

Planning Applications Report

**Planning Committee
3RD February 2022**

**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

Application number 09549/20



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Bolton Council

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Date of Meeting: 03/02/2022

Application Reference: 09549/20

Type of Application: Outline Planning Permission
Registration Date: 09/10/2020
Decision Due By: 07/01/2021
Responsible Officer: Martin Mansell

Location: LAND AT BRADSHAWGATE, BOLTON

Proposal: OUTLINE PLANNING APPLICATION (ALL MATTERS RESERVED)
FOR MIXED USE DEVELOPMENT COMPRISING UP TO 269
APARTMENTS TOGETHER WITH GROUND FLOOR COMMERCIAL
FLOORSACE (CLASS E), CAR PARKING AND ANCILLARY
FACILITIES.

Ward: Great Lever

Applicant: Empire Property Concepts Ltd
Agent : DLP Planning Ltd

Officers Report

Recommendation: Approve subject to conditions

Executive Summary

- Outline planning permission is sought for a primarily residential development of up to 269 units on land bounded by Bradshawgate, Bridgeman Place, Carlton Street and Breightmet Street. All other matters are reserved and therefore the sole considerations at this stage are those which directly relate to the principle of residential development for the number of units proposed.
- Whilst the application is in outline only, indicative plans have been submitted which demonstrate that a development of 269 units could reasonably be accommodated on this site whilst complying with the national standards for internal space and providing reasonable access to external amenity space via rooftop terraces. Similarly, the indicative plans suggest that whilst disparities of scale would exist, they would not be of a such a degree that they could not be mitigated by good design at the detailed stage.
- Whilst Policy TC7 of Bolton's Core Strategy 2011 seeks to encourage the regeneration of the area for principally business office uses, material considerations have been identified within this report which are considered to justify a departure from this policy.
- The application also proposes new public realm improvements to the surrounding highways and a public square. Viability information has been provided and assessed internally which demonstrates that, other than the public realm works indicated, the development does not have a capacity to sustain any greater contributions.
- Issues relating to the principle of the development such as flood risk, land contamination, noise

and sustainability have been supported by the relevant technical documents, assessed by colleagues with the relevant technical expertise and have been found to be acceptable in principle, subject to later design details.

- At up to 269 dwellings, the proposed development has the potential to make a significant contribution to the Council's housing supply shortfall at a time of continuing undersupply.
- A total of four objections have been received - a formal response from Bolton & District Civic Trust, personal objections from two of its members and finally an objection from the owner of a neighbouring vacant derelict site. No other objections were received.

Proposal

1. Outline planning permission is sought for a mixed use development comprising up to 269 apartments together with ground floor commercial floorspace (for use within Class E), car parking and ancillary facilities. All other matters - appearance, means of access, landscaping, layout and scale - are reserved for subsequent application and consideration. There are therefore two main considerations for the Council to determine:-
 - whether the Council is satisfied that the land in question can, in principle, be used for residential purposes
 - whether the Council is satisfied that the site can, in principle, accommodate a development of a scale consistent with up to 269 apartments
2. In order to address the first point above - the principle of residential development - the application is supported by the relevant documentation typical of a major planning application in the form of an Air Quality Assessment, a Building For Life Assessment, an Energy Statement (together with indicative documents relating to Part L of the Building Regulations), a Flood Risk Assessment, a Noise Assessment, a Planning Statement, a Residential Travel Plan, a Staff Travel Plan, a Transport Assessment, a Preliminary Risk Assessment (contaminated land), a Coal Mining Risk Assessment, a Preliminary Drainage Strategy, a Viability Assessment and a Preliminary Ecological Assessment.
3. For the purposes of providing the Council with sufficient comfort that the site can accommodate a development of a scale commensurate with that of up to 269 apartments, indicative plans have been submitted to assist the Council in the decision-making process. However, it is important to note the these plans are, at this stage, purely indicative. The appearance, scale and layout shown on the indicative plans would not be "fixed" by a grant of outline consent - they would need to be resolved via a reserved matters planning application. That said, clearly a development of "up to 269 apartments" would carry with it certain implications and impacts in terms of scale, layout and the living conditions of future occupants and therefore is perfectly reasonable for the Council to wish to be satisfied that the site can in fact accommodate a development of this scale. As well as indicative elevations and sketches showing a form of development of this scale from different viewpoints, the application is supported by internal layout drawings of all floors together with drawings showing potential areas for external shared and private amenity space including rooftop terraces. Indicative improvements to the public realm are also shown, including footway and carriageway resurfacing in the immediate vicinity of the site. A Design and Access Statement sets out the design teams' approach to such matters as well as analysing the existing context.
4. The indicative elevations and sketches suggest a residential tower of 16 storeys at the junction of Bradshawgate and Bridgeman Place with two shoulders of 6 and 8 storeys each. Two blocks

either side of Shiffnall Street and those fronting Bradshawgate would typically be 6 storeys. Ancillary commercial space (Class E) at ground floor level is shown for the Bradshawgate and Bridgeman Place frontages, indicated at 1,048 square metres.

5. The indicative internal layouts show a mix of unit types from town houses (duplex apartments with ground floor access) and one-bedroom units through to three-bedroomed apartments. All apartments are designed in accordance with National Space Standards and also seek to include a high percentage of double aspect units. The suggested mix of dwellings types are:-

Townhouses / Duplex Apartments

One bedroom - 5

Two bedroom - 11

Apartments

One bedroom- 109

Two bedroom - 120

Three bedroom - 24

Total - 269

6. The proposals indicate that 55 car parking spaces could be accommodated at the site and incorporate cycle storage in the form of 300 spaces.
7. Facing materials and appearance are again indicative but suggest an approach of typically brickwork with feature brick courses and regular fenestration, similar to that used in the former industrial buildings that continue to characterise the area.
8. The application was originally submitted in October 2020 and proposed 394 dwellings with a generally consistent height of 10 storeys across the development. This has been significantly amended during the determination period to reduce the number of dwellings to 269 and in order to allow the development to step-down from the Trinity St junction towards the junction with Brightmet Street.

Site Characteristics

9. The site measures approximately 0.58 hectares in area and is located close to the south-eastern extremity of Bolton town centre, at the junction of Trinity Street, Bradshawgate, Bridgeman Place and Manchester Road. It consist of two parcels of land, separated by Shiffnall Street and generally bounded by Bradshawgate, Bridgeman Place, Carlton Street and Brightmet Street, with Shiffnall Street running through the middle. However, it is important to note that neither the northern or southern parcel of land fully extends to the whole block created by the surrounding streets - in the case of the northern part of the site, this shares its block with the office development known as Caroline House and in the case of the southern part of the site, this shares its block with an undeveloped and unsightly parcel of land fronting Carlton Street. The two sites have been cleared of all buildings - until relatively recently both the northern and southern parcels contained the Williams BMW car showroom and the southern parcel also hosted the Copyplan building, though this was demolished in approximately 2008. All parts of the site show signs of dereliction and neglect and the Bradshawgate / Bridgeman Place junction is particularly unsightly, given its high prominence as a gateway into and out of Bolton town centre.
10. Neither site lies within a Conservation Area, though the northern parcel is situated reasonably close to the south-eastern extremity of the Mawdsley Street / Nelson Square Conservation Area,

though Caroline House separates the application site from the edge of the Conservation Area. Listed Buildings within this area are limited but include the former grammar school building fronting Great Moor Street, the former baths at Lower Bridgeman Street and Trinity Church. Views of Bolton Town Hall are available when approaching the site from the south. Whilst the Merchants Quarter area does not benefit from any statutory heritage designation, it clearly has a distinctive character of its own, as set out within the Building Bolton SPD.

11. Uses in the area are mixed, including commercial uses fronting Bradshawgate, legacy industrial buildings to the east such as Shakespeare Foundry and the Excellency Wedding venue also to the east. Residential developments have recently begun to characterise the area - a former industrial building at the junction of Shiffnall Street and Saville Street has recently been extended and converted to residential use in the form of apartments and planning permission was recently granted for a similar form of development at Bridgeman Place Works on the opposite side of Carlton Street to the southern portion of the application site. Work continues on the extension and conversion of Globe Works located south east of the application site, across Bridgeman Place. Members will recall that planning permission was recently granted for a substantial development at the junction of Bradshawgate and Trinity Street, directly opposite the southern portion of the application and including a multi-storey car park, an office building and a 20-storey residential tower. However, Officers can confirm that this development is unlikely to come forward in its approved form - as the Council is the landowner of the Trinity Gateway site, Officers are aware that discussions are continuing with developers over an alternative form of development for that site which is likely to be smaller in scale, though still substantial.
12. The site is subject to Policy TC7 of Bolton Core Strategy (Merchants Quarter) which states that the Council will ensure that Merchants Quarter will remain in predominantly employment uses focused on office, business and creative industries, will encourage the refurbishment of buildings for office, business and creative industry uses and will encourage some uses that are complementary to the predominant employment uses and sited in appropriate locations such as the Bradshawgate frontage or fronting new public squares or spaces. A predominantly residential development would therefore be a departure from Core Strategy policy as currently worded, but is considered to be a justifiable one, for the reasons set out in the remainder of the report.

Policy

The Development Plan

13. Committee should have regard to the requirements of the development plan as a whole. The following policies are considered to be particularly relevant.
14. 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.

15. 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, TC7 Merchants Quarter, TC11 Design in Bolton Town centre, IPC1 Infrastructure and Planning Contributions and Appendix 3 - Car parking standards.
16. Bolton's Allocations Plan (2014) - P7AP Strategic Route Network

Other Material Considerations

17. 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), Merchants Quarter (2009)
18. National Planning Policy Framework (July 2021) - 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.
19. 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, Public Rights of Way, Planning Obligations, Renewable and Low Carbon Energy, Travel Plans, Transport Assessments and Statements, Use of Planning Conditions, Viability, Water Supply, Wastewater and Water Quality
20. 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)
21. Planning (Listed Building and Conservation Areas) Act 1990 s. 66 - general duty as respects listed buildings in exercise of planning functions.
22. 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.
23. The Bolton Economy, Our Strategy For Growth 2016-2030
24. Consultation closed on Places For Everyone (formerly the Greater Manchester Spatial Framework) on 3rd October 2021. Bolton Council is one of the nine authorities that has committed to preparing a joint development plan. The site is not allocated within the draft of Places For Everyone. Only limited weight can be given to this draft plan; however, it is noted that it promotes the use of brownfield land and town centre regeneration.

Analysis

25. 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.

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

- the principle of the development
- impact on the character and appearance of the area
- impact on the setting of nearby listed buildings, the surrounding Conservation Areas and other Heritage Assets
- impact on housing provision
- impact on Bolton town centre and Bolton's economy
- impact on the road network
- impact on ecology, biodiversity and trees
- impact on living conditions, future occupiers and existing nearby uses
- 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

The Principle of the Development

27. Policy TC7 of Bolton's Core Strategy states that the Council will ensure that Merchants Quarter will remain in predominantly employment uses focused on office, business and creative industries, will encourage the refurbishment of buildings for office, business and creative industry uses and will encourage some uses that are complementary to the predominant employment uses and sited in appropriate locations such as the Bradshawgate frontage or fronting new public squares or spaces. Strategic Objective 4 promotes the creation of a transformed and vibrant Bolton town centre.

28. The Allocations Plan does not allocate specific sites within Bolton town centre and instead contains a general allocation for the whole of the town centre, envisaging that 25-35 hectares of land within Bolton town centre will be made available for employment use in the period up to 2026.

29. The development of this site for predominantly residential purposes would be inconsistent with the stated aim of Policy TC7 - ensuring that the Merchant's Quarter area remains in predominantly employment uses focused on office, business and creative industries. No office uses are proposed by this application. The scale of the residential element cannot reasonably be considered to be complementary to a predominant employment use. The proposed predominantly residential development is considered to be a departure from the aims of Policy TC7 but is however considered to be a justifiable one.

30. Paragraph 60 of the NPPF states, to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.

31. Paragraph 120 of the NPPF relates to making effective use of land and states that planning decisions should:-
- give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land
 - promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained
32. Paragraph 122 of the NPPF states that planning decisions need to reflect changes in the demand for land. Where the local planning authority considers there to be no reasonable prospect of an application coming forward for the use allocated in a plan, it should, as part of plan updates, reallocate the land for a more deliverable use that can help to address identified needs. In the interim, prior to updating the plan, applications for alternative uses on the land should be supported, where the proposed use would contribute to meeting an unmet need for development in the area.
33. Members will be aware that the Council is currently not able to demonstrate a 5-year supply of deliverable housing sites and that although the most recent Five-Year Housing Land and Housing Delivery Test December 2021 Position Statement gave a figure of 4.8 years, there is still a presumption in favour of sustainable development as the supply is under 5 years. The Statement also suggests that a supply of at least 5.5 years would be required for the LPA to sufficiently demonstrate a deliverable 5-year supply (taking into account completions and schemes falling away). The proposed development of 269 new homes would significantly contribute to the Council's housing supply and Officers consider this should be given significant weight in the planning balance.
34. Whilst the Merchants Quarter site has not been reallocated in the manner that para 122 of the NPPF suggests 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. That said, whilst it is a material consideration, it does not have the status or weight of a development plan policy or an SPD as it did not go through the relevant adoption process for such policies. Nevertheless, it clearly demonstrates the Council's regeneration aims for Bolton town centre and also suggests that this will be predominantly led by residential development when considered across all areas and across the town centre as a whole. For the Merchant's Quarter area (known as the Trinity Quarter area within the Bolton Town Centre Framework) it envisages a significant mixed Grade A office and residential development for the area as a whole, retaining the grid-iron street pattern and connecting the quarter with a central pedestrian axis, anchored by a series of interlinked squares. That said, it does suggest that the Bradshawgate frontage part of the area would be developed as Grade A office development. It is therefore considered that the proposed development of the site for predominantly residential purposes would therefore be inconsistent with the aims of the Trinity Quarter section of the Bolton Town Centre Framework at the level of the application site itself, but would be consistent with its aims across the Trinity Quarter area as a whole and across the whole town centre.
35. The Merchants Quarter SPD was published in 2009 and provided further details to the policies contained within the 2005 Unitary Development Plan in force at that time. Since then the UDP document has been superseded by the Bolton Core Strategy and Allocations Plan, and is no longer used for determining applications. In addition, the national policies on which the UDP and

SPD were based have since been replaced and updated. Therefore, it is considered that only limited weight can be applied to the policies contained within this document where they relate to the allocation of land for particular purposes.

36. Since the Core Strategy was adopted in 2011 no planning applications have been submitted which seek to fulfill the aim of ensuring that Merchants Quarter remains in predominantly employment uses focused on office and business. Whilst employment uses exist, they are very limited and vacant former buildings originally constructed for employment purposes - Globe Works, Bridgeman Place Works and Blackburn's Mill at the junction of Shiffnall Street and Saville Street have either been or are in the process of being converted to residential uses. Saville Mill (between Brightmet Street and Shiffnall Street) has been demolished. The former Bolton Corporation Tram Works building at Carlton Street is now in use as a wedding venue. It is therefore considered that there is no reasonable prospect of an application coming forward for the predominantly employment use allocated in the development plan and therefore the land should be repurposed for a more deliverable use that can help to address identified needs - in this case, addressing the housing needs shortfall. That said, it is still necessary to ensure that any residential development is compatible with any legacy employment uses within the area, together with any other existing non-residential uses.
37. Whilst the proposed predominantly residential development would represent a departure from the predominantly employment-based aims of Policy TC7 of Bolton's Core Strategy, it is considered that para 122 of the NPPF is engaged and alternative uses that can help to address identified needs should be considered in a positive manner. The proposed development would also be entirely consistent with the aims of paragraph 120 of the NPPF in that it would promote and support the development of under-utilised land and buildings to meet identified needs for housing where land supply is constrained. The principle of the use of the application site for residential purposes is therefore considered to be acceptable, subject to the issues addressed below.

Impact on the Character and Appearance of the Area

38. 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.
39. 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
40. 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.

41. Core Strategy Policy TC7 relates specifically to development within the Merchant's Quarter area however, it refers primarily to the allocation of uses rather than seeking to promote or discourage particular forms of design or architecture.
42. The National Planning Policy Framework (July 2021) 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. Paragraph 130 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
43. Paragraph 134 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.
44. The Government published its National Design Guide on 1st October 2019 as part of the National Planning Practice Guidance.

45. Officers consider that Core Strategy policies CG3 and TC11 are consistent with the NPPF and can be given substantial weight in the consideration of design matters.
46. 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 application site, and draws attention to matters such as urban form, scale, massing and detail. The application site falls entirely within the Shiffnall Street / Bridgeman Place area and the Building Bolton SPD notes that this area formed part of the original "ring of fire" that once surrounded Bolton town centre and notes the regular street grid and the consistent and distinctive townscape character. The SPD suggests that, at the site planning stage, consideration should be given to the development of internal courtyard spaces and that materials, massing and scale of new buildings and public realm should complement any retained structures.
47. As noted above, this is an outline application with all matters reserved, including appearance, scale and layout. Nevertheless, the description of the proposed development includes the words "up to 269 dwellings" and therefore the Council needs to be satisfied that a development of up to 269 dwellings on this relatively small site would not unacceptably harm the character and appearance of the area by way of its scale

Scale

48. Officers consider that the indicative scale of the proposed development has been developed to take account of the surrounding land uses and the other proposed developments in the area. As a result it is proposed that the scale of buildings on the northern end of the site will be 5 to 6 storeys in height reflecting the scale of some of the existing buildings on Bradshawgate such as the Picture House and the Cube. The scale of buildings then increases towards the centre of the site along Shiffnall Street to 6 and 7 storeys. On the southern tip of the application site, a tower of 16 storeys is proposed, flanked by buildings of 6 and 8 storeys, reflecting the potential of this part of the site to create focal point and taking account of its gateway location. Members will of course be aware that planning permission was recently granted for a substantial development at the junction of Bradshawgate and Trinity Street which included a 20-storey residential tower. However, whilst this development is now unlikely to come forward in its approved form, the Council's decision to grant consent for a development of 20-storey on land opposite the application site - and the fact that this consent remains capable of being implemented - should be given substantial weight in the consideration of the indicative proposal for a 16-storey tower. The issues which were found to justify a tall building at the junction of Bradshawgate and Trinity Street are considered to apply equally for this site at the junction of Bradshawgate and Bridgeman Place - that it allows for a highly-efficient use of land within a town centre, that it would result in a significant amount of people living very close to Bolton's transport interchange and therefore in a sustainable manner, that it allows for a better mix of dwelling types and that 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 73 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.
49. As with other major development proposals within Bolton town centre, proposals at this site have been subject to engagement with the Design Review process via Places Matter (RIBA North West, Liverpool). A proposal for a high density residential-led mixed-use scheme of up to 698 apartments with the scale of the new buildings ranging from 13 to 20 storeys was presented to

the panel in May 2020. The panel's response did not directly raise concerns over the scale of the proposed development but did suggest that it was essential that a development of the scale originally proposed needed careful consideration of its context, that great weight needed to be given to the "liveability" of the development and that the development did not at that time demonstrate sufficient regard for its context or for the living conditions of future occupants. A key statement within the panel's response was that:-

"Height in itself is not necessarily an issue, but without the drawn context and analysis, it is not possible to test the relative importance of each element and for you to create a coherent and distinctive composition"

50. Whilst noting the panel's view that height was not necessarily an issue (subject to careful design consideration) the applicant sought to address the panel's response by significantly reducing the scale of the development from up to 698 units to 394 units with a generally uniform 10-storey character and this formed the basis of the submission of the planning application in October 2020. However, Officers took the view that the development still did not pay sufficient regard to the panel's clear recommendation that the development should take account of its context. This resulted in an amended scheme, reducing the unit numbers further to the "up to 269" now proposed and ensuring that the northern part of the development (closest to the core and more historic part of Bradshawgate) was compatible with existing buildings on Bradshawgate in terms of scale, in particular larger buildings such as the Picture House and the Cube and that a gateway feature in the form of the 16-storey tower was proposed. This resulted in a far less uniform scale of development - from the uniform 10-storey development originally submitted to one which generally steps up along Bradshawgate from initially 5/6 storeys to 8 storeys and ends with the 16-storey gateway feature tower.
51. Officers note that the application is supported by extensive analysis within the Design & Access Statement which clearly demonstrates that the degree to which the design team has engaged with the comments of the Design Review panel and carefully analysed the existing context. Whilst the proposals now under consideration have not returned to the panel for review, the Applicant has indicated a willingness to ensure that any reserved matters scheme is offered for review, should Members be minded to accept the proposals at outline stage.
52. The Council's Design and Conservation Officer has assessed the scheme in its current form and notes that the scheme is in outline which makes assessment of the impact on the townscape difficult as much will rely on the detailed design. Reservations are expressed about some of the disparities of scale proposed - six storeys fronting Bradshawgate in relation to the generally three-storey character and similarly in relation to the generally three or four storey character of existing buildings on the relatively narrow Carlton Street. As regards the suggested 16-storey gateway feature tower, the Design and Conservation Officer considers that the tower will need to be detailed to a high standard and in a manner that reduces the perceived mass and scale and suggests a slimmer profile, perhaps set back at the fourth or fifth floor. Other comments made relate to the detailed design stage and would need to be taken into account at that point.
53. Officers have carefully taken these comments into account but note that whilst the characteristic scale of the Bradshawgate frontage is three-storey, larger buildings do exist. The former Sun Alliance House building at the junction with Silverwell Street rises to six storeys, albeit making use of a setback at third storey. The Picture House and the Cube are both seven storeys and are in relatively close proximity to the application site. With the Design Officers support, consent was recently granted for the two-storey extension of the Bridgeman Place Works building directly opposite the application site on Carlton Street, resulting in a five-storey building, once completed. As for the tower feature, Officers note that this would be four storeys lower than the

approved development at Trinity Gateway and as this approved development does not make use of setbacks, the proposed tower would have a very similar massing. Officers therefore conclude whilst disparities of scale would exist (for example, much of the existing development opposite the site is of a two-storey form), the disparities would not be of a degree that could not be mitigated by good design at the reserved matters stage. Furthermore, when viewed in a wider context and taking account of large buildings which already exist on Bradshawgate together with the scale of the nearby Globe Works building (as extended) and the acceptability of the 20-storey building opposite, the indicative plans are considered to be compatible with their surrounding in terms of scale.

54. For the reasons given above, it is considered that a development of up to 269 apartments can be accommodated on this site without unacceptable harm to its surroundings, provided that this is mitigated by good design at the reserved matters stage.
55. It is noted that an objection has been received on behalf of the owner of an area of land at Carlton Street. This land forms part of the same block as the southern part of the application site (as bounded by Bradshawgate, Shiffnall Street, Carlton Street and Bridgeman Place) but is not within the Applicant's ownership and does not form part of the current proposals. Part of the grounds of objection are that it would lead to "piecemeal" development and that it would have a detrimental effect on any future proposals to develop the objector's site - that it would, in essence, be "unneighbourly". Officers have considered this representation but note that no application to develop this piece of land has ever been submitted, nor even have any informal discussions taken place. Despite the application being originally submitted some 16 months ago, this still remains the case. It is not considered to be in any way reasonable to delay or defer development of the application site on the basis of something that may never happen. In terms of the objector's future ability to develop their site, the applicant has indicated in their submission the potential for this to take place, but this would need to be considered on its own merits should an application be submitted.

Impact on the Setting of Nearby Listed Buildings, the Surrounding Conservation Areas and other Heritage Assets

56. 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.
57. 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.
58. Chapter 16 of the NPPF "Conserving and enhancing the historic environment" emphasises at paragraph 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, Paragraph 194 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. Paragraph 195 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.

59. Paragraph 199 of the NPPF states that 'when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm.'
60. Paragraph 196 states that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimal viable use'.
61. Paragraph 206 states that 'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably'.
62. 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 an 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".
63. Section 72 of the Act requires the Local Planning Authority to pay special attention to the 'desirability of preserving or enhancing the character and appearance' of the designated areas. Consequently, it is important to consider the developments contribution to the townscape character of the conservation areas and the impact of the proposed development on this aspect of the wider historic environment.
64. As noted in the "site characteristics" section above, the application site does not lie within a Conservation Area, though the northern parcel is situated reasonably close to the south-eastern extremity of the Mawdsley Street / Nelson Square Conservation Area. Listed Buildings within this area are limited but include the former grammar school building fronting Great Moor Street, the former baths at Lower Bridgeman Street and Trinity Church. Views of Bolton Town Hall are available when approaching the site from the south.

Impact on the Mawdsley Street / Nelson Square Conservation Area

65. This Conservation Area ends at the junction of Bollings Yard (opposite Breightmet Street) and Bradshawgate. It is separated from the application site by the existing three-storey building known as Caroline House. Whilst development is proposed behind this building to a height of six storeys and may be visible from Bradshawgate from certain viewpoints, it is considered that Caroline House will screen the development to such a degree so as to mean that there will be no real impact on views from the Conservation Area. Similarly, whilst development is proposed for the Bradshawgate frontage beyond Caroline House, this is considered to be so distant as to have no real effect.

Impact on Nearby Listed Buildings

66. All of the three closest listed buildings, including Trinity Church, are considered to be sufficiently distant and separated by existing development so as to mean that there will be no impact on their setting.

Impact on Bolton Town Hall

67. Extensive analysis was carried out in the consideration of the application for the 20 storey opposite to ensure that the dominance of Bolton town hall would remain unchallenged by the construction of any tall buildings on the periphery of Bolton town centre. It therefore follows that the development of the smaller tower building indicated, further away from the Trinity Gateway site, but be similarly acceptable on this particular point.
68. The impact of the proposal on nearby heritage assets is considered to be acceptable and the proposal is therefore considered to comply with Policies SO11, CG3 and TC11 of Bolton's Core Strategy.

Impact on Housing Provision

69. 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.
70. 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.
71. 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. Paragraph 60 emphasises the importance of a sufficient amount and variety of land can come forward where it is needed, and paragraph 73 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.
72. Paragraph 74 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 paragraph 11 is therefore engaged.
73. 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 period 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 centre would therefore put these areas at greater risk.
74. 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. It envisages a significant number of residential units within this area and across the town centre in general. It is clear that the Framework sees a significant increase in the number of residential properties in Bolton town centre as a key factor of its approach. Regeneration here, specifically, residential-led regeneration, will be an important catalyst for the wider Bolton town centre.
75. 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 at the heart of Bolton town centre and reasonably close to Bolton Interchange.

76. The provision of new residential development to meet housing need is a material consideration relevant to the determination of this application. This proposal provides the opportunity for the delivery of 269 new homes in an accessible location a short distance from key town centre sites such as the Market Place and the rest of the retail core of Bolton town centre. 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.
77. The Council's Growth and Regeneration Manager has noted 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. It 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.
78. 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 Town Centre and Bolton's Economy

79. 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.
80. 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.

81. 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.
82. The NPPF states in paragraph 8 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. Paragraph 81 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. Paragraph 83 states the importance of recognising and addressing the specific locational requirements of different sectors. The NPPF states at paragraph 86 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.
83. It is considered that the Core Strategy is consistent with the NPPF and can be given significant weight.
84. The economic benefits of the development are considered to include the following:
 - 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.
 - improved commercial floorspace accommodating new jobs and footfall, together with the construction jobs and a major capital investment into Bolton.
 - 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.
 - 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 application site is

included as a key intervention area and the proposal would deliver on the Town Centre Framework objectives for this area – a step change in the number of new homes in the area together with improvements to the public realm

- 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 Civic and Retail Core of Bolton town centre 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
 - positively transforming the image and profile of the area through a critical mass of development.
 - the delivery of 269 dwellings where there is currently a limited market in Bolton town centre that focuses mainly on social rent and student accommodation. This private rented sector housing will attract economically active residents to the town centre and to increase footfall and spend
 - provision of new areas of public realm within the development, improving the appearance links between Bradshawgate and the less active parts of Merchants Quarter
85. Planning Officers note the economic and social benefits of the proposal which are very significant material considerations in the determination of this application. By increasing the housing offer within Bolton town centre (in accordance with the Town Centre Framework), 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 SO3, SO4, SO5 and TC5 of the Core Strategy.

Impact on the Road Network

86. 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.
87. 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.
88. 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.

89. Chapter 9 of the NPPF relates to the promotion of sustainable transport. Paragraph 104 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. Paragraph 105 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. Paragraph 107 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.
90. Officers consider that whilst 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.
91. This is an outline application with all matters reserved for later consideration. At this point in time, it seeks only to gain the Council's approval for the principle of residential development for up to 269 units on this site. Matters such as the access from the road network and the final numbers of car parking spaces would need to be considered at the reserved matters stage. Nevertheless, in order to provide a degree of comfort that the site can accommodate this number of residential units without unacceptable harm to the road network, indicative plans have been submitted which indicate 47 car parking spaces on the northern parcel (accessed from Shiffnall Street) and 8 spaces on the southern parcel (accessed from Carlton Street), a total of 55 spaces for 269 units or around one space per five units. However, these plans would not form part of the planning approval and are only provided to demonstrate the acceptability of the principle of 269 residential units at this site.
92. Highway Engineers note the accessibility to sustainable modes of transportation and to Bolton town centre and its amenities and car parking provision and consider this to form an element of justification for a reduction in parking standards. Whilst it would have been preferable for the proposed development to have been tested against the AIMSUM model for Bolton town centre (so that the impact of the vehicle movements caused by the proposed 55 car parking spaces could have been assessed in terms of the impact on traffic flows in this part of Bolton town centre), Officers accept that whilst the two car showrooms have been demolished, car sales is an unusual use in that it can take place outside of a building. The two sites either side of Shiffnall Street could lawfully be used for the purposes of car sales and it is this baseline against which the traffic impact should be assessed. Officers consider that the difference between the traffic impacts of the lawful potential car sales use and the proposed 55 car parking spaces would be negligible and therefore there is no justification at this stage for requiring assessment via the AIMSUM model.
93. Highway Engineers confirm that they have no objection to the proposed development. The impact on the road network is considered to be acceptable in terms of vehicle movements and to be beneficial in terms of an improved pedestrian environment and improved permeability and to comply with policies P5 and S1 of Bolton's Core Strategy and the Accessibility, Transport and Road Safety SPD.

Impact on Ecology, Biodiversity and Trees

94. 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.

95. Chapter 15 of the NPPF "Conserving and enhancing the natural environment" states at Paragraph 174 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 (Paragraph 179). Paragraph 180 further comments that opportunities to incorporate biodiversity improvements in and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity.
96. 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.
97. The application is supported by a Preliminary Ecological Appraisal, prepared by BEK Enviro Ltd. Greater Manchester Ecology Unit and the Council's Greenspace Officers were consulted on the application and their responses have been taken into account in this section of the report.
98. The PEA considered that the site is of low conservation value. GM Ecology Unit accepted this characterisation but recommends that information be added to any consent to provide advice in the unlikely event that bats or birds were encountered during site clearance works. However, all buildings within the site boundary have since been demolished. GM Ecology Unit also makes recommendations as to how biodiversity gain could be achieved for a development at this site - integrated bird and bat boxes into the new units, use of green roofs and living walls and also the use of native/wildlife friendly planting within the landscaping of the site - however, these are all issues for the reserved matters stage.
99. For the reasons above, the impact of the proposal on ecology, biodiversity and trees is considered to be acceptable and the proposal has the potential at the reserved matters stage to lead to biodiversity gain, compliant with Core Strategy Strategic Objective 12, Core Strategy Policy CG1.1 and the relevant national policies.

Impact on Living Conditions, Future Occupiers and Existing Nearby Uses

100. 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.
101. The NPPF contains in paragraph 8 an environmental objective that development should minimise pollution. Paragraph 174 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.

102. Paragraph 188 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.
103. 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.
104. The key issues are considered to be noise and pollution from the nearby transport infrastructure and potentially from evening activities such as those at the Alma Inn and the Excellency wedding venue, together with the living conditions experienced by future occupants in terms of internal layout and outlook.

Noise

105. Paragraph 185 of the NPPF states that planning decisions should ensure that new development is appropriate for its location taking into account the likely and cumulative effects of pollution (including noise) on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. They should mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development and avoid noise giving rise to significant adverse impacts on health and the quality of life.
106. Paragraph 187 states that planning decisions should ensure that new development can be integrated effectively with existing businesses and community facilities such as places of worship, pubs, music venues and sports clubs. Existing businesses and facilities should not have unreasonable restrictions placed on them as a result of development permitted after they were established. Where the operation of an existing business or community facility could have a significant adverse effect on new development (including changes of use) in its vicinity, the applicant (or 'agent of change') should be required to provide suitable mitigation before the development has been completed.
107. The application is supported by a Noise Impact Assessment prepared by Environmental Noise Solutions Ltd. The survey found that, during the daytime, the ambient noise climate at the application site is characterised by constant road traffic on Bradshawgate and Bridgeman Place, with intermittent traffic on local roads. During the night time, music noise from the neighbouring Alma Inn public house also contributed to ambient noise levels in localised areas. No noise was noted from the Excellency wedding venue or the Bridgeman Place Works café during the course of the noise survey. Officers are satisfied that as the noise survey in particular relation to the Alma Inn was carried out on 7th March 2020 (prior to any restrictions being imposed related to the pandemic) it can be considered to represent a reasonably accurate picture of the noise environment. The Council's Pollution Control Officers have assessed the noise survey and consider it to be acceptable at outline stage though further surveys and detailed designs will be required at the outline stage. A condition will be imposed to this effect.
108. For the reasons given above, it is considered that the noise sensitive uses proposed (residential) can be accommodated at this location without harm to the living conditions of future occupants and without placing unreasonable burdens or restrictions on the ability of existing evening economy uses to operate.

Impact on Nearby Uses

109. There are currently no residential uses within close proximity to the site, therefore issues of overlooking and privacy are not considered to be relevant. That said, planning permission has recently been granted for the extension of Bridgeman Place Works to the east of the application site, on the other side of Carlton Street. Nevertheless, the indicative drawings submitted with the application currently before Members, demonstrate that due to land ownership issues, the eastern edge of any new building would be set significantly back from the Carlton Street footway. The indicative drawings also demonstrate that it would be possible to accommodate the 269 units proposed without relying on principal windows of new units having an unacceptable relationship with the units proposed for the Bridgeman Place Works development. Therefore, whilst it may be necessary for any reserved matters application pursuant to this outline application to take account of any development to the east, should it be, implemented, it is not considered that the two development proposals are, in principle, in any way incompatible.
110. The other surrounding uses are primarily commercial or administrative, with the exception of the Excellency wedding venue on the other side of Carlton Street. The Construction Environmental Management Plan condition required by Pollution Control colleagues is considered to be sufficient to ensure that, during the demolition and construction phase, the living conditions of nearby residential uses are not unacceptably affected and existing business do not have unreasonable restrictions placed on their ability to operate. During the operational phase, it is not considered that, subject to conditions relating to the control of plant noise, any of the proposed uses are capable of having any significant negative impact on existing nearby uses. The uses proposed – primarily residential, with limited commercial space – are all entirely typical town centre uses and already exist comfortably elsewhere within Bolton town centre.

Living Conditions of Future Occupiers

111. Detailed (though indicative) internal layout plans have been provided for all floors and demonstrate that a development of up to 269 units can be accommodated on this site whilst complying with the national standards for internal space. Officers are satisfied that the internal layouts are acceptable and that an appropriate range and mix of dwelling types would be provided. An indicative amenity space plan has been submitted which demonstrates that primarily rooftop terraces could be provided in appropriate locations to deliver 3,159 square metres of private and communal external amenity space. This would result in 12 square metres of space per unit, slightly less than the Council's standard of 18 square metres per unit; however, this is considered to be reasonable within a town centre context. Furthermore, it could be the case that additional amenity space could be accommodated via the use of balconies, though this would be a matter for the detailed design stage.

Air Quality

112. 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.
113. An Air Quality Assessment was prepared by Redmore Environmental to ascertain the existing air quality situation and the potential demolition, construction and operational impacts. Potential air

quality impacts from fugitive dust emissions during the construction phase were assessed as a result of demolition, earthworks, construction and trackout activities. The assessment considers that the use of good practice control measures would provide suitable mitigation for a development of this size and nature and reduce potential impacts to an acceptable level.

114. Pollution Control Officers accept the findings of the AQA though they did raise concerns over four units with ground floors fronting Bridgeman Place. Whilst the air quality experienced at these units would be within the generally accepted parameters, they would be close the maximum level and would experience the worst air quality conditions relative to any other units. Officers have taken the view that the air quality situation together with noise from vehicles on Bridgeman Place and the poor outlook from these units mean that they should be relocated elsewhere. The Applicant has therefore provided amended plans which demonstrates that up to 269 units could be accommodated on the site without needing to locate ground floor residential uses at Bridgeman Place.
115. Conditions could be imposed to require a construction management plan to ensure that dust is controlled during the construction phase and limits on emissions from any gas boilers associated with the development will mitigate the impact of the development on air quality.
116. 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

117. Core Strategy policy H1 seeks to ensure that new development proposals contribute appropriately through planning contributions to meet the health needs that they generate.
118. 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".
119. This is an outline application and therefore no detailed drawing of public realm improvements can be provided at this stage. Nevertheless, the Applicant has provided indicative drawings which show a willingness to provide new footway surfacing with appropriate street furniture together and new public space fronting Bradshawgate with hard and soft landscaping, public art, water features, lighting and associated street furniture.
120. A Viability Appraisal has been provided and has been assessed by the Assistant Director for Economic Development who has compared the appraisal and values and costs as set out within the submitted appraisal and the overall approach submitted, to assess and present the viability of the proposed development and considers it to be appropriate. The viability submission has been approached comprehensively and appropriately applies the principles set out in planning and RICS guidance. The scope and nature of the appraisal is consistent with other appraisals

provided to the Council in other town centre brownfield sites and therefore meets expectations for such a scheme.

121. The appraisal sets out benchmark values that are ambitious and would support the Council's aim of increasing the benchmark land values across the Town Centre to support regeneration, and so are not considered to be artificially low. The build costs are set at a competitive rate in a difficult and uncertain construction market and so are not set unreasonably high and consistent with RICS guidance, even below anticipated values. The sensitivity testing has demonstrated even with positive assumptions on current values that there is a limited profit potential and then with 5% and 10% potential growth that profit assumptions only achieve 5.47% and 9.52% respectively against assumed profit benchmarks of 20%. The Assistant Director also notes that there are significant areas of public realm incorporated into the scheme and costed up that will support the Council & TfGM upgrades of the Trinity Way / Bradshawgate / Bridgeman Place junction by creating additional public space at a cost to the development.
122. On the basis of a £1.7m contribution to public realm and costs that are in accordance with RICS guidance then the appraisal demonstrates that the development will not be able to contribute to further public realm costs or S106 costs.
123. Subject to later detail, the development has the potential to deliver high quality improvements to the public realm, consistent with Policy IPC1. The submitted Viability Appraisal demonstrates that, other than the public realm works indicated on the submitted application, the development does not have a capacity to sustain any greater contributions. It is therefore considered that the development is 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

124. Strategic Objective 13 aims to reduce the likelihood and manage the impacts of flooding in Bolton, and to minimise potential flooding to areas downstream.
125. 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.
126. Paragraph 167 of the NPPF states that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere and that where appropriate, applications should be supported by a site-specific flood-risk assessment. Paragraph 169 states that major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should take account of advice from the lead local flood authority, have appropriate proposed minimum operational standards, have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development and where possible, provide multifunctional benefits.
127. Officers consider that both Core Strategy policy SO1 and CG1 are consistent with the NPPF and can be given substantial weight.
128. 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.

Flood Risk

129. The entire site is located in flood zone 1, with therefore the lowest risk of flooding from fluvial sources. This means that it is not necessary to apply the sequential or exception tests. The southern parcel has some risk of surface water flooding during exceptional periods of rainfall but the solution proposed is to raise the finished floor levels to 300mm above existing in order to address this. Flood Risk colleagues consider this approach to be acceptable.

130. The development is therefore considered to be acceptable in principle from a flood risk perspective, provided that the development takes reasonable measures to reduce flood risk elsewhere via the adoption of sustainable urban drainage measures.

Surface Water Runoff

131. The Council's policies seek to ensure a minimum 50% betterment in flow rates from a newly developed brownfield site – in other words, that the rate of water leaving the site should be at least 50% lower than the previous situation. The policy is also to seek discharge as high up the drainage hierarchy as is reasonably possible:-

- discharge into the ground via infiltration
- to a nearby surface water body such as a river, culverted river or other watercourse
- to a dedicated surface water sewer, highway drain, or another drainage system that takes only surface water
- to a combined sewer that takes both surface water and foul flows

132. This is an outline application and therefore no detailed drainage design can be developed at this stage. However, Flood Risk colleagues confirm that reasonable steps have been taken to engage with the drainage hierarchy and that, subject to later detail, a SuDS system could be installed at the site that would reduce flows by 50%. A condition will therefore be imposed requiring this detail.

133. The impact on surface water drainage and flood risk is considered to be acceptable.

Impact on Sustainable Construction and Energy Management

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

135. 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.

136. 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.

137. 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.
138. 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.
139. The site is directly adjacent to 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, leisure facilities and employment opportunities. It is approximately 10 minutes' walk to and from Bolton's transport interchange and accessibility will be improved via the public realm works proposed. Storage for at least one cycle per units is shown on the indicative plans.
140. This is an outline application and therefore detailed energy conservation measures cannot be considered at this time. However, the application is supported by an Energy Statement prepared by Energy Evaluation which assesses the proposal from a sustainable construction and energy management perspective. The statement suggests that solar panels could be incorporated within the design in order to achieve the Council's target of a 10% reduction in CO2 emissions in comparison with the existing Building Regulations baselines. However, it is also noted that much of the rooftop would be used for amenity space rather than for energy generation. However, the Energy Statement also suggests other methods by which the standards could be achieved including fabric first and by air source heat pumps.
141. Officers are satisfied that the Applicant is committed towards the incorporation of sustainable design and construction methods to achieving wherever feasible an exceedance of national and local policy requirements in respect of energy efficiency and carbon emission reduction targets. Further details are proposed to be conditioned, including provision for the charging of electric vehicles, to ensure these measures are duly considered and as the design evolves. 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

142. 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.
143. 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.
144. 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.

145. 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.
146. The application not at this stage supported by a Crime Impact Statement. However, GM Police accept that, at this outline stage, there is very little for them to assess in design for security terms. They instead recommend that the proposals be submitted for review at the reserved matters stage so that a Crime Impact Statement can be issued at that time.
147. The development is considered to comply with Policies SO9 and S1 of Bolton's Core Strategy for the purposes of outline approval.

Impact on Land Stability, Ground Conditions and Coal Mining

148. 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.
149. Paragraph 174 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.
150. Officers consider that Core Strategy policy CG4 is consistent with the NPPF and carries substantial weight.

Land Contamination

151. The application is supported by a Preliminary Risk Assessment prepared by Bek Enviro Ltd. The report notes that the site and its surroundings have an industrial past including its use for manufacturing and public transport maintenance and repair. The surrounding area also has significant industrial heritage. Based on the proposed residential development, the overall risk to human health is considered to be moderate. Further survey work in the form of a Phase II intrusive survey is recommended and would be required by a condition.
152. Pollution Control Officers accept the assessments' findings and consider the information sufficient for the outline stage, subject to a condition requiring further investigations.

Coal Mining Legacy Issues

153. In respect of coal mining and land stability issues the Coal Authority notes the submitted Coal

Mining Risk Assessment requires further work to be carried out prior to the commencement for development and recommends a condition to the effect.

154. 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 the approval.

Conclusion

155. This is an application for outline planning permission with all matters reserved and so the sole considerations at this stage are those that relate to the principle of residential development (with a small element of commercial space) for up to 269 units. Officers conclude that despite Policy TC7 reserving the Merchants Quarter area for principally business and commercial, other material considerations including the current shortfall in housing land supply and the absence of internal in regenerating this area for those purposes since the plan was adopted in 2011, justify a departure from the adopted policy.
156. Whilst the application is in outline, the Applicant has provided detailed indicative plans which demonstrate that 269 units could reasonably be accommodated on this site whilst meeting the national internal space standards and providing good access to external amenity space without requiring the use of external balconies - though ultimately this matter would only be fully resolved at the detailed stage. The indicative plans also suggest that whilst certain disparities of scale would exist - for example, six storey structures are proposed fronting Bradshawgate adjacent to the existing three storey building known as Caroline House and no buildings of the scale of the proposed 16 storey tower presently exist within this context - it is not considered that this disparities of scale are of such a degree that they could not be mitigated by good design. Officers have been clear to the Applicant that it is their expectation that the reserved matters application would be robustly assessed by the external design review process together with Officers' own assessment.
157. The development proposal under consideration is a significant regeneration scheme that has the potential to make a positive and lasting contribution to the vitality and viability of Bolton town centre in terms of increasing the town centre residential population. The social benefits of a significant increase in housing numbers in this location need to be taken into account, contributing to delivering a significant part of the shortfall in housing delivery in terms of demonstrating a five-year supply. Other social benefits will flow from the confidence that this demonstrates in the housing marking within Bolton town centre. The environmental impacts, in particular the impact on the Bradshawgate frontage and the impact of the tower feature are capable of being minimised by good design. Enhancements would flow in terms of a more cohesive and enclosed street scene and regenerating a long derelict site. The public realm improvements would have a transformative impact on the character and appearance of the application site, its immediate surroundings and that the way that this part of Bolton town centre functions.
158. 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.
159. It is considered that the proposals before Members represent an opportunity to make significantly better use of this inefficiently utilised part of the Bolton town centre, to increase the residential population of Bolton town centre, contribute to the housing supply deficit and to

increase confidence in the ongoing regeneration of the heart of the Borough.

Representation and Consultation Annex

Consultation

Consultation letters were sent to commercial premises and residential properties in the immediate vicinity of the site, including occupants the flats at the junction of Bradshawgate and Lower Bridgeman Street, the Excellency wedding venue and Caroline House. Four site notices were displayed around the site, each prominently located on a road frontage. Due to the indicative plans changes significantly in August 2021, the statutory consultation process was actually carried in full twice.

Representations

Two objections have been received from members of Bolton & District Civic Trust, commenting in a personal capacity. The issues raised include:-

- The scale and disposition of the scheme put forward smacks loudly of commercial over-development and a desperate bid to stuff the town with as much residential development as possible without due respect to need or mix of demography

Officer's comment:- for the reasons set out above, the proposals considered to be acceptable in terms of scale provided that this is mitigated by good design at the reserved matters stage and would make a significant contribution to housing supply at a time of continuing undersupply

- There is insufficient regard to the quality of external space, both private and semi-public, for residents

Officer's comment:- a plan has been provided indicating that 3,159 square metres of private and communal external amenity space. Additional private amenity space could potentially be accommodated via the use of balconies but this would be resolved at the detailed design stage. Indicative public realm proposals have been provided and a viability assessment has been submitted and assessed which demonstrates that additional public realm works or contributions would be likely to render the scheme unviable.

- The area is allocated for commerce

Officer's comment:- for the reasons set out above, material considerations are considered to indicate a departure from this policy

- The proposed 6 storey buildings for the northern element would clearly dwarf the adjacent buildings by quite a margin

Officer's comment:- the proposed 6 storey element would be significantly higher than the adjacent 3 storey Caroline House; however, a number of 6 storey buildings existing on the Bradshawgate frontage and therefore the difference in scale is not considered to be unacceptable in principle, provided that it is mitigated by good design at the reserved matters stage

- The proposed tower elements would overshadow the north block and imposing a huge verticality on this area, this has already been damaged by the consent for the 20-storey tower opposite

Officer's comment:- a micro-climate assessment, including sun path and daylight is included within the Design & Access statement and has been considered in the design. These demonstrate that whilst overshadowing of other elements of the scheme would take place at certain times of the day, this would not be unacceptable and that the tower would not cast a shadow for the majority of the

day. The approved 20 storey tower opposite is now unlikely to be developed in the manner originally envisaged but it is considered to represent the Council's acceptance, in principle, of structures of this scale in this area

- There are no details of green infrastructure, walls, roofs, surroundings, social and private external spaces, balconies, etc

Officer's comment:- this is an outline application and therefore all such matters are reserved for later consideration

- The proposal disregards the Council's published policies about the scale, style and type of development in this location

Officer's comment:- the scale of the development is considered to be acceptable if mitigated by good design. The style of the development would be resolved at the reserved matters stage. The type of the development (residential) is considered to be an acceptable departure from policy, for the reasons set out

- Given that the Council has already granted consent for 20 storey tower containing 144 apartments, together with the hundreds more proposed at Church Wharf, Central Street and Moor Lane) there surely cannot be a demand for another 269 apartments in the same location.

Officer's comment:- 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.

- The proposal would be considerably higher than the 4-6 storeys recommended in the Merchant's Quarter SPD.

Officer's comment:- the Merchant's Quarter SPD was adopted in 2009 and whilst it has not been revoked is not considered to be up to date. The scale of the development is considered to be acceptable if mitigated by good design

- There cannot, by definition, be more than one landmark building at this location

Officer's comment:- whilst the Trinity Gateway development is unlikely to come forward in the manner approved, there is not considered to be any reason which a junction of this scale and prominence cannot accommodate two landmark buildings

- The two towers, taken together, would create a very dark 'tunnel' entrance to the town centre

Officer's comment:- whilst the Trinity Gateway development is unlikely to come forward in the manner approved, it is difficult to see how two towers on opposite side of a road can overshadow that road at the same time each day

- The area is allocated for employment purposes

Officer's comment:- for the reasons set out above, material considerations are considered to indicate a departure from this policy

- Car parking provision is only 20%.

Officer's comment:- given the highly sustainable location, the Council's Highway Engineers consider the parking provision to be acceptable

- The public realm and amenity space proposed would be a series of sunless 'trapped' spaces between the high rise blocks, inadequate from both a residents and public usage point of view

Officer's comment:- sun path drawings have been submitted that demonstrate that whilst overshadowing of elements of the scheme would take place at certain times of the day, this would not be unacceptable

- The Merchant's Quarter SPD required a respect for the Victorian/Edwardian industrial character of the area but what is proposed is a series of monolithic 'modernist' blocks without reference to the character of the area at all

Officer's comment:- this is an outline application and therefore all such matters are reserved for later consideration

- where is the affordable or family housing?

Officer's comment:- it is not the Council's policy to seek affordable housing requirements within Bolton town centre but instead to seek improvement to the public realm, which are indicated on the drawings. Whilst indicative only, the submitted plans suggest 120 two-bedroomed dwellings and 24 three-bedroomed dwellings, all of which would be capable in principle of accommodating families

- The Applicant seeks to argue that the policies contained within the NPPF should take precedence over the Council's own adopted policies.

Officer's comment:- the NPPF is a material consideration in the determination of planning policies and Officers consider that appropriate weight has been given to both the development plan and to the NPPF

A formal objection has been received from Bolton & District Civic Trust, including the issues raised below:-

- The development is considered to put in jeopardy future sustainable development and regeneration within Bolton Town Centre

Officer's comment: future applications elsewhere within would be considered on their own merits and in the light of national and local planning policies

- the development exceeds the recommended six-storey height for this part of the Merchants Quarter (MQ) zonation. Approving such an excess over guidance would only set a precedent for future applications within the MQ zone and would, thus, be self-defeating.

Officer's comment:- the Merchant's Quarter SPD was adopted in 2009 and whilst it has not been revoked is not considered to be up to date. The scale of the development is considered to be acceptable if mitigated by good design. future applications elsewhere within would be considered on their own merits and in the light of national and local planning policies

- The development's street expression seems unrelated to the local distinctiveness of the Merchants Quarter character contrary to adopted guidance which suggests that new buildings in

this zone should base their character on historical cues from retained and former buildings

Officer's comment:- this is an outline application and therefore all such matters are reserved for later consideration

- Views west towards the approved development at the junction of Bradshawgate and Trinity Street would be oppressive.

Officer's comment:- whilst the Trinity Gateway development is unlikely to come forward in the manner approved, Bradshawgate is considered to be sufficiently wide to accommodate a reasonable outlook from developments on either side

- Due to the constraints of the surrounding highways, there is insufficient space available to provide sufficient amenity space for future residents. There is little or no existing or proposed green space easily accessible to future residents. It is essential that any high-rise development needs either to have ready access, through its location, to the quality public realm space or the development proposals need to incorporate desirable and significant communal and public realm space

Officer's comment:- a plan has been provided indicating that 3,159 square metres of private and communal external amenity space. Additional private amenity space could potentially be accommodated via the use of balconies but this would be resolved at the detailed design stage. Indicative public realm proposals have been provided and a viability assessment has been submitted and assessed which demonstrates that additional public realm works or contributions would be likely to render the scheme unviable.

- Adopted policies do not advocate a dominant role for residential development in this area

Officer's comment:- for the reasons set out above, material considerations are considered to indicate a departure from this policy

- It is not acceptable that the design form of the development does not adequately address the need to adapt for climate change. The Energy Report document does not provide reassurance that this is a climate adapted design. It states that 'Initial predictions indicate that some flats may require alternative configurations or additional ventilation to ensure satisfactory conditions during the summer months. Further investigation into summer time overheating risk is recommended.'
- The development proposal of suggested level of solar photo-voltaics (PV) is derisory. Advances in PV mean that even vertically fixed PV panels can now attain efficiencies equivalent to optimal PV orientation installation of 5 years ago. The lack of a quantified commitment clearly also shows a lack of ambition.
- Ground source heat pumps are dismissed when these can be a feasible renewable for the site, especially if piling is needed, as would most likely for a 10-storey structure.
- The issue of artificial ventilation for the 10-storey building is inadequately considered. With future global warming, as well as consequent and more prolific heat-wave events during the, presumed, design life of the development, the energy demands of any artificial ventilation could be quite significant. Indeed, even the development's Energy Report concedes that due to, 'the potential for higher summertime temperatures as a result of climate change a more thorough investigation into the potential risk of overheating may be required once more detailed specifications are known.'

- Within the design there is little evidence of any ambition to incorporate appropriate design measures, to mitigate for and adapt to climate change in order to take account of the prospective design life of the development that can be expected to extend well beyond 2050. Therefore, the development does not prove itself consistent with the (Adopted 2019) UK Government carbon reduction target for 2050 of Net Zero carbon.

Officer's comment:- this is an outline planning application and many of the issues raised about are matters of detailed design. The highly sustainable location of the development, the relatively low number of parking spaces indicated and the efficient use of land proposed are considered to make a positive contribution towards mitigating climate change. The purposes of the submitted documentation is primarily to provide advice to the Applicant and their teams about possible measures that could be incorporated. At the detailed design stage, it will be necessary for the Applicant to demonstrate how they intend to comply with the Council's policy of ensuring a 10% reduction in Co2 emissions compared with the current Building Regulations baseline. There is no policy requirement for this to be a carbon neutral development in its own right.

An objection has been received from the owner of an area of land at Carton Street which forms part of the same block as the southern portion of the application site. The issues raised include:-

- On several of the revised drawings there is shown an outline on the Carlton Street site annotated 'Outline of future development' – this is a fabrication. There has been no planning permission applied for nor granted on my client's site. My client requests this is removed from the drawings as it is wrong and wholly misleading.

Officer's comment:- In their May 2020 assessment of the scheme (as it then stood), the Place Matter panel stated "You need to envision how those parts of the urban block which you don't control and those uses adjacent to it, might be developed and used in future as the wider Bolton strategy takes hold. This does not mean that you need to design these elements, just to accommodate your sense of what they might be and how they could affect or even contribute to your development. The "outline of future development" shown on the indicative plans is therefore the Applicant's attempt to demonstrate how future development could potentially be accommodated on this site.

- The development is piecemeal in nature and fails to offer a comprehensive redevelopment of the site as a whole, inevitably leading to poorly designed and planned developments, leaving large areas that are left undeveloped, resulting in unsightly pockets of land to the detriment of visual amenity and fails to provide for the effective and efficient use of land, contrary to the NPPF.

Officer's comment:- It is accepted that it would have been preferable if the entire block bounded by Bradshawgate, Bridgeman Place, Carlton Street and Shiffnall Street could have been brought forward for comprehensive development. However, this is not the case, due to land ownership reasons. However, it is not considered that this should result in the application not being developed at all. The applicant has provided an indicative plan show how future development could be accommodated at the adjacent site and this would need to be considered at the appropriate time, should an application be received.

- By virtue of its size, scale and massing the proposed development, would have a massively detrimental, dominant, overshadowing and overlooking impact on the land effectively rendering that land blighted and undevelopable in its own right. This fails to adhere to the fundamental principles of good planning practice.

Officers comments:- Officers note that no application to develop this piece of land has ever been

submitted, nor even have any informal discussions taken place. Despite the application being originally submitted some 16 months ago, this still remains the case. It is not considered to be in any way reasonable to delay or defer development of the application site on the basis of something that may never happen. In terms of the objectors future ability to develop their site, the applicant has indicated in their submission the potential for this to take place, but this would need to be considered on its own merits should an application be submitted.

- A new access from Carlton Street is proposed and an access road to a car parking arrangement and some 'lower level' parking. Whilst it is noted there are now fewer car parking spaces at the 'rear' of the building compared to the original scheme vehicle movements and manoeuvring will continue to have a detrimental impact on the Carlton Street site. Furthermore, the revised plans now show parking directly on the west boundary of the Carlton Street site with no landscaping buffer. The location of an access road adjacent to the boundary could also raise issues and problems for any potential redevelopment of the Carlton Street site in that vehicular movements and manoeuvring directly on the boundary could be considered detrimental to and have a prejudicial impact on any future use and could restrict any future development and restrict construction vehicles/machinery.

Officer's note:- this is an outline planning application. Consent for details of means of access are not being sought. Nevertheless, indicative plans for access and parking have been provided together with a comprehensive Transport Assessment and no objection to them has been raised by the Council's Highway Engineers

- In the Merchant's Quarter SPD this corner site together with the junction of Bradshawgate and Brightmet Street are both identified as a 'Major junction node/gateway requiring definition' It might therefore be called a 'signature site' which in such a prominent location, metres away from the new Bolton Transport Interchange, arguably should have a landmark building of superior quality design and visual influence. The submitted buildings again appear to be lacklustre in design 'presence' and there appears to have been no urban design analysis nor any townscape/skyline assessment submitted with the application.

Officer's comment:- this is an outline application and therefore all such matters are reserved for later consideration

- Two of the proposed town houses on the south plot face the rear of the site with only lip service being paid to 'private gardens' which will have no privacy as they will be directly overlooked by the flats above and so are rendered useless.

Officer's comment:- whilst these are indicative plans, Officers consider that any amenity space that is not to some degree overlooked by its immediate neighbours is very rare. The word "private" is not intended to mean "not overlooked" but indicates that this space would be allocated to one particular unit

- The introduction of any form of residential accommodation in this location is highly inappropriate and would not create a high quality of living environment

Officer's comment:- the submitted noise, air quality and other assessment demonstrate that this would be an appropriate location for residential development

- The ground floor units fronting Bridgeman Place would have poor living conditions

Officer's comment:- these units have been removed from the indicative scheme

- There are a number of noise generating uses within the area, including the Excellency wedding venue, that mean that residential development is inappropriate

Officer's comment:- the application is supported by a noise assessment which has been assessed by the Council's Pollution Control Officers and found to be acceptable

- The access to that part of the site closest to the Carlton Street site, into the car parking area, is proposed to be located metres from the junction of Carlton Street with Bridgeman Place and in very close proximity to the large traffic light-controlled junction of Bridgeman Place, Bradshawgate, Trinity Street and Manchester Road. In addition, opposite the proposed access there is a BP petrol filling station which is visited by fuel tankers – see Google image below and which also accommodates a Subway food outlet and a Londis convenience store. As well as the possible detrimental impact this access, roadway and car park might have on the Carlton Road site there is concern that this is a poorly located access point which could result in a detrimental impact on the safety and free flow of traffic and a danger to other road users in particular at the Manchester Road traffic light junction.

Officer's note:- this is an outline planning application. Consent for details of means of access are not being sought. Nevertheless, indicative plans for access and parking have been provided together with a comprehensive Transport Assessment and no objection to them has been raised by the Council's Highway Engineers

- A residential development is contrary to policy in principle

Officer's comment:- for the reasons set out above, material considerations are considered to indicate a departure from this policy

- Insufficient regard has been given to the advice of the Places Matter panel

Officer's comment:- the indicative proposals are significantly difference to that which were presented to the Places Matter panel and the number of units has been reduced from 698 to 296. Officers will strongly recommend that the scheme returns to the panel for assessment prior to the submission of a reserved matters planning application.

- There has been insufficient stakeholder involvement

Officer's comment:- Officers are satisfied that the level of public consultation is appropriate

Consultations

Advice was sought from the following consultees: Greater Manchester Ecology Unit, Drainage and Technical Support, Coal Authority, Highways Engineers, Greenspace Management (Wildlife Liaison officer), Landscape Architects, Environmental Health officers, Strategic Housing Service, Economic Strategy, Bolton District Civic Trust, Primary Care NHS Bolton, Asset Management and Planning (Education), Strategic Development Unit, Greater Manchester Police Design For Security.

Planning History

The site has no relevant planning history.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

1. **Commencement**

All applications for the approval of 'Reserved Matters' shall be made no later than the expiration of two years beginning with the date of this permission and the development must be begun not later than the expiration of two years from the final approval of reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason

Required to be imposed pursuant to Section 92 of the Town and Country Planning Act 1990. As permitted by Section 92(4) a shorter period for the submission of Reserved Matters has been imposed due to the urgent need for housing in Bolton.

2. **Reserved Matters Submission Timing - Pre-commencement**

Details of the access, appearance, landscaping, layout, and scale shall be submitted to and approved in writing by the Local Planning Authority before any development begins. All applications for approval of reserved matters shall be made no later than the expiration of three years beginning with the date of this permission and the development must be begun no later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved. The development shall subsequently be carried out as approved.

Reason

Required to be imposed pursuant to Section 92 of the Town & Country Planning Act 1990 for those parts of the application submitted for outline permission only, that these matters were reserved by the applicant for subsequent approval and that the time period reflects the separated development programme.

Reason For Pre-commencement Condition

These matters were reserved by the applicant for subsequent approval.

3. **Phasing Plan - Pre-commencement**

If the development is to be phased, the first application for Reserved Matters shall be accompanied by a phasing plan. No development shall take place on any phase until the phasing plan has been approved in writing by the Local Planning Authority. The development shall be carried out thereafter only in accordance with the approved phasing plan.

Reason

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

Reason for Pre-commencement Condition

It is necessary to understand the phasing of the development (if it is to be phased) prior to the commencement of the development so that the impacts of any phasing can be properly considered

4. **Reserved Matters Supporting Documents - Design**

Any application for the approval of reserved matters for any phase or plot within each development phase hereby approved shall be accompanied by the following information for approval in writing by the Local Planning Authority: save for any non-material amendments to such approved reserved matters as may be agreed in writing by the Local Planning Authority:

- a) An updated Design and Access Statement that shall set the design principles and concepts that have been applied to the proposals including the appearance, access, layout, landscape and scale of the development and demonstrates how the proposals have had regard to the approved Design & Access Statement

- b) Details of materials and finishes for all external walls, roofs, windows and doors and other external building features, including the consideration of new planting on, at, within or otherwise incorporated to the buildings themselves
- c) Floorplans for each level of any building including basement and roof plans
- d) Cross-sections in two planes for any building including basement levels
- e) Street scene views and vistas from adjacent streets and spaces to be agreed in writing with the LPA
- f) Details of finished floor levels (FFL) and associated ground levels
- g) Details of total gross floorspace for any building, and gross floorspace for separate units or uses within
- h) Floorplans to demarcate different units / uses formed within any building
- i) Details of internal circulation for buildings and units formed within, including emergency access
- j) Details of on-site waste management relevant to any building or use(s) therein, including waste recycling
- k) Elevations for all sides of buildings erected
- l) Detailed guidance document for the design of shopfronts and to include signage strategy for each building to inform future advertisement consent applications
- m) Details of external lighting
- n) Details and arrangement of external plant and flues, extract ventilation and the ventilation of the basement car park together with detailed specifications of proposed plant
- o) Further details of the method of ensuring a sustainable form of development based upon the recommendations set out in the approved Energy Statement that considers measures of passive and energy efficiency measures for any building within the phase or plot including but not limited to optimised levels of thermal insulation, building air tightness, solar control glazing for all commercial floors, efficient artificial lighting and controls and high efficiency building services, use of heat pumps, details of the heating systems to be used and consideration of the amount and type of electric vehicle charging points
- p) details of biodiversity enhancements including but not limited to the use of green roofs and walls, native trees and shrub planting, the installation of bat and bird boxes, if appropriate
- q) a Crime Impact Statement which shall examine all aspects of site security including but not limited to, site car parking, pedestrian footways, entrances, internal layout and external security measures for that phase or plot and which shall be capable of meeting 'Secured by Design' requirements

The development of any phase or plot shall be carried out in accordance with the approved details.

Reason

To ensure an appropriate form of development, consistent with the relevant policies of Bolton's Core Strategy.

5. **Reserved Matters Supporting Information - Highways**

Any application for the approval of reserved matters for any phase or plot within each development

phase hereby approved shall be accompanied by the following information for approval in writing by the Local Planning Authority: save for any non-material amendments to such approved reserved matters as may be agreed in writing by the Local Planning Authority:

- a) access and movement strategy for ingress and egress for pedestrians and vehicles for any building, including for deliveries and access to the service yard / undercroft car parking provision, including a full Road Safety Audit
- b) a detailed condition survey of the surrounding highways to be used as routes for construction vehicles into the site and a commitment to make good and carry out works at Bradshawgate, Bridgeman Place, Carlton Street, Brightmet Street and Shiffnall Street comprising the replacement of footway/carriageway/public realm owing to the demolition/construction phases of development
- c) details of the access to any service yard/car park access including work within the public highway
- d) details of the implementation of lay-by arrangements at Bradshawgate indicated on the submitted plans
- e) details of street lighting and any upgrade to existing lighting
- f) details to confirm the extent of proposed public highways and stopping-up of redundant public highways within the phase or plot in order to facilitate the development
- g) details for surface water drainage of the public highway
- h) a more detailed travel plan that expands upon the information contained within the Framework Travel Plan
- i) a schedule of works to implement the details relevant to each phase or plot

The development of any phase or plot shall be carried out in accordance with the approved details.

Reason

In the interests of highway safety and in accordance with Policy P5 of Bolton's Core Strategy and Public Realm Improvement Framework (2007).

6. Reserved Matters Supporting Documents - Public Realm & Landscaping

Any application for the approval of reserved matters for any phase or plot shall be accompanied by a Public Realm, Landscape Delivery & Management Scheme to cover all landscaped areas including associated public realm improvements of that phase or plot. The Scheme shall include, but not be limited to, matters of:

- a) details of materials and finishes to hard surfaces in public and publicly accessible areas
- b) details of trees and shrubs to be planted together with blue & green infrastructure
- c) details and materials of walls, fences, boundary treatments
- d) details of proposed lighting structures
- e) details of proposed seating, bollards, bins, cycle racks, grilles and other street furniture
- f) details of the applicant's proposals for the future maintenance of the landscape areas in the form of a Delivery & Management Statement relevant to that phase or plot

The development of that phase or plot shall be brought forward and maintained thereafter in accordance with the approved Scheme.

Reason

To ensure the provision of an acceptable standard of public realm in accordance with Policies TC11 and CG3 of the Bolton Core Strategy and the Public Realm Implementation Plan and to soften the setting of the development in order to comply with Core Strategy policies CG1 and CG3.

7. Construction Environmental Management Plan - Pre-commencement

Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) for that phase or plot shall be submitted to and approved in writing by the local planning authority. The CEMP shall include the following details:

- a) Hours of construction and deliveries
- b) Details of the precautions to guard against the deposit of mud and substances on the public highway, to include washing facilities by which vehicles will have their wheels, chassis and bodywork effectively cleaned and washed free of mud and similar substances prior to entering the highway
- c) Fugitive dust suppression measures;
- d) Noise emission suppression measures;
- e) Construction routes in and around the site;
- f) a Traffic Management Plan to ensure that, during the demolition and construction phase, the living conditions of nearby residential properties are not unacceptably affected and existing business do not have unreasonable restrictions placed on their ability to operate
- g) Compound locations together with details of the storage facilities for any plant and materials including off-site consolidation if appropriate, the siting of any site huts and other temporary structures, including site hoardings and details of the proposed security arrangements for the site
- h) Parking of vehicles associated with construction, deliveries, site personnel, operatives and visitors
- i) Sheeting over of construction vehicles
- j) Tree protection measures
- k) evidence of an effective CLOCS implementation monitoring mechanism and the ability to provide the Local Planning Authority with CLOCS compliance performance data, if requested

Development of each phase or plot shall be carried out in accordance with the approved CEMP.

Reason

To ensure that adequate consideration is given to the need to minimise the impact on the road network and reduce pollution, in accordance with Policies P5 and CG4 of Bolton's Core Strategy.

Reason For Pre-commencement Condition

It would not be possible to properly mitigate the impacts of construction once it had commenced.

8. Land Contamination - Pre-commencement

(i) The development hereby approved shall be carried out in full accordance with the following approved Preliminary Risk Assessment: Land at Carlton Street, Bradshawgate dated April 2020 (ref:BEK/20694-1) by bEk Enviro Ltd.

(ii) Prior to commencement and before any physical site investigation, a methodology shall be approved by the Local Planning Authority. This shall include an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration. Provision of a comprehensive site investigation and risk assessment examining identified potential pollutant linkages in the Preliminary Risk Assessment should be presented and approved by the Local Planning Authority.

(iii) Where necessary a scheme of remediation to remove any unacceptable risk to human health, buildings and the environment shall be approved by the Local Planning Authority prior to implementation.

(iv) Any additional or unforeseen contamination encountered during development shall be notified to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this approved by the Local Planning Authority.

(v) Upon completion of any approved remediation schemes, and prior to occupation, a completion report demonstrating that the scheme has been appropriately implemented and the site is suitable for its intended end use shall be approved in writing by the Local Planning Authority.

The discharge of this planning condition will be given in writing by the Local Planning Authority on completion of the development and once all information specified within this condition and other requested information have been provided to the satisfaction of the Local Planning Authority and occupation/use of the development shall not commence until this time, unless otherwise agreed by the Local Planning Authority.

Reason

To safeguard the amenity of the future occupants of the development and to comply with Core Strategy policy CG4.

Reason for Pre-commencement Condition

Any works on site could affect contamination which may be present and hinder the effective remediation of any contamination causing a risk to the health of future occupiers and harm to the environment, hence the initial investigation must be carried out prior to the commencement of any works on site.

9. **Coal Mining Legacy - Pre-commencement**

No development within that part of the application site located to the south of Shiffnall Street shall commence until intrusive site investigations have been carried out on site to establish the exact situation in respect of coal mining legacy features. The findings of the intrusive site investigations shall be submitted to the Local Planning Authority for consideration and approval in writing. The intrusive site investigations shall be carried out in accordance with authoritative UK guidance.

Where the findings of the intrusive site investigations identify that coal mining legacy on the site poses a risk to surface stability, no development shall commence until a detailed remediation scheme to protect the development from the effects of such land instability has been submitted to the Local Planning Authority for consideration and approval in writing. Following approval, the remedial works shall be implemented on site in complete accordance with the approved details.

Prior to the occupation of the development within that part of the application located to the south of Shiffnall Street, or it being taken into beneficial use, a signed statement or declaration prepared by a suitably competent person confirming that the site is, or has been made, safe and stable for the approved development shall be submitted to the Local Planning Authority for approval in writing. This document shall confirm the methods and findings of the intrusive site investigations and the completion of any remedial works and/or mitigation necessary to address the risks posed by past coal mining activity.

Reason

To safeguard the amenity of the future occupants of the development and to comply with Core Strategy Policy CG4.

Reason for Pre-commencement condition

It would not be possible to investigate and address any legacy of former coal mining works once development had commenced.

10. **Noise - External Sources - Pre-commencement**

All residential units shall be constructed to achieve within the building envelope (windows, floor, ceilings and walls) provision of sound attenuation against external noise including road traffic noise and noise from nearby evening economy uses that achieves the following internal noise levels with windows shut and other means of ventilation provided if necessary:

- a) Any habitable room – daytime (07:00 to 23:00 hours) 35 dB LAeq (1 hour)
- b) Bedrooms – night time (23:00 to 07:00 hours) 30 dB LAeq (15 minutes) and 45 dB L_{Amax} (not to be exceeded more than 15 times per night)
- c) Low frequency noise levels, at any time, in the 63 Hz and 125 Hz octave centre frequency bands shall not exceed (in any habitable rooms) 47 dB and 41 dB (Leq, 15 minutes), respectively

Prior to the commencement of development, a revised noise survey and proposed acoustic attenuation (including construction methods and materials, window specifications and ventilation details) shall be submitted to and approved by the Local Planning Authority. The acoustic attenuation measures and, if necessary, alternative ventilation measures shall be implemented in full in accordance with the approved details prior to the first occupation of any dwelling and retained thereafter.

No dwelling shall be occupied unless and until a Validation Report has been submitted to demonstrate compliance with the approved internal noise levels in the dwellings. The assessment shall be carried out in accordance with a methodology to be agreed in advance with the Local Planning Authority. The measured noise levels shall be at, or lower, than the levels set out above. If the noise levels are not approved by the Local Planning Authority, no dwelling shall be occupied unless and until additional noise mitigation measures have been implemented and further noise monitoring has been carried out to demonstrate compliance with the required noise levels. The approved sound attenuation measures approved shall be retained in full thereafter.

Reason

To protect the living conditions of occupiers from the effects of noise from nearby commercial and night time economy activities in accordance with Policy CG4 of Bolton's Core Strategy.

Reason for Pre-commencement Conditions

As the method of construction (fabric, glazing, ventilation etc.) has implications for the control of noise, it would not be possible to consider this once construction had commenced.

11. **Noise - Commercial Uses - Pre-commencement**

Prior to the commencement of development of any phase or plot that includes a non-residential use / commercial use and a residential (class C3) use a scheme specifying the provision to be made to control noise transmission / break out from the non-residential / commercial unit that may affect any proposed residential units, shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in full prior to the development being brought into first use or occupation and retained thereafter.

Reason

To safeguard the living conditions of residents from the effects of noise in accordance with Policy CG4 of Bolton's Core Strategy.

Reason for Pre-Commencement Condition

It would not be possible to understand that construction methods proposed for noise reduction once construction had commenced.

12. **Surface Water Drainage - Pre-commencement**

Prior to the commencement of development, full details of the proposed surface water drainage works shall be submitted to and approved in writing by the local planning authority. Before these details are submitted an assessment shall be carried out to investigate the potential for disposing of

surface water by means of a sustainable drainage system in accordance with the principles set out in the National Planning Policy Framework, and the results of the assessment provided to the Local Planning Authority. Where a sustainable drainage system is to be provided, the submitted details shall:

- 1) Provide information about the design storm period and intensity, the method employed to delay and control the surface water discharged from the site and the measures taken to prevent pollution of the receiving groundwater and/or surface waters.
- 2) Include a timetable for its implementation, and
- 3) Provide a management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime

The approved works shall be implemented in full prior to the occupation of the buildings hereby approved and those works as approved shall be retained thereafter.

Reason

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

Reason for Pre-commencement condition

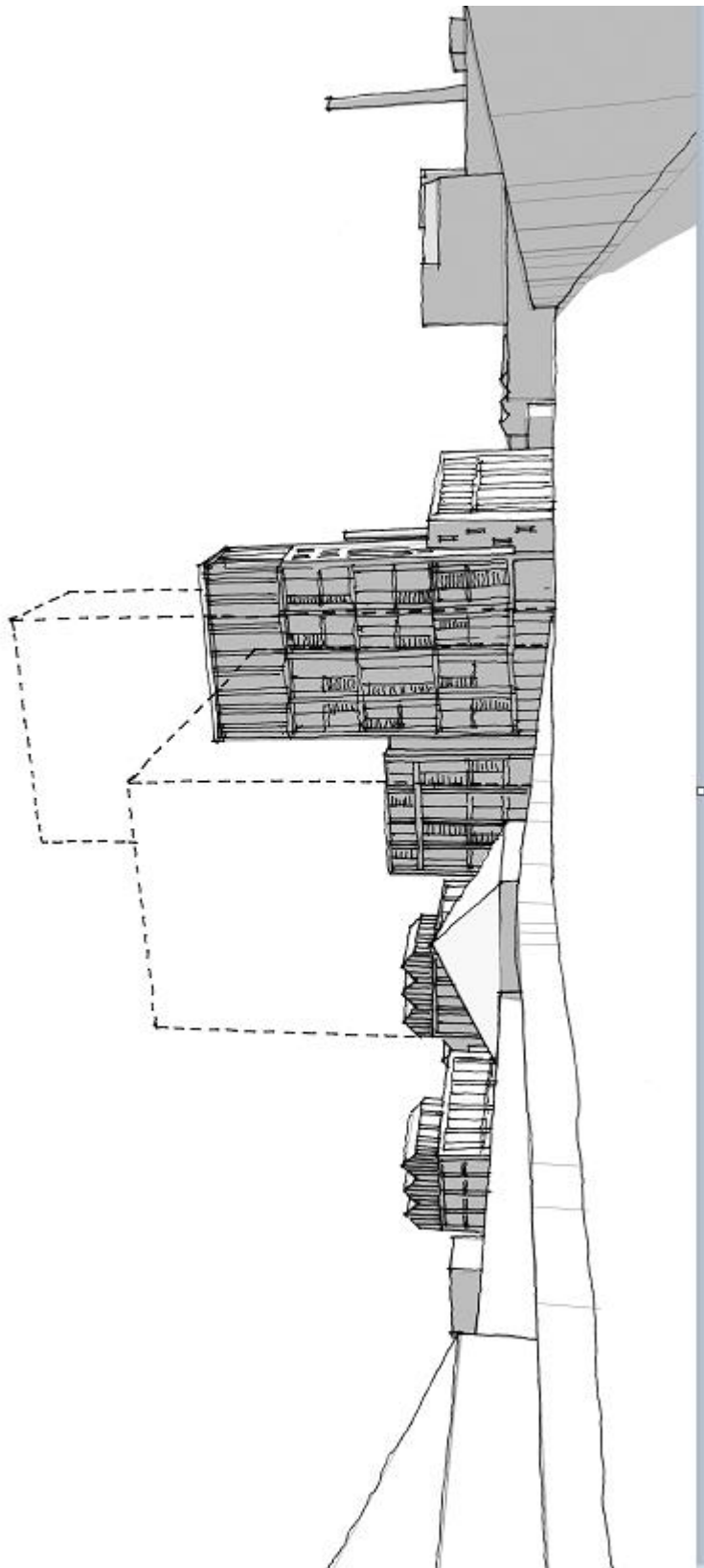
The design of surface water drainage works has the potential to affect how underground works are carried out and therefore needs to be understood prior to commencement

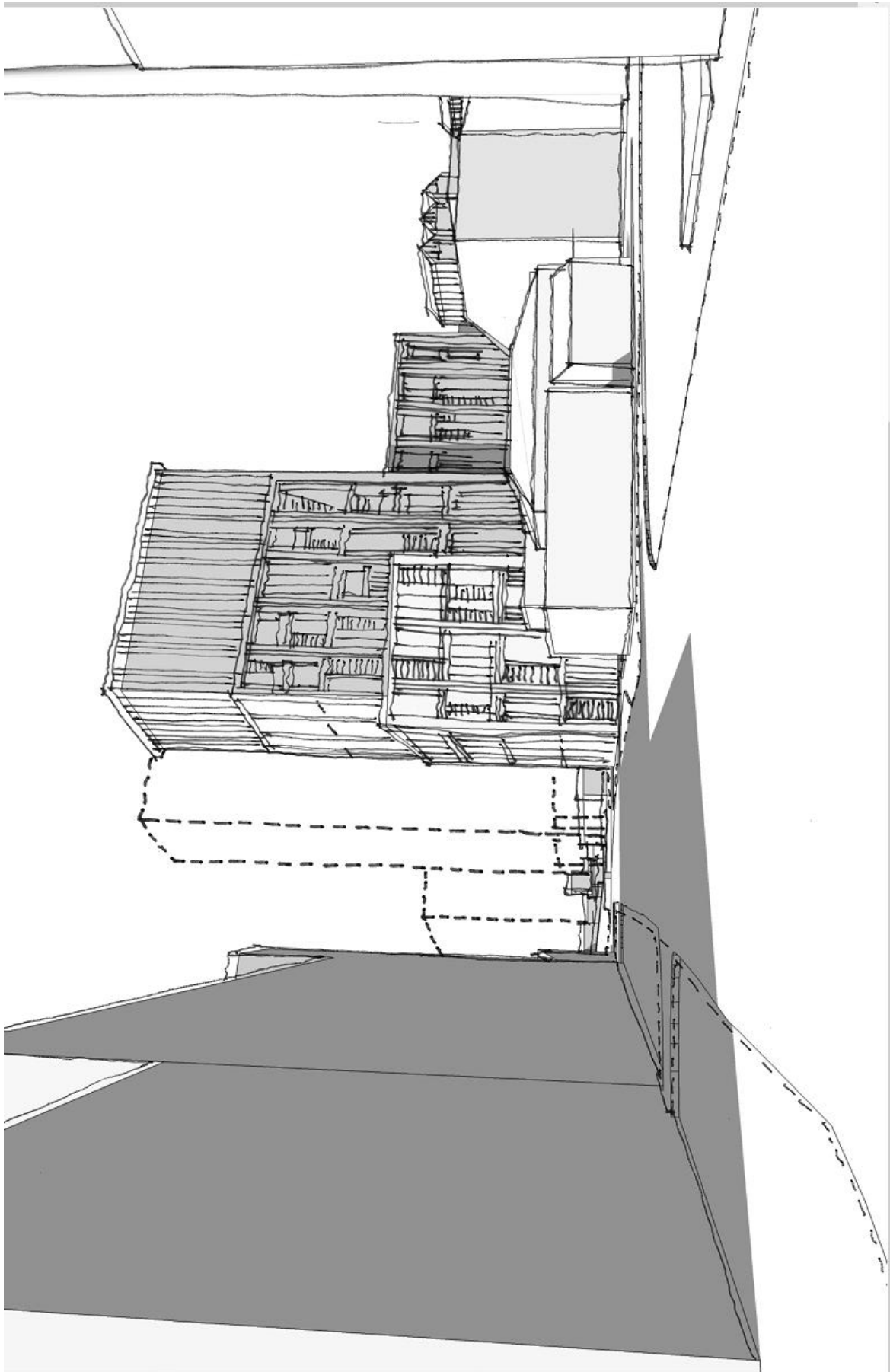
13. Noise - Plant & Equipment - Compliance

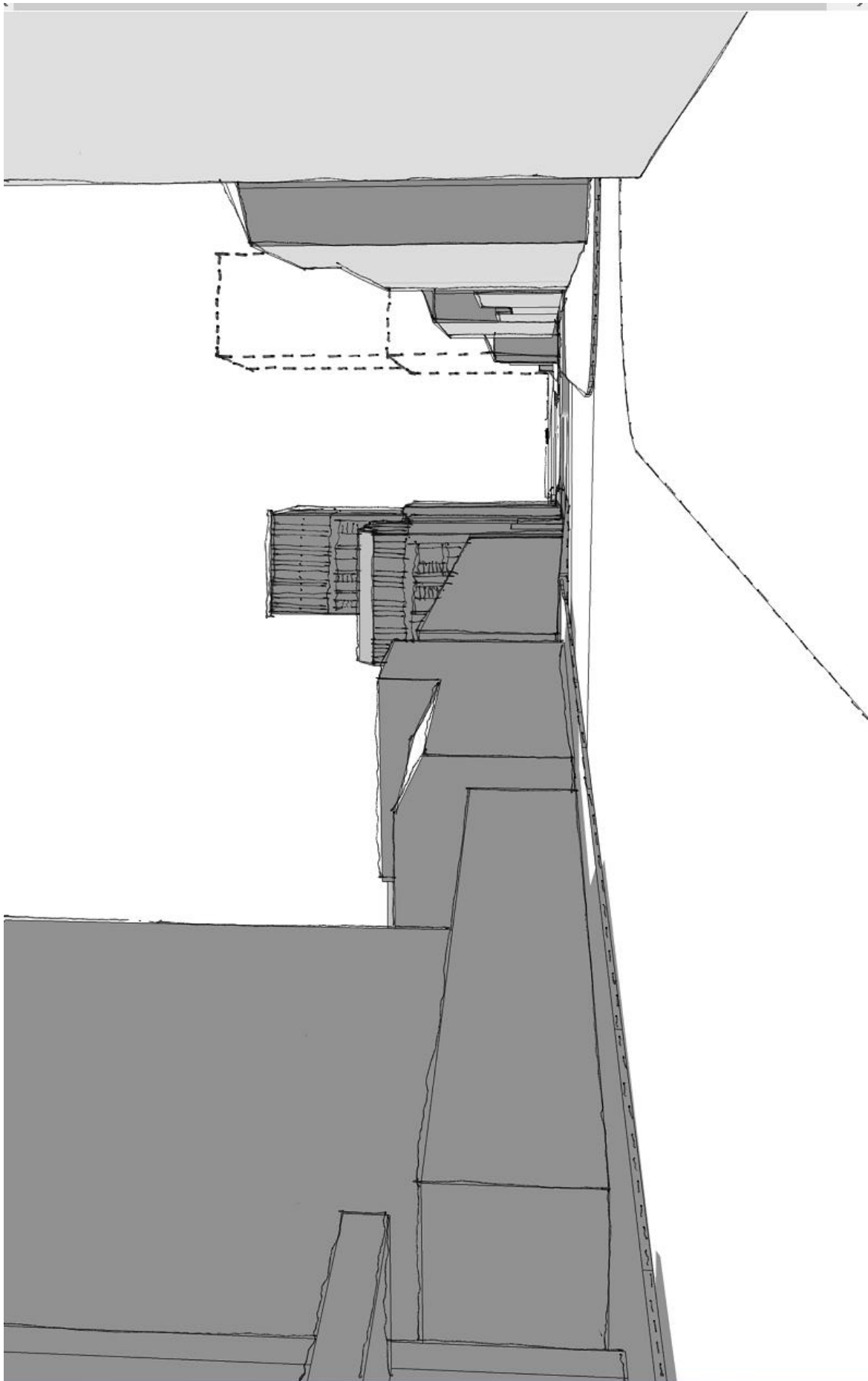
The rating level (LAeqT), as determined by BS4142:2014+A1:2019 Methods for Rating and Assessing Industrial and Commercial sound, from all sources associated with the development, when operating simultaneously or individually, shall not exceed the noise levels that are specified in table 5.1 of the Noise Impact Assessment by ENS Ltd. ref: NIA/9007/20/9093/v2/Bradshawgate at the nearest noise sensitive receptor.

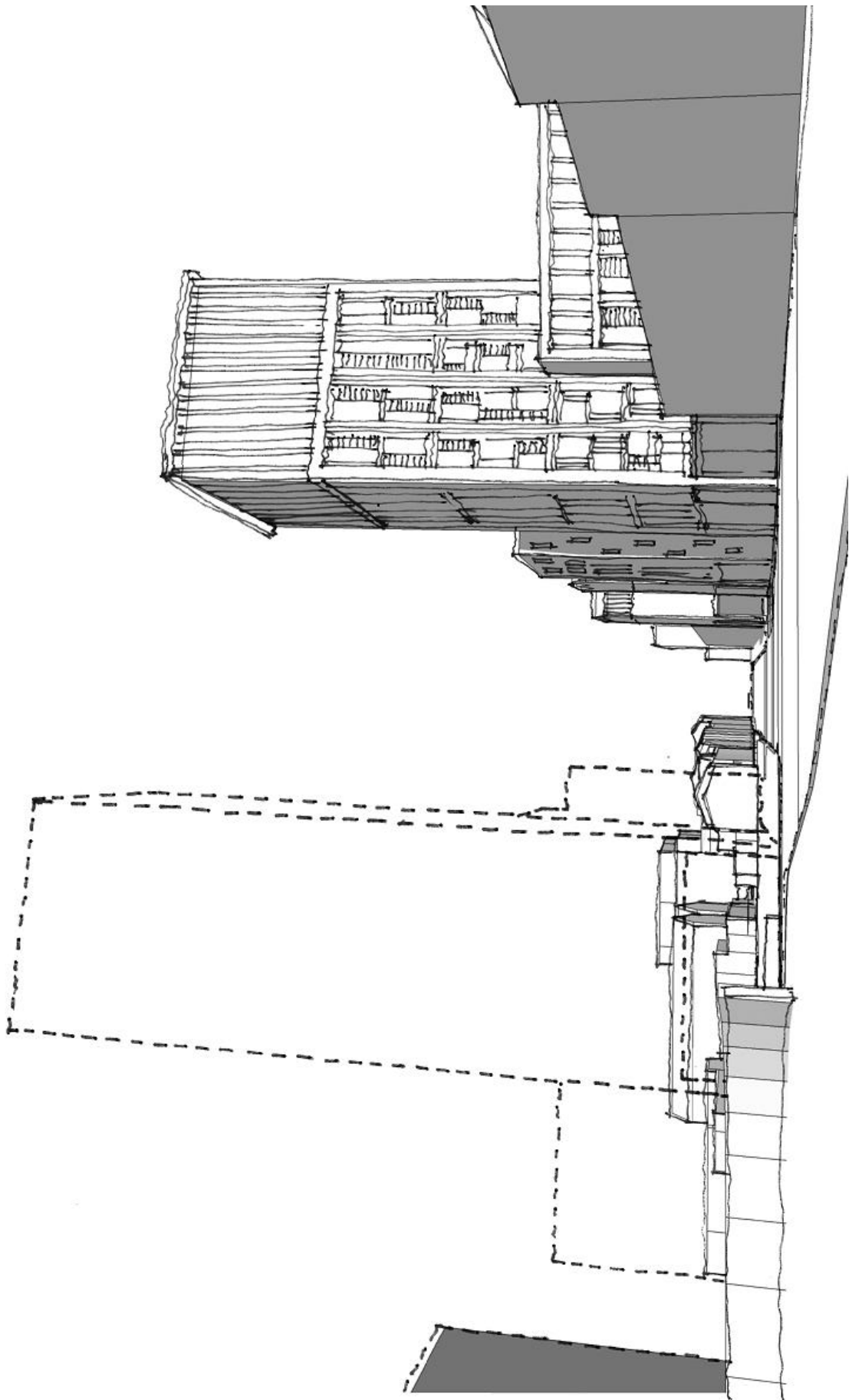
Reason

To minimise the impact of noise on the general and residential amenity from fixed plant and equipment associated with the development.







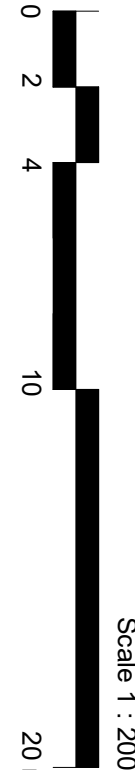
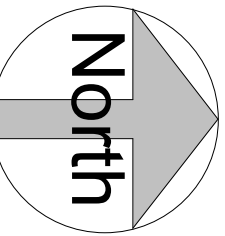


Area Schedule - North Plot Ground Floor						
Unit Number	Zone	Block	Level	Name	Occupancy	Area
	North Plot	A	Level 00	CORE		23 m²

	North Plot	A	Level 00	CORE		23 m²
	North Plot	A	Level 00	CORE		17 m²
	North Plot	A	Level 00	CORE		16 m²
	North Plot	D	Level 00	ACCESS		21 m²
	North Plot	D	Level 00	CORE		16 m²
	North Plot	E	Level 00	ACCESS		21 m²
	North Plot	E	Level 00	CORE		16 m²
	North Plot	F	Level 00	E1 USE		51 m²
	North Plot	F	Level 00	CORE		41 m²
	North Plot	F	Level 00	LOBBY		99 m²
	North Plot	F	Level 00	REFUSE		96 m²
	North Plot	F	Level 00	E1 USE		165 m²
	North Plot	F	Level 00	LOBBY		62 m²
	North Plot	F	Level 00	CORE		43 m²
	North Plot	F	Level 00	CORE		4P
	North Plot	F	Level 00	2B TH		53 m²
	North Plot	F	Level 00	2B TH		4P
	North Plot	F	Level 00	2B TH		53 m²
	North Plot	E	Level 00	1B TH		2P
	North Plot	E	Level 00	1B TH		2P
	North Plot	E	Level 00	1B TH		39 m²
	North Plot	D	Level 00	1B TH		2P
	North Plot	D	Level 00	1B TH		2P
	North Plot	D	Level 00	1B TH		39 m²

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PROJECT
Bradshawgate, Bolton

TITLE
Proposed North Plot - Ground Floor
GA Plan

STAGE
Outline Planning

PROJECT No.	1632	DRAWING No.	A (01)10	REV.	A
SCALE	1 : 200@ A1	DATE	03/26/21	CHECKED	SH
PRAWN		CHECKED		CHECKER	

North Plot Ground Floor GA Plan
1 : 200

Area Schedule - North Plot Sixth Floor						
Unit Number	Zone	Block	Level	Name	Occupancy	Area
	North Plot	A	Level 06	CORE		23 m²
	North Plot	C	Level 06	CORE		16 m²
	North Plot	F	Level 06	CORE		41 m²
	North Plot	F	Level 06	2B	4P	67 m²
Apartment 85	North Plot	A	Level 06	2B	4P	80 m²
Apartment 86	North Plot	F	Level 06	1B	2P	60 m²
Apartment 87	North Plot	F	Level 06	1B	2P	55 m²
Apartment 88	North Plot	C	Level 06	1B	2P	55 m²
Apartment 89	North Plot	C	Level 06	1B	2P	56 m²
Apartment 90	North Plot	A	Level 06	3B	6P	95 m²
Apartment 91	North Plot	A	Level 06	2B	4P	75 m²

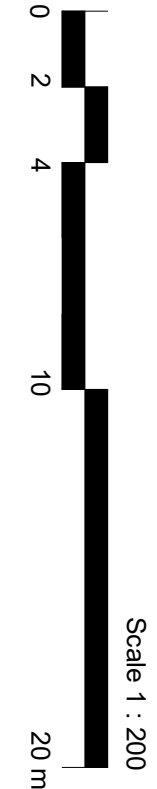
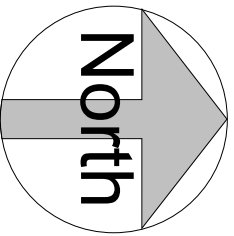
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North Plot - Sixth Floor GA Plan

1 : 200



<div><div>D</div><div>M</div><div>S</div></div> <div>ARCHITECTURE THE OLD POLICE STATION, HIGH STREET NORMANTON, WY6 2AL Tel 01924 899749 Email: mail@dnsarchitecture.co.uk www.dnsarchitecture.co.uk</div>		PROJECT Bradshawgate, Bolton	
TITLE Proposed North Plot - Sixth Floor GA Plan		STAGE Outline Planning	
PROJECT No.	1632	DRAWING No.	A (01)16
SCALE	1 : 200@ A1	DATE	03/26/21
PRAWN	SH	CHECKED	Checker

REV	DATE	DESCRIPTION	SH	MB
1	July 21	Red line boundary amended	SH	MB
2	April 21	Final issue	SH	MB

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NOTES

- New Highway
- Private Space - Surfacing to match Footpath - seperated with pin kerb. Lighting set within to highlight entry points (Not included in Gross Floor Area of public realm improvements
- Public Footpath. New surfacing with appropriate street furniture
- Public Space - Hard and soft landscaping, public art, water features, lighting and associated street furniture.

Potential stopping up of highway & Resurfacing as public footpath, to be discussed and agreed with LA Highways.

Work to adopted highway to be agreed with LA Highways

REV

DATE

DESCRIPTION

DRN

CDD

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PROJECT

Bradshawgate, Bolton

TITLE

Proposed Landscaping Plan North Block

STAGE

Outline Planning

PROJECT No.

1632

DRAWING No.

A

REV.

(01)63

SCALE

As indicated@ A1

DATE

12/22/21

DRAWN

Author

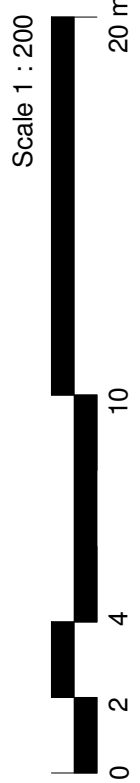
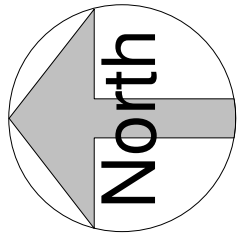
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NOTES

- New Highway
- Private Space - Surfacing to match Footpath - separated with pin kerb. Lighting set within to highlight entry points (Not included in Gross Floor Area of public realm improvements)
- Public Footpath. New surfacing with appropriate street furniture
- Public Space - Hard and soft landscaping, public art, water features, lighting and associated street furniture.



REV	DATE	DESCRIPTION	DRN	CDD
<div><div>DMS</div><div>ARCHITECTURE</div><div>THE OLD POLICE STATION, HIGH STREET</div><div>NORMANTON, WF6 2AL</div><div>Tel 01924 889749</div><div>Email: mail@dmsarchitecture.co.uk www.dmsarchitecture.co.uk</div></div>				
PROJECT Bradshawgate, Bolton				
TITLE Proposed Landscaping Plan South Block				
STAGE Outline Planning				
PROJECT No. 1632	DRAWING No. A		REV. (01)64	
	SCALE As indicated@ A1		DATE 12/22/21	
DRAWN Author		CHECKED Checker		



Area Schedule (External Private Amenity...)			
Zone	Name	Area	
North Plot	Shared Amenity	1174 m²	
North Plot	Private Amenity	51 m²	
North Plot	Private Amenity	94 m²	
South Plot	Shared Amenity	114 m²	
South Plot	Shared Amenity	345 m²	
South Plot	Shared Amenity	406 m²	
South Plot	Shared Amenity	424 m²	
South Plot	Private Amenity	320 m²	
North Plot	Private Amenity	21 m²	
North Plot	Private Amenity	21 m²	
North Plot	Private Amenity	20 m²	
South Plot	Shared Amenity	148 m²	
		3159 m²	

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PROJECT
Bradshawgate, Bolton

TITLE
Amenity Areas Schedule

STAGE
Planning

PROJECT No. 1632

SCALE 1 : 500@ A1

DRAWN ALB

DRAWING No. A (01)62

DATE 16/12/21

CHECKED MS

REV.

Amenity Areas

1 : 500

