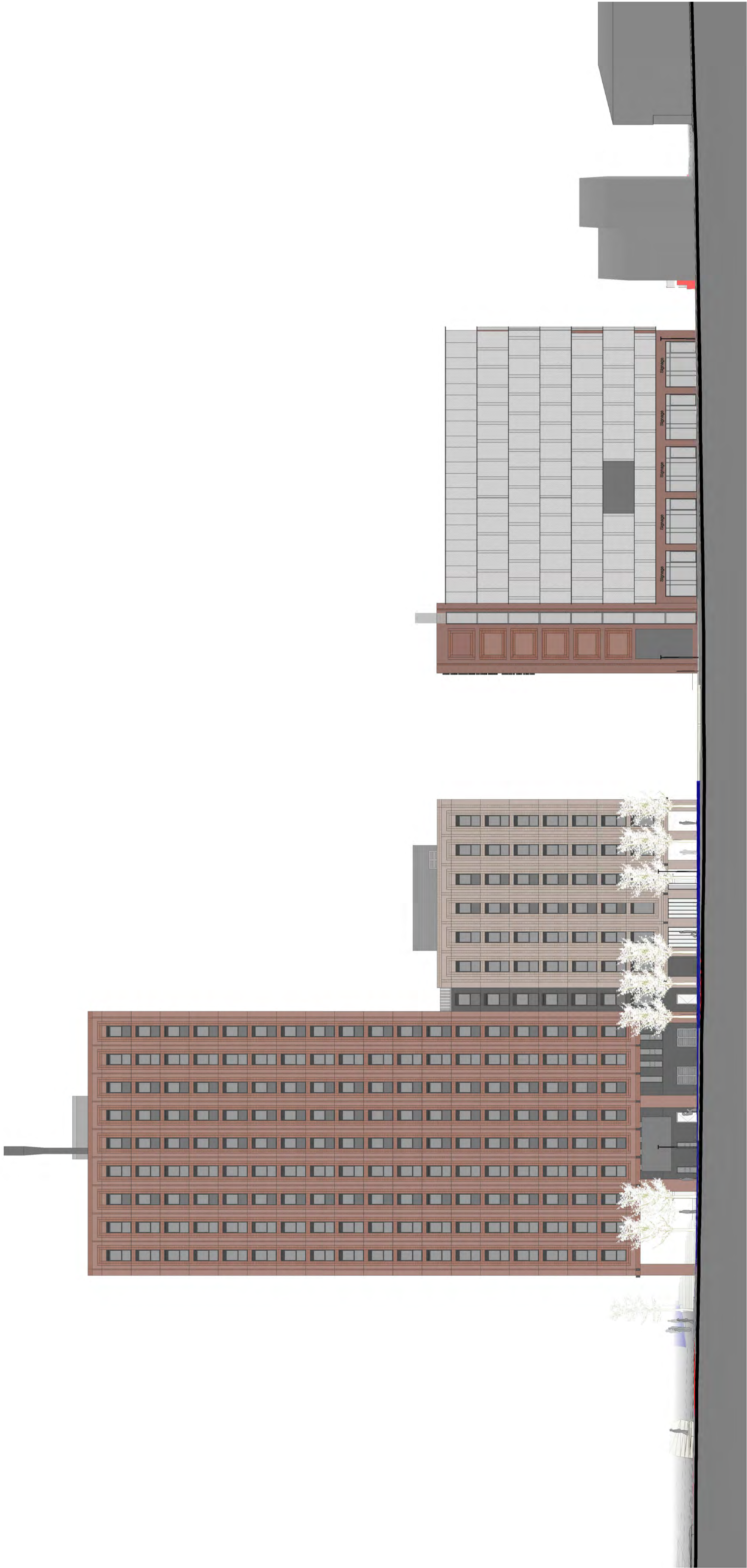
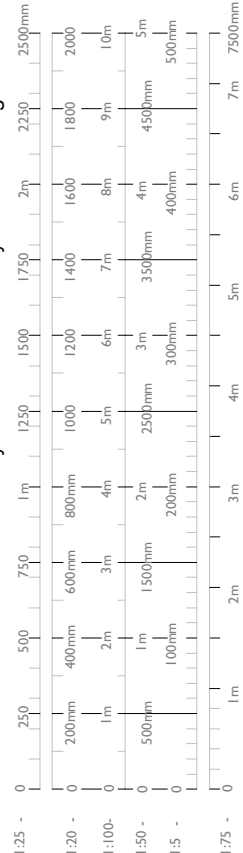
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Project - Originator - Volume - Level - Type - Role - Class - Number
6486-JMA-ZZ-ZZ-DR-A-90-0001

Status Revision
A3 C01

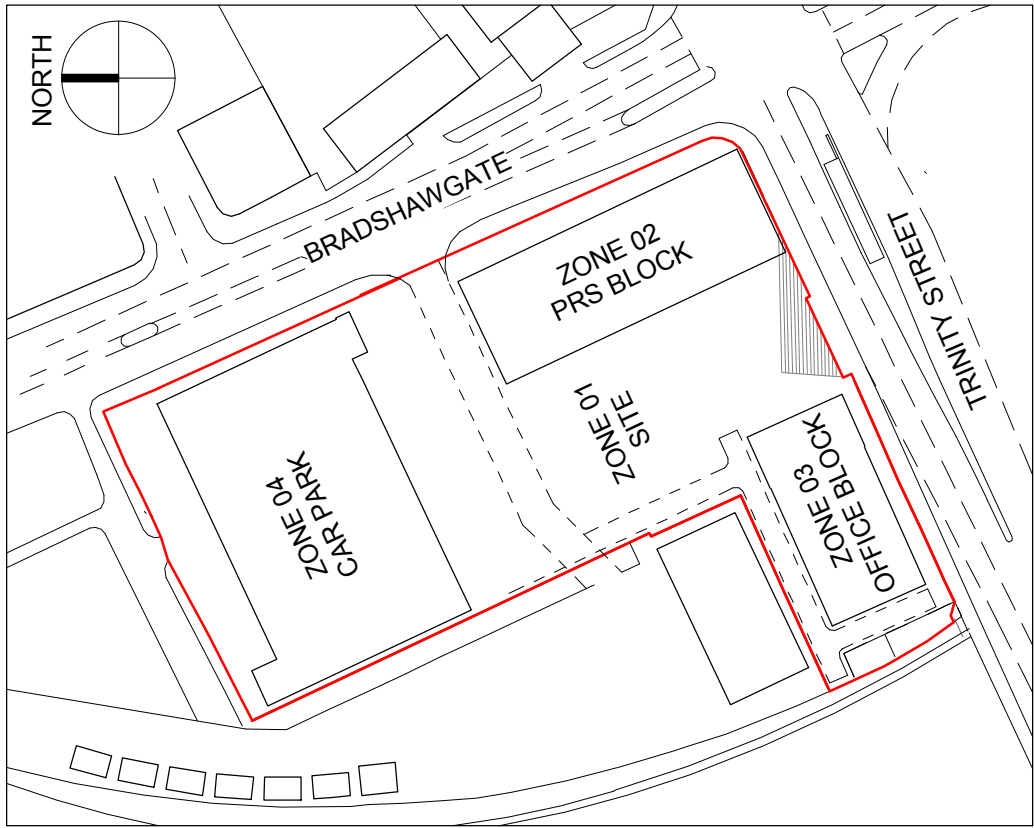
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Structural information indicative only. To be confirmed by Structural Engineer.



1 Proposed site East Elevation
I : 250

Key Plan
I : 1250



CO2	Issued for Planning	08.11.2019	NB	APR
Rev	Issued for Planning	07.11.2019	DRY	CHK
	Description	Date	Drawn	Check



Project
Trinity Gateway, Bolton

Type
Proposed Site East Elevation

Client
Beechlane Group

Purpose
PLANNING

Scale
As indicated @ A1

Drawing Number
648G-JMA-ZZ-ZZ-DR-A-90-2002

Status
Revision

A3 C02

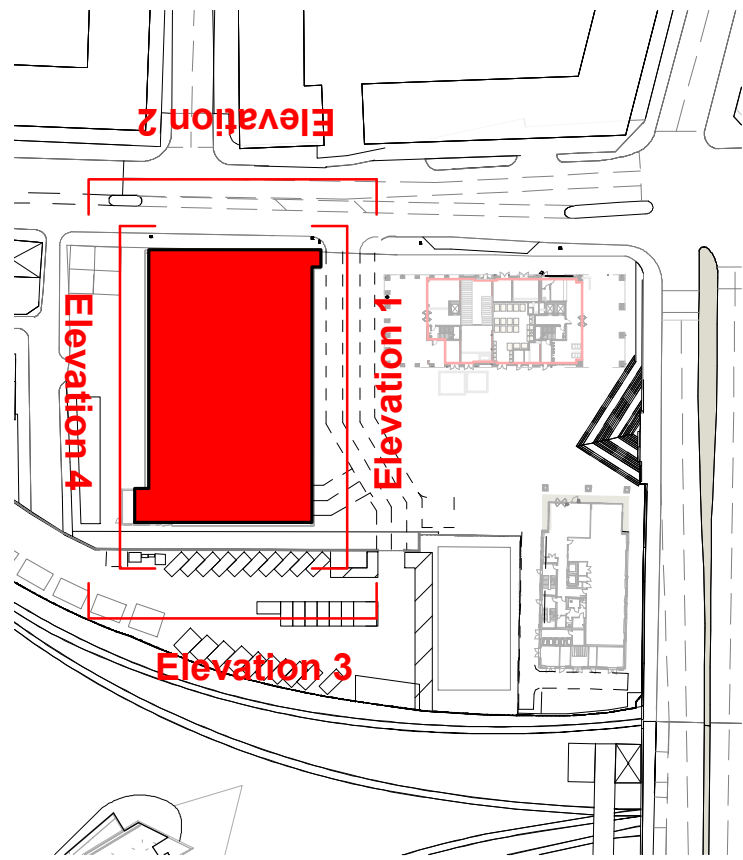
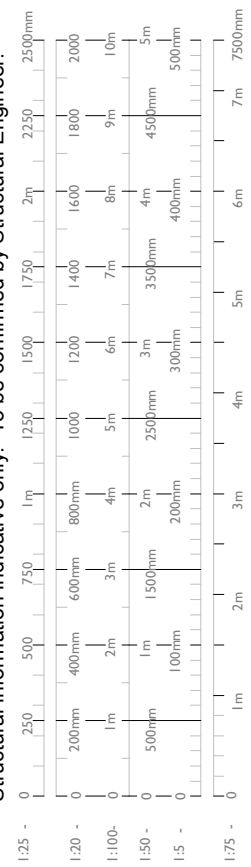
3A, 54 Princess Street
Manchester

T : 0161 200 6300
F : 0161 200 6301
man@jmarshitects.net
www.jmarshitects.net

Notes :
1. This d
2. should
office.
3. Copyr

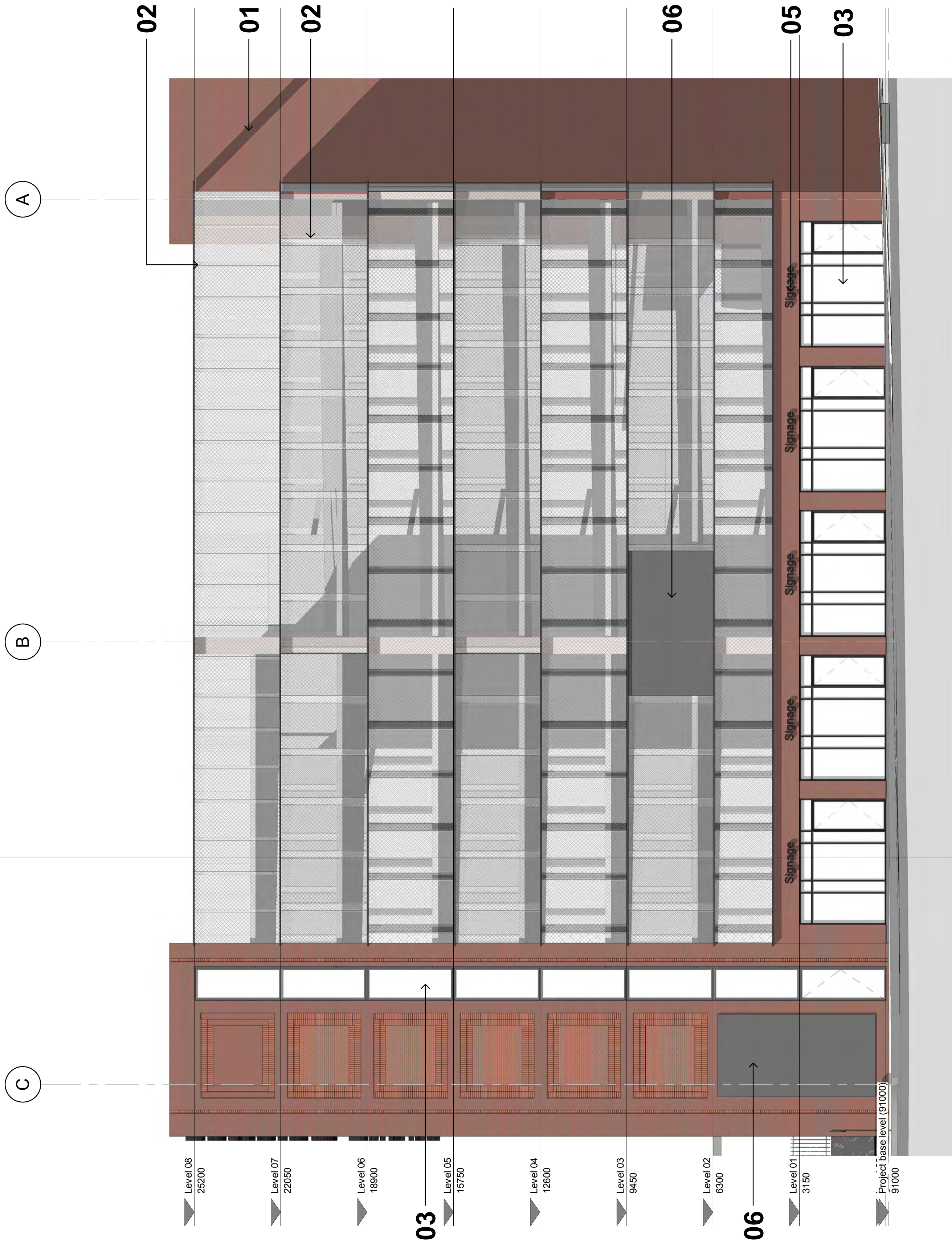
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KEY

- 01 - RED BRICK
02 - LIGHT COLOURED MESH
03 - GLAZING WITH BLACK FRAME
04 - GREY CILL
05 - SIGNAGE
06 - ADVERTISEMENT
07- BLACK ALUMINIUM ESCAPE DOOR



Car Park - Elevation 2

1:100

Rev	Description	Date	Drn By	Chk By
C02	Issued for Planning	08.11.2019	NB	APR
C01	Issued for Planning	07.11.19	NB	APR

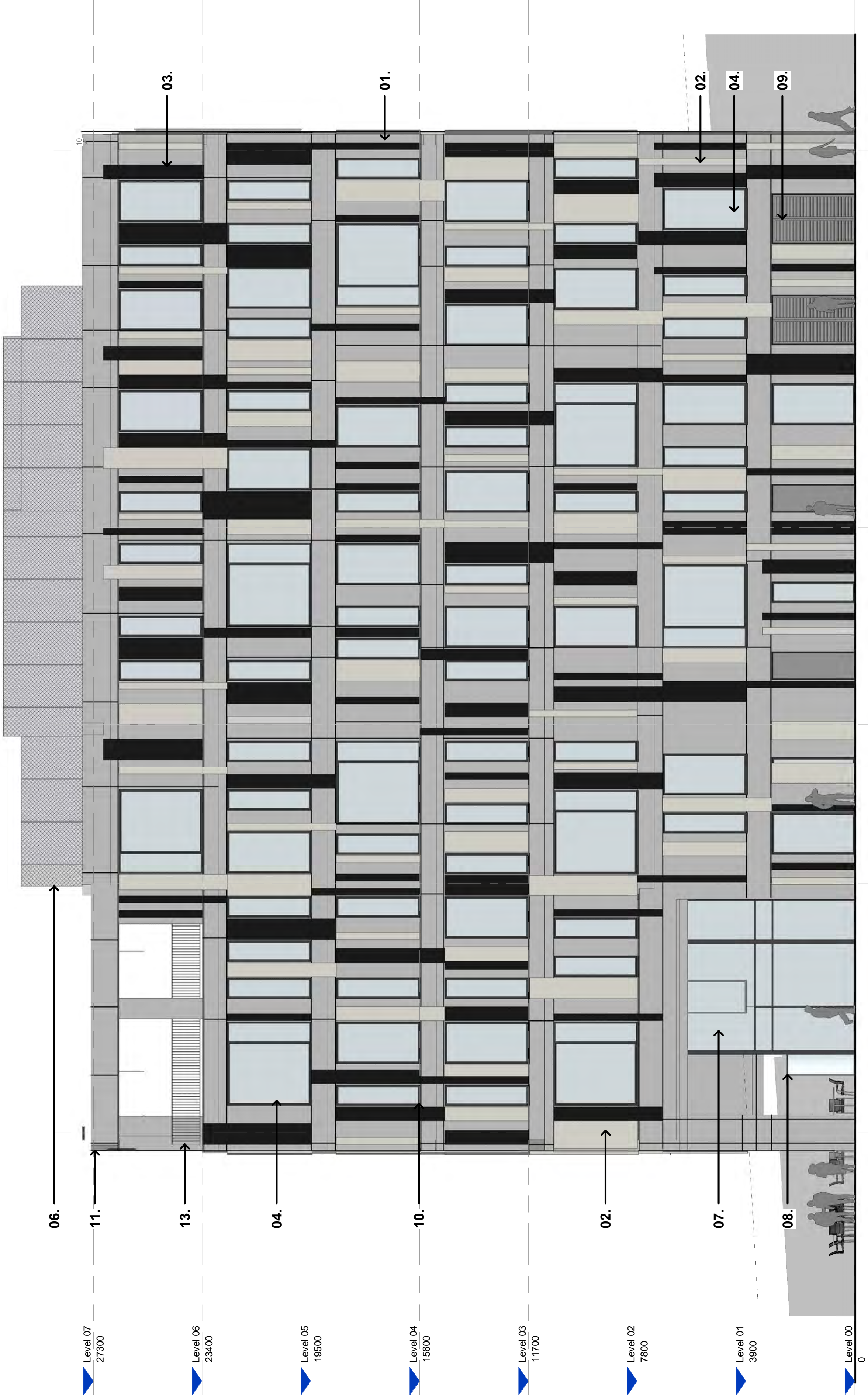
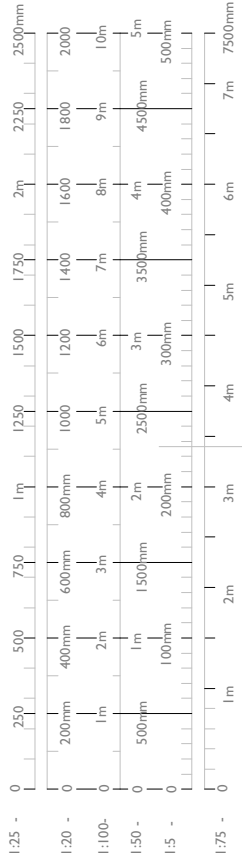


Project Trinity Gateway, Bolton
 Site No. Car Park Elevation 2
 Client Beechlane Group
 Purpose: PLANNING
 Drawings Number As indicated @ A1

3A, 54 Princess Street
 Manchester
 T : 0161 200 6300
 F : 0161 200 6301
 man@manchileads.net
 www.manchileads.net

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1 Proposed North Elevation
1 : 100

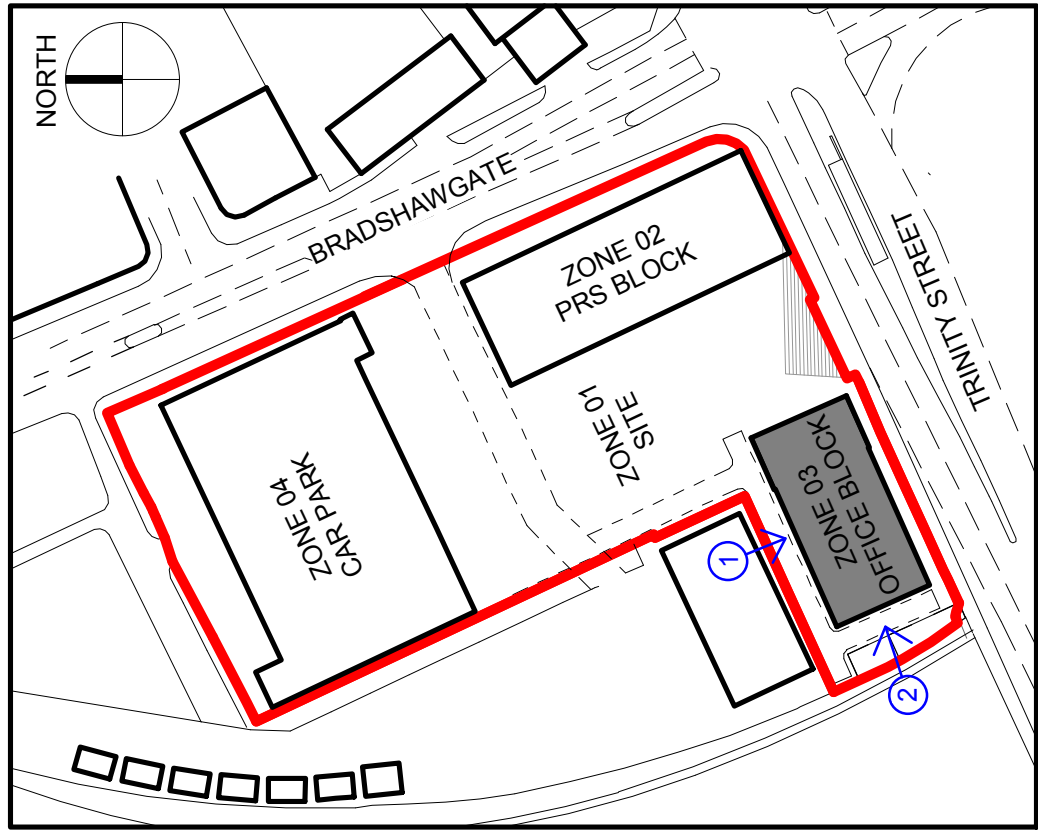


2 Proposed West Elevation
1 : 100

Materials Key

- 01. EXTERNAL CLADDING - ALUMINIUM PANELS
- 02. EXTERNAL CLADDING - ALUMINIUM PANELS
- 03. EXTERNAL CLADDING - ALUMINIUM PANELS
- 04. FRAMED WINDOW
- 05. EXTERNAL DOOR
- 06. MESH PANEL
- 07. PPC ALUMINIUM FRAMED CURTAIN WALLING
- 08. PPC ALUMINIUM FRAMED REVOLVING ENTRANCE DOOR
- 09. PPC ALUMINIUM FRAMED LOUVRED DOORS
- 10. WINDOW CILL
- 11. COPING
- 12. EXTERNAL SIGNAGE
- 13. METAL RAILING BALUSTRADE
- 14. EXTERNAL TV SCREEN

Key Plan
1:1250



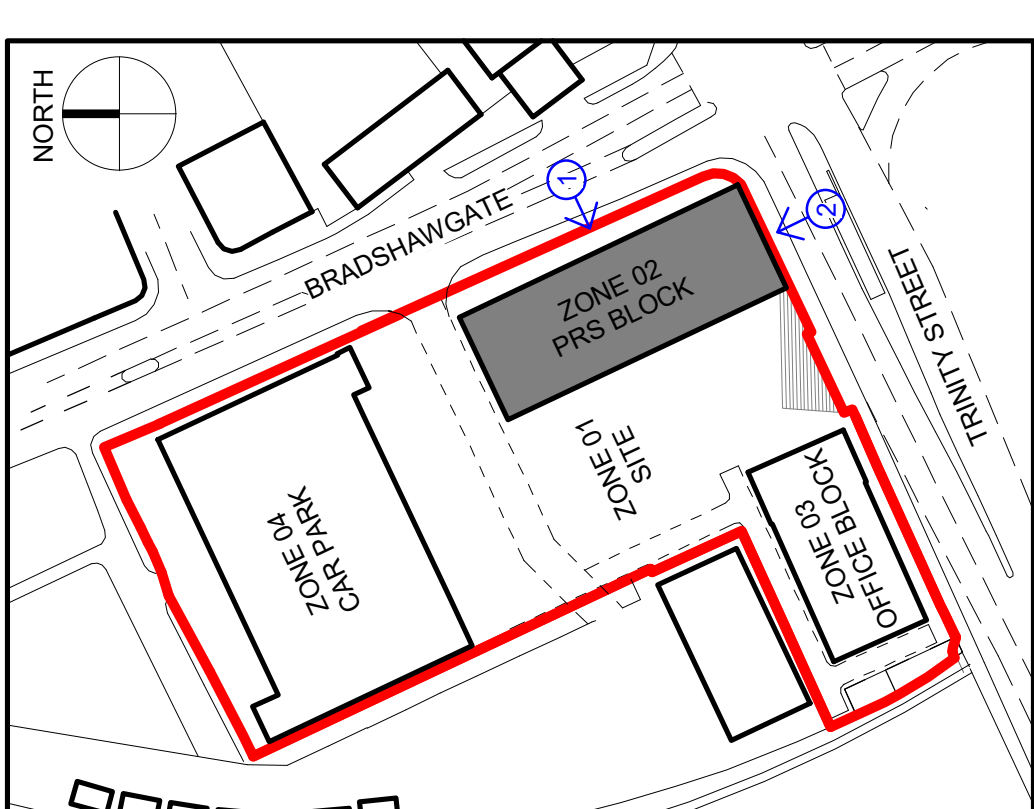
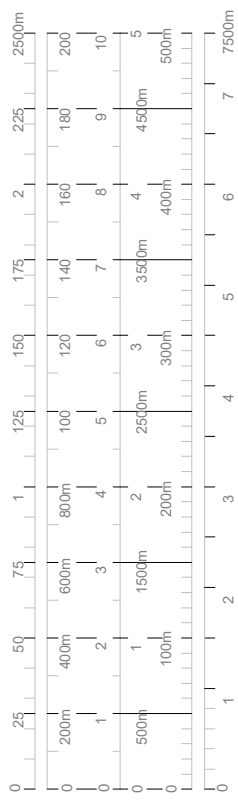
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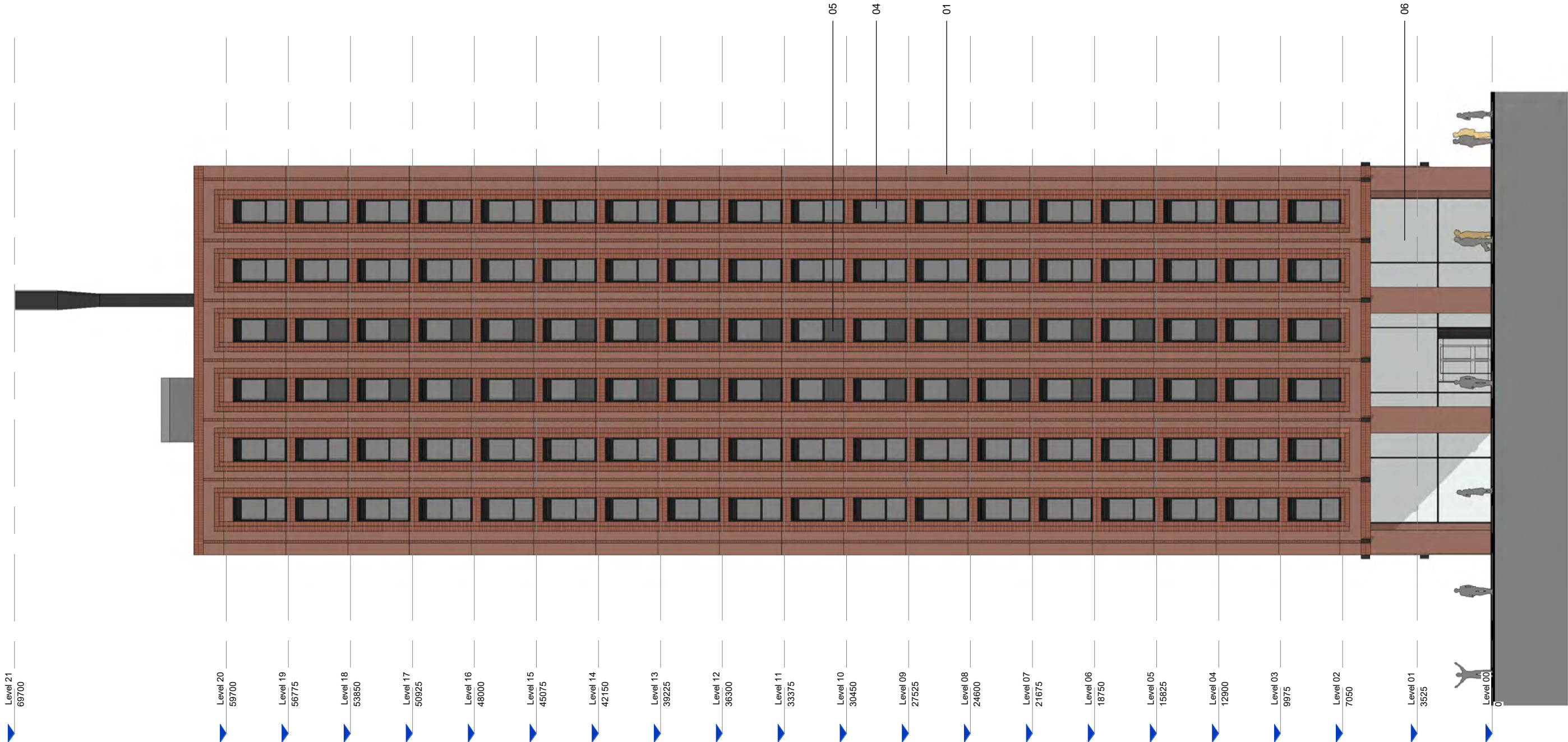
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Title	Office - North & West Elevations
Client	Beechlane Group
Purpose	PLANNING
Scale	As indicated @ A1
Drawing Number	6486-JMA-03-ZZ-DR-A-00-2002
Status	Revision
3A. 54 Princess Street Manchester M1 6HS T : 0161 200 6300 man@jmarchitects.net www.jmarchitects.net	A3 C01

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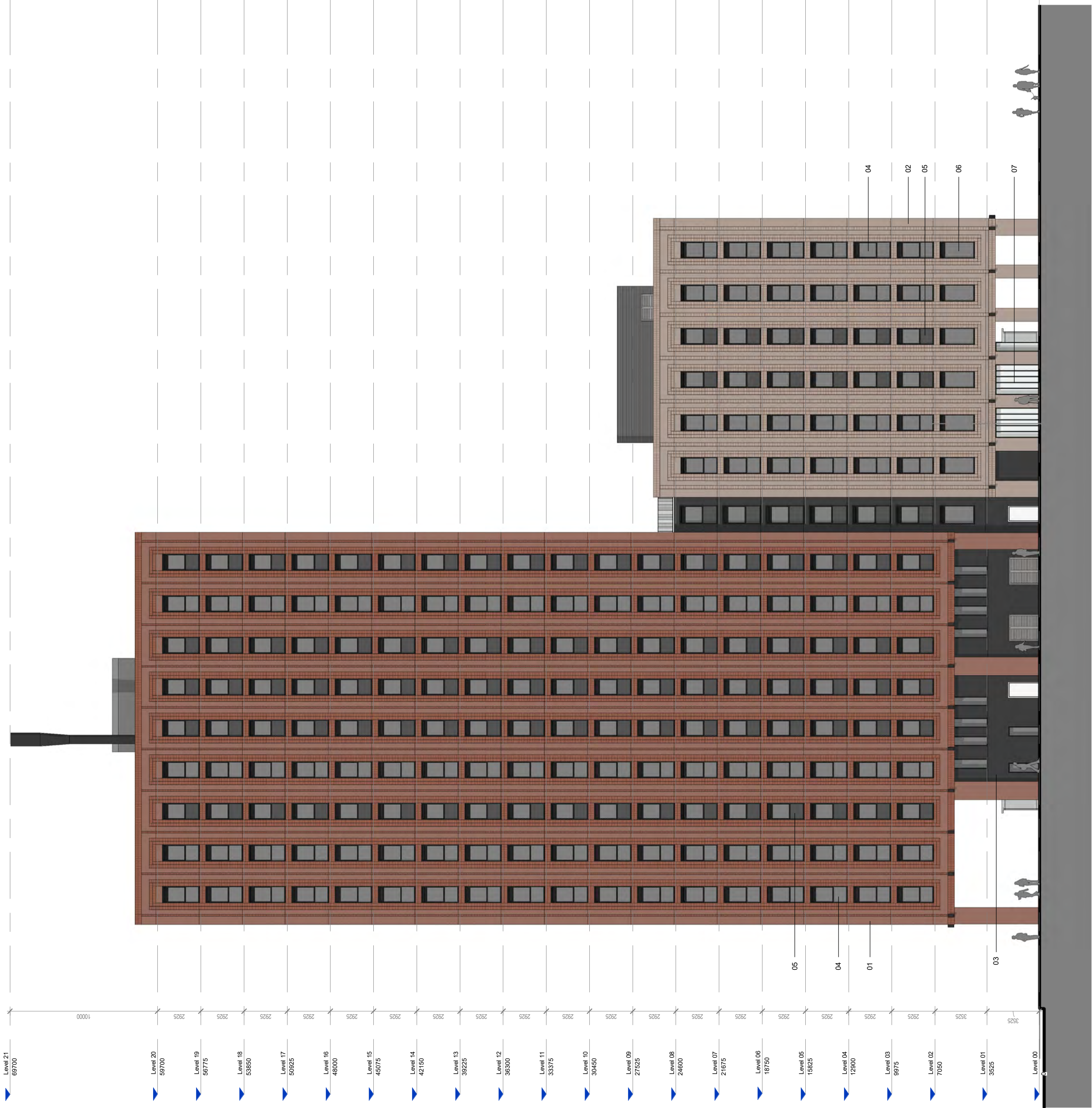
Structural information indicative only. To be confirmed by Structural Engineer.



- MATERIALS KEY:
- 01. Multi Red Brick
 - 02. Complimentary Lighter Red Multi Brick
 - 03. Black Brick/ Black Panel/ Black frames and louvres
 - 04. Glazed windows with vertical black frames and louvres
 - 05. Glazed windows with horizontal black frames and louvres
 - 06. Fixed glazed window with black frames and louvres
 - 07. Curtain Walling



2 (00)-GA-002_E-EL
1 : 200



1 (00)-GA-001_N-EL
1 : 200

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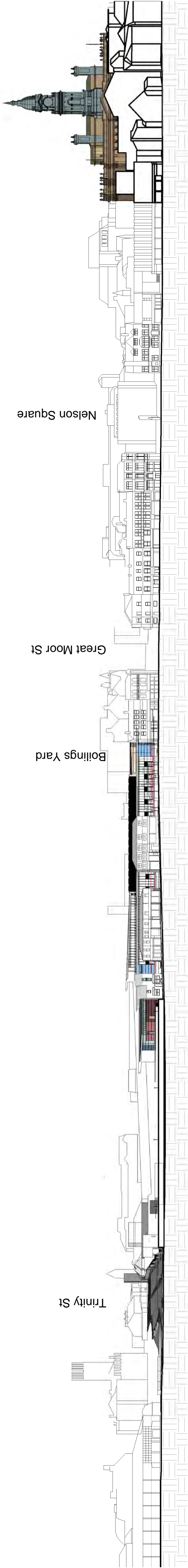
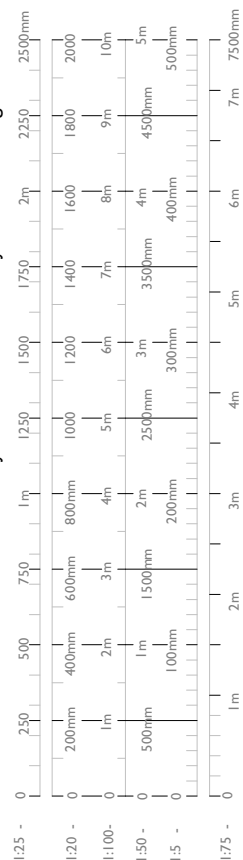
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Project	Trinity Gateway, Bolton
Site	3A, 54 Princess Street Manchester M1 6HS
PRS - Elevations 01&02	
Client	Beechlane Group
Purpose	PLANNING
Scale	1:200 @ A1

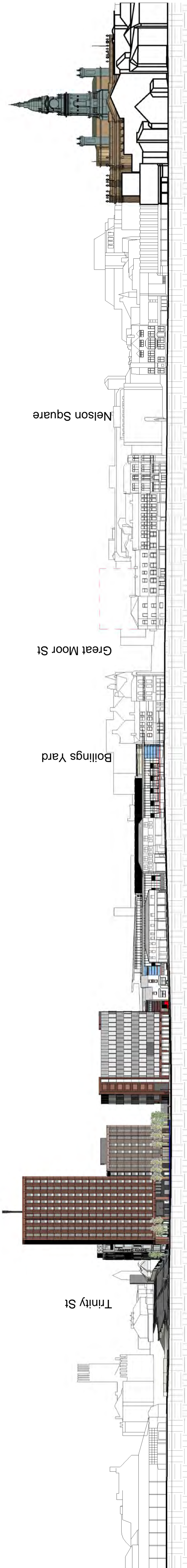
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Status - Revision	A3 C01

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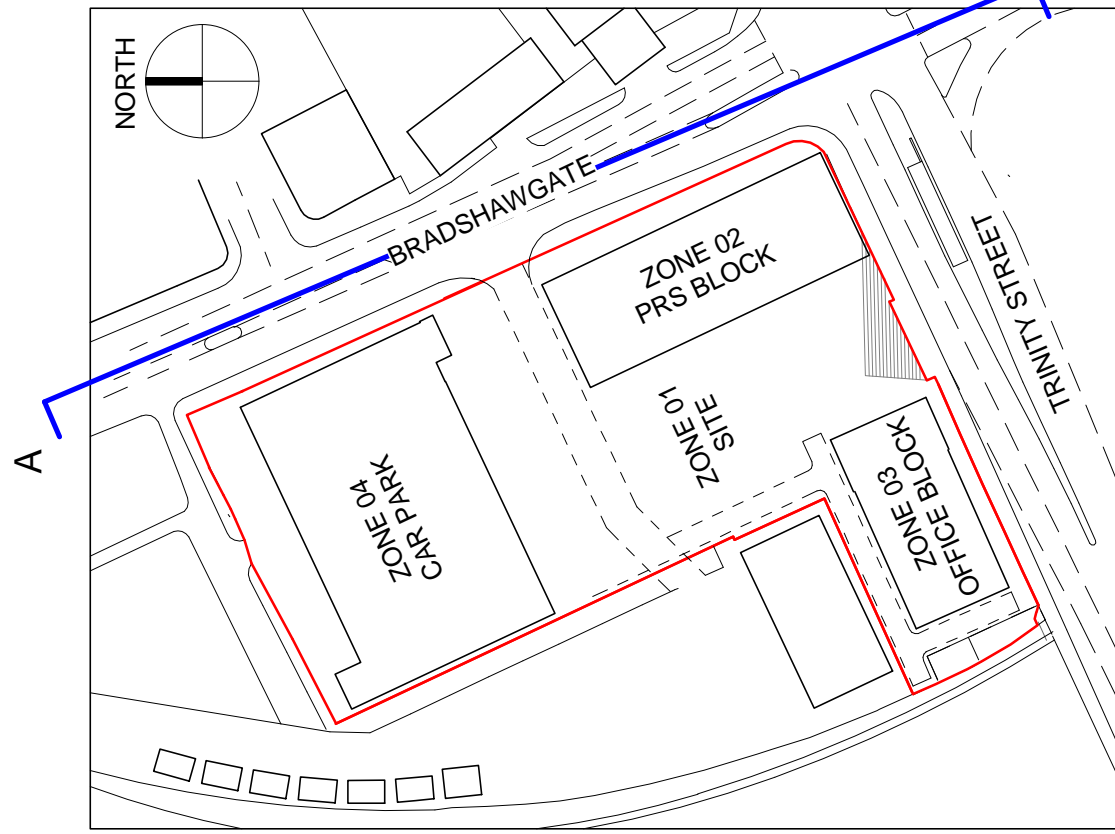
Structural information indicative only. To be confirmed by Structural Engineer.



2 Building Heights - Existing Section A
1 : 1000



1 Building Heights - Proposed Section A
1 : 1000



C1 - Structural Planning
Rev Description Date
07/11/19
Date

A3
Check By

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Project
Trinity Gateway, Bolton

34, 54 Princess Street
Manchester

T : 0161 200 6300
F : 0161 200 6301

Owner
Beechlane Group

Scale:
As indicated
@ A1

Purpose:
PLANNING

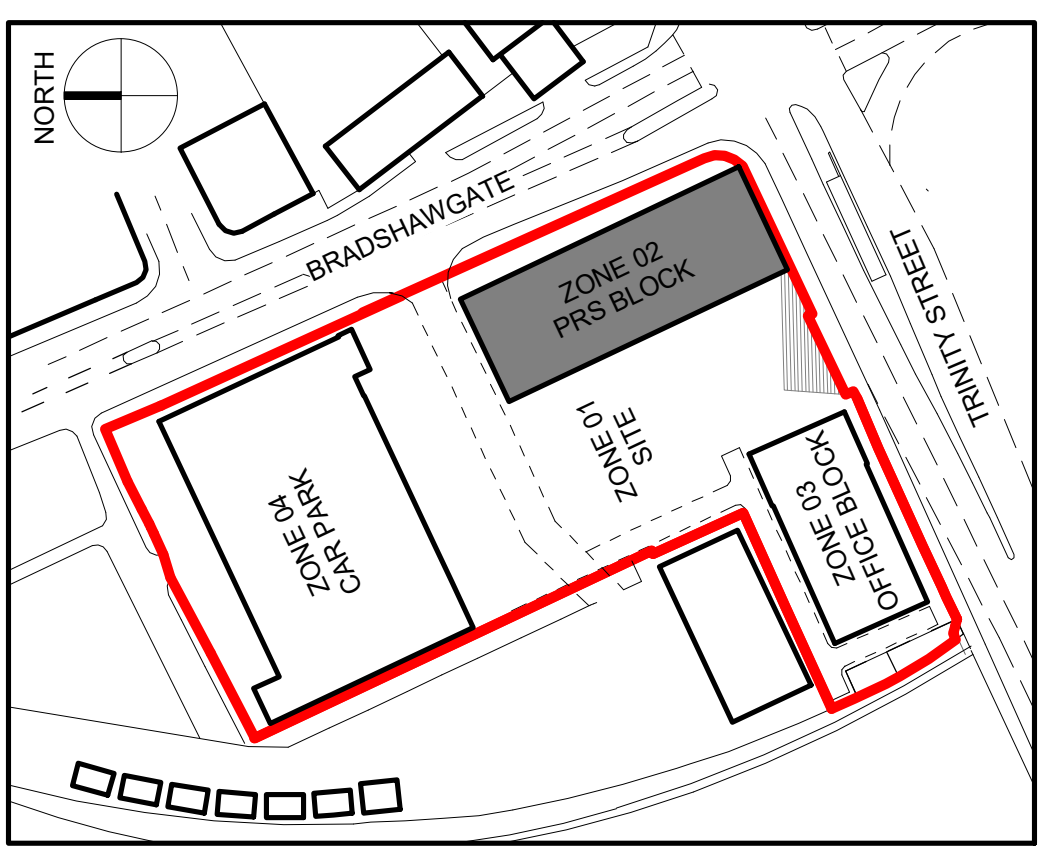
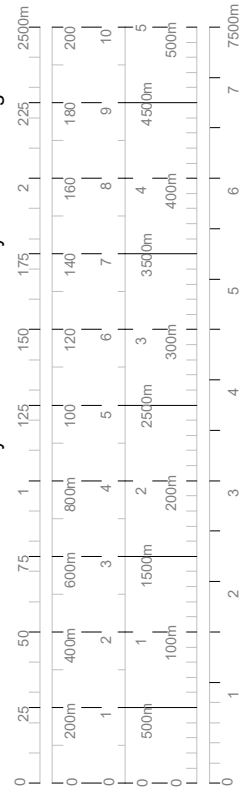
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Status
Revision

A3 C1

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Structural information indicative only. To be confirmed by Structural Engineer.



Area Schedule (GIA)	
Level	Area (m2)
Level 00	490.40
Level 01	648.04
Level 02	791.55
Level 03	791.55
Level 04	791.55
Level 05	791.55
Level 06	791.55
Level 07	791.55
Level 08	430.61
Level 09	430.61
Level 10	430.61
Level 11	430.61
Level 12	430.61
Level 13	430.61
Level 14	430.61
Level 15	430.61
Level 16	430.61
Level 17	430.61
Level 18	430.61
Level 19	430.61
Level 20	16.14
Total	11071.17

Area Schedule (Apartment Types)	
Apt. Type	Count
1B_01	36
1B_02	12
1B_03	12
1 Bed: 60	
2B_01	48
2B_02	22
2B_03	14
2 Beds: 84	
TOTAL: 144	



Proposed Level 02-03
1 : 100

011 - Structural Planning
Rev Description Date
01 11/19 Date
02 01/19 Date
03 01/19 Date

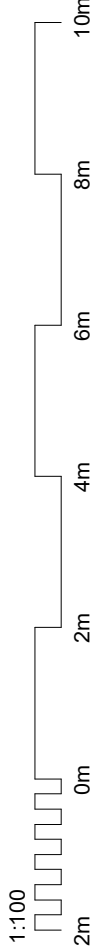
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Project
Trinity Gateway, Bolton
3A, 54 Princess Street
Manchester
M1 6HS
T : 0161 200 6300
F : 0161 200 6301
Client
Beechlane Group
man@jmarcitects.net
www.jmarcitects.net
Purpose
PLANNING
Scale
1:100 @ A1
Drawing Number

Status Revision
Project Originator Volume Level Type Role Class Number
648G-JMA-02-02-DR-A-00-0001
A3 C01

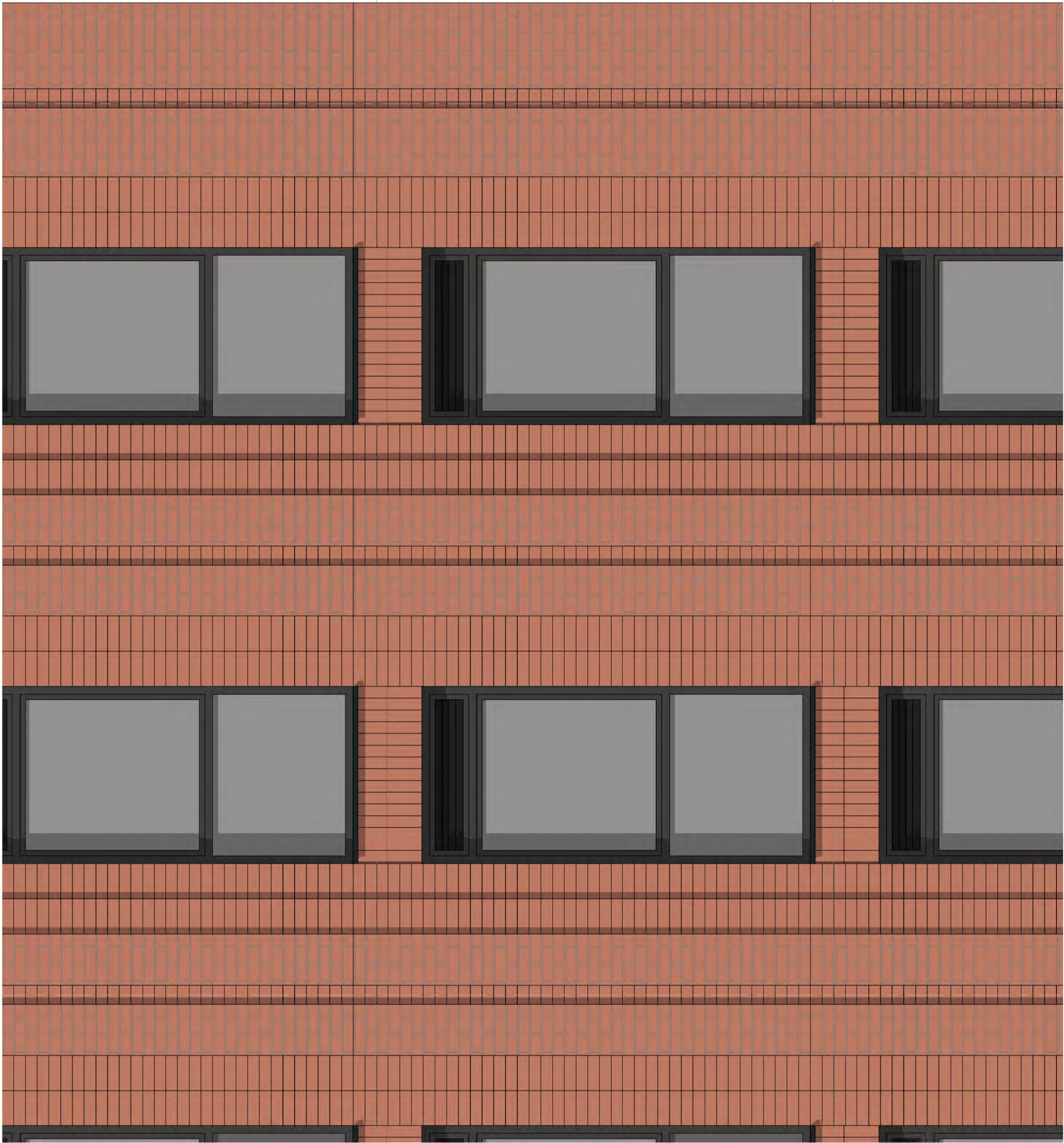
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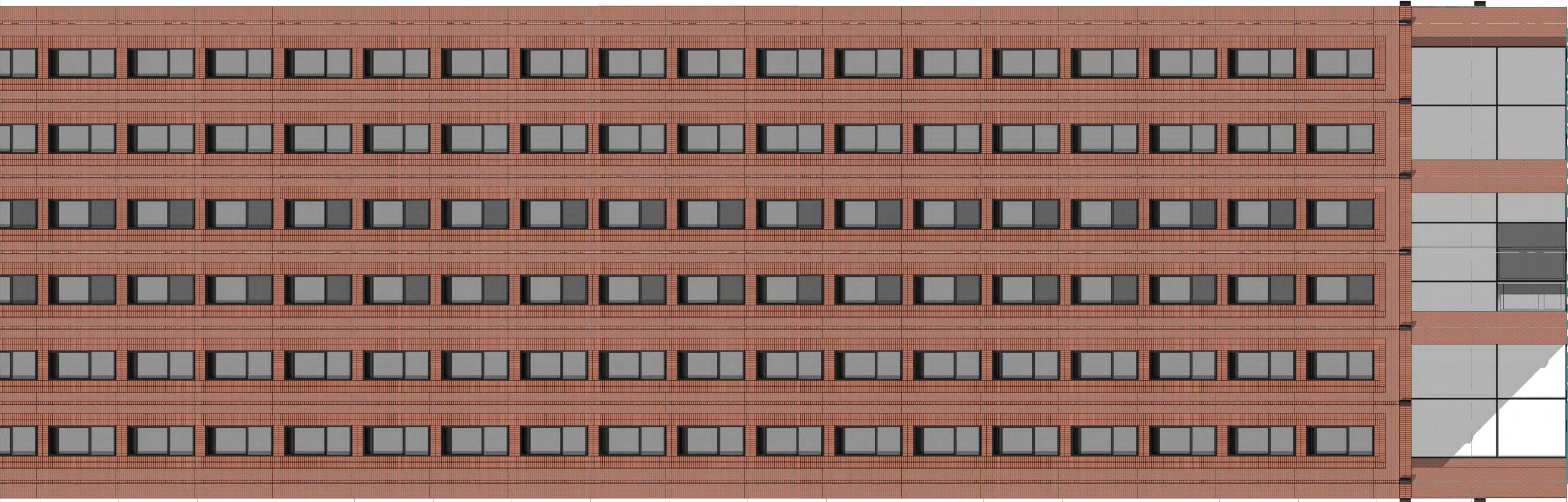
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Level 12
33500

Level 11
33375



Level 19
58775

Level 18
58550

Level 17
58925

Level 16
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Level 15
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Level 14
42150

Level 13
39225

Level 12
36300

Level 11
33375

Level 10
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Level 09
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Level 08
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Level 07
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Level 06
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Level 05
15825

Level 04
12900

Level 03
9975

Level 02
7050

Level 01
4125

Level 00
0

Rev Description

Date

Drawn By

Check By

jmarcchitects

Project
Trinity Gateway, Bolton
3A, 54 Princess Street
Manchester
M1 6HS
T : 0161 200 6300
F : 0161 200 6301
man@jmarcchitects.net
www.jmarcchitects.net

Title
Elevation Detail

Client
Beechlane Group

Purpose:
As indicated
Scale:
@ A1

Drawing Number

Project - Originator - Volume - Level - Type - Role - Class - Number

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Status

Revision

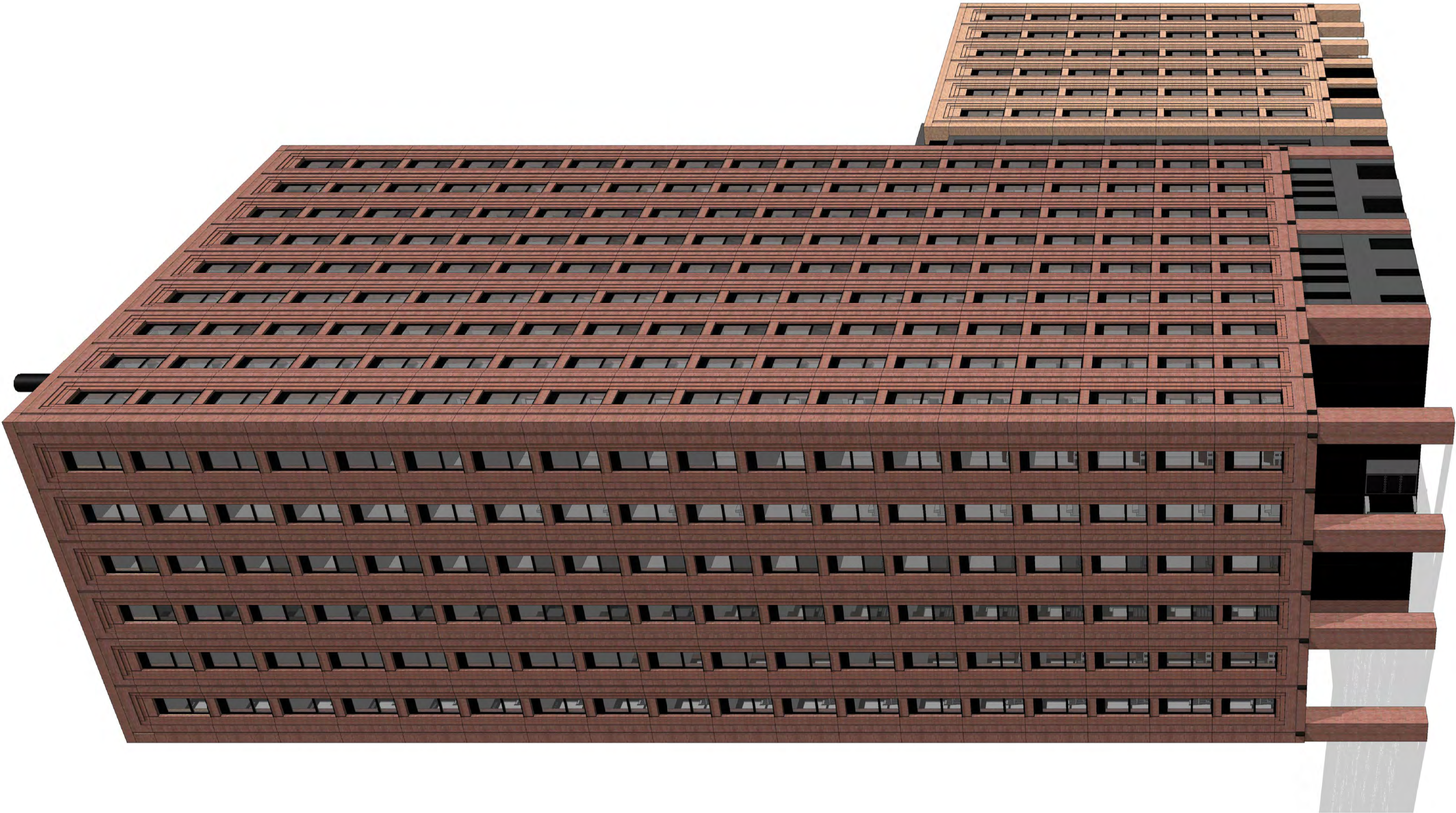
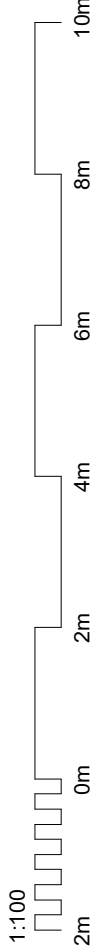
S2

JMA Project Number

6486

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Structural information indicative only. To be confirmed by Structural Engineer.



Rev

Description

Date

Drawn By

Check By



Project

Trinity Gateway, Bolton

Site

3D Views 1

Client

Beechlane Group

Purpose

@ A1

3A, 54 Princess Street
Manchester
M1 6HS

T : 0161 200 6300
F : 0161 200 6301
man@jmachitects.net
www.jmachitects.net

Drawing Number

XXXX-JMA-XX-XX-XX-A-XXXX

Status

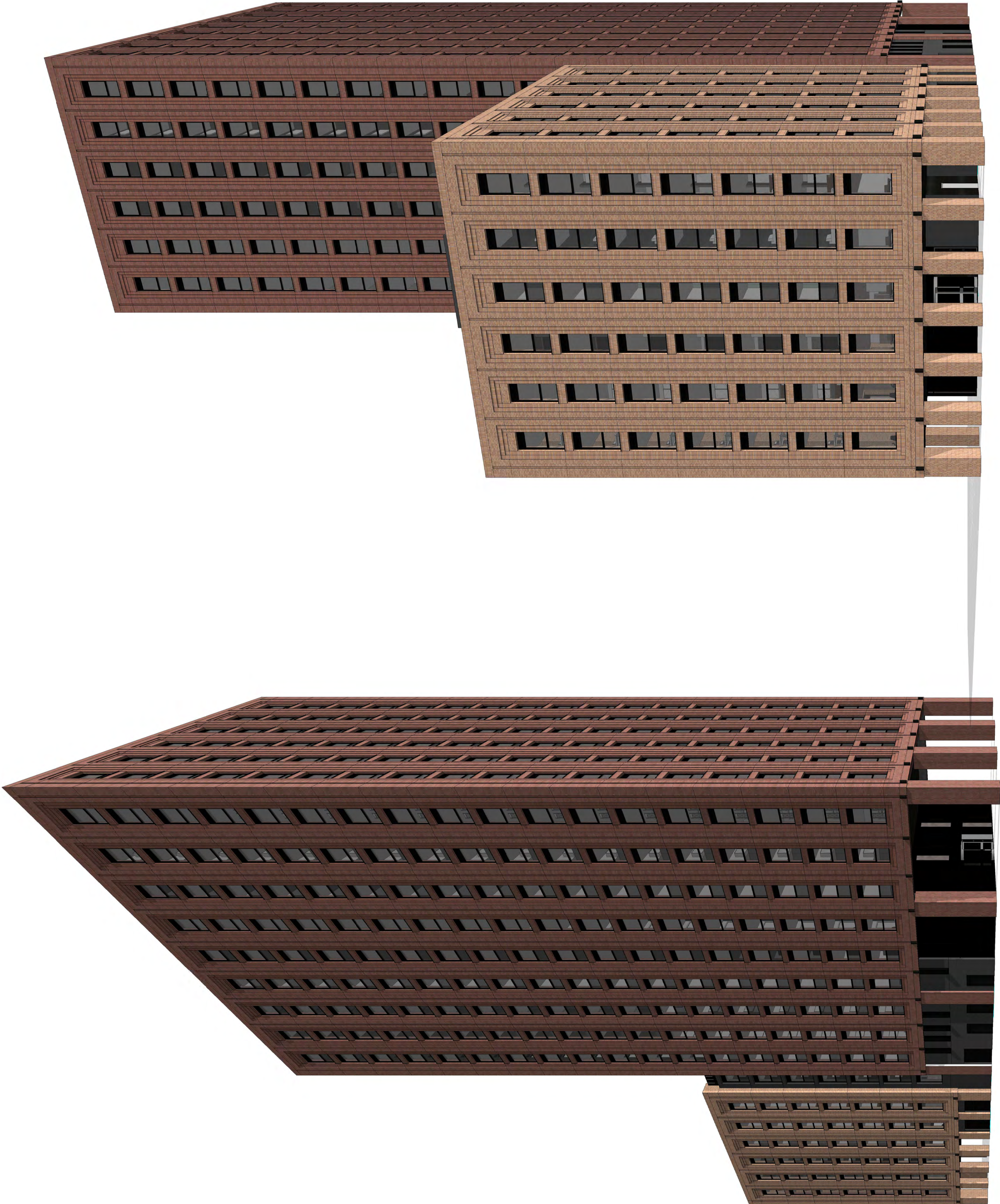
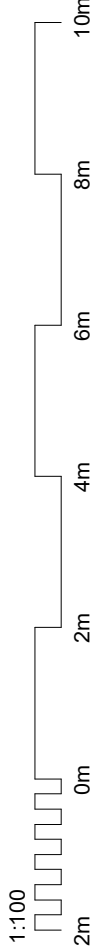
S2

Revision

6486

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Rev

Description

Date

Drawn By

Checked By

Project

Trinity Gateway, Bolton

Title

3D Views 2

Client

Beechlane Group

Purpose

Scale

@ A1

Project

3A, 54 Princess Street
Manchester
M1 6HS

Tel

T : 0161 200 6300
F : 0161 200 6301

Email

man@jmachitects.net
www.jmachitects.net

Drawing Number

XXXX-JMA-XX-XX-XX-A-XXXX

Status

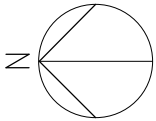
S2

Revision

6486

Project - Originator - Volume - Level - Type - Role - Class - Number

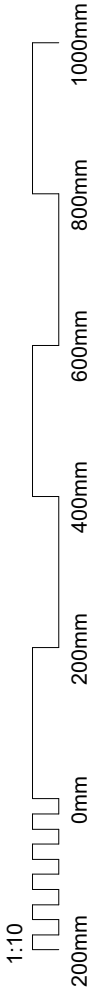
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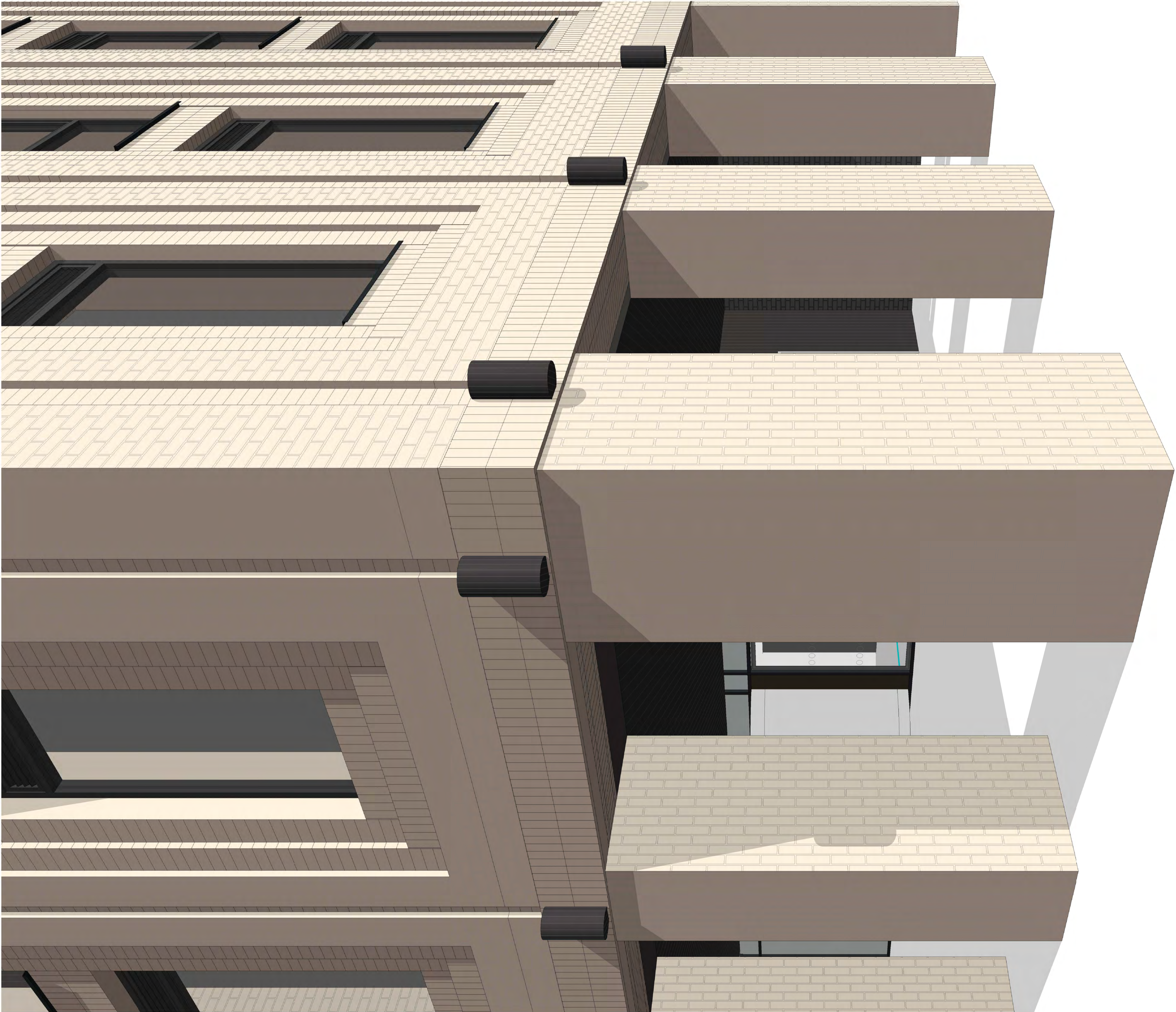


Project	Trinity Gateway, Bolton		
Title	3D View 3		
Client	Beechlane Group		

Purpose :	Scale :	JMA Project Number :
Drawing Number	@A3	
Project - Originator - Volume - Level - Type - Role - Class - Number		
XXXX-JMA-XX-XX-XX-A-XXXX		
Status	Revision	
S2		

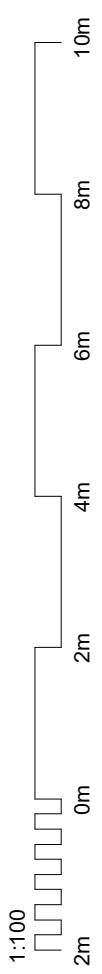
3A, 54 Princess Street
Manchester
M1 6HS
0161 200 6300
0161 200 6301
man@jmarchitects.net
www.jmarchitects.net





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Ref

Description

Date

Drawn By

Checked By



Project

Trinity Gateway, Bolton

Site

3A, 54 Princess Street
Manchester
M1 6HS

3D Views 4

T : 0161 200 6300
F : 0161 200 6301

Client

Beechlane Group

Purpose

man@jmachitects.net
www.jmachitects.net

Scale

@ A1

Drawing Number

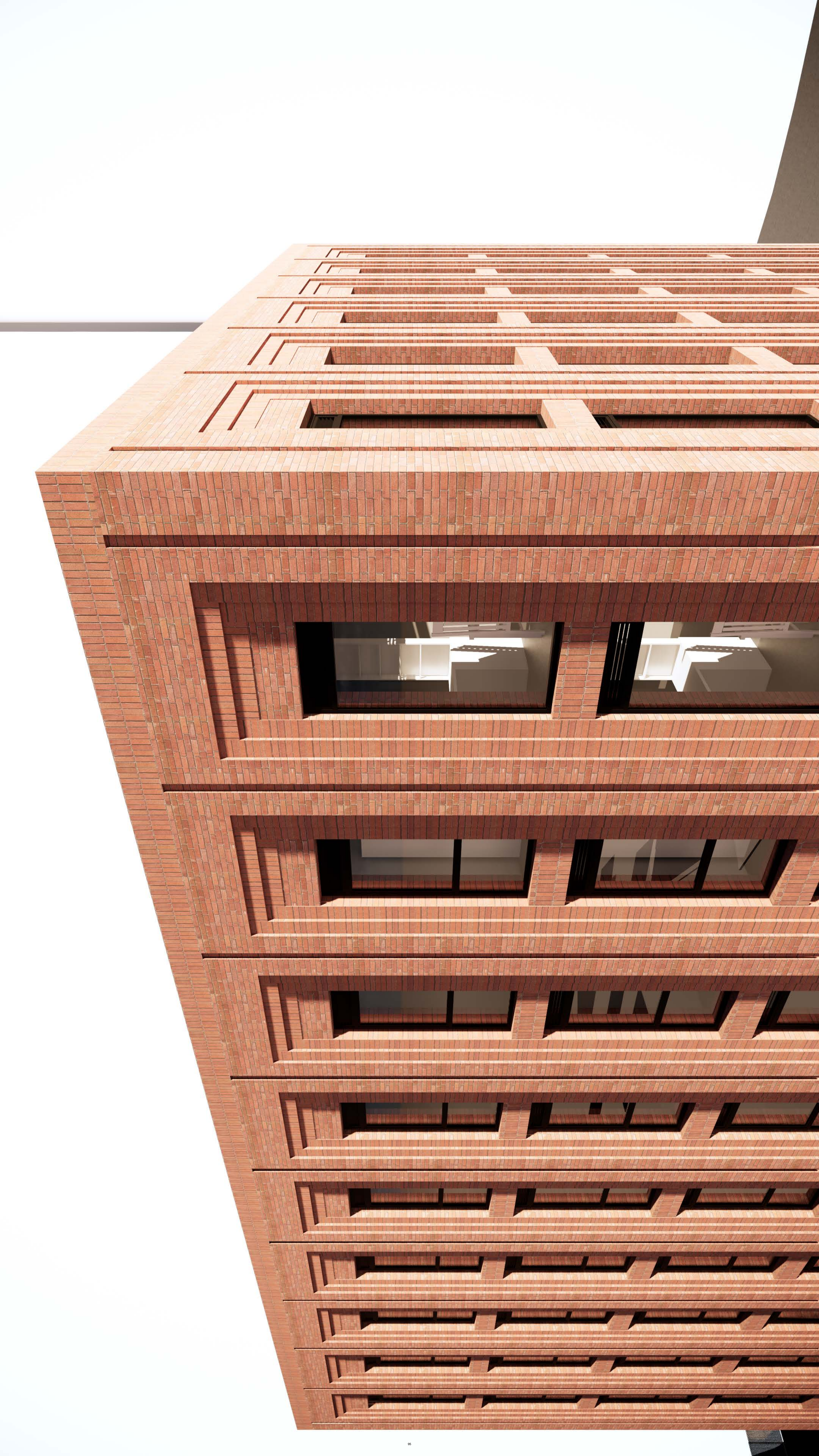
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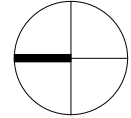
Status

S2

JMA Project Number

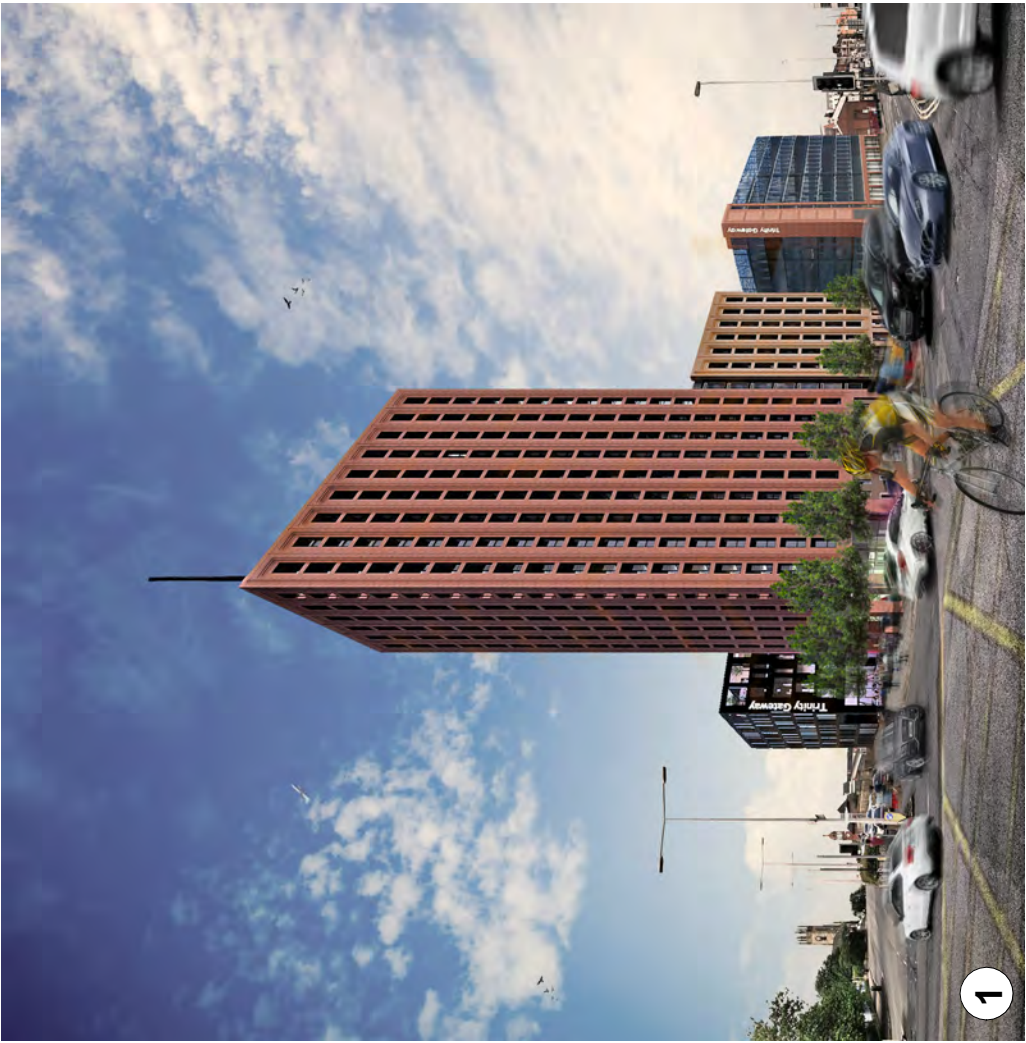
6486





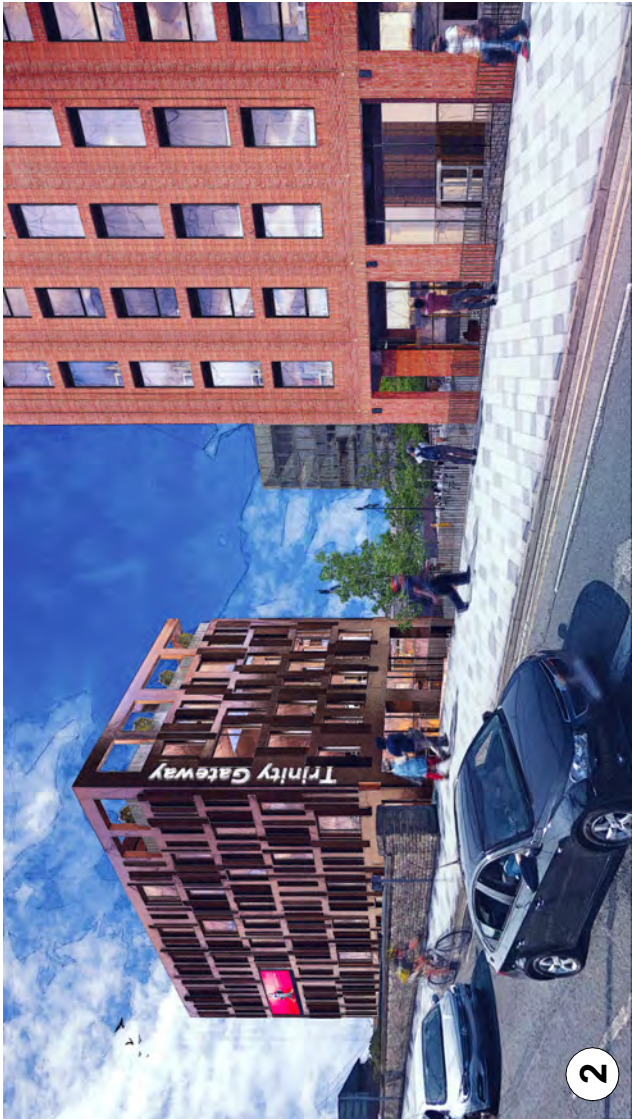
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1

View of Trinity St. and Bradshawgate corner



2

View of Trinity St. at corner with Manchester Rd.



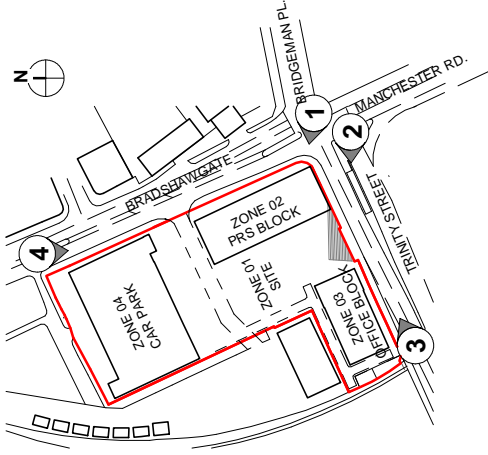
3

View of Trinity St.



4

View of Bradshawgate



Project Trinity Gateway, Bolton	Purpose : PLANNING		Scale : As indicated@A3	
	Title 3D Views		Drawing Number 6486-JMA-ZZ-ZZ-DR-A-90-3001	
	Client Beechlane Group		Status A3	
REV. DESCRIPTION		DATE		Revision
C1 Issued for Planning		07.11.19		C1
		NB DRN BY CKD BY		

jmarchitects

3A, 54 Princess Street
Manchester
0161 200 6300
0161 200 6301
man@jmarchitects.net
www.jmarchitects.net