

**Planning Applications Report**

**Planning Committee  
5<sup>th</sup> January 2023**

**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](http://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](http://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

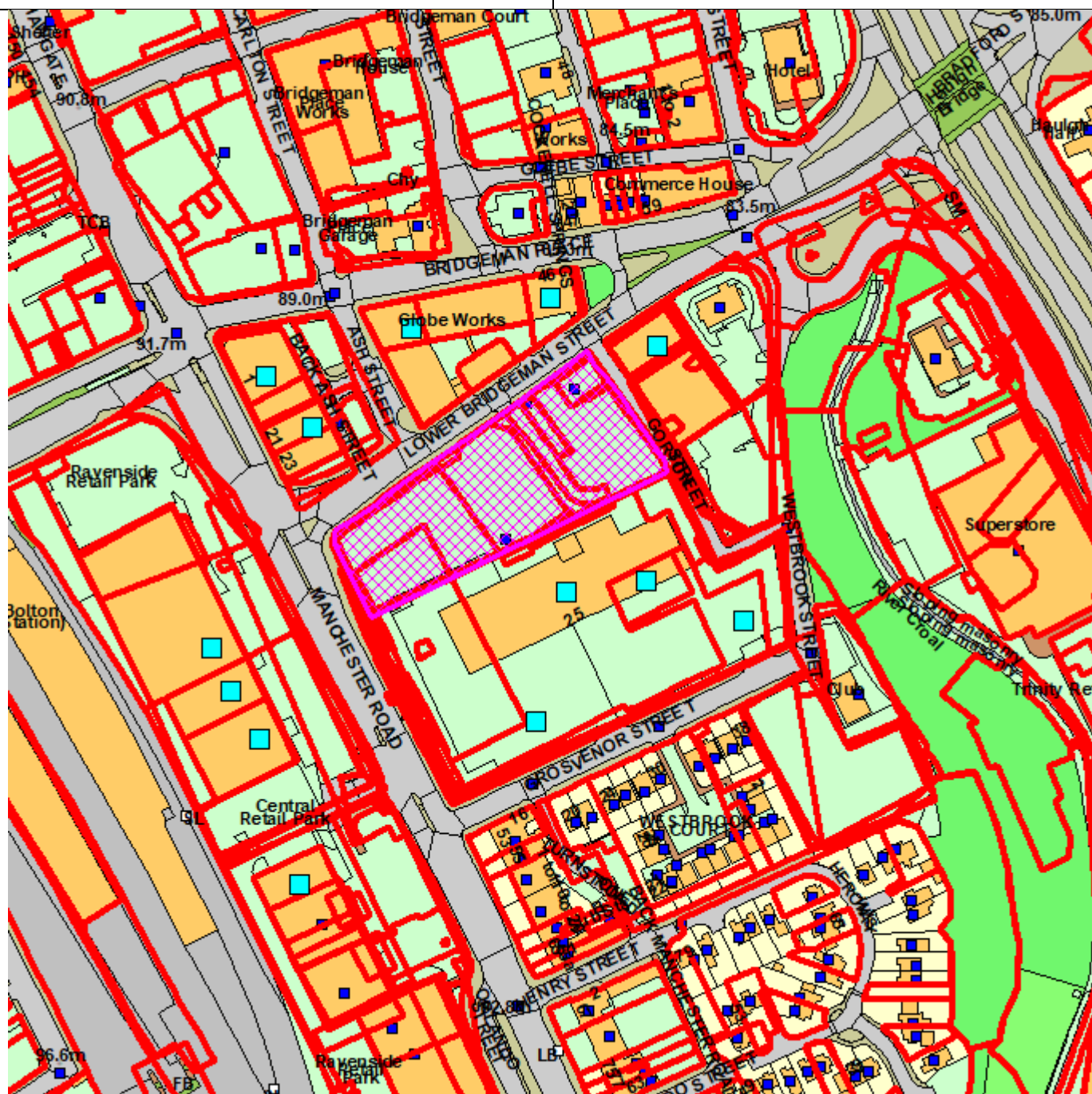
The background documents for this Report are the respective planning application documents which can be found at:-

[www.bolton.gov.uk/planapps](http://www.bolton.gov.uk/planapps)

# Application Number 14965/22

Directorate of Place  
Development Management Section

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**Bolton**  
**Council**

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Date of Meeting: 5 January 2023

Application Reference: 14965/22

**Type Of Application**  
**Registration Date**  
**Decision Due Date**  
**Responsible Officer**  
**Authorising Officer**

**Full Planning Permission**  
**8 November 2022**  
**27 December 2022**  
**Martin Mansell**

**Location**

**LAND AT LOWER BRIDGEMAN STREET BOLTON BL2 1NN**

**Proposal**

ERECTION OF A NEW HOUSEHOLD AND BUSINESS STORAGE FACILITY (USE CLASS B8) AND ASSOCIATED ACCESS, PARKING, AND LANDSCAPING

**Ward**

Great Lever

**Applicant:** Lok'nStore Ltd

**Agent:** Kathryn McCain

## **OFFICER'S REPORT**

**Recommendation:** Approve subject to conditions

### **Executive Summary**

- Consent is sought for the erection of a 4 storey (18.5 metres) self-storage building (8,000 square metres) on land at Lower Bridgeman Street between Manchester Road and Gorton Street
- The land is owned by Bolton Council
- Whilst the land is allocated for housing, the majority of the allocated site now contains an Audi dealership and the departure from the allocation is justified by the focus of the Town Centre Framework on residential uses elsewhere in Bolton town centre such as Moor Lane, Central Street and Bark St
- The design of the building is considered to be an acceptable compromise between the corporate identity of the Applicant and the character of this part of Bolton town centre
- Improvements to the design have been secured by Officers, including a greater set back from the corner, new landscaping, railings and a brick plinth
- The impact on the setting of the nearby Grade II Listed Building (former public baths) is considered to be acceptable
- The Council's Highway Engineers accept that the vehicle movements generated by the use can be accommodated on the road network without detriment
- The use will deliver economic benefits as such facilities are often used by small business and will support the proposed residential neighbourhoods within Bolton town centre, consistent with Strategic Objective SO4 of Bolton's Core Strategy – "To create a transformed and vibrant Bolton town centre".

### **Proposal**

1. Full planning permission is sought for the erection of a large self-storage facility on land that formerly and partially contained the now demolished Bolton Community College site at the junction of Manchester Road and Lower Bridgeman Street.
2. The building would be four storeys in nature (18.5 metres) with a Gross Internal Area of 8,000 square metres of which 5,351 square meters would be used for storage by members of the public

on a rental basis. The external appearance would be a mix of cladding and glazing with a brick plinth and would strongly reflect the corporate identity of the Applicant, Lok'nStore Limited. Railings are proposed for the boundaries with the surrounding highways and a weld mesh fence to separate the site from the Audi dealership adjacent to the South.

3. The building would be sited on the north-west part of the site but set back reasonably generously from this prominent corner to allow for the provision of landscaping. The remainder of the site would deliver additional landscaping together with 12 parking spaces for staff and customers (including 2 spaces for disabled provision), three loading / unloading bays and generous provision to allow for turning so that large vehicle can both enter and leave the site in forward gear.
4. The site would not operate on a 24/7 basis and would be staffed and open to visiting members of the public 0830 to 2000 Mondays to Fridays and 0900 and 1600 on Saturdays and Sundays.

### **Site Characteristics**

5. This roughly rectangular site measures roughly 0.57 hectares and is located on the southern side of Lower Bridgeman Street, between its junction with Manchester Road and Gorton Street. The site would be accessed from an existing crossover from Lower Bridgeman Street. New cycling infrastructure has been recently implemented on Lower Bridgeman Street.
6. Together with the relatively recently development Audi dealership adjacent to the South, the site once contained Bolton Community College prior to its relocation to Deane Road. A row of hornbeam trees is located at the front of the Audi dealership and are considered to make a positive contribution to this generally built-up part of Bolton Town Centre.
7. To the east, across Gorton Street is a former public baths building which is Grade II Listed. To the north, across Lower Bridgeman Street is Globe Works, a large former textile mill which is in the process of being converted to residential use together with the former World of Wicker building, now clad in bronze and converted to a mix of commercial and residential. To the west across Manchester Road is a large retail park including the B&M Bargains building.
8. The site is allocated for housing within Bolton's development plan, as was the site of the Audi dealership. It lies just within the boundary of Bolton town centre – any land to the south of the Audi dealership lies outside of the town centre boundary. In terms of character, the Building Bolton SPD considers this site (though not the Audi dealership) to fall within the Merchant's Quarter character area. Despite this, the site is not including within the area covered by the Merchant's Quarter SPD – most likely because at the time this was drafted, the site still contained the college buildings. The site lies well outside of any of Bolton town centre's Conservation Areas but, as noted above, there is a Grade II Listed Building to the east across the relatively narrow Gorton Street.
9. As Bolton Community College was located on the site for many decades, the site has only a limited relevant planning history – outline planning permission was granted in November 2013 for the erection of up to 100 dwellings and up to 400 square metres of retail provision. Approval of Reserved Matters was never sought and the consent expired unimplemented. Permission for the erection of the Audi dealership was granted in October 2016.

### **Policy**

#### *The Development Plan*

10. The following policies are considered to be particularly relevant.
11. Bolton's Core Strategy Development Plan Document (2011) - Strategic Objectives: SO1 - to increase opportunities for walking and cycling, 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 - to ensure that Bolton takes full economic advantage of its location in the Greater Manchester City Region, SO6 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, 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 - 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, 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.

12. Bolton's Core Strategy Development Plan Document (2011) - P1 Employment Sites, P5 Accessibility, S1 Safe, CG1 Cleaner Greener, CG2 Sustainable Design and Construction, CG3 The Built Environment, CG4 Compatible Uses, TC7 Merchants Quarter, IPC1 Infrastructure Contributions
13. Bolton's Allocations Plan (2014) - P7AP Strategic Route Network

#### *Other Material Considerations*

14. Supplementary Planning Documents - Accessibility, Transport and Road Safety (October 2013), Infrastructure and Planning Contributions (July 2016), General Design Principles (June 2015), Sustainable Design and Construction (October 2016), Building Bolton (November 2006)
15. National Planning Policy Framework – achieving sustainable development, delivering a sufficient supply of homes, building a strong and competitive economy, ensuring the vitality of town centre, promoting sustainable transport, making effective use of land, requiring good design, promoting healthy communities, meeting the challenge of climate change, flood and coastal change, conserving and enhancing the natural environment. conserving and enhancing the historic environment
16. Relevant National Planning Practice Guidance - air quality, climate change, design, effective use of land, flood risk and coastal change, healthy and safe communities, historic environment, economic land availability assessment, economic needs assessment, housing supply and delivery, land affected by contamination, light pollution, natural environment, noise, renewable and low carbon energy, transport evidence bases in plan making and decision taking, travel plans, transport assessments and statements, use of planning conditions
17. The Places for Everyone plan was submitted to the Secretary of State in February 2022 and the hearing sessions of the Examination in Public opened in November. Only limited weight can be given to this emerging plan; however it is considered to be unlikely that the GMSF will change its focus away from the effective use of brownfield land, protecting the natural environment and promoting job creation.

#### **Analysis**

18. 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.
19. 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 the nearby Listed Building
- impact on the highway network
- impact on the living conditions enjoyed at nearby residential properties
- impact on economic development
- impact on crime reduction
- other matters

#### The Principle of the Development

20. Whilst Policy TC7 contains no specific policies relating to storage uses, it does encourage employment uses. Strategic Objective 4 of the Core Strategy promotes the creation of a transformed and vibrant Bolton town centre and it is considered that a substantial increase in the residential population of Bolton town centre will require storage uses within an accessibility location. Residential uses will also be a significant factor in the delivery of the Bolton Town Centre Framework.
21. That said, the site is allocated for housing within the development plan and therefore the development of a non-residential use will represent a departure from the development plan as described within the Core Strategy - and this application has been assessed and treated as a departure.
22. The housing allocation covers the application site together with the Audi dealership to the south and it is therefore now clear that the southern and larger part of the allocation is now unlikely to deliver housing. The most recent evidence of development interest in residential use for the application site dates back to 2013 and the grant of outline consent ref: 90573/13, for which no reserved matters application was ever made. Officers have been involved early pre-application discussions for potential residential development but these have not been progressed further. Whilst residential conversions do exist nearby, most notably the Globe Works project, the dominance of highway infrastructure at this location makes it an unattractive location for residential development.
23. The Council is currently not able to demonstrate a 5-year supply of deliverable housing sites. The proposed development of a self-storage facility would likely prevent the future delivery of housing on this site for many years. That said, the site was allocated in 2011 at a time when residential-led projects such as Moor Lane, Central Street, Bark Street, Globe Works and others did not seem to be likely propositions.
24. It is considered that the absence of housing delivery on this relatively small part of a housing allocation would not be to the detriment of Bolton's wider housing delivery intentions, particularly within Bolton town centre.
25. Officers also note that the majority of recently approved and commenced housing developments within Bolton town centre make effective use of town centre land and are relatively high density, reflecting the limited land available. Whilst Officers and Members have been reasonably successful in ensuring that new developments meet at least the national minimum standards for internal space, it is still true to say that storage space within these developments will be very limited compared to other developments and existing housing stock outside of Bolton town centre. In short, the new residential population of Bolton town centre may well need somewhere to store their possessions. This need can also be seen in Manchester city centre, with storage uses being developed to serve the rapidly growing residential population, though of course not exclusively. The proposed use will cater for this need and may well make Bolton town centre a

more attractive place for developers when choosing where to invest and for people when considering where to live.

26. In principle, it is considered that the proposed development would deliver on the objectives of the Core Strategy and the Town Centre Framework

#### Impact on the Character and Appearance of the Area

27. 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.

- 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

28. 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.

29. Core Strategy Policy TC7 relates specifically to development within Merchant's Quarter; however, it refers primarily to the allocation of uses rather than seeking to promote or discourage particular forms of design or architecture.

30. 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.

31. 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.

32. The Government published its National Design Guide on 1st October 2019 as part of the National Planning Practice Guidance.



33. 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.
34. Officers note that the application is supported by a Design & Access Statement which does reasonably analyse and assess the character of the surrounding area. The statement demonstrates that this site can accommodate a building of this scale at this location without harming the character and appearance of the area and Officers accept this assessment – indeed, a building of this scale is considered to be the optimum for this site. It also notes a number of corner buildings with curved corners located within Bolton town centre and therefore takes this as a guiding principle. It is less successful in justifying the materials proposed – whilst similar buildings do exist on the periphery of Bolton town centre, they are not considered to be part of its distinctive character.
35. The proposed elevations and layout are on their third revision following comments from Officers, who have been seeking a better balance between the reasonable desire of the Applicant to have a strong corporate identity at this location and the policy requirement to ensure that development protects, strengthens and enhances the distinctive townscape qualities of Bolton town centre. The Applicant has narrowed and pushed the building back from Manchester Road, aligned the loading side with the prevailing line of the other buildings, added a brick (cladding) plinth, broken up the façade with glazing and other materials / colours, introduced a step in the height, proposed the use of railings and generally added new trees and vegetation to the boundaries, not least the boundary with the adjacent Listed Building. Other improvements secured by Officers include a significant reduction in the use of orange and an increase in the use of grey, similar to that used at the adjacent Audi dealership.
36. Despite the revisions and the incorporation of some of their suggestions (including the brick plinth, increased planting, provision of railings and some variation in the roofline), the Council's Design & Conservation Officer is unable to express full support for the proposals, in particular the use of cladding over the more distinctive brick and stone characteristic of the area to the north (Merchants Quarter). The Case Officer notes this concern but considers that an acceptable balance has been struck between the corporate identity of the Applicant and the distinctive qualities of Bolton town centre. This site is located exactly on the boundary between Bolton town centre and the less distinctive area to the south, including Manchester Road. Cladding exists on the building immediately to the north, on the retail units to the west, on the Audi dealership to the south and is being used for the extension of Globe Works. The use of glazing will break up the massing and the curved corner is characteristic of a number of corner buildings within Bolton town centre. No concerns are raised over the scale of the building or its siting on the corner, indeed these are both considered to be entirely appropriate.
37. The impact on the character and appearance of the area is considered to be acceptable.

#### Impact on the Setting of the Nearby Listed Building

38. 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.
39. 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.
40. The National Planning Policy Framework is clear at paragraphs 194, 195 and 200 that Local Planning Authorities are required to consider the impact on the setting of nearby heritage assets, including Listed Buildings.
41. As noted above, the former public baths building on Lower Bridgeman Street (now in use as a

business centre) is a Grade II Listed Building. However, there is no requirement to consult Historic England under these circumstances – Local Planning Authorities are instead encouraged to take their own specialist advice into account.

42. As above, the Council's Design and Conservation Officer expresses concern over the impact on the setting of the nearby Listed Building. They refer to the lack of formal analysis on this issue and the absence of views from the eastern approach to the Listed Building. In their view, a combination of the higher level of the application site and the use of cladding will diminish the setting of the Listed Building, though they do accept that the gap between the two buildings will mitigate this harm.
43. The Case Officer takes the view that the 66 metre gap between the Listed Building and the proposed storage building means that the impact on setting will be acceptable. A mix of building types and materials is entirely common within a town centre context, reflective of different periods of development. It is not considered that a refusal on the grounds of impact on the setting of the Listed Building could be substantiated at appeal.
44. The impact of the proposal on the nearby heritage asset 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 the Highway Network

45. 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.
46. Core Strategy Policies 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.
47. 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.
48. Chapter 9 of the NPPF (July 2021) relates to the promotion of sustainable transport. Paragraph 102 stresses the importance of development proposals addressing transportation issues at an early stage in a development in order to identify the potential impacts of a proposal and look at opportunities to reduce them together with promoting more sustainable methods of transport. Para 103 states that the planning system should actively manage patterns of growth in support of these objectives, focusing on locations that will limit the need to travel offering a genuine choice of travel modes, with the overall aim being to reduce congestion and emissions. Para 105 states that planning policies should support an appropriate mix of uses across an area, and within larger scale sites, minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.

49. 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.
50. The application is supported by a Transport Assessment, carried out by RGP.
51. The Council's Highway Engineers have considered the Transport Assessment and find it to be acceptable noting that vehicular access would be relocated slightly further east along the site's frontage to Lower Bridgeman Street in order to accommodate a number of highway and cycle lane improvement works which have recently been implemented along Lower Bridgeman Street. The existing access on Gorton Street would be closed and reinstated with raised kerbs. Lower Bridgeman Street is one-way serving east to west traffic only. The traffic/parking data is based on similar facilities around the country and according to that information, the level of traffic impact within the AM/PM peak operational peak periods will be negligible (6 two-way AM/10 two-way PM with an average of 5 two-way HGV movements). This additional traffic should be accommodated with little additional detriment to road safety, amenity and the operational capacity of the surrounding highway network. It is proposed to provide 12 parking spaces and 3 loading bays (15 spaces) which does fall below the Council's maximum parking standards in order to serve this level of development. However, the Transport Assessment includes parking accumulation data for other Lok'nStore facilities around the country. This information appears to indicate that owing to the nature and operation of the facility this level of parking proposed should be sufficient in order to support the operation of the proposed facility.
52. The Transport Assessment includes tracking analysis using industry standard (Autotrack/Autoturn) for the maximum size of articulated HGV service vehicle that will visit the site. The tracking appears to demonstrate accessibility from the highway network and the ability to enter/leave the site in forward gear. Owing to the traffic volumes that use Lower Bridgeman Street during the operational peak periods and the new cycle facilities that have been implemented at that location, it was a recommendation during informal pre-application discussions that the applicant undertook an independent Road Safety Audit (RSA Type1) on the proposed access/egress from Lower Bridgeman Street and other amendments proposed. The RSA highlighted encroachment and potential rear end shunt accident issues at the access for larger HGV owing to the width of the access with a recommendation for widening so that the swept path can be accommodated and two-way vehicle flow is achievable through the access. This has been taken on board by the applicant and amended information provided.
53. The Council's Highway Engineers confirm no objection to the proposed and it is considered to comply with Policies P5 and S1 of the Core Strategy.

#### Impact on the Living Conditions Enjoyed at Nearby Residential Properties

54. 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
55. Paragraph 72 of the NPPF states that planning policies and decisions should create places which promote health and well-being, with a high standard of amenity for existing and future users. Paragraph 117 states that planning policies and decisions should promote an effective use of land whilst ensuring safe and healthy living conditions.
56. Officers consider that Core Strategy policy CG4 and Allocation Plan Policy P6AP are consistent with the NPPF and have significant weight in the determination of this application as has the NPPF guidance itself.
57. The application proposes a Class B8 storage use which, depending on the degree of distribution involved,, is capable of having an impact on living conditions, though less so that a typical

general industrial use. The residential properties that are capable of being impacted upon include the residential conversion of the former World of Wicker building across Lower Bridgeman Street, the ongoing residential conversion of Globe Works and, to a much lesser degree, the residential properties on Grosvenor Street on the other side of the Audi dealership. The Council's Pollution Control Officers have considered the proposal and whilst they note the absence of a formal Noise Impact Assessment, accept that the use can operate without detriment to living conditions, provided that the hours are limited to those proposed (8pm terminal hour on weekdays, 4pm on weekends).

58. Subject to this condition, the impact on the living condition is considered to be acceptable.

#### Impact on Economic Development

59. The National Planning Policy Framework states at paragraph 8 that achieving sustainable development means that the planning system has three overarching objectives, one of which is an economic objective – 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. Paragraphs 80 to 82 relate specifically to building a strong competitive economy and state that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

60. The Council has adopted the Sustainable Community Strategy which identifies two main aims - to narrow the gap between the most and the least well off and to ensure economic prosperity. The Core Strategy is consistent with this, seeking a prosperous Bolton by making sure that jobs are provided in accessible locations in a range of different sectors.

61. The application is supported by a Economic and Social Benefits Assessment carried out by Turley Associates. Whilst this dates from 2018 and is sector specific rather than site specific, the points it makes are considered to be reasonable:

- Lok'nStore provides storage facilities for approximately 15,000 personal and business customers, and employs over 170 people.
- The range of unit sizes offered by Lok'nStore, from wardrobe size lockers to mini-warehouses is unique in the market.
- Business users represent around 20% of customers by number, but form over a third of the company's revenue as they hold larger spaces and – in addition to direct employment on site – Lok'nStore storage centres create a high number of indirect employment opportunities as a result of the availability of space for local businesses.
- This service is particularly valuable for smaller businesses, as the flexible space storage centres offer allow business operations with lower levels of resources to expand at a relatively low cost.
- Household customers represent around 80% of customers by number, and Lok'nStore storage centres provide vital social benefits (as well as economic benefits) by providing the space that people need at times when people need it the most, ie when moving house, or suffering divorce or bereavement.

62. For the reasons given above, it is considered that the development will have a positive impact on economic development within Bolton.

#### Other Matters

##### *Biodiversity and Trees*

63. There are no trees on the application site itself. An Arboricultural Impact Assessment

demonstrates that the development can be accommodated without harming the protected Hornbeam trees on the Manchester Road frontage. New planting, including trees, is proposed as part of a landscaping scheme.

64. The college buildings were demolished in approximately 2012 following the relocation of the institution to Deane Road. Prior to its clearance, the site had little or no biodiversity value, other than the trees on the frontage, which still remain. In the intervening 10 years, the site has been colonised by ruderal vegetation such as buddleia and such plants can make a positive contribution to ecology and biodiversity – for example, buddleia, whilst not a native species, provides a good source of nectar for bees and butterflies.
65. The biodiversity metric submitted with the application states that biodiversity gain cannot be delivered on the site itself and that an offsite contribution would be required. That said, the calculation was carried out prior to the landscaping being improved.
66. Officers take the view that as the site had zero biodiversity value less than ten years - due to it containing the college buildings together with hard surfacing, a degree of flexibility needs to be applied over this issue. Given the landscaping scheme proposed, the site will have more biodiversity value than it had 10 years ago. Whilst this is not the correct baseline to apply in terms of the operation of planning policy – the development should be assessed on its present value – this fact remains true.
67. The site has no species of special value. Its very recent increase in biodiversity value results from neglect. Measures have been put in place to enhance biodiversity and will be required by a condition.

#### *Air Quality*

68. The application is supported by an Air Quality assessment which has been accepted by the Council's Pollution Control Officers. Vehicle movements would be relatively limited for a site of this size, the use itself will not have any air quality impacts and a standard Construction Environmental Management Plan condition will control dust during the construction phase.

#### *Odour*

69. Policy CG4 seeks to ensure that new development does not generate unacceptable nuisance by way of odours. Officers are satisfied that the development itself will not generate nuisance by way of odours, given the nature of the use.

#### *Surface Water Drainage and Flood Risk*

70. The site does not lie within a flood risk area.
71. A drainage strategy has been proposed but has not been accepted by United Utilities. They advise that there is insufficient evidence that the drainage hierarchy has been fully investigated and the presence of the nearby surface water drain means that they would not accept discharge into the combined sewer. Nevertheless, it is considered that this matter can be resolved via a suitably worded planning condition and need not prevent the proposal being determined on other matters.

#### *Sustainable Construction and Energy Management*

72. A Sustainability Statement has been submitted which suggests that the development will perform 24% better than the current building regulations baseline in terms of CO2 emissions and states an intention to achieve BREEAM Very Good. The Council's policy is to seek a 10% betterment over Building Regulations so this would exceed the policy requirement. Officers intend to secure this via a condition.

#### *Crime Reduction*

73. The application is accompanied by a Crime Impact Statement carried out by Greater Manchester Police, who consider the proposals acceptable subject to certain minor revisions and amendments. This have been adopted in full by the Applicant and Greater Manchester Police confirm their support for the proposal.

*Land Stability, Ground Conditions and Coal Mining*

74. A Phase 1 Contaminated Land Survey has been provided and Pollution Control Officers are satisfied that the site can be appropriately remediated in order to accommodate the proposed use.
75. The application site lies outside of the defined Development High Risk Area, therefore no further consideration is required.

**Conclusion**

76. This site has remained undeveloped for approximately 10 years following the demolition of the college buildings. An outline consent for residential use, granted in 2013, was not pursued. Whilst Officers have had interest from other developers (including residential use) these have not been pursued to submission stage. The residential allocation within the Core Strategy dates back to a time when developments such as Moor Lane, Central Street and Bark Street did not seem to be a possibility.
77. Whilst a compromise has been made between the corporate identity of the Applicant and the identity of Bolton town centre, the appearance of the development is considered to be acceptable for this peripheral location, given the existing context. Insufficient harm to the setting of the nearby Listed Building has been found. The Applicant has worked with the Council's Highway Engineers to deliver a development which will not harm this important part of Bolton's road network and in particular will not pose a risk to the recently implemented cycle route.
78. The development will contribute to Bolton's economic development by providing local businesses with an accessible location for storage and has the potential to be used by the expanding residential population of Bolton town centre.

## Representation and Consultation Annex

### Representations

No representations were received, the application appears at Planning Committee as Bolton Council own the site and the proposed use is a departure from the housing allocation.

### Consultations

Advice was sought from the following consultees, Drainage and Technical Support, Highways Engineers, Environmental Health officers, United Utilities, GM Police, Conservation and Design

### Planning History

The site has only a limited relevant planning history – outline planning permission was granted in November 2013 for the erection of up to 100 dwellings and up to 400 square metres of retail provision. Approval of Reserved Matters was never sought and the consent expired unimplemented. Permission for the erection of the Audi dealership was granted in October 2016.

## **Recommendation: Approve subject to conditions**

### **Recommended Conditions and/or Reasons**

Subject to the following conditions, which have been imposed for the reasons stated:-

#### **1 Commencement**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

#### **Reason**

Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

#### **2 Construction Environmental Management Plan - Pre-commencement**

No part of the development hereby approved shall commence until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The CEMP shall set out, as a minimum, site specific measures to control and monitor impact arising in relation to construction traffic, noise and vibration, dust and air pollutants, land contamination, ecology and ground water. It shall also set out arrangements by which the developer shall maintain communication with residents and businesses in the vicinity of the site and by which the developer shall monitor and document compliance with the measures set out in the CEMP. The development shall be carried out in full accordance with the approved CEMP at all times.

#### **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 the construction phase once

development had commenced.

- 3
- i) The development hereby approved shall be carried out in full accordance with the following approved Preliminary Risk Assessment: Lok'n Store, Lower Bridgeman Street, Bolton, dated August 2022 (ref: GRO-22233-3702) by Groundtech.
  - 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.

#### General Note to Applicant

Please note: The responsibility to properly address contaminated land issues, including safe development and secure occupancy, irrespective of any involvement by this Authority, lies with the owner/developer of the site.

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

- 4
- Within 6 months of the development being first brought into use, trees and shrubs shall be planted on the site in accordance with the submitted landscape scheme (Bradford Smith 959-LA-P -01 rev F. Any trees or shrubs which die or are removed within five years of planting shall be replaced in the next available planting season with others of similar size and species.

#### Reason

To soften and enhance the development within its setting.

- 5
- Sustainable Development and Crime Reduction

No unit shall be occupied unless and until the following details have been submitted and approved by the Local Planning Authority:-



\* evidence that the security measures contained within section 4 of the submitted Crime Impact Statement have been implemented in full

\* evidence that the sustainable development measures contained listed in the bullet points of the Executive Summary of the submitted Sustainability Statement by Mulholland Building Services have been implemented in full

Such measures as are implemented shall be retained in full thereafter.

#### Reason

In the interests of sustainable development in accordance with Policies CG1 and CG2 of Bolton's Core Strategy and in the interests of crime reduction in accordance with Policies SO9, S1 and CG4 of Bolton's Core Strategy.

- 6 Prior to the commencement of any groundworks, 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 solution for surface water disposal must be understood prior to works commencing on site as it could affect how underground works are planned and carried out.

- 7 The development hereby permitted shall be constructed entirely of the materials details of which are shown on plan ref: 22059-HALE-ZZ-ZZ-DR-A-PL020 rev P3.

#### Reason

For the avoidance of doubt as to what is permitted and in order to comply with Bolton's Core Strategy policy CG3

- 8 Lighting Limit

Notwithstanding any submitted plans, no external lighting or floodlighting shall be installed that would result in an illumination value of more than 5 LUX at the nearest residential property.

Reason

To safeguard the character and appearance of the locality and to prevent light pollution and in order to comply with Bolton's Core Strategy policies CG3 and CG4.

9 Hours

The premises shall not be open to visiting members of the public nor shall any deliveries be taken or despatched from the site except between the hours of:

[0800 - 2000] Mondays to Fridays

[1000 - 1600] Saturdays and Sundays

No operations shall take place on Sundays or Bank Holidays.

Reason

To safeguard the living conditions of residents and the amenity and character of the area with regard to noise and/or disturbance and in order to comply with Bolton's Core Strategy policies CG3 and CG4

- 10 Prior to the development hereby approved being first occupied or brought into use the means of vehicular access to the site from Lower Bridgeman Street shall be constructed in accordance with the drawing ref 22059-HALE-ZZ-ZZ-DR-A-PL004 rev P3. No other access shall be formed to the site.

Reason

In the interests of highway safety and in order to comply with Bolton's Core Strategy policies S1, P5 and Supplementary Planning Document 'Accessibility, Transport and Road Safety'.  
Enter Text here

11 Approved Plans

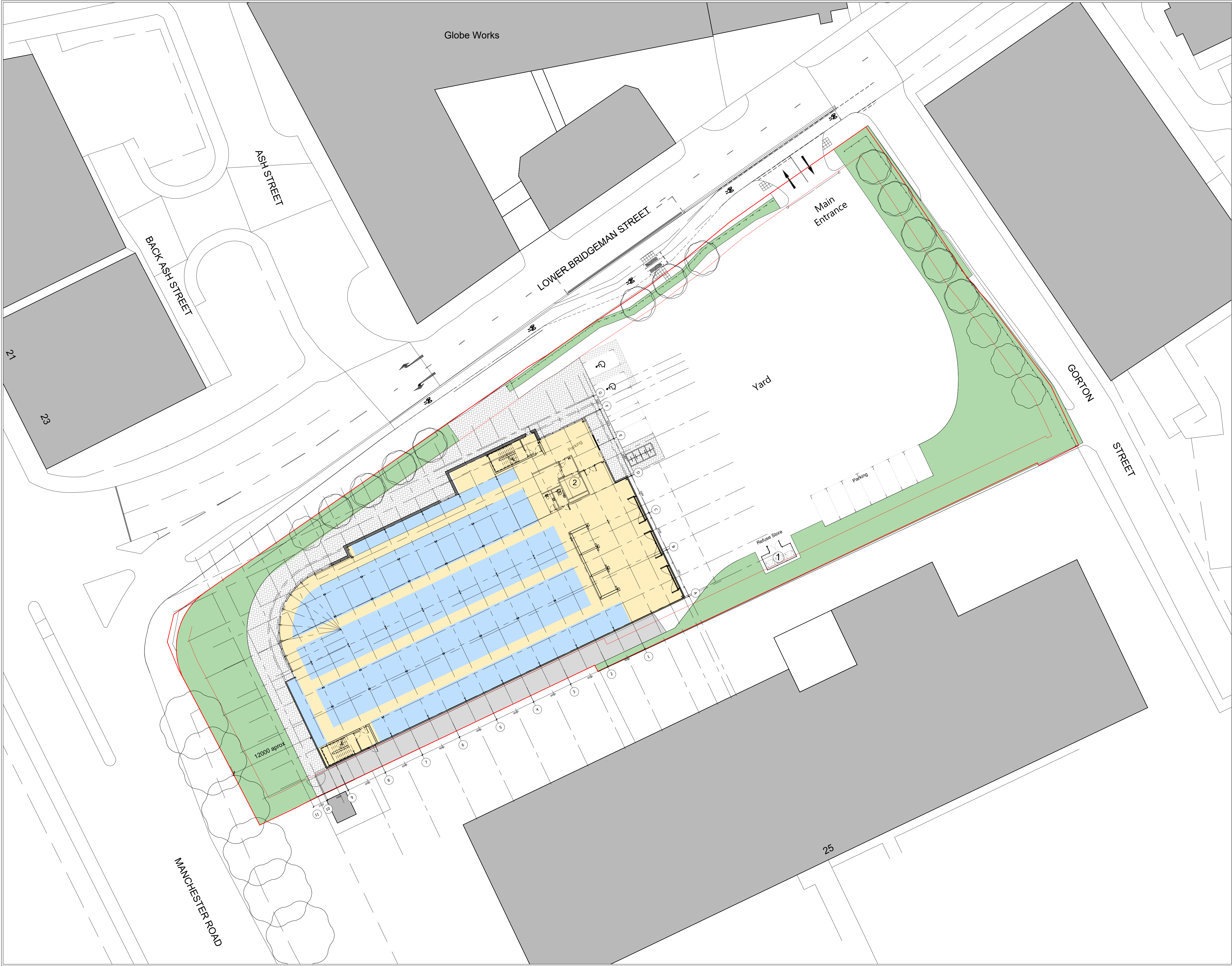
The development hereby permitted shall be carried out in complete accordance with the following approved plans:

TBC

Reason

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





Disclaimer:  
Site information based upon OS map data received from Emapaite.  
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File Ref: OS\_MasterMap\_Topography\_Layer\_768848\_989699

© Crown copyright and database rights [23/03/2022] Ordnance Survey  
0100331673

Notes:

SCALE

0 2 5 10m

N

**Key**

Plot Boundary  
(5378 m<sup>2</sup> / 1.328 acres / 0.537 ha)

Lok'nStore

① Refuse/Recycling Store

② Cycle Shelter

XX	PLANNING ISSUE	14.12.2022	JS	HA
P2	PLANNING ISSUE	31.10.2022	JS	HA
P1	First Issue	23.08.2022	TM	HA
Rev:	Notes:	Date:	Dwn:	Iss:
Suitability Code:				

Client:

**hale**  
ARCHITECTURE

22c Leathermarket Street, London, SE1 3HP

Project:  
**Lok'nStore, Lower Bridgeman Street  
Bolton**

Drawing Title:  
**Proposed Site Plan**

Project No: <b>22059</b>	Scale @ A1/A3 1:250/1:500	Revision: <b>P3-0</b>
Drawing No: <b>22059-HALE-ZZ-ZZ-DR-A-PL004</b>		





Self Storage

LOK'n  
STORE  
Storage

LOK'n  
STORE  
Storage