

Merchant's Quarter

Masterplan: Supplementary Planning Document



www.bolton.gov.uk/merchantsquarter
Shaping the Future of Bolton

Summary

This document is a Supplementary Planning Document (SPD). It provides further details to policies in the adopted Unitary Development Plan (UDP), April 2005, which is the primary source of guidance on planning issues. The SPD is not part of the Statutory Development Plan. However, it forms part of the Local Development Framework and as such will be an important consideration in determining planning applications.

The document is intended to support pre-application discussions about development proposals for the Merchant's Quarter area of Bolton town centre, although it is designed for use throughout the development control process. Applicants are advised to contact the Council to discuss their proposals as early as possible. This SPD should also be read in conjunction with additional adopted guidance depending upon the nature and location of the application.

Timetable for consultation and adoption:

SPD approved for consultation and interim planning control use	7 July 2008
Public consultation	18 August – 26 September 2008
SPD adopted	23 February 2008
SPD published	July 2009

Monitoring and Review

The Council will monitor the significant effects of the SPD. The Council is required to produce Annual Monitoring Reports to assess the implementation of the Local Development Scheme and the extent to which policies in local development documents are being achieved. The SPD will be included in this process.

The test of the effectiveness of the masterplan will be whether the objective of the comprehensive regeneration of the Merchant's Quarter area is achieved in accordance with the Council's aspirations. The Council's Strategic Development Unit will monitor all the stages in the development process including any developer selection, obtaining planning permission, construction of the approved development and occupation of the completed units. This information will be fed into the Annual Monitoring Report. If there is evidence that the SPD is failing to meet the objective, it will be reviewed.

Bolton Council
Strategic Development
Town Hall
Bolton
BL1 1RU
www.bolton.gov.uk

Director of Development and Regeneration
Keith Davies

Contents

01 Background

Introduction and location	5
Purpose of the SPD	6
Vision for the future	6
Compulsory Purchase powers	7
Transport and Parking Assessment Supplement	7

02 Policy Context

National Planning Policy	9
Statement of Community Involvement	10
Regional Economic Strategy	10
Regional Spatial Strategy	10
Bolton Unitary Development Plan	13
Bolton: Our Vision 2007 – 2017 (Community Strategy)	17
Bolton Town Centre Action Framework	17
Building Bolton	17
Sustainable Development	17
Brightmet Street Development Brief	18
Coming to Bolton – Town Centre Transport Strategy	18
Public Realm Implementation Framework	18

03 Analysis

Site analysis	21
Landscape character	21
Historical analysis	21
Character areas	23
Morphology, building line, continuity and enclosure	23
Scale, massing and roofline	25
Building Quality: Local distinctiveness	27
Building Quality: Structural condition	27
Use mix	27
Movement	29
Public realm	30

04 Masterplan

Masterplan and policies	33
Opportunities and constraints	33
Masterplan concept	33
Option development	34
Masterplan vision diagram	36
Transport, Accessibility, Parking and Movement Framework	39
Vehicular access and egress	39
Parking	40
Major highway improvements	41
Streets, spaces and linkages	41
Cycle access and parking	42
Public squares	44
Urban Design: Frontage	46
Use mix	47
Urban Design: Scale and massing	49
Advertisements	50
Archaeology	50
Wireless environment and telecommunications	50
Public Realm Implementation Framework	51
Planning obligations	54
Public realm development	55
Lighting	59
CCTV	59
Comprehensive development	60
Phasing	60
Demolition	61

Appendix 1: List of relevant documents and weblinks	62
--	----

Appendix 2: List of tables and figures	63
---	----

Contacts	64
-----------------	----

01 Background

The SPD is split into four sections. Part One of the SPD focuses on the purpose of the document. Part Two sets out the location, and the Council's initial aspirations for Merchant's Quarter and includes details of the relevant planning policies and other guidance. Part Three includes a number of sections forming research and analysis of the existing characteristics of the area and Part Four sets out the vision, masterplan and principles.

Introduction and location

Bolton's Town Centre Action Framework sets out the planned regeneration of Bolton town centre comprising a number of distinctive 'Areas of Change', subsequently characterised in the SPD Building Bolton. These zones within the town centre are being brought forward in various phases of major planned redevelopment that together are of regional importance. Merchant's Quarter has a direct relationship with the Trinity Interchange, Knowledge Campus and Cultural Quarter which come together as the Bolton Innovation Zone. Merchant's Quarter also has a complementary relationship with the other areas including Church Wharf and Central Street which are advanced in their major development and the neighbouring commercial districts of St Peter's to the north and the Civic and Retail Core to the north west.

As set out in this SPD, the Council is seeking comprehensive redevelopment of Merchant's Quarter in the south east of Bolton town centre. Building Bolton describes the historical 'Ring of Fire' referring to part of a distinctive industrial mix of uses which originally surrounded the town centre. The Masterplan area is defined by St Peter's Way to the east, Lower Bridgeman Street to the south, Bradshawgate to the west and to

the north by the Bolton to Blackburn railway line. The area covered by the Masterplan is shown in Figure 1 which includes the immediate highway affected by redevelopment and identifies the core development areas which broadly are anticipated to be subject to redevelopment proposals.

The area is in close proximity to major transport links including Bolton railway station with regular services from/to all Manchester stations, including Manchester Airport to the South and Preston, Blackpool and services on to the Lake District and Scotland to the north. To the east lies the A666 with direct links to the M61 and M60 providing easy access to and from Manchester, Liverpool and Leeds together with onward routes.

The area presents an exciting development opportunity for a commercial led mixed-use redevelopment that will have a positive and significant regeneration and economic impact on Bolton town centre, the main centre for shopping, business and civic affairs in the borough. The town centre, is also the most important centre for arts, entertainment, urban leisure and cultural activities and is thus a focus for the wider community. Merchant's Quarter is of strategic importance in supporting the sustained growth of Bolton as a major regional centre.

Merchant's Quarter is an important gateway site for visitors to the town centre and a high standard of design will be required. The area will be a challenging one to develop in terms of design, access and the need to balance different land uses fitting around the prevailing

character and identified street pattern.

As such it is an exemplar for the Bolton's key brand values:

'Open' – (friendly / welcoming)

This reflects the openness of the people, the spaciousness of the town and the green spaces that surround it. Bolton is, and should aim to be, friendly, welcoming and inclusive.

'Colourful' – (characterful/distinctiveness/interesting)

Bolton has a distinctive history and heritage, as well as many famous characters associated with the town. We should work to maintain and enhance this.

'Sound' – (decent / reliable / trustworthy)

Bolton has an underlying sense of quality and dependability, Bolton is somewhere that people can depend on.

This Masterplan seeks to support the values through reference to planning guidance and other data about the site context, and the Council's aspirations for the site.

Background

Purpose of the SPD

This Masterplan has been prepared to provide a strategic framework for the redevelopment of the area. Once approved it will be used by the Council for planning control purposes. It sets out in more detail the objectives of the Council for the form and content of development proposals for the site. It provides an overview on issues such as opportunities for vehicular access and egress, car parking, urban design principles, preferred activity, public realm and open space requirements and issues of local distinctiveness, perception and image.

Merchant's Quarter reflects characteristics of much of the edge of the town centre which is environmentally poor, has poor connections to the core area and has significant brownfield opportunity sites and buildings, some having architectural merit. The area offers a major opportunity for private sector led investment to develop a distinctive town centre neighbourhood to bring added value to the centre, economically, socially and environmentally.

A major part of the site is identified within the UDP as a protected employment site (Figure 2) and whilst Merchant's Quarter is home to a mix of engineering, design and media based companies, there are redundant and derelict buildings, tired streets and spaces which contribute to poor perceptions of image and increase opportunities for anti-social behaviour. The Council recognises the regeneration potential of the area, enhanced by a gateway location, good access and potential linkages with the core town centre. Building Bolton acknowledges the part the character

of the area has to play in its regeneration with a strong and distinctive street grid providing rectangular plots for mills and some characteristic buildings.

In the 2007 Bolton Town Centre Development and Regeneration Position Statement, Jones Lang LaSalle benchmarked Bolton's office market alongside other regional locations and in particular the out of town office market in Bolton and identified the need for high specification space easily accessible by car. The report went on to identify opportunities for growth in higher value service sectors with the provision of Grade A commercial office space with appropriate levels of parking.

Bolton town centre has since strengthened its Grade A offer and it is anticipated that together with Church Wharf, Merchant's Quarter will contribute to a supply of around 1 million sq ft in line with growth projections over the next 10-15 years. Merchant's Quarter is the prime site for the development of an urban business quarter that is able to deliver premium office space within a quality environment that has sustainable heritage and character values. Charles Topham Group have taken a lead in developing this concept within a first phase 30,000 sq ft Grade A office space at No.1 Merchants Place and No.2 has planning permission for a further 80,000 sq ft. Merchant's Place has achieved high standards of heritage preservation with the sensitive conversion of the former Newhey and Blackburn's mills. In response to the Council's aspirations and the emerging development at Merchant's Place, Charles Topham Group and the Council jointly commissioned a core piece of work by Planit EDC that has formed the

basis of the research, analysis and masterplan development within this SPD. The majority of the diagrams are taken from the work by Planit EDC.

A vision for the future

Merchant's Quarter has significant potential in the longer term, maximising an important part of Bolton's heritage and developing a major centre for business. The Council's aspirations for the planned future redevelopment of the entire area will seek to create a commercial urban business quarter with the potential to attract around 500,000 sq ft Grade A office space together with a range of complementary uses set around new and refurbished streets, squares and spaces.

The image, perception, security and sense of place within Merchant's Quarter will be complemented by uses designed to broaden the range of activity without prejudicing the business focus, to bring vitality to the area outside of normal business hours. This will include hotels, restaurants, bars and niche retail to serve those working in Merchant's Quarter as well as attracting footfall from other parts of the town centre and increasing dwell time by visitors, making Merchant's Quarter a destination in its own right. The sensitive insertion of residential accommodation on the periphery of Merchant's Quarter and within the wide town centre will add to increased activity within the area.

Merchant's Quarter Masterplan

Background

A masterplan will entail the sensitive redevelopment of the existing buildings in the area, utilising the existing buildings where possible and where appropriate. Other parts of the urban blocks will be opened up to provide new urban spaces which will be a focus for vibrant activity associated with the surrounding commercial development. This will be reinforced by the introduction of green spaces and street trees to soften the urban grain and facilitate the creation of quality spaces together with the conservation and enhancement of biodiversity in the area.

Vehicular access to Merchant's Quarter will be substantially enhanced by the Council's proposals for a new slip road from the existing A666 junction with Bradford Street leading to Brightmet Street, the location for one of three new multi-storey car parks in the town centre to be constructed in partnership with NCP, contributing to the infrastructure necessary to support the growth of office space and supporting a diverse local economy. A movement strategy and additional parking facilities within the quarter itself together with adequate pedestrian zones and a pedestrian link over the railway line to Institute Street will create an accessible environment which is easy to navigate whether on foot, bicycle or in a car.

Some premises are derelict, empty or about to be vacated, such as much of Saville Mill and the former BMW showroom and Copyplan site fronting Bradshawgate. The UDP acknowledges that the heavy industrial and employment uses that currently occupy the majority of buildings within Merchant's Quarter are no

longer appropriate for this town centre location. These businesses will continue to contribute to the economy of the borough through the jobs and services they provide. Developers and landowners will be encouraged to relocate businesses to more appropriate sites elsewhere within Bolton. Businesses affected in this way can contact Business Bolton to discuss options and support in the relocation of their company.

Compulsory Purchase powers

Merchant's Quarter will be challenging to develop in order to deliver the necessary critical mass of uses and activity that will support the required economic, social and environmental improvements. The Council owns some land within Merchant's Quarter and to ensure that regeneration can be addressed in a comprehensive way in accordance with the aspirations and objectives of this SPD, the Council will give due consideration to the use of its Compulsory Purchase Order (CPO) powers, if necessary, to acquire outstanding land interests as required to facilitate the comprehensive redevelopment and regeneration of Merchant's Quarter. The Council will need to be satisfied that there is a compelling case in the public interest as a key part of that consideration. For further information, see page 60 with regard to implementation and phasing of development.

Transport and Parking Assessment Supplement

A detailed Transport and Parking Assessment has been commissioned by the Council to supplement the access, movement and parking recommendations contained within this SPD. This assessment will supplement the SPD by firstly setting out a detailed analysis of the movement strategy and highway

implications of the regeneration of the area including traffic generation, junction capacity and detailing any necessary highway improvements. Secondly, the assessment will set out an analysis of the likely parking requirements and the preferred location for this parking provision including an assessment of likely multi-storey car park demand, supply and phasing.

The remainder of this document analyses the existing character of the area and within the policy context, sets out the proposed masterplan.

Merchant's Quarter Masterplan

02 Policy Context

National Planning Policy

The Planning and Compulsory Purchase Act 2004 ("The 2004 Act") identifies that the Development Plan includes both the Regional Spatial Strategy and Development Plan Documents (DPDs) adopted by the Council. As a transitional arrangement it is possible to save existing policies contained within Unitary Development Plans, Structure Plans and Local Plans for a period of time. This is initially three years from the date of adoption or the date the act came into effect whichever is the later.

After this period individual authorities can apply to extend the life of any policy provided that it does not conflict with any policy in another Development Plan document, including the Regional Spatial Strategy for the North West (NWRSS). In addition to the UDP there are a series of other national, regional and local documents that are also material considerations in the determination of planning applications and the formation of plans and strategies. In relation to the Masterplan these are discussed briefly under the following sections. National Guidance National planning policy in the form of Planning Policy Statements (PPS), Planning Policy Guidance Notes (PPG), Circulars and other policy statements are material planning considerations.

Table 1: Relevant National Planning Policies

Material considerations relevant to the consideration of the proposed Masterplan include:

- Planning Policy Statement 1 (PPS1): Delivering Sustainable Development
- Planning Policy Statement: Planning and Climate Change – Supplement to PPS1
- Planning Policy Statement 3 (PPS3): Housing
- Planning Policy Guidance 4 (PPG4): Industrial Commercial Development and Small Firms
- Planning Policy Statement - Consultation paper on a new (PPS4): Planning for prosperous economies
- Planning Policy Statement 6 (PPS6): Planning for Town Centres
- Planning Policy Statement 9 (PPS9): Biodiversity and Geological Conservation
- Planning Policy Statement 10 (PPS10): Planning for Sustainable Waste Management
- Planning Policy Statement 11 (PPS11): Regional Spatial Strategies
- Planning Policy Statement 12 (PPS12): Local Development Frameworks
- Planning Policy Statement 12 (PPS12): Local Spatial Planning (June 2008)
- Planning Policy Guidance Note 13 (PPG13): Transport
- Planning Policy Guidance Note 15 (PPG15): Planning and the Historic Environment
- Planning Policy Guidance Note 16 (PPG16): Archaeology and Planning
- Planning Policy Statement 22 (PPS22): Renewable Energy
- Planning Policy Statement 23 (PPS23): Planning and Pollution Control
- Planning Policy Statement 25 (PPS25): Development and Flood Risk

Policy Context

Statement of Community Involvement

Bolton Council has prepared and adopted a Statement of Community Involvement (SCI) in accordance with the requirements as set out in the Town and Country Planning (Local Development) (England) Regulations 2004 and Government guidance in PPS1; PPS12; Creating Local Development Frameworks: A Companion guide to PPS12; and Development Plans Examination – A Guide to the Process of Assessing the Soundness of Statements of Community Involvement.

The SCI sets out the Council's policy for involving the community in the preparation and revision of all Local Development Documents, and in development control decisions within its local area. The SCI provides a basis to inform, consult and involve the wider community in the LDF process and a significant emphasis has been placed on targeting groups that have not traditionally been engaged in the planning process such as young people, ethnic minorities and disabled people.

SPD's whether providing detailed guidance in the form of area specific proposals, including masterplans and development briefs, or topic based, are not subject to independent examination and will not form part of the statutory development plan, however they are a material consideration in the planning process. The SCI identifies that the production of draft SPD will involve a 6 week consultation period taking in a variety of consultation methods as identified in Appendix 1 and 2 of the SCI.

After the 6 week consultation period has elapsed the Council will then consider any representations made, and respond appropriately, indicating whether the SPD

needs to be amended. Once the relevant changes have been made the Council will then adopt and publish the SPD.

Regional Economic Strategy

The Regional Economic Strategy (RES) provides a regional framework for economic development, skills and regeneration in a bid to ensure that activity in the region is more clearly focused. It identifies five priority areas – business; skills and employment; regeneration; infrastructure; and quality of life – sets out key aims and objectives for each, and highlights the activities that the NWDA believes will promote the change necessary to transform the North West economy.

Regional Spatial Strategy

The North West of England Plan Regional Spatial Strategy to 2021 (NWRSS) was adopted and published in September 2008 replacing RPG13 (2003) and as a result of the 2004 Act forms part of the statutory development plan including 'saved' UDP policies and Development Plan Documents as they are adopted and must be given due consideration when assessing planning documents such as this SPD.

NWRSS Policy DP1: Spatial Principles – sets out the principles which underpin RSS and which have guided the principles of this SPD, particularly with regard to sustainable economic development; making the best use of resources; and managing travel demand.

Policy DP3: Promote Sustainable Economic Development – sets out the principles to strengthen regional economic performance and enable the sub

regions, including the Manchester City Region to achieve their potential as well as seeking to address disadvantage within specific groups.

Policy DP4: Make the Best Use of Existing

Resources – identifies priority to sustainable locations for development and a sequential approach to development generally, together with the appropriate use and reuse of resources. This masterplan promotes the reuse and conversion of buildings within a previously developed, centrally located, highly sustainable site and the Council's own guidance within the Sustainable Design and Construction SPD sets the Council's approach out in more detail.

Policy DP5: Manage Travel Demand – identifies the need to reduce travel, especially by car such that major growth should be located in urban areas. The Council's aspirations for Merchant's Quarter are reflective of this policy in seeking to make full use of the macro strategic networks and public transport and micro improvements in particular for cyclists and town centre residents, particularly with the creation of a new pedestrian street and footbridge.

Policy RDF1: Spatial Priorities – is described as the 'cornerstone of the RSS' and supports the sequential emphasis of priorities for growth and development within the region stating that development in Bolton should be of an appropriate scale and accessible location. The development of the vision for Merchant's Quarter has been informed by studies into the phased growth in the quality of Bolton town centre's office accommodation which are sensitive to the positioning of Bolton within the Manchester City Region.

Merchant's Quarter Masterplan

Policy Context

The NWRSS supports the economic programme in the Regional Economic Strategy. Policies W1 and W2 state that plans and strategies should promote opportunities for economic development with growth opportunities in the Manchester City Region including financial and professional services, media, creative and cultural industries, ICT, digital and communications. Bolton town centre is acknowledged as being of regional importance for economic development and Merchant's Quarter therefore has the potential to make a significant contribution to the growth of the regional, sub-regional and local economies.

Policy W3 – Supply of Employment Land – requires adequate provision for the supply of B1, B2 and B8 land and seeks to establish a supply of employment land which is to be identified in detailed plans, strategies, and proposals. It states that office development should, as far as possible, be focused on regional centres and town/city centres like Bolton as set out in Policy RDF1 consistent with the sequential approach in PPS6. Merchant's Quarter will therefore contribute to this supply in accordance with the policy.

To inform the Council's Local Development Framework and Economic Strategies, an Employment Land Study was completed by Ove Arup & Partners Ltd with Keppie Massie and published in September 2008. The study takes stock of the existing situation, creates a picture of future requirements and identifies a new portfolio of sites. The work is in line with the Guidance Note "Employment Land Reviews" (ODPM 2004). The Study covers the period up to 2021, with indicative information to 2026, in line with the NWRSS.

Policies W5 and W6 support retail and tourism development in Bolton. Whilst not the primary objective for Merchant's Quarter, small scale retail uses will complement the employment generation and creative businesses that will be attracted to the area and the protection of heritage will support the wider tourism offer of Bolton.

Policy L1 - Health, Sport, Recreation, Cultural and Education Services Provision, seeks to ensure that major development and regeneration schemes make appropriate provision for all members of the community. The complementary nature of the planned major development in Bolton town centre, and its central location with excellent public transport access, ensures that all necessary aspects of a sustainable community are being met including a new Health Research and Leisure Centre; improvements to Queen's Park; a new Cultural Quarter; family-orientated leisure and residential developments; the co-location of Bolton Community College and Sixth Form within the University anchored Knowledge Campus and emerging proposals for primary school provision.

Policy EM1 aims to identify the region's assets in order that they can be protected, enhanced and managed. The policy identifies the importance of landscape; natural environment; the historic environment; and trees, woodlands and forests; when putting together plans and strategies. The primarily urban development of Merchant's Quarter, nonetheless provides many opportunities for improved biodiversity and protection of the natural and physical environment. The Masterplan has been prepared with this in mind and provides

opportunities for enhanced public realm and soft landscaping, tree planting and management together with the protection and of important buildings and protected species.

Policy EM2 – Remediating Contaminated Land, encourages the adoption of sustainable remediation technologies. In Merchant's Quarter, the past industrial activity has left a legacy of contamination, the successful remediation of which is key to improving the image of Bolton town centre and the region. Developers will be required to ensure that land is remediated to the satisfaction of the Council and Environment Agency.

Policy EM3 - Green Infrastructure, aims to deliver wider spatial outcomes that incorporate environmental and socio-economic benefits through enhanced green infrastructure. Section 5 of the SPD sets out the approach to improved public realm and landscaping including the development of green infrastructure within the area and along the important corridor to the A666.

Policy EM5 - Integrated Water Management, aims to ensure that strategies have due regard to the delivery of the EU Water Framework Directive including river basis, water company asset plans, flood catchment and flood risk appraisals. Work is underway on the Strategic Flood Risk Assessment for Bolton town centre and the Environment Agency were consulted in the preparation of this SPD. The River Croal follows a culverted route along the eastern boundary of the area and developers will be required to ensure that proposals do not impact on the integrity of this culvert. The Council's Sustainable Design and Construction SPD, detailed below sets out

Policy Context

the mitigation requirements for sustainable development proposals.

Section 8 of the NWRSS sets out the Transport Objectives. Policies RT1 – RT4 aim to make the best use of existing infrastructure, manage travel demands, develop a public transport framework and manage the highway network. Strategies should focus on improving journey times reliability in the M61 nationally important transport corridor; enhancing the accessibility of gateways and interchanges; locate major development close to good public transport; reduce car travel; make best use of road space; incorporate maximum parking standards; reduce overcrowding on public transport; and improve road safety.

Merchant's Quarter is positioned between a strategic gateway to Bolton town centre adjacent to the A666 junction leading to the M61 corridor and the site of the proposed Transport Interchange. Plans for the Transport Interchange include the relocation of the bus station to a surface car park site adjacent to the railway station and the development of an integrated public transport service connected to the Town Centre Gyratory System and wider bus network. A free Metroshuttle bus operates on the gyratory and serves the Bradshawgate frontage to Merchant's Quarter with plans to expand the service to the planned multi-storey car park on Brightmet Street.

The area is therefore very well positioned to play a key role in improving this gateway. The proposed Transport and Parking Assessment Supplement will complement the Town Centre Transport Strategy and

Section Four of this SPD by detailing any further measures necessary to ensure that the capacity of the transport network is safeguarded whilst incorporating sustainable parking standards.

Policy RT9 - Walking and Cycling promotes the development of an integrated network of continuous, attractive and safe routes for walking and cycling. The adopted Public Realm Implementation Framework aims to promote a pedestrian friendly town centre through the improvement of public realm on existing streets and the development of new routes and spaces. The Transport Strategy identifies cycle routes across the town centre with highway improvements dedicated to safe cycle lanes. In Merchant's Quarter, as well as a major programme of public realm improvements, there are proposals for a new pedestrianised route linking three new public spaces over an important new footbridge to connect the area to the core town centre and cycling facilities will be an essential part of new development proposals.

In November 2008, the Government published its proposals for the Sub-National Review seeking to establish Regional Leaders Boards like 4NW in each of the regions of England. Legislation would be required to give bodies like 4NW and the NWDA joint responsibility for producing RS2010, the region's single regional strategy, which ultimately will replace both the RES and NWRSS. A Principles and Issues Paper was launched for full public consultation for 12 weeks from 3rd February 2009.

Policy Context

Bolton Unitary Development Plan

This Masterplan will expand on policies set out in the Bolton Unitary Development Plan (UDP) adopted in April 2005. This takes into account the latest regional and national guidance. The most relevant UDP policies are listed in Table 1 although policies not included on the list may be still relevant to individual applications.

Table 2: Relevant Unitary Development Plan Policies

Policy	Description	Policy	Description
N1	Nature conservation	A8	Major development (access)
N5	Landscape features	A9	Access for people with disabilities
N7	Trees, woodland and hedgerows	A10	Traffic management and calming
N9	Species protection	A16	Pedestrians
EM1	Environmental Management	A17	Cyclists
EM2	Incompatible uses	A18	Strategic Route Network
EM3	Pollution	A19	Road Schemes/Improvements
EM4	Contaminated land	A20	Transport measures
EM5	Derelict land and buildings	A21	Planning obligations
EM6	Energy conservation	H1	Housing
EM7	Renewable energy	H3	Determining housing applications
EM10	Surface water runoff	H4	Affordable housing
EM11	Flood protection	H5	Housing density
D1	Design and the built environment	E1	Employment and the economy
D2	Design	E2	Office, industrial and warehouse allocations
D3	Landscaping	E3	Siting of offices and industrial development
D4	Advertisements	E5	Protection/regeneration of existing employment areas
D5	Public art	E6	Improvement of existing industrial areas and premises
D6	Telecommunications	T8	Tourism
D14	Archaeology	S1	Retail and leisure
D15	Archaeology report	S3	Retail on unallocated sites within centres
O1	Open space and recreation	S7	Hot food takeaways and restaurants
O4	Open space in new developments	S8	Leisure
O7	Public rights of way	TC1	Town centres
A1	Accessibility	TC2	Town centre living
A3	Travel plans	TC6	Expansion, conversion or redevelopment of commercial areas
A4	Developer contributions	TC7	Multi-storey car parks
A5	Roads, paths, surfacing and car parking	TC10	In-town car parking
A6	Car parking standards		
A7	Cycle parking		

Policy Context

Further details of these policies can be found in the adopted UDP which is available on the Council's website at www.bolton.gov.uk. Alternatively, copies of the policies are available for viewing at Bolton Town Hall.

The focus for the regeneration of Merchant's Quarter will be Class B1 office space. Policies E2, E5, TC6 and TC7 are relevant to specific areas of Merchant's Quarter as shown on Figure 2. In particular the area bounded by Brightmet Street, Bradshawgate, Bridgeman Place and River Street is identified in the UDP for office, industrial and warehousing uses.

Policy E2 states:

“The Council will permit office, industrial and warehouse (B1, B2, and B8) development on the allocated sites as shown on the Proposals Map and the Town Centre Inset Map.”

The reasoned justification to Policy E2 goes on to advise that allocations developed for B1, B2 and B8 uses under this policy will then be subject to protection under Policy E5 which sets out criteria against which alternative proposals should be assessed. Such proposals will be permitted providing the benefits outweigh any disadvantages.

Policy TC6 states:

“The Council will permit the expansion, conversion or redevelopment of the sites and premises for the uses identified below, as shown on the Town Centre Inset Map: (i) 45E Shiffnall Street 4.2ha (Primarily Use Classes B1, B2, B8)”

The reasoned justification for TC6 explains that Bolton town centre has established commercial areas which the Council see as a valuable asset and which add to its overall vitality and viability. It is the preferred location for business development with prime communication links and a high standard of environment. The continuation of such uses and their development in the town centre will be encouraged and promoted. Merchant's Quarter offers an opportunity for redevelopment and re-use and also benefits from close proximity to higher education and accessibility by all modes of transport.

Appendix 5 of the UDP refers to 42E Shiffnall Street and states that many of the buildings and in particular the road network are inappropriate in terms of providing a modern commercial industrial environment. Redevelopment and/or reuse of buildings should aim to improve the situation. Policy TC7 protects that part of the site for multi-storey car parking, in particular MCP2 Brightmet Street. TC7 identifies exceptions including alternative provision or where it can be proven that there is no need for the facility. Since adoption of the UDP in April 2005 the Council has adopted and published a Car Parking Strategy and Transport Strategy for the town centre which identifies a more focused proposal for Brightmet Street. This is further identified in the adopted Brightmet Street Development Brief and in 2008 the

Council confirmed its partnership arrangements with NCP to deliver three new multi-storey car parks including TC7. The full extent of this area is therefore no longer required for car parking being confined in the easternmost portion of the allocation.

The Council's aspirations are for a mix of complementary uses within Merchant's Quarter both within and outside the core area defined by Policies TC6, E2 and E5. It is anticipated that these uses will include retail, leisure (restaurants, bars, cafes) hotel and additional car parking facilities. The UDP policies support a mixture of uses within the town centre. UDP Policy TC2 supports town centre living and outside the core area, proposals for residential development will be considered on their merits against the relevant policies. It is anticipated that such proposals will form part of a mixed use scheme.

Within the core area protected by Policies TC6, E2 and E5, residential development will only be considered as an ancillary and minor element within a mixed use proposal that delivers the necessary employment and other complementary uses and in any case such proposals will be rigorously tested against the criteria set out in Policy E5 and Policy MU5 below. It is anticipated that development proposals will fully support and contribute to the requirements of the Council's adopted Public Realm Implementation Framework (PRIF) as set out in the Town Centre Planning Obligations Policy, (see pages 54 and 55).

Merchant's Quarter Masterplan

Policy Context

Development proposals will need to ensure that the biodiversity within and around Merchant's Quarter is safeguarded and enhanced in accordance with PPS9, RSS Policy EM1 and the UDP and in particular will be required to submit landscape assessments, tree surveys and wildlife or biodiversity impact assessments where known assets, landscape features or protected species are affected. Proposals for demolition of buildings will need to be supported by surveys for bats.

Developers and applicants should refer to the Planning Validation Checklist available on the Council's website or by contacting Planning Control for full details of the supporting information required for any planning applications to be registered and determined.

Further guidance is provided by Planning Control Policy Notes. Those that are most relevant to Merchant's Quarter are listed in table 2.

Table 3: Relevant Planning Control Policy Notes

PCPN	Description
4	Shop fronts
6	Display of signs and adverts
7	Trees: protection and planting in new development
9	Location of restaurants, cafés, public houses, bars and hot food takeaways in urban areas
10	Planning out crime
17	Nature conservation
18	Provision for cyclists
21	Highways considerations
22	Public art
25	Telecommunications
26	Affordable housing
27	Housing developments

Policy Context

Figure 3 Bolton Town Centre Character Areas



Policy Context

Bolton: Our Vision 2007-2017 (Community Strategy)

Bolton's Community Strategy identifies six priority themes within the two key aims of narrowing the gap between the most and least well off and ensuring economic prosperity. A thriving Merchant's Quarter will deliver a major contribution to the economic prosperity of Bolton by providing a significant number of jobs within a sustainable, regenerated environment. Located within the town centre, these jobs will be accessible to a wide range of people. An improved environment will contribute to a reduction in crime and opportunities for crime within cleaner streets and better open spaces. Merchant's Quarter has the potential to become a destination and neighbourhood in its own right delivering significant community benefits.

Bolton Town Centre Action Framework 2005-2008 (TCAF)

In 2005 the Council set a context for decision making and action that describes the background to and issues that surround the town centre and the use of its facilities and opportunities. The TCAF sets out some of the key actions to be taken and future aspirations. Its purpose is to guide the development of proposals and programmes that will affect the town centre and ensure that changes to the town centre help to contribute towards the end product and Community Strategy themes. Many of the strategies envisaged by TCAF such as the Position Statement and image and profile, now captured in the Bolton brand, have since either been published or are currently being researched. Some are summarised further below.

The TCAF adopts an area-based approach to the planning of development that sets the context of Bolton town centre through its distinctive character and use areas, within the periphery as well as the inner core thus helping address the loss of status that many of these areas have suffered in relation to the civic core. It identifies the distinctive pattern of streets and buildings within Merchant's Quarter (formerly 'Bridgeman Place') Area of Change and the positive transport links. Acknowledging the contribution of the manufacturing industry to the local economy, it notes that much of Bolton's educational institutions were originally developed to serve it. The transformation of the area towards a mixture of uses focused on office together with redevelopment of the Westbrook site to the south is anticipated.

Building Bolton

The Council has adopted a Supplementary Planning Document, 'Building Bolton' which provides design guidance for new development in the town centre based on the principle of enhancing local distinctiveness in Bolton's townscape. This has identified a consistent pattern of damaged townscape the 'shatter zone' peripheral to the main civic and retail core. This zone has generally suffered from urban clearance in recent decades, yet retains characteristic patterns of buildings, topography and public spaces which deserve to be protected from further redevelopment pressures. The Council encourages redevelopment in these areas which respects and responds to its context. Building Bolton has been updated to reflect this Masterplan SPD which contains references to the design principles.

This document provides a detailed character appraisal of the area and sets out detailed guidance on the design of any new development. This has been reflected in the master planning process and the latter sections of this document.

Sustainable Development

Developers should refer to the new Government document, "Securing the Future – UK Government Sustainable Development Strategy". This aims to place sustainable development at the heart of the land use planning system and at the core of new planning guidance. The Council has adopted a Supplementary Planning Document on Sustainable Design and Construction which provides advice and guidance on carbon and renewable energy, biodiversity, sustainable drainage and water use, material and construction waste, and waste management and recycling.

The regeneration of Merchant's Quarter presents an opportunity for comprehensive development to include proposals that will benefit the whole area, such as green energy generation or waste management. Individual development proposals will be expected to fully embrace this SPD and the guidance in PPS1, PPS10 and PPS22, RSS and the UDP.

In particular NWRSS Policy EM11 sets out guidance on Waste Management Principles and applications for planning permission will be required to include proposals for waste minimisation as part of their submission in accordance with the Sustainable Design and Construction SPD. The core area of Merchant's Quarter is unlikely to present opportunities for

Policy Context

centralised recycling facilities or amenity sites because of the requirements to develop the sites to back of footway and maximise the enclosure and investment opportunities. However, the Brightmet Street North site, due to its shape and planned use for access and parking, may present opportunities for centralised recycling facilities which should be explored as part of any proposals for the development of the area.

Brightmet Street Development Brief

The Brightmet Street Development Brief sets out guidance to inform the development of that part of Merchant's Quarter, mainly occupied by a surface level car park in Council ownership and located between Brightmet Street and the Bolton to Blackburn railway. The existing car park was built on the site of a former railway coal yard. The site also includes a modern privately owned office building, Tymark House, constructed in 1995. To the east is an area of open space with dense tree cover which separates the site from St. Peter's Way. A car repair garage is located to the west of the site.

The development brief proposes a 600 space multi-storey car park on the eastern portion of the site. In addition to the car park the development brief advises that the site has the potential to accommodate commercial office development together with associated ancillary uses including cafés, bars and restaurants. The brief also acknowledges the proposals within PRIF for a pedestrian bridge over the railway line connecting to Institute Street and the town centre core.

The development is intended to complement and support the broader regeneration of Merchant's Quarter. This document has been the subject of consultation and is a statement of Council policy, the key elements of which are included within and superceded by this SPD.

Coming to Bolton - Town Centre Transport Strategy

The Town Centre Transport Strategy (TCTS) aims to provide an efficient, sustainable transport system, which will offer a realistic choice of transport modes to and within Bolton town centre and thus enhance the vitality and viability of the town centre.

The Council commissioned Peter Brett Associates to undertake a study into patterns of car parking in the town and how arrangements to meet the ongoing demand for car parking will be affected as town centre developments take place. This recommended the reduction of the amount of land taken by surface level car parking and identified edge of centre sites including Brightmet Street for multi-storey car parks.

The site lies adjacent to the outer highway box and is located adjacent to the inner core. A number of key components of this impact upon the Masterplan area. These include:

- Reduction of traffic from the inner core.
- Creation of a bus circulation route (also used for servicing).
- Increased pedestrianisation within the inner core.
- Proposals for car parks adjacent to the inner core in order to remove traffic.

Specific proposals which will impact upon the Masterplan area include:

- A multi-storey car park on Brightmet Street - now to be delivered though the Council's partner NCP.
- A new access road from the St Peter's Way Slip Road linking to River Street providing access to the Brightmet Street Car Park.
- Alterations to the junction of Trinity Street / Lower Bridgeman Place / Bridgeman Place to be funded from the Transport Infrastructure Fund (TIF) with estimated costs of £3.1m. These works have been completed.

Public Realm Implementation Framework 2007-2012

In June 2007, the Council adopted a town centre Public Realm Implementation Framework (PRIF). The Framework is divided into three parts:

Stage 1: Public Realm Strategy

The Public Realm Strategy provides a framework vision based on an overview of the public realm issues in the town centre. It sets out a rationale and structure for the future public realm which can be used as a basis for the identification of environmental improvement projects, and as the context for all town centre activities and initiatives which relate to the public realm.

Stage 2: Public Realm Design Baseline

The Public Realm Design Baseline provides clear design guidance to those implementing public realm improvements. It sets out design principles on a town-wide scale and categorises the streets and spaces as set out in the Public Realm Strategy.

Merchant's Quarter Masterplan

Policy Context

It goes on to set out recommended surfacing materials, furnishings, planting and lighting, therefore enabling the Council to ensure consistency of design and quality in the creation of the public realm.

Stage 3: Public Realm Implementation Framework

The PRIF formalises the link between Stage 1 and Stage 2 and identifies the key feasibility issues for each project. The PRIF provides detailed guidance on the public realm improvements that will be required as part of development proposals, to enhance the regeneration of Merchant's Quarter.

Other Documents

In addition to the PRIF, the following documents have also influenced the Masterplan process:

- Economic Development Strategy for Bolton
- Bolton Town Centre Planning Obligations
- Bolton Crime & Disorder Strategy
- Bolton Local Transport Plan
- Bolton Housing Strategy
- Bolton Cultural Strategy
- Bolton Tourism Action Plan
- Environmental Strategy
- Bolton Borough Public Art Strategy



03 Analysis

Within this section, the existing characteristics of Merchant's Quarter are analysed in detail forming a baseline and context for the development of the masterplan in Part Four.

Site analysis

Figure 4 indicates an urban design analysis of the site. The key points to be derived from this can be summarised as follows:

- **Frontages** - Positive frontages, strong grain, key barriers along north, east and southern edges.
- **Levels** - There are variations in levels across the site.
- **Access** - Main access and egress points are from Haulgh Bridge, Lower Bridgeman Street, and Bridgeman Place. Secondary access and egress points are from Bradshawgate.
- **Movement / Permeability** - Characterised by a grid of north-south and east-west routes. No connections across railway to the north and dual carriageway to the east.
- **Nodes (road junctions)** - Structural weaknesses to Bradshawgate / Brightmet Street junction.
- **Visual Amenity / Environment** - Green space along eastern edge currently under used.
- **Views** - Landmarks both within and outside the site are visible along key roads. Landmark buildings and chimney stack.

Figure 4 Urban Design Analysis



Merchant's Quarter Masterplan

Analysis

Landscape character

From the 2006 aerial photograph at Figure 5 the urban industrial character with a strong street grid is very clear. The River Croal originally formed a natural landscape feature to the east of the area but was culverted in the 1960's to facilitate the A666 St Peter's Way. A mature green buffer flows along the eastern edge of Bolton town centre sloping down to the highway in an embankment in close proximity to the former line of the Croal.

This linear green corridor contains a number of trees, some of which provide an amenity value, particularly on the northern part of the open space. The embankment provides a green foil, framing views into, and through the Quarter, from west to east. There are pockets of green space to the north, around St Peter's Church, and to the south, adjacent to the River Croal as it emerges from the culvert south of Bradford Street. In parts, however, the green space requires improved maintenance.

Historical analysis

Early maps show how the area developed in the first decades of the 19th Century, initially in response to local demand for agricultural produce. Industry soon replaced intensive farming, benefiting from the rail and canal links and a well planned street grid, an industrial equivalent of the town planning around Victoria Square. Some of the largest mills in the country were constructed in Bolton throughout the industrial revolution.

The Masterplan area developed rapidly in the first decades of the 19th Century, with the remaining warehouses being built largely between 1847 and 1910.

The street grid allowed subdivision of the site into rectangular plots suitable for a range of industrial uses. They accommodated a mix of uses including a brewery, transport depot and various foundries and textile mills. Many of the buildings around Shiffnall Street and River Street originally housed associated cotton mill businesses. Each use had a characteristic building plan,

and this variety remains an important visual attribute of the area.

The street names reflect the local landowning interests of the Bridgeman family, Earls of Bradford, whose long involvement with Bolton included the development of the early railway system.

Figure 5 Aerial Photograph 2006



Analysis



Figure 6: OS Plan 1793



Figure 7: OS Plan 1845

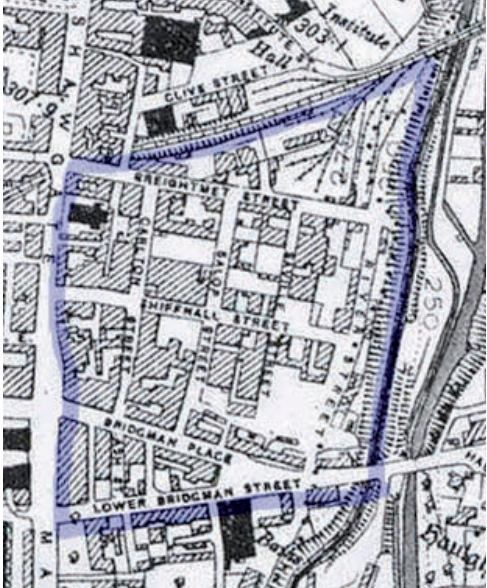


Figure 8: OS Plan 1890



Figure 9: OS Plan 1894



Figure 10: OS Plan 1966

Analysis

Character areas

Building Bolton contains a detailed analysis and character appraisal of Merchant's Quarter, part of the industrial 'Ring of Fire' which originally surrounded the town centre. The appraisal acknowledges the logical street pattern, use of materials, identifies weaknesses including gap sites and explains the significance of the industrial architecture.

In terms of architecture it concludes that generally building elevations are sparingly detailed; mostly regular bays of segmental arched windows, though office frontages are often elaborated with stone dressings. Solid building corners make the most of the multiple street intersections and the regular bay rhythm of mill and warehouse frontages are often articulated with shallow vertical window bay recesses, breaking up the long horizontals and emphasising the structural grid.

Distinctiveness arises out of the regular ordering of functional elements - doors, window openings, loading bays - enlivened with ironwork, stone dressings to office doorways and cast iron rainwater goods. Materials are typical of late 19th / early 20th century industrial design - red engineering brick, with tough iron furnishings. Stone dressings occur - both ashlar detailing, and rusticated stone plinths. Windows are important here: large, set in shallow reveals, with slim metal or wood glazing bars.

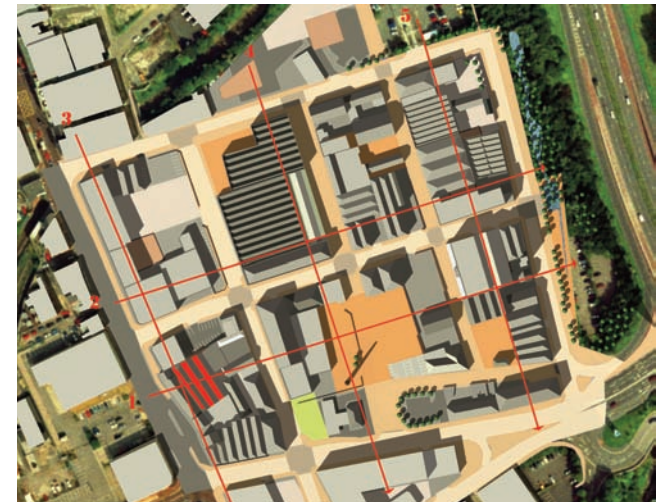
Morphology/building line/continuity and enclosure

Figure 11 indicates the current urban structure of the site and its immediate surroundings. Whilst the area still contains an urban grid of perimeter blocks when compared to the historic urban grid of 1894 (Figure 9) it is clear the level of continuity of building line has become eroded by virtue of demolition of buildings to create ancillary servicing and parking areas.

In terms of continuity and enclosure, the sections in figures on page 24 indicate that there are streets with particularly high enclosure ratios. Enclosure ratios are defined by the relationship of building height to street width. Within the study area there are particularly high enclosure ratios of 1:0.5 and 1:0.6. However, there are locations where buildings are of only 1 and 2 storeys and the face to face distances of buildings is larger - due to the location of service areas. Within these areas enclosure ratios reduce to as much as 1:2.3. However, as identified above, this is not typical of the character of the area and is as a result of more recent demolitions and site clearance.

Opportunity exists to stitch back the historic grain and strengthen the level of continuity and enclosure within the street scene.

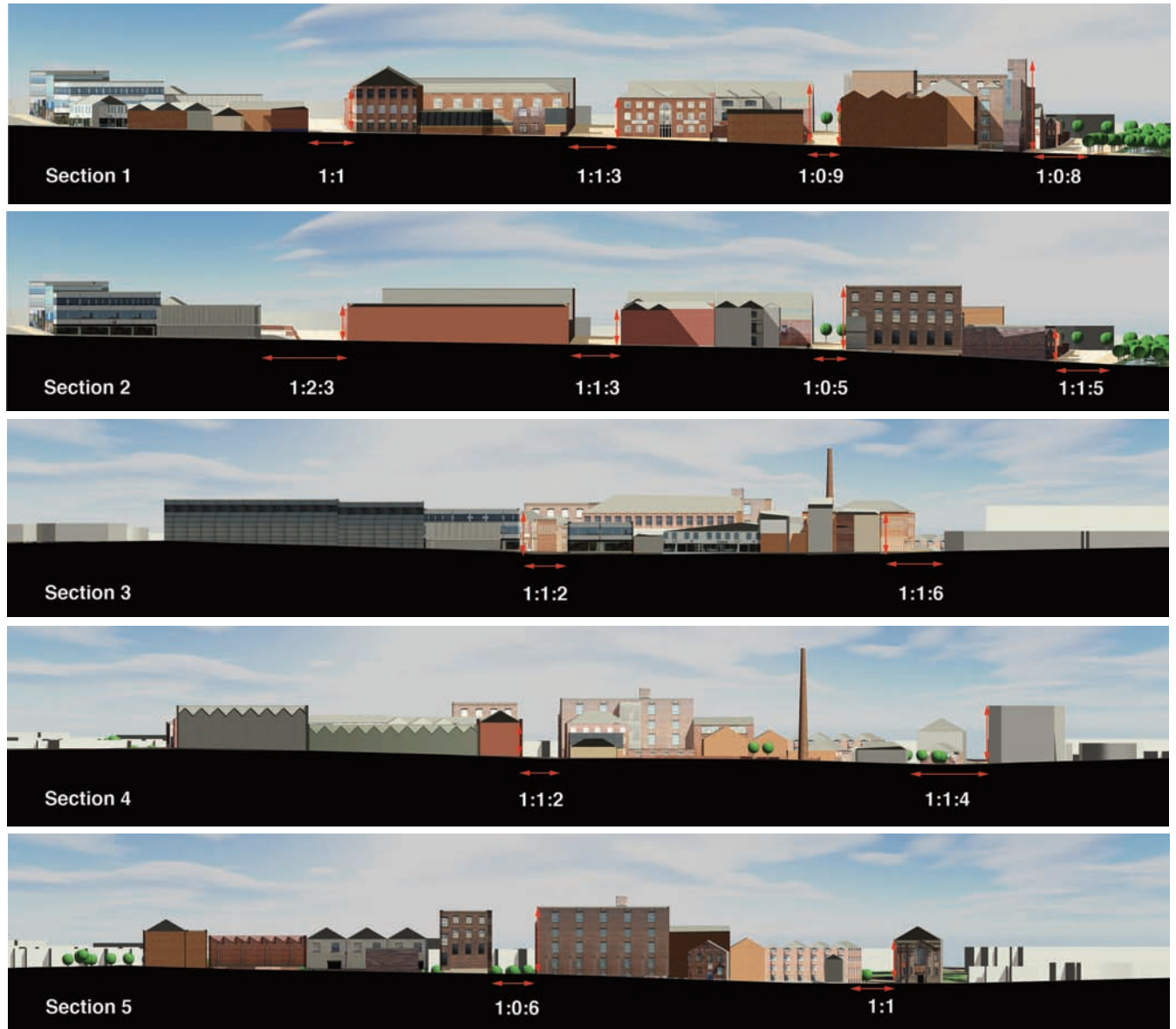
Figure 11 Urban Structure



Sections Plan (see next page)

Analysis

Figure 11 Section Plan



Analysis

Scale, massing and roofline

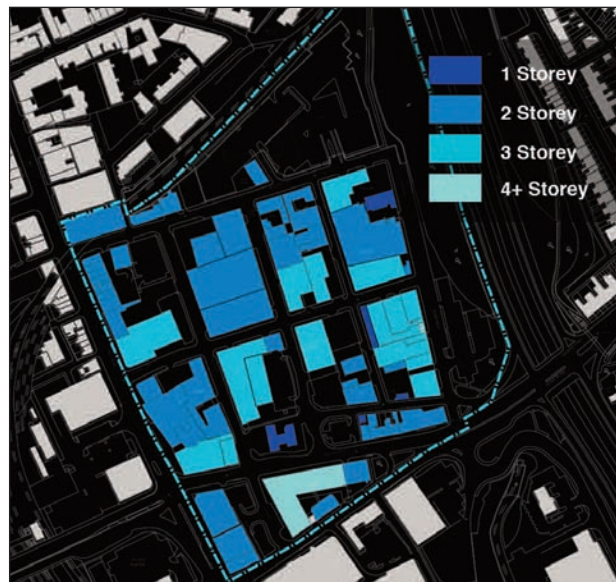
Figures 12 and 13 indicate a range of heights across the site ranging from single to six storeys including that proposed for Merchants Place No.2 on River Street. Many of the blocks contain small changes/variations in scale, resulting in a variety of roof forms across the site, including flat roofs, hips and ridges and the interplay and relationships between these buildings form a strong characteristic of the Quarter. Some of the more modern additions facing Bradshawgate contain flat roofs and result in a monotonous roof-line.

Clearly the scale and massing of buildings throughout the Quarter has developed organically over time without the application of urban design principles. Opportunity exists through building replacement to apply an urban design approach to scale and massing in order to frame vistas and define a hierarchy of streets and spaces.

Figure 12: Axonometric aerial photograph overlay

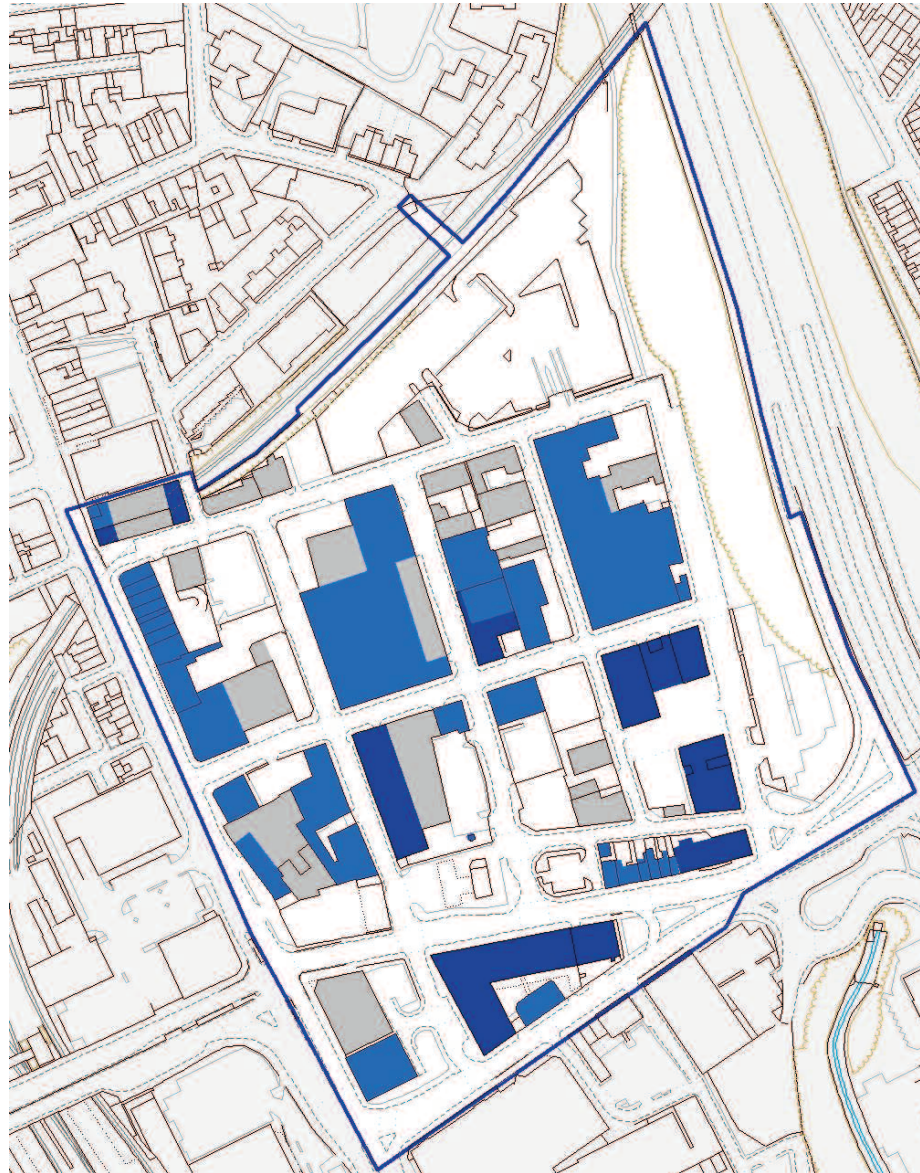


Figure 13: Scale and massing plan



Analysis

Figure 14: Building Quality (source: Building Bolton)



- Buildings of high value in terms of their contribution to local distinctiveness. This may include architectural, cultural, historic or archaeological value. These buildings will characterise a particular area, or the whole town centre, and will provide precedents for adjacent redevelopment in terms of scale, materials and massing.
- Building types characteristic of the area in terms of use, scale or materials choice, but with lesser architectural or symbolic value.

Analysis

Building Quality: Local distinctiveness

Figure 14 indicates a Character Area Appraisal, utilising the methodology established within Building Bolton. The appraisal has been updated as part of the development of this SPD. Whilst there are no specific listed buildings, or conservation areas within the study boundary there are some buildings of high value in terms of their contribution to local distinctiveness. These buildings characterise the area and provide some precedents for adjacent redevelopment in terms of scale, materials and massing.

Whilst it is the Council's preference to see these buildings retained or incorporated in part or in full where possible as part of any proposed development, the structural condition and economic viability of doing so, together with the quality or nature of the proposed development will be factors that the Council will consider as part of any proposals for partial or full demolition.

Figure 14 also identifies a number of buildings, including the chimney, within the site that are of lesser importance and value in terms of their contribution to local distinctiveness but are characteristic of the area in terms of use, scale or materials. It is likely that these buildings will not be suitable in terms of accommodating the scale and use mix envisaged under the masterplan vision, nor will they be appropriate in terms of urban design, and therefore, their removal will not adversely impact on the character of the study area providing proposals contain appropriate proposals for replacement. Developer proposals should nevertheless seek to retain such buildings in the first instance and include an assessment of the existing buildings with

regard to structural condition and economic viability to justify their demolition.

The remaining buildings and structures are of negligible value or importance in terms of their contribution to the character of the area and should be demolished to enable development proposals for buildings whose architecture and urban design are of an appropriate scale and high quality, in accordance with the Masterplan.

Building Quality: Structural condition

The Council has carried out structural condition surveys on the buildings of high value together with the buildings forming the Saville Mill complex though excluding Merchant's Place No.1 and the proposed Merchant's Place No.2 (former Blackburn's Mill) which has full planning permission for part conversion. Due to the age of the high value buildings, significant costs in their retention, conversion and re-use have been identified in all cases and some buildings are in a very poor structural condition with the potential for major costs in bringing the buildings up to modern Building Regulations standards should they be retained.

In particular, the surveys identify major problems with Bridgeman Place Works, Globe Mill and the rear part of 111/113 Bradshawgate. Developers would be required to carry out further detailed survey work. It is likely that the majority of the Saville Mill complex will need to be demolished because of its poor, and in some parts dangerous, condition.

Use Mix

Figure 15 indicates existing building and land uses within Merchant's Quarter with the core buildings predominantly used for various industrial, warehouse and business uses including car workshops, foundry, plastic manufacturing, window manufacturing and a plumbing merchant. There are concentrations of secondary retail and car showrooms facing Bradshawgate and some smaller scale retail warehouse units and cafés within the core area. Grade A office space is provided at Merchant's Place No.1 and some office uses exist in the core area. There is limited use mix within the buildings themselves although some examples of offices within industry, however these uses are generally ancillary to the overall use of the site.

Merchant's Quarter currently has no night-time 'destinations' with the exception of the surface car parks. Some of the buildings are empty and in a poor state of repair, whilst others like parts of the Saville Mill complex are derelict and have a significant detrimental impact on the visual appearance of the area. Given that the majority of uses within the area cease operations after 6pm, this has resulted in the area feeling empty and uninviting during the evenings and after dark, or even during quiet parts of the day or when the weather is dull. This significantly impacts on the feel of the area, and has resulted in a perceived lack of safety and security and criminal activity. This historically, together with its ready accessibility and close proximity to the town centre, has made the area attractive for anti-social behaviour. The historical activities associated with crime and anti-social behaviour has further exacerbated the uncongenial nature of the area during the evening and

Analysis

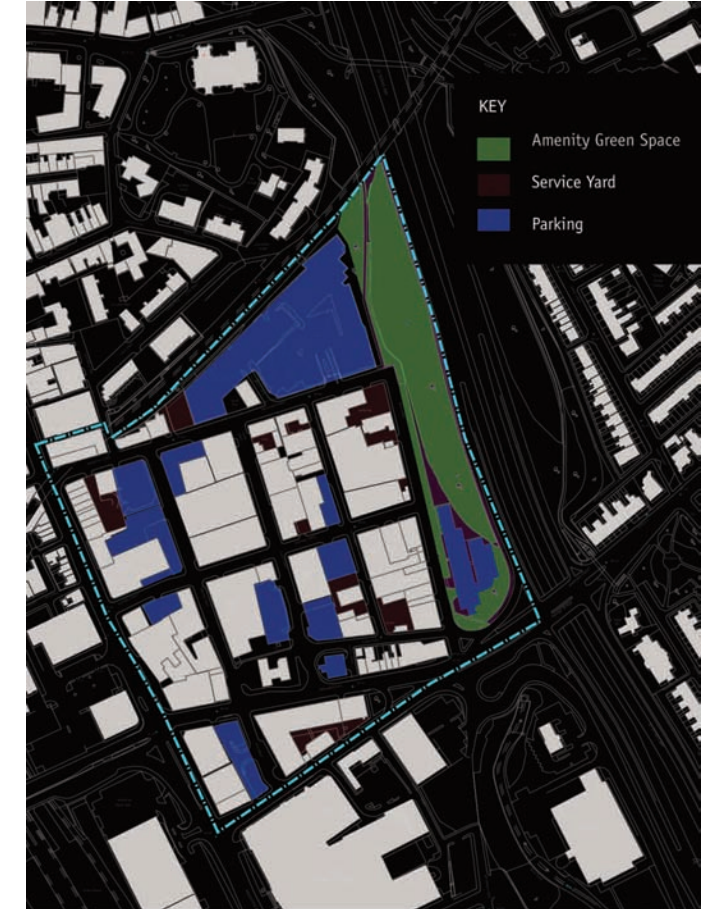
prohibited the economic regeneration of the area. The anti-social and criminal behaviour is subject to targeted action by the BSafe Partnership, which is successfully delivering very significant reductions in criminal activity.

Figure 16 indicates the high proportion of land within Merchant's Quarter which is attributed to parking and servicing.

Figure 15: Building Uses



Figure 16: Land Uses



Merchant's Quarter Masterplan

Analysis

Movement

Figures 17 and 18 indicate the existing pedestrian and vehicle movement through the Masterplan area. Figure 17 illustrates that there is a one-way entrance point into the site from Ash Street into Carlton Street, via Lower Bridgeman Place and from Lower Bridgeman Place into River Street. There is a separate one way exit loop onto Lower Bridgeman Place from Salop Street. There is a one way exit from River Street onto St Peters Way (A666), heading north.

There are currently two access and egress points onto Bradshawgate. A two way access exists onto Shiffnall Street and an exit only from Brightmet Street. This was introduced by the Council due to a weak, shallow railway tunnel under the road and adjacent building.

Vehicles currently use the area as a rat-run to by-pass the lights at the junction of Bridgeman Place and Bradshawgate, particularly if they wish to head north on the A666.

In terms of pedestrian movement, the main pedestrian flows within the area occur between the surface car park on Brightmet Street and the town centre along Brightmet Street. There is also a pedestrian route through to Church Bank which provides a quicker access to Churchgate and ultimately Church Wharf. Although the lack of natural surveillance over this route, make it a less attractive proposition for pedestrians.

Figure 17: Vehicular Movement Routes

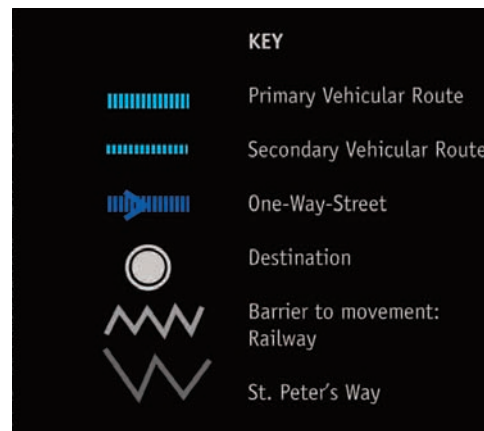
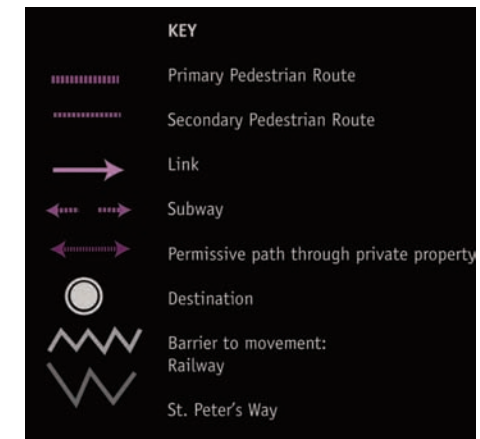
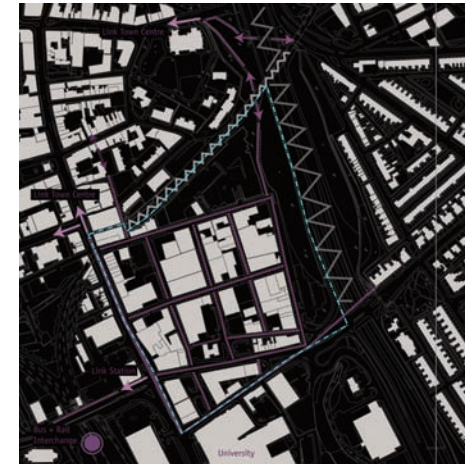


Figure 18: Pedestrian Movement Routes



Merchant's Quarter Masterplan

Analysis

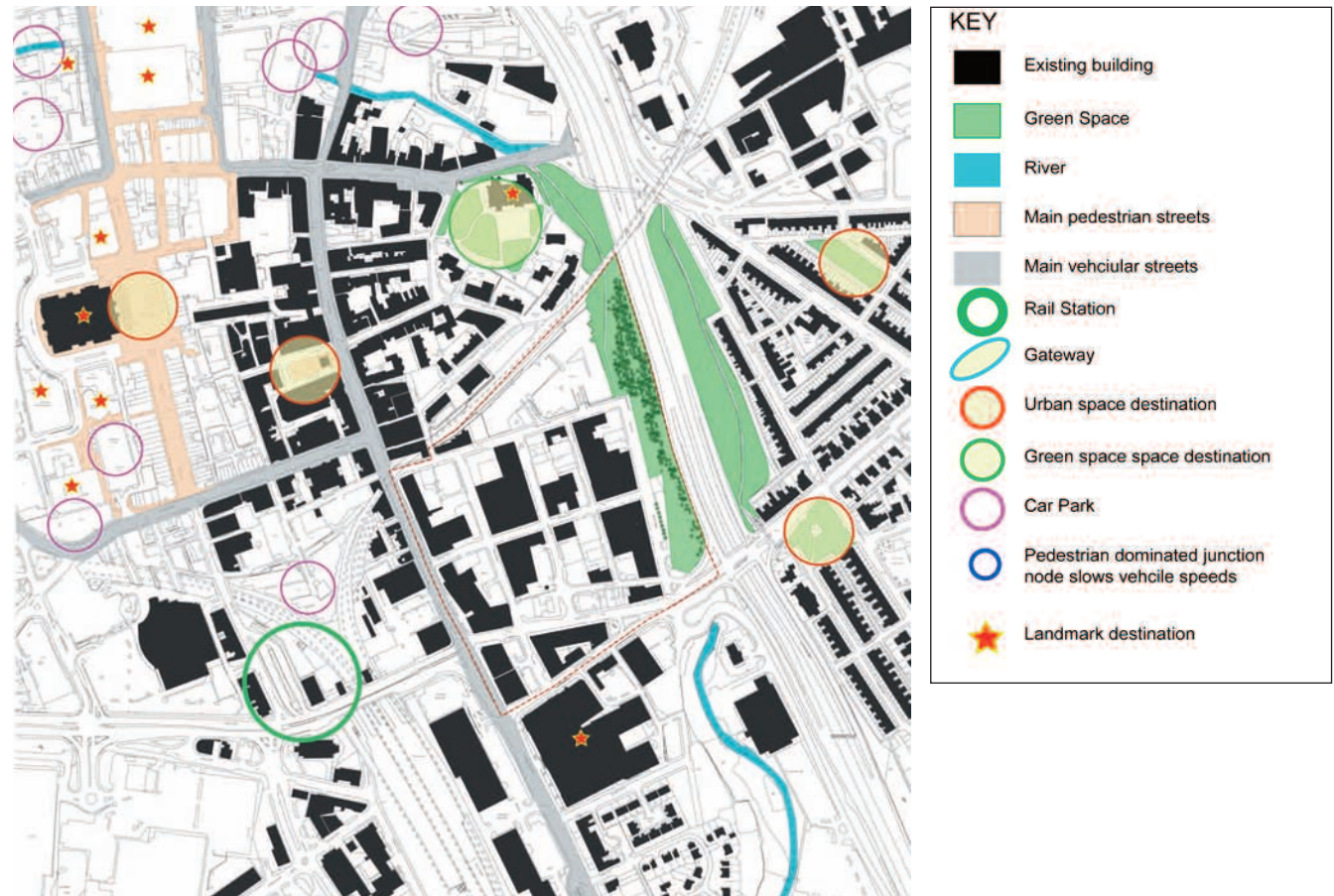
Public realm

Figure 19 indicates the distribution of public realm, streets and spaces within the wider locality of the town centre. The diagram indicates that the site forms a void within a wider public realm / open space network. There are a number of pedestrianised streets and squares to the north west of the site focused on Victoria and Nelson Square, and Newport Street and Le Mans Crescent.

There is also a significant area of landscaped open space around St Peters Church, immediately to the north of the site.

The Council's adopted Public Realm Implementation Framework (PRIF) includes a detailed assessment of the public realm baseline, quality and opportunities within Merchant's Quarter.

Figure 19: Public Realm Distribution



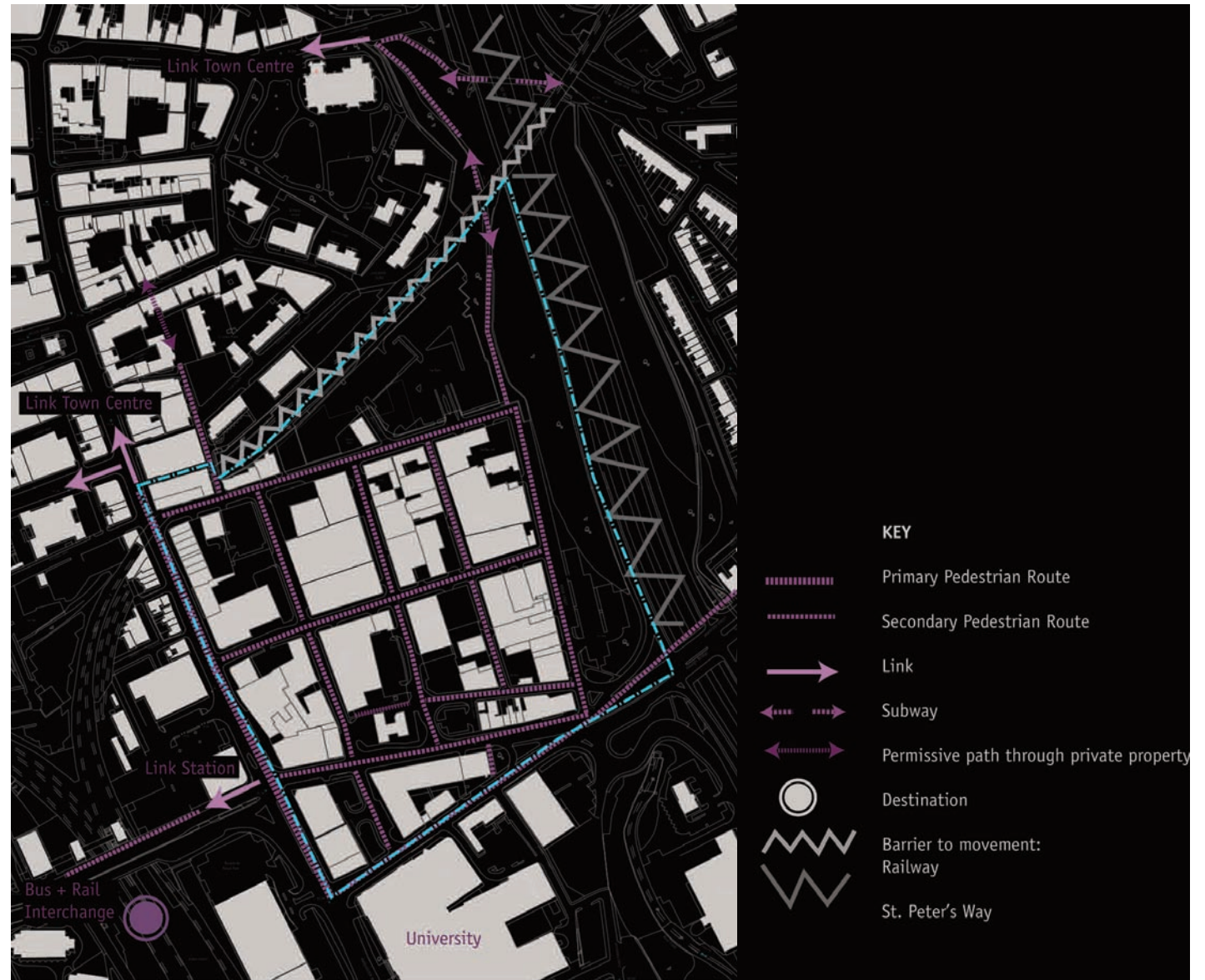
Analysis

Figure 20 Opportunities and Constraints



Analysis

Figure 21 Statutory Services



04 Masterplan

Masterplan and policies

This final section sets out the future and proposed regeneration of Merchant's Quarter, expanding on the background and planning policy, especially RSS and UDP Policies and SPD, in Part Two and the baseline analysis in Part Three. The masterplan comprises a series of guidelines and illustrative plans, the intended weight to be attached to each being explained in the relevant text. Within the masterplan section, key principles are identified within green boxes as policies that expand on those within the RSS and the UDP.

Opportunities and constraints

Based upon the foregoing detailed analysis, Figures 20 and 21 describe the key constraints and opportunities for the SPD area. These include:

Constraints

- Historic grid / street pattern – This positive constraint provides the primary characteristic of the Merchant's Quarter and allows visual and physical permeability. Unless enhancing this structure, new development should not normally remove elements of the existing street grid.
- Buildings of high value to local distinctiveness are also a positive constraint. There are a number of buildings which although not listed, are of a high value in terms of local distinctiveness and therefore should be retained as part of any future development opportunities subject to structural condition and economic viability.
- The structural condition and economic viability of building retention will be a constraint on the conversion of high value buildings and structures.

- The green embankment to the east of the area contains a number of trees. Any development within this zone should be supported by a full tree survey and the area should be subject to a woodland management plan to maintain the integrity of the area whilst safeguarding the safety of pedestrians using footpaths in the vicinity and the visual appearance of the area.
- The existing services / utilities within the area and in particular under the highways and footways, provide a restriction to the design of the public realm, particularly in terms of providing street planting, on-street parking and street furniture.
- The culverted River Croal within the embankment between River Street and the A666 will impact upon any development on this part of the site and development proposals will need to safeguard the structural integrity of the culvert in consultation with the Environment Agency.

Opportunities

- The primary opportunity is to regenerate the area with high quality office space complemented by a range of uses, including the potential to create a hub for creative businesses, that will add to the activity and diversity in the area.
- New buildings are set on the back of footway to provide continuity and enclosure to the streets and spaces and will reinforce the existing perimeter blocks. This will enhance the street grid and maximise use of key views such as that of St Peter's Church along Saville Street.

- Opening parts of the urban blocks up to provide new urban spaces, based around key pedestrian footfalls.
- Extending Saville Street and creating a new landmark pedestrian bridge link across the railway to Institute Street connecting the area to an east/west route across the heart of the town centre.
- Opening up accessibility to the green embankment to provide useable pocket green spaces and managing the planting and soft landscaping.
- The provision of additional parking facilities within the area around its periphery to the north and east including multi-storey car parking will complement the Town Centre Transport Strategy and provide sufficient private contract parking spaces to serve the level of office development proposed within Merchant's Quarter, together with public parking spaces.
- A new landmark building to the southeast of River Street would help define the south east gateway to the town centre.
- The provision of pedestrianised zones and pedestrian priority zones within the area, particularly along key pedestrian desire lines help to create a walkable and pedestrian friendly environment.

Masterplan concept

The existing high quality buildings identified within the analysis, the historic street pattern and the green space, provide the building blocks for developing the exciting concept and vision for Merchant's Quarter. The vision is based on strengthening character and local distinctiveness by re-establishing the area's connection with its historical development.

Masterplan

Taking the urban block as the framework for the area, the existing high quality buildings are converted to appropriate uses, primarily commercial office space - as defined by the masterplan. New high quality building additions further define the blocks to provide continuity and enclosure along key streets and connections.

However, in order to provide the space for the buildings to function effectively in terms of parking and servicing, as well as active gathering, the blocks contain voids. These voids are filled with public squares, private and public courtyards, servicing and parking areas. Their location within the grid is defined by the masterplan and influenced by the requirement to create hubs, destinations, footfall and connectivity. These public and private areas are connected through a series of atria which reveal the activities to passers-by.

The vision is for a truly mixed-use area, with active ground floor uses, offices, creative businesses, a hotel and some residential where appropriate, thus creating a vibrancy throughout the day and night.

The integration of old and new buildings base their character on historical cues from retained and former buildings.

The Masterplan: Option Development

Figures 22 to 24 indicate the Masterplan options which were explored for Merchant's Quarter. The main variations relate to the location of the key space, access into the site and the level of building retention.

In terms of the buildings to be retained and removed, Figure 22 and 23 identify the retention of buildings of lesser architectural value, but which are characteristic of the area. There are a number of buildings that fall within this category that are not worthy of retention, nor would they be suitable for accommodating the types of uses promoted within the vision. Over a 10-15 year programme some of the buildings would be removed - as identified in Figure 24 - subject to a more detailed building assessment.

In relation to the distribution of squares and spaces, whilst all options include Carlton Street and Saville Street, the preferred option for the central square capitalises on the footfall of Saville Street and maximises the amount of frontage with aspect onto the square, as identified within Figure 24.

Options for the movement strategy are explained on page 38 in more detail. However, Figures 22 and 23

indicate options for accessing the site through the existing street network. Figure 24 illustrates the preferred slip road access off St Peter's Way, to the multi-storey car park at Brightmet Street as envisaged in the Transport Strategy. Further design work has resulted in the revised route for the slip road which connects directly into Brightmet Street rather than Shiffnall Street (Figure 26).

Option 3 is the preferred masterplan solution which has been further developed into the main masterplan diagram shown at Figure 25. This masterplan indicates how the Council would prefer to see the regeneration of Merchant's Quarter brought forward and illustrates the key principles contained within this SPD such as protection of the street grid; creation of public spaces; buildings that should be retained; urban design principles; public realm treatment; location for parking; and movement strategy. The masterplan is not, however, a definitive plan of the precise way each block should be brought forward for development as this will depend on further detailed analysis, investigation and design that will be influenced by architects, ground conditions, building conditions and economic viability.

Masterplan



Figure 22: Masterplan Option 1

- Access to public car park through the existing street network.
- Large key space along Salop Street - does not integrate with the desired line of Saville Street.
- Smaller scale squares off Brightmet Street exploit footfall.
- Large service/parking areas reduce continuity and enclosure and the definition of urban blocks.
- Assumes retention of buildings of lesser architectural value.

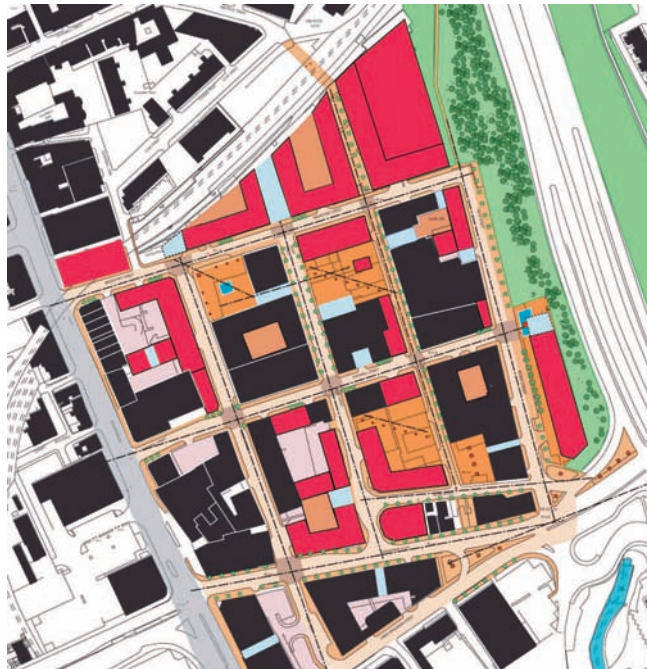


Figure 23: Masterplan Option 2

- Access to public car park through the existing street network.
- Large key space incorporates footfall off Salop Street, and opens up a pedestrian connection to Bridgeman Place but reduces the amount of frontage with aspect onto the square.
- Servicing and parking screened by buildings, increasing the level of continuity and enclosure.
- Assumes retention of buildings of lesser architectural value.

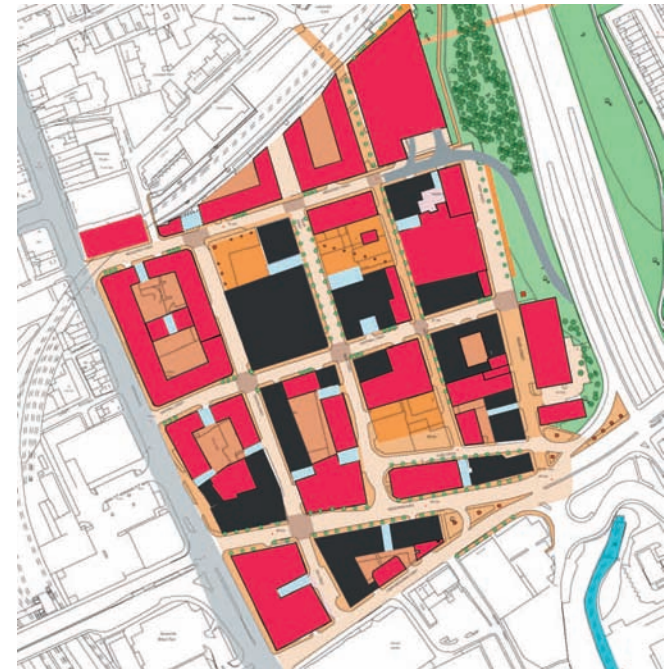
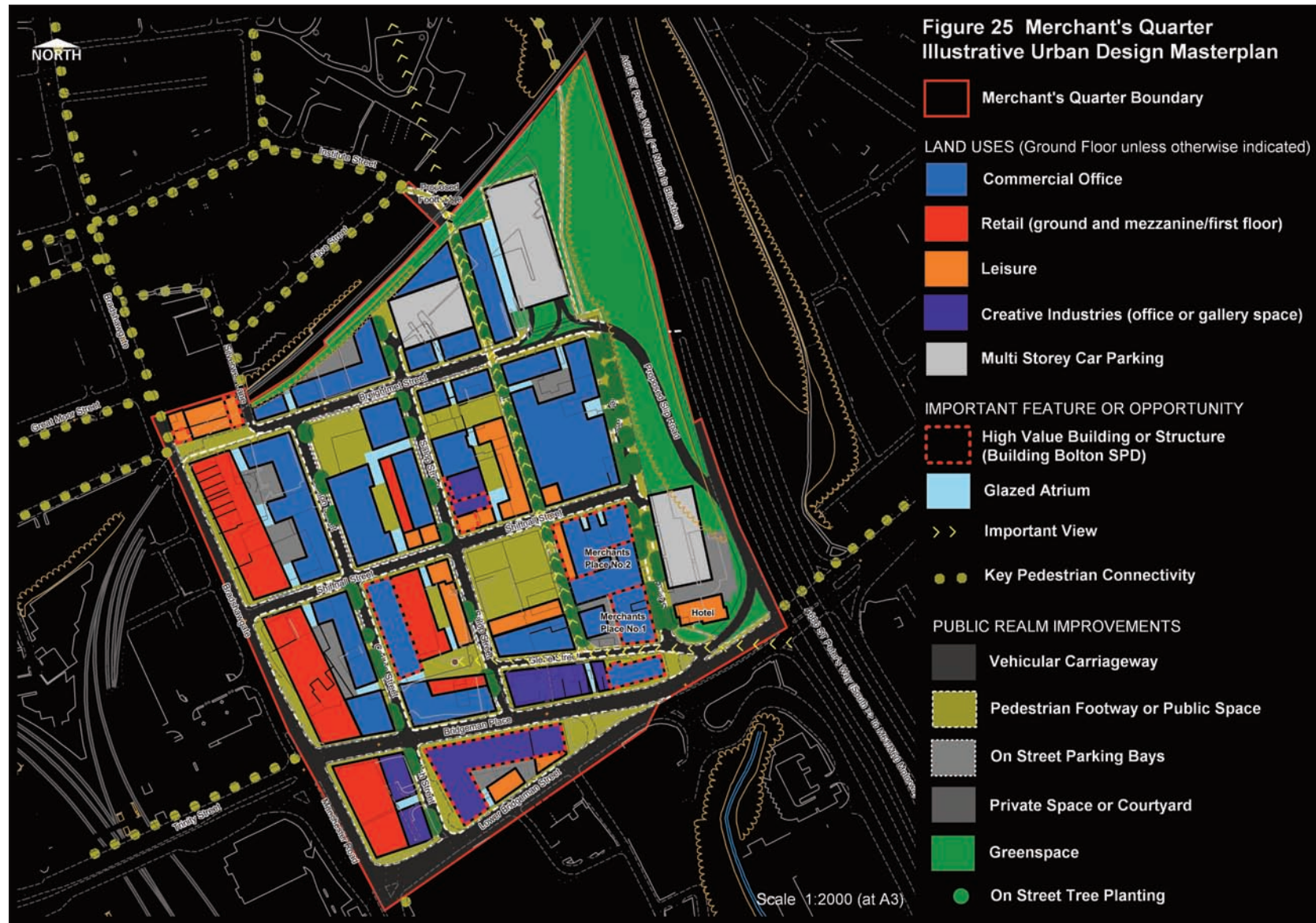


Figure 24: Masterplan Option 3

- Access to public car park via a new slip road
- Key space incorporates footfall off Salop Street, and opens up a pedestrian connection to Bridgeman Place but reduces the amount of frontage with aspect onto the square.
- Servicing and parking screened by buildings, increasing the level of continuity and enclosure. Strong block definition.
- Assumes only the retention of buildings of architectural value.

Masterplan

Figure 25 Illustrative Masterplan Vision Diagram



Merchant's Quarter Masterplan

Masterplan

Landmark Bridge – A new landmark bridge creating a pedestrian link between Merchant's Quarter via Saville Street and the core town centre via Institute Street.

Saville Street – The main north-south pedestrianised street along the key desire line to the town centre, extended north towards the railway line and the new footbridge with maximum use of quality public realm materials, lighting and street furniture. Aligned with the view of St Peter's Church, Saville Street should be defined by a single line of boulevard planting.

Salop Street – Running parallel to, but wider than, Saville Street and serving all public spaces, this street could be given pedestrian priority or include wider footways, whilst maintaining vehicular access and being defined by planting.

River Street – Enclosed to the south by a new landmark building, potentially a hotel, positioned to make use of the gateway location. An opportunity for development to maximise the visual axis of Shiffnall Street and provide a contrast to the River Street Park. River Street will be closed to the north due to the new slip road and options for pedestrianisation or priority to the south will be developed to create a welcoming space for pedestrians.

Pedestrian friendly streets (all other streets)

Allow vehicular access, but the design of the streets re-enforces pedestrian dominance, through raised junction tables, Yorkstone flag paving and granite kerbs. Opportunities exist for on street parking and small

groups of trees sited to maximise available light and avoid conflict with services and utilities.

Squares, Spaces and Courtyards – Creative architecture and sensitive urban design has the potential to create a circuit of interlinked public spaces with a leisure/café focus around a main square and smaller niche retail units fronting smaller pedestrian squares and spaces linked by atriums. There are opportunities for private courtyards or spaces similar to that within Merchants Place No.1.

Merchant's Square – The main public square is shown fronting Shiffnall Street, maximising the creation of a key pedestrian route to the core town centre. The square becomes a destination in itself and draws footfall into the heart of the area, enclosed by active ground floor uses including retail or cafes with outdoor seating areas, canopies could provide shelter during wet weather.

Saville Square – Shown to the north of Merchant's Square and located close to the proposed multi-storey car park, further opportunities are created for outdoor eating and drinking.

Carlton Square – Connected to Saville Square via an atrium, Carlton Square, is positioned along key pedestrian footfall towards Bradshawgate and the Trinity Gateway.

Bridgeman Square – Connected to Carlton Square via a series of smaller spaces and atriums this space would be created simply to maximise the setting and views of the chimney if retained.

River Street Park – There is potential to provide better management of the planting including thinning or further planting where appropriate. This would extend the green space at Church Bank to create a linear park with improved wildlife links and the potential to increase the ecological and biodiversity value of the wider town centre. An informal water body (public art) might allow the area to re-connect to the River Croal; development opportunities would front out on to the park.

Haulgh Bridge Gateway – The spatial quality of the junction would be improved by providing a coherent public realm around the carriageway with landscape features to emphasise gateway and improve legibility whilst maintaining capacity and highway safety.

Masterplan

Policy MQ1 Merchant's Quarter Masterplan

The Council will permit development proposals that preserve or enhance the character or appearance of Merchant's Quarter in accordance with the Masterplan SPD and policies listed elsewhere in this section.

They should:

- (i) Retain and re-use those buildings identified in the Building Quality Audit at Figure 14 in accordance with the advice in paragraphs 3.16 – 3.22;
- (ii) Be of appropriate height, size, design, materials, roofscape and plot dimensions;
- (iii) Retain materials, features, trees and open spaces that contribute to the character or appearance of Merchant's Quarter;
- (iv) Utilise appropriate materials for the surfacing and lighting of highways, footpaths and public squares together with appropriate street furniture;
- (v) Not adversely affect important views into and across Merchant's Quarter including the view of St Peter's Church along Saville Street.

Figure 26 Movement Framework



Masterplan

Transport, Accessibility, Parking and Movement Framework

As detailed previously, a Transport and Parking Assessment will supplement this section of the SPD and provide further detail on access, parking and highway improvements. The following design objectives were taken into account when formulating the movement framework:

- Efficient access to and from the town centre network including the provision of a slip road access off St Peter's Way to provide direct vehicular access to the proposed location for car parking off Brightmet Street and in accordance with the Council's overall Transport Strategy for the town centre;
- Parking demands for Merchant's Quarter and surplus provision for wider public parking;
- Potential multi-storey car parking options and an extension to the route of the town centre metroshuttle bus service;
- Restricting future pressure from individual developers to providing inefficient, piecemeal parking arrangements;
- Provide a legible arrival journey into Merchant's Quarter;
- Adopt the Public Realm Implementation Framework approach in supporting a pedestrian friendly environment and providing pedestrian only zones along the whole length of Saville Street, and a small length to the south of River Street together with improved public realm throughout with street trees and furniture;
- Provide streets that can accommodate on street parking bays; and

- Appropriate consideration of recent new developments, planning permissions and planning applications.

Vehicular access and egress

Figure 26 sets out the planned movement and parking strategy for Merchant's Quarter. The strategy will be refined in accordance with the outcome of the Transport Assessment and Parking Supplement.

The primary access to Merchant's Quarter will be northbound from the A666 via the planned slip road set out within the Transport Strategy, Coming to Bolton. This will lead vehicles from the Outer Highway Box directly into the planned parking zone for Merchant's Quarter north of Brightmet Street. Southbound vehicles will leave the A666 at the same junction and travel into the area via Lower Bridgeman Street, Ash Street and Carlton Street. A third entry to Merchant's Quarter is maintained from Bradshawgate onto Shiffnall Street.

On leaving the major parking zones on Brightmet Street, the primary exit for vehicles will be via Salop Street to the Outer Highway Box via Bridgeman Place allowing access north or southbound onto the A666. Vehicles heading west will be able to access the Outer Highway Box at the Trinity Street junction via either Brightmet Street or Shiffnall Street and Bradshawgate.

The Council with GMPTE/GMPTA support introduced a free metroshuttle bus service to the town centre in 2008. This service follows the one-way Gyrotory System around the town centre core area and along

Bradshawgate. The Council aims to expand the service with the support of key town centre stakeholders including developers, to serve the new multi-storey car parks within the town centre and will therefore investigate options for this service to include Merchant's Quarter. The Transport Assessment and Parking Supplement will identify further options for this proposed extension.

Pedestrianisation of Saville Street is proposed including the provision of a new extended section of Saville Street to maintain the grid structure and facilitate a direct route to the planned footbridge over the railway. This pedestrianisation also aids the setting of planned new public squares in Merchant's Quarter and would provide a safer cycle route.

The proposed slip road results in River Street being closed to through traffic at its northern junction with Brightmet Street. Vehicular access is maintained via Shiffnall Street to those blocks west of River Street and the planned hotel and parking provision east of River Street. Pedestrianisation of River Street south of Shiffnall Street is intended to facilitate an improved environment for pedestrians and setting for Merchant's Place and the planned hotel. Access and egress options for Glebe Street onto the existing A666 slip road will be assessed as developments in that phase are proposed. Glebe Street is currently shown one-way east on Figure 26.

Masterplan

Parking

The parking strategy will be refined in accordance with the outcome of the Transport Assessment and Parking Supplement.

'Coming to Bolton' aims to provide an efficient, sustainable transport system, which offers a realistic choice of transport modes. Merchant's Quarter has the potential to deliver in the region of 500,000 sq ft of office accommodation and a further 100,000 sq ft of mixed uses. It is located in a highly sustainable location within five minutes walk of the proposed Transport Interchange and is thus well served by a choice of modes of transport. Nevertheless, in order to attract the calibre and critical mass of occupiers to make Merchant's Quarter a destination for Grade A office users, as well as maintain the parking supply for the wider town centre, an appropriate balance must be achieved between parking supply, demand and sustainable modes of transport, including walking and cycling.

The Council's vision for town centre parking, is to reduce the number and scale of surface parking which is inefficient and generally poorer quality, whilst maintaining the existing supply of parking places and making full use of sustainable modes of transport to cater for additional demand. Proposals for improvements to lighting, CCTV and Variable Messaging Systems, together with six multi-storey car parks are identified in 'Coming to Bolton' and form the basis of the first phase being provided by NCP in partnership with the Council.

Brightmet Street is one such location identified for a new multi-storey car park and currently plays an important part, comprising approximately 300 spaces

which primarily serve the wider town centre with the new multi-storey envisaged to be in the region of 600 spaces, thus including an allowance for increased demand in Merchant's Quarter.

More recent information confirms that typical parking demand from office occupiers is as low as 1 space per 8 sq m although typically 1 space per 20/25 sq m whilst the maximum parking standards for urban areas in RSS and UDP Policy A6 is 1 space per 35 sq m. The Council is also seeking to rationalise parking onto fewer sites in the town centre. It is therefore anticipated that demand for parking from new office development alone in Merchant's Quarter could be as high as 2000 spaces, well in excess of the 1400 spaces maximum that policies allow.

It is therefore anticipated that in the fullness of time as low density industry and warehouse uses are replaced in Merchant's Quarter by higher density office accommodation, further car parking provision will be required above and beyond the 600 spaces within the planned Brightmet Street MSCP. Whilst the excellent links to the emerging Transport Interchange and the planned multi-storey parking in the Trinity Gateway will absorb some of this demand, additional multi-storey car parking will be required to serve Merchant's Quarter.

Providing car parking on-site as part of a development is often costly and results in dead frontages with visually poor louvres to facilitate natural ventilation and additional inefficient trip generation which in Merchant's Quarter would conflict with the planned Movement Framework and proposed public realm improvements. The Council's preferred location for such additional parking provision is

therefore on the periphery of the area with the northern and eastern edges of Merchant's Quarter providing the best access whilst freeing up the core areas for development opportunities and active frontages. These two locations are also predominantly existing surface car parks at present and thus the phased introduction of higher density, multi-storey car parking to suit demand is more easily achieved.

The Brightmet Street Car Park is the primary preferred location for parking provision and offers potential for significant parking capacity together with 'wrap around' commercial development to the new Saville Street frontage and where vehicular access permits, the Brightmet Street frontage also. It is intended that this site will be the first to be developed for multi-storey car parking within Merchant's Quarter.

The River Street Car Park adjacent to the planned hotel, which currently provides approximately 80 spaces, is the secondary preferred location for multi-storey parking and the Council will seek to use planning conditions to control the phasing of any development of multi-storey car parking such that it does not conflict with the preferred primary location on Brightmet Street. River Street is restricted in width such that an active frontage is prohibited. The pedestrianisation of River Street, active frontage generated by Merchant's Place and the planned hotel will mitigate for this loss of active frontage. It is intended that multi-storey car parking will only be developed on this site where options for multi-storey car parking on Brightmet Street Car Park have been exhausted to the Council's satisfaction in accordance with the Transport and Parking Assessment.

Merchant's Quarter Masterplan

Masterplan

The provision of surface, undercroft, ground floor or multi-storey car parking elsewhere within Merchant's Quarter will be resisted by the Council.

The access and movement strategy together with public realm improvements will support the parking strategy by providing additional short-stay on-street parking within the inner road system.

United Utilities have adopted policies to keep clean water out of the public sewer, reducing foul flood risk, pollution at storm sewer overflows and carbon footprint and development proposals should be prepared in consultation with United Utilities particularly where any surface parking is proposed.

Major Highway Improvements

The southern section of Merchant's Quarter includes a triangular piece of land bounded by busy one-way highway movements on Lower Bridgeman Street, Bridgeman Place and Ash Street together with the major two-way junction at Trinity Street/Manchester Road where the B6536 radial route crosses the Outer Highway Box.

The Council will continue to investigate options, through the Transport and Parking Assessment, for reworking the highway around Lower Bridgeman Street/Bridgeman Place/Ash Street/Manchester Road to facilitate improved vehicular circulation and access. One option would involve closure of Lower Bridgeman Street to through traffic, creating improved pedestrian access and linkages to the Westbrook area of the Bolton Innovation Zone to the south. The capacity of the highway network and

junctions, together with access by larger vehicles and buses would however need to be maintained and major improvements and potential road widening would be required along Bridgeman Place and at the junction with Trinity Street/Manchester Road.

It is anticipated that highway improvements will be necessary to maintain traffic flow and safeguard junction capacity as development proposals are implemented and trip generation increases. These works will be attributable as development costs to proposals for the whole of Merchant's Quarter on a pro-rata basis as each development proposal will benefit from the highway improvements. It is likely that this will form an additional requirement under Section 106 powers or the emerging requirements of the Community Infrastructure Levy in addition to any public realm contributions necessary. The Council will identify the necessary highway improvements and investigate options for the funding, pooling of monies and phasing of highway improvements as part of the Transport and Parking Assessment Supplement.

Streets, spaces and linkages

Figure 27 indicates the proposed distribution of streets and spaces within Merchant's Quarter and their connection to the wider open space network. The proposals include:

- New public destination spaces located along key north/south and east/west linkages.
- Appropriate management of landscaping adjacent to River Street providing an extension of the green space at Church Wharf and enabling informal recreational access to be considered.
- A new 'landmark' pedestrian footbridge link will be

provided over the Bolton to Blackburn Railway to the north of the site linking Brightmet Street and an extended Saville Street with Clive Street and Institute Street connecting to wider east-west pedestrian movement corridor.

- Pedestrian only north/south connections along Saville Street and River Street (south) providing direct linkages between the Haulgh Bridge Gateway and the town centre via the new pedestrian footbridge.
- Public realm improvements to include pedestrian friendly, traffic-calmed streets throughout Merchant's Quarter and improved cycle routes.

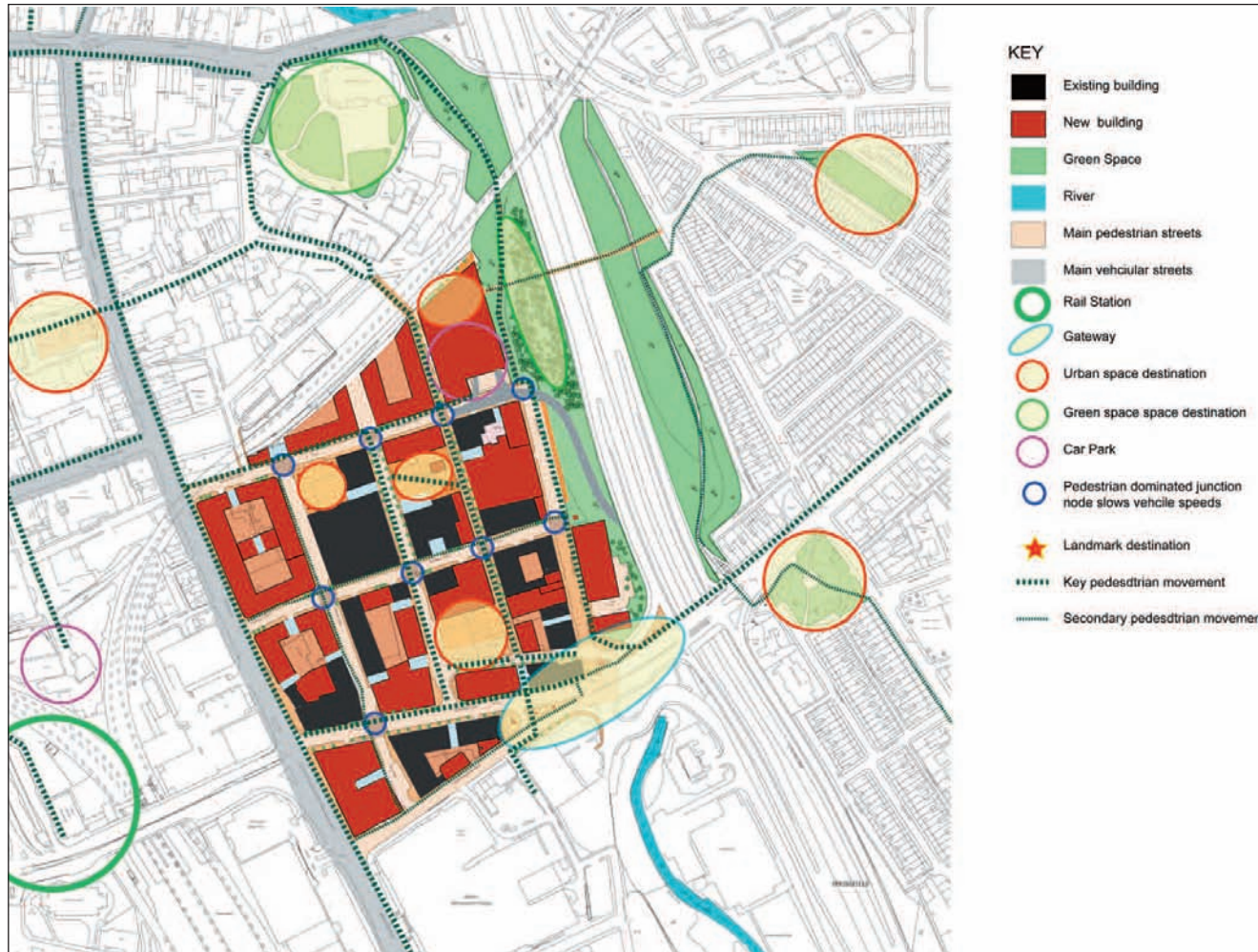
The Council Highway Authority will take a lead role in the introduction of the proposed movement framework as part of work implemented during the construction of the new A666 slip-road and the Brightmet Street multi-storey car park. The Council wishes to protect this movement of traffic through one and two-way systems within Merchant's Quarter together with the proposed pedestrianisation of Saville Street (as extended) and River Street (in part).

Policy MQ2A expands on UDP Policies A5 and A19 in particular by requiring development proposals to connect appropriately into the revised movement framework, including the new pedestrianised streets. Policy MQ2B expands on UDP Policies A5 and A6 in protecting the planned parking provision for Merchant's Quarter on strategic sites.

A new pedestrian footbridge will be provided. The link must be located centrally at the end of an extended Saville Street in response to the Merchant's Quarter grid,

Masterplan

Figure 27 Streets and spaces



so that the public realm is navigable and to take the most direct route. The approach to the new link along Saville Street will frame an important view of the tower of St Peter's Church and symbolise the link across to the St Peter's area and core town centre.

The highways design should reflect the aspirations to create traditional street forms with distinct carriageways and footways. As the existing industrial uses are relocated away from the area, carriageways could be narrowed and corner radii tightened to meet minimum standards as outlined in the Manual for Streets. The layout could, where considered appropriate and safe, incorporate the following:

- Two way traffic in streets;
- No priority to all internal junctions;
- On street parking; and
- Dedicated loading bays

The funding and implementation of public realm works is covered separately within the Improvement Plan of the Council's adopted PRIF.

Cycle access and parking

Merchant's Quarter is a relatively level site and the public realm improvements and Movement Framework, including Saville Street and the footbridge in particular, will support improvements to safe cycle access within the area and promote the use of cycling as an alternative mode of transport to the private car. The Council is developing a cycle network across the borough and the town centre which will serve the core development areas including Merchant's Quarter. In accordance with the UDP, minimal cycle parking will be a requirement of new developments and travel plans will need to take account of the requirements of cyclists including shower and changing facilities.

Masterplan

Policy MQ2A Movement Framework

The Council will safeguard the movement framework and layout of streets indicated on Figure 26 and in assessing development proposals will permit development proposals that would not prejudice the movement framework having taken into account provision for pedestrians, cyclists, road design, servicing, parking and public transport.

Policy MQ2B Parking

The Council will safeguard the Brightmet Street Car Park and River Street Car Park (north) sites indicated on Figure 26 for the parking of cars and will permit development proposals for multi-storey car parking on those sites subject to the following criteria:

- (i) Multi-storey car parking will only be permitted on the River Street Car Park (north) site where the applicant has demonstrated that there is insufficient (existing) capacity on Brightmet Street Car Park to meet the proposed additional demand; and
- (ii) Planning Conditions will be used to prevent the construction of multi-storey car parking on River Street until such time as proposals for Brightmet Street Car Park have been finalised.

The Council will not permit car parking proposals on sites elsewhere within Merchant's Quarter unless the applicant has demonstrated that the existing and planned car parking provision in Merchant's Quarter, the wider town centre and alternative modes of transport are insufficient to meet the proposed additional demand; or the parking provision is for a particular category that is not sufficiently met elsewhere (eg. disabled parking) and in any case such parking shall not exceed the maximum standards contained within RSS and UDP Policy A6.



Masterplan

Public Squares

The Council seeks the provision of a minimum three new public spaces and has identified their preferred location within the masterplan. Each of these important spaces will act as a focal point for the surrounding development and should contain an historic reference to inspire the character and materials within the space. They are illustrated in Figure 25 and comprise the following areas (and suggested historic references) totalling approximately 4500 sq m.

- Carlton Square (Former Omnibus and Tram Depot site) – 1200 sq m
- Saville Square (Saville Mill [Cotton], Shakespeare Foundry) – 1600 sq m
- Merchant's Square (Bridgeman Place Machine Works, Blackburn's Printers, Typesetting Works) – 1700 sq m

The most significant of these spaces is Merchant's Square. Given that the planned area for Merchant's Square falls within a single landownership, when taken with recent improvements to River Street, this area could form the first major transformational change within Merchant's Quarter - providing a catalyst for further regeneration.

The size, purpose, function and location of these squares is informed by the analysis in Part Three and this supports their status as preferred option, in particular the proximity to the pedestrianisation of Saville Street and the layout of important buildings at Carlton Square. The Council does, however, recognise the nature of the development process, land assembly and the long term objectives of Merchant's Quarter. Through the application

of Policy MQ3 to development proposals, the Council acknowledges the status of the preferred location for the public squares including their minimum size and number whilst allowing flexibility for the public squares to be brought forward on alternative sites providing they can be justified in Urban Design terms as guided by UDP Policy D2 and D3. This also allows other development to be brought forward on the preferred public square sites providing their delivery elsewhere within Merchant's Quarter is safeguarded.

Developers will clearly need to take account of the provision of public spaces when bringing forward proposals for any of the eight blocks within the core area and when proposing development on land that is currently identified for public space will need to include in their proposals, details of the delivery of that public space elsewhere within Merchant's Quarter.

The public squares will need to be designed and landscaped to fully accord with the PRIF and UDP Policies D2 and D3. Public art is encouraged within the squares in accordance with UDP Policy D5. These squares should be well lit, with lighting included as an integral part of the design and layout of the space.

The creation of public squares within the development will create foci for activity and they should be designed to encourage their use through both formal and informal seating areas. It will be important that uses adjacent to these squares facilitate and enhance the activity and therefore should include ancillary café style uses which should spill out onto the public space.

Policy MQ3 Public Squares

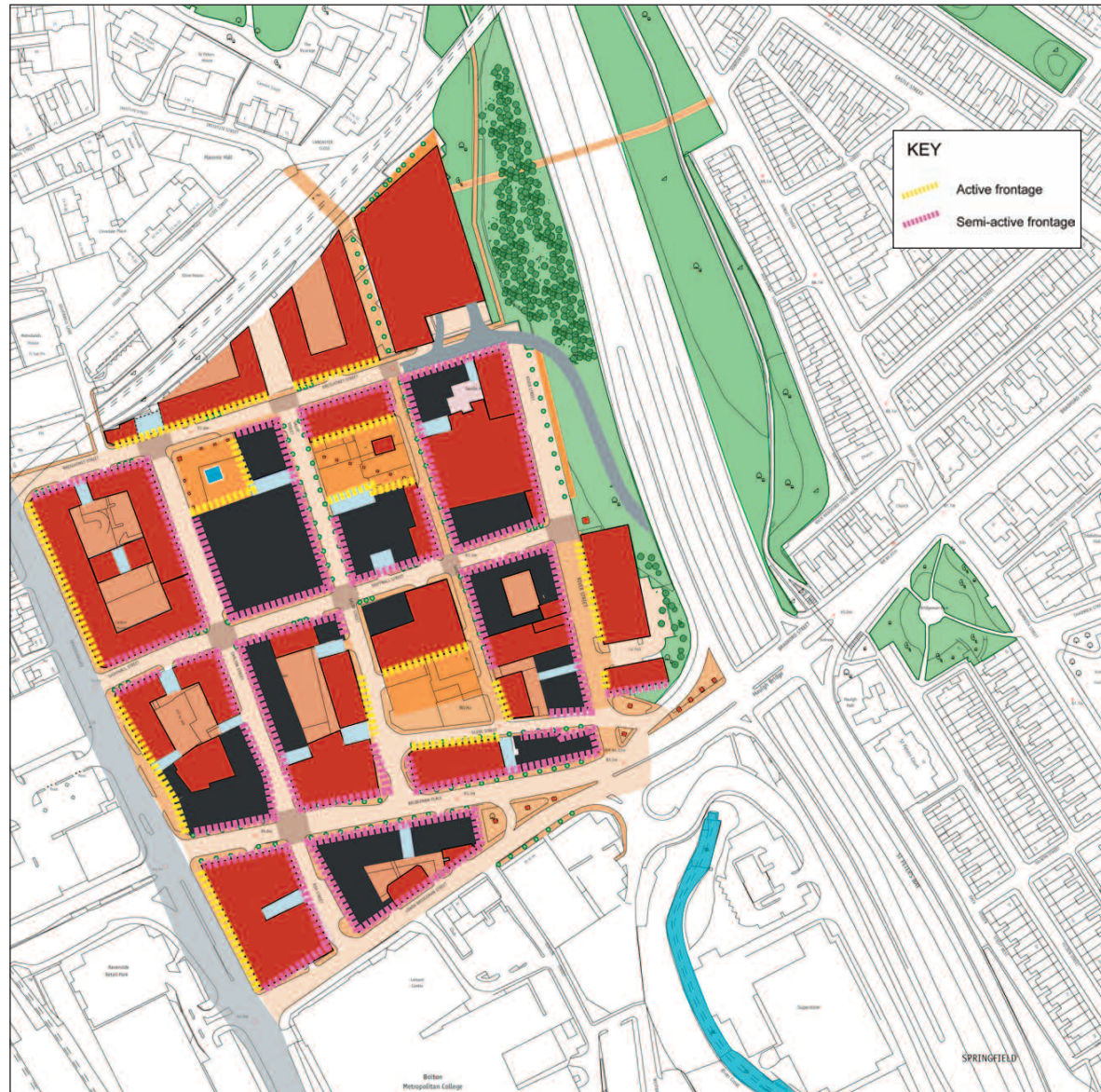
The Council will permit the development of three public spaces comprising a minimum 0.45 hectares as indicated on Figure 27. The Council will not permit development proposals on any of the eight development plots within the core area (as defined by UDP Policy TC6) which prejudice the delivery of any the following:

- (i) Public squares totalling a minimum 0.45 hectares within the core area;
- (ii) A minimum three public squares on any site within the core area;
- (iii) Each public squares must be greater than 1000sq m in area.



Masterplan

Figure 28: Active and Semi-Active Frontages



Masterplan

Urban Design: Frontage

The urban design concept requires that the streets and spaces proposed within Merchant's Quarter are enclosed by a high proportion of either active or semi-active frontage as detailed opposite. They must allow a high degree of observation and access within the public realm, increasing the levels of safety and security. Where these types of frontage cannot be provided, the alternative should be observational frontage, which contains overlooking window space.

A description of the different types of frontage is provided below and indicated on Figure 28 overleaf. The level of active, semi-active or observational frontage will be dependent upon the uses of the buildings enclosing the streets and spaces which is discussed within the following sections. As a general rule, all squares and spaces should be enclosed by active frontage; key pedestrian routes should be enclosed by semi-active frontage. Policy MQ4 expands on UDP Policy D2 in seeking to ensure that the public realm improvements proposed are complemented by buildings and spaces which are well designed and encourage safe pedestrian use. Figure 28 illustrates this diagrammatically.

Policy MQ4 Frontage Design

The Council will permit development proposals where the design of buildings and public spaces reflect the industrial heritage and character of the area and accord with UDP Policy D2. Buildings should be positioned on the back of footway and blank facades, security fencing and shutters, or perimeter car parking between the street and the building elevations, should be avoided. Landmark architectural statements that make the most of this setting will be welcomed, although will need to be considered in relation to existing landmarks

Active frontage

Characteristics

Orientation of access	Must include principal access to buildings
Orientation of fenestration	Must include a ground floor window with visibility into building
Relation to internal space	Openings along frontage must be to occupied space

Semi-active frontage

Characteristics

Orientation of access	Must include principal access to buildings
Orientation of fenestration	Must include principal opening for access to light and air on all floors
Relation to internal space	Openings along frontage must be to habitable or occupied rooms

Observational frontage

Characteristics

Orientation of access	No direct access at ground floor
Orientation of fenestration	Must include upper floor windows
Relation to internal space	Must include principal openings for access to light and air on all floors

Masterplan

Use mix

Bolton is emerging as a leading regional centre and through the Bolton Brand values is promoting a vibrant and distinctive town centre to be proud of which appeals to and is popular with all.

The Community Strategy describes

"...a great place to grow up, live, learn, work, do business and visit; so that the potential of each person, each community and the borough as a whole can be realised."

In terms of the overall vision, the area could re-invent itself to create a bohemian character, within a truly mixed use quarter and a hub of creative businesses.

Whilst heavily underpinned by the provision of high quality office facilities with access to parking, as well as town centre facilities; the overall objective would be to retain skilled people trained and qualified at the University, offering incubator space and access to shared facilities, gallery and exhibition/studio space, creative industries, niche/quirky retailing and a range of occupiers that are looking for centrally located, yet affordable accommodation, focused around squares and spaces and mixed with cafés, bars and restaurants.

Upper floors of these active hub areas and less active areas could also include a large amount of B1 office, mixed with convenience shops and leisure uses, such as gymnasiums. Supporting the use mix within Merchant's Quarter would be a necessary level of residential accommodation to create a critical mass within the Quarter, and ensure activity and vibrancy into the

evening. The Quarter could access an important niche by providing affordable apartments which are not typically available elsewhere in the town.

Active and evening uses should be focused around key streets and spaces; buildings along key spaces should also provide a mix of uses between ground and upper floors.

Policy MQ5 Permitted uses

With regard to development proposals within the core area protected by UDP Policy the council will permit Class B1 office led proposals. Other development proposals including those comprising single or a mix of ancillary uses such as those listed in Paragraph 4.49 above will be assessed against UDP Policy E5 and the following criteria, and providing that the benefits of the proposals outweigh any disadvantages, will be permitted:

- (i) ancillary uses include Class A1 retail; Class A2 office; Class A3 restaurant/café; Class A4 bar; Class A5 take away; Class C1 hotel; Class C2 residential institution; Class D1 non-residential institution and Class D2 assembly and leisure uses;
- (ii) ancillary uses listed at (i) will normally be limited to the ground floor at key road junctions and facing public squares or open spaces created as part of the development and will not normally utilise all the ground floor accommodation except that part of Merchant's Quarter fronting Bradshawgate;
- (iii) multi-storey car parking will be permitted where it accords with the relevant UDP policies, town centre transport strategy, this SPD and the Transport and Assessment Supplement;
- (iv) Class C3 residential development will not be permitted unless it covers less than 15% of the total GIA of any development proposal for the whole of a Development Area (as defined by Figure 1), fronts onto either Bradshawgate or a public square, and where at least two other uses (one of which must be Class B1 office space) are included in the proposal. Such proposals will be rigorously tested against the primary criteria set out in Policy E5.

Merchant's Quarter Masterplan

Masterplan

The Council will permit development proposals for car parking, hotel (Class C1) or other landmark office (Class B1) building on land between River Street, the A666 and the new slip road.

The Council has reserved land to the north of Brightmet Street for a multi-storey car park under UDP Policy TC7. The Brightmet Street MSCP will complement the objectives for the industrial area comprising a high quality frontage, ideally to the back of pavement, with building entrances off the street frontage. Although more functional, the railway elevation also needs to project a clear visual identity and logic through the massing of buildings, particularly in the area of the proposed footbridge which should be treated as a gateway to Merchant's Quarter as well as the site.

Frontages to the car park should maintain visual interest through the provision and location of openings and pedestrian entrances. Solid facades should be avoided. A commercial development opportunity to complement uses within Merchant's Quarter is appropriate on the western façade adjoining the pedestrian link which will also act as a screen to the car park and provide adequate surveillance. Entrances and stairwells should form interesting features to the car park and be well lit and welcoming. The use of lightweight materials such as glazing will be actively encouraged.

Policy MQ6 UDP Allocation TC7

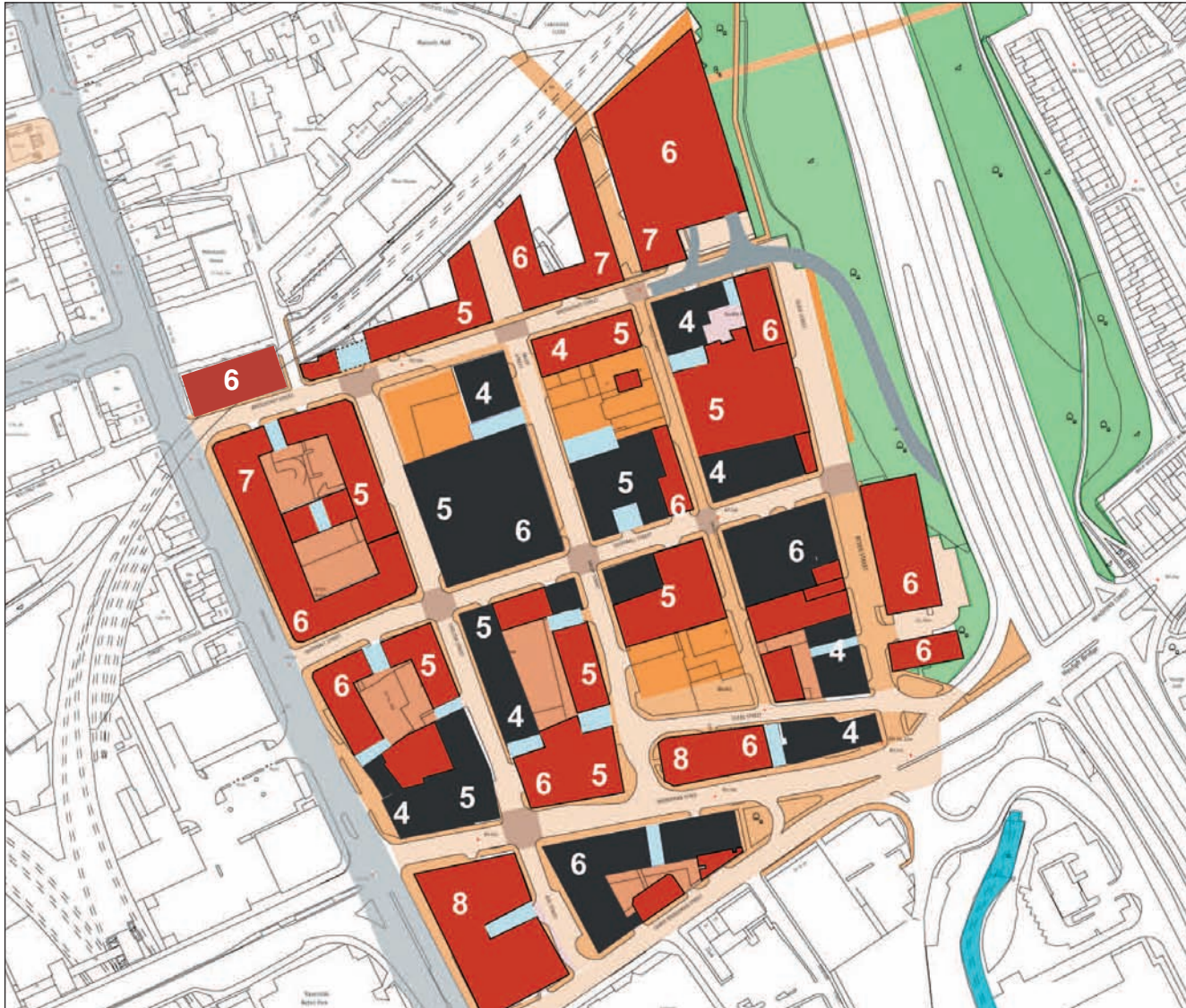
On that part of land within Merchant's Quarter to the north of Brightmet Street no longer required for multi-storey car parking including that part of the land allocated under UDP Policy TC7 the Council will permit development proposals for uses complementary to the broad objectives of Merchant's Quarter providing such proposals accord with the other relevant UDP policies.



Merchant's Quarter Masterplan

Masterplan

Figure 29 Scale and massing



Urban Design: Scale and massing

The Masterplan adopts an urban design approach to scale and massing, as identified in Figure 29, which reflects the importance of the street grid. New buildings should respect the general height of existing buildings with increases in scale to define key entrances, gateways and vistas. Sensitive additions to existing buildings, including the roof, will be considered. In addition emphasis has been given to:

- The River Street gateway at the junction of River Street and Bridgeman Place;
- The River Street/park entrance;
- The Salop Street entrance;
- The new Saville Street entrance to the primary pedestrian route;
- Creating varying building scales along the Saville Street route;
- The extended Saville Street, leading to the footbridge;
- The Brightmet Street entrance;
- The Salop Street entrance;
- Shiffnall Street.

Policy MQ7 Street Grid

The Council will permit development proposals that respect, enhance and reinforce the existing grid of streets. Development proposals that have a detrimental impact on the grid will only be permitted where there is an overriding justification or benefit that would outweigh any disadvantages and would not otherwise arise as a result of any other development proposal.

Masterplan

Figure 29 indicates the range of building heights that will normally be considered appropriate. However, that is not to say that a uniform height across a block will be acceptable. It is broadly considered that building heights up to 6 storeys will be acceptable. However, it may be possible to incorporate elements that are higher than indicated to act as visual foci and this will need to be demonstrated on a case by case basis taking full consideration of the advice contained within this SPD, Building Bolton and the UDP. Building heights for individual blocks are unlikely to be uniform and should vary to break up the massing of individual blocks. Developers should make full use of the Council's in-house urban design and conservation expertise in the development stages of proposals and will be encouraged to present their proposals at pre-application planning stage to the Northwest Design Review Panel. Guidance on Tall Buildings has been prepared by CABE and English Heritage and should be referred to in the preparation of buildings that are taller than those proposed in Figure 29.

Policy MQ8 Building Heights

The Council will permit building heights that are in accordance with the those illustrated on Figure 29. The Council will permit building heights that vary from those on Figure 29 where a development proposal can be fully justified taking into account the objectives of Merchant's Quarter and UDP Policy D2.

Advertisements

A proliferation of advertisements within Merchant's Quarter, including free-standing, projecting and wall mounted signage, must be avoided. Illuminated signage

should be avoided unless this can be shown to enhance the character of the area. Development proposals should consider the likely tenant requirements for advertisements in their conception. This will be particularly important where the sensitive conversion of buildings restricts the opportunity for advertisements that compliment the architecture of the building and especially where a range of complimentary uses are proposed rather than a single office user. Developers should seek the advice of the Local Planning Authority at pre-application stage and refer to UDP Policy D4 and PCPN6.

Archaeology

Merchant's Quarter includes three sites with potential for archaeological interest (although no parts are Scheduled Ancient Monuments). Saville Mill, Globe Works and the Carlton Street Depot are listed on the Sites and Monuments record. In consultation with the Greater Manchester Archaeological Unit (GMAU), development proposals will need to consider archaeological issues and agree with the Local Planning Authority any mitigation that is found to be appropriate. Consultation with GMAU should be instigated as early as possible at pre-application stages to avoid delay in the determination of a submitted application due to the need to carry out pre-determination archaeological evaluation. Development proposals will be required to conduct investigations into archaeological value of a site in accordance with UDP Policies D14 and D15.

Wireless environment and telecommunications

The use of wi-fi and broadband technology to facilitate an enhanced business environment promoting

Merchant's Quarter as Bolton's first complete wireless internet hotspot will be encouraged. Such a network could span the entire area, giving workers internet access via their laptop or mobile phone allowing people to send emails, make cheap phone calls, surf the internet, do business and even play games online, wherever they are. Comprehensive development should seek to investigate emerging technology as part of proposals, including new "mesh" technology to transfer users automatically from base station to base station as they walk by, allowing uninterrupted web use. Base stations may be required to cover the area with users charged a small monthly fee.

There are many conventional internet hotspots around the country, covering almost all the major hotels and hundreds of coffee shops. However, they require users to log in every time. Emerging technology allows users to log in only once.

Wireless technology such as this has major appeal to big financial institutions with the ability to access boardrooms creating a corporate requirement. Wi-fi technology supports mobile phones that instead of connecting to a mobile phone network, log onto a wireless hotspot and send calls over the internet.

Comprehensive development will need to consider a telecommunications strategy to ensure that standard mobile phone usage and the potential for wireless technology are fully catered for at a strategic level. Appropriate locations for telecommunications equipment should be identified in consultation with operators and in accordance with national guidance and UDP Policy D6 and PCPN25.

Masterplan — Public Realm Strategy & Planning Obligations

Public Realm Implementation Framework

The success of the town centre as a place for pedestrians to move through and gather depends a great deal on how safe and comfortable they feel. For example, public spaces will not be attractive for pedestrians to linger if the vehicle traffic is too heavy or too close.

The Council's adopted Public Realm Implementation Framework (PRIF) acknowledges the Transport Strategy and seeks as a matter of priority, to adjust the balance in favour of the pedestrian making the whole town centre a pedestrian friendly environment. In Part 1 of the PRIF, the Strategy acknowledges the tight urban grain in Merchant's Quarter and historic buildings, setting out the key linkages, permeability and potential for high quality pedestrian connections and public space. The PRIF promotes a no nonsense public realm approach with a hard, uniform urban character and making full use of the street width without allowing traffic to dominate.

The section on Strategic Routes acknowledges the importance of the west/east route from Bolton Market to Institute Street and states: 'Some new critical links and an extension to the east are proposed which would complete [the] route of strategic importance, generating foot traffic and connecting hitherto separate areas.' It goes on to refer to the proposed railway footbridge as well as identifying a longer term goal to bridge over the A666 to residential areas outside the town centre. The route between Merchant's Quarter and Church Wharf is also identified for improvements.

Merchant's Quarter is described as having 'the worst lighting in Bolton' which contributes to negative perceptions of the area. The Lighting Strategy recognises the importance of both functional and architectural lighting and in particular states that replacing the low pressure sodium (SOX) lamps is essential for Merchant's Quarter to create a safer environment and match that of other areas in the town centre. The chimneys on Globe Works and Salop Street are identified for architectural lighting because of their merit and position on key routes.

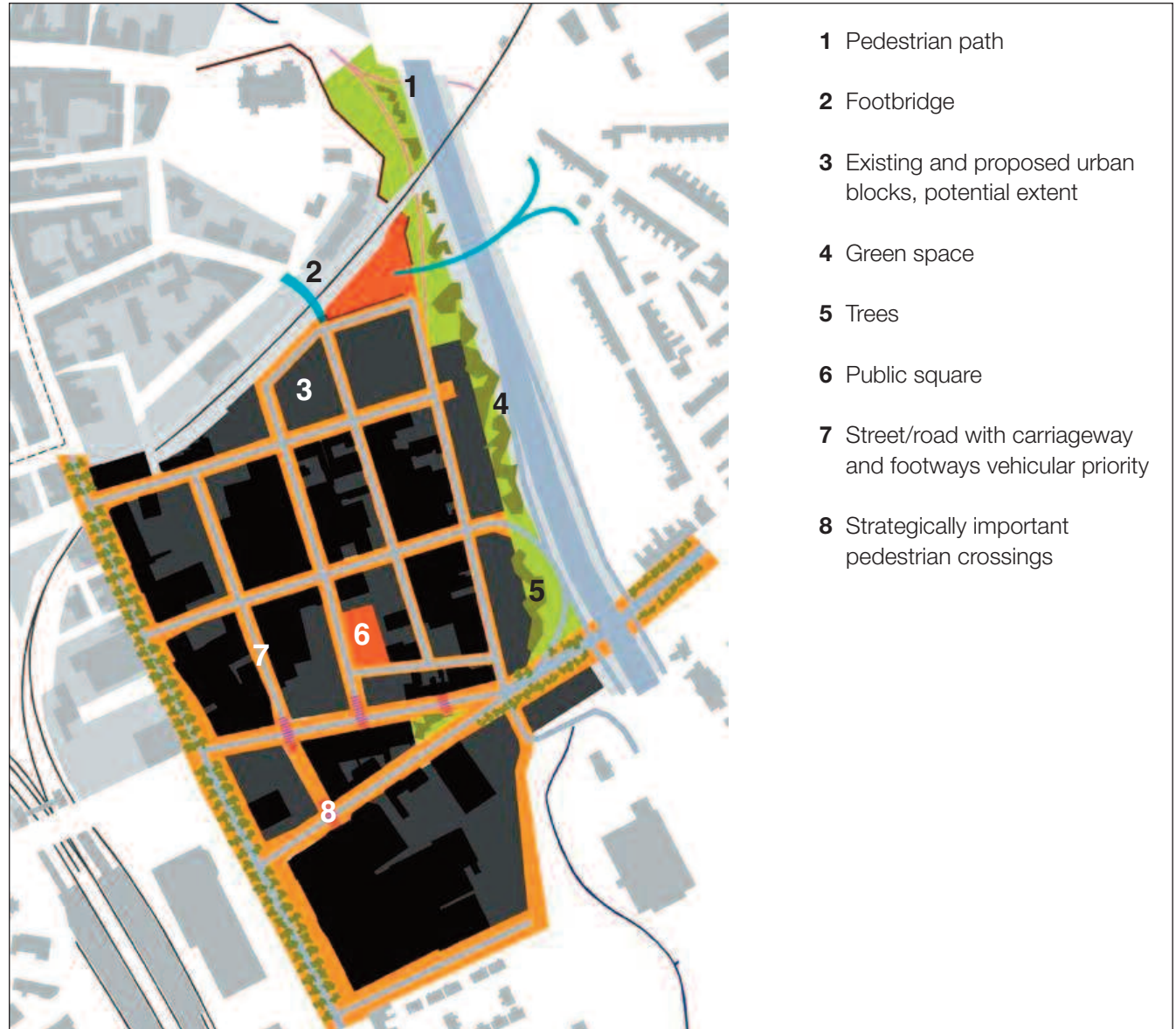
In Chapter 7, the PRIF provides a detailed assessment of Merchant's Quarter and the proposed public realm map is replicated at Figure 30. Developers should refer to this section of the PRIF direct however, the important key elements it identifies are:

- **Grid Structure** - Merchant's Quarter has the most clearly distinct urban form in the town centre.
- **Streets** - Public realm design must maintain the integrity of the street grid as a matter of priority.

- **Tree Planting** - Tree planting only within open space/squares and key streets.
- **Car park and Merchant's Square** - Acknowledging the proposed MSCP and slip road together with the benefits of creating a new public space next to the new footbridge(s).
- **Salop Square** - A bold public realm statement within the street grid is proposed.
- **Saville Street Footbridge** - Supporting the Council's aspiration for the creation of a new pedestrian footbridge link over the railway.
- **St Peters Way Footbridge** - Supports the Town Centre Transport Strategy aspiration for footway link across the A666 .
- **Extensions of the grid** - Proposes that the grid is extended to the North and East to give a hard edge to River Street in particular.
- **Bridgeman Place/Lower Bridgeman Street** - Reduction in carriageway widths with improved crossing points.
- **Yards, passageways and alleys** - Make pedestrian connections using these smaller private spaces.

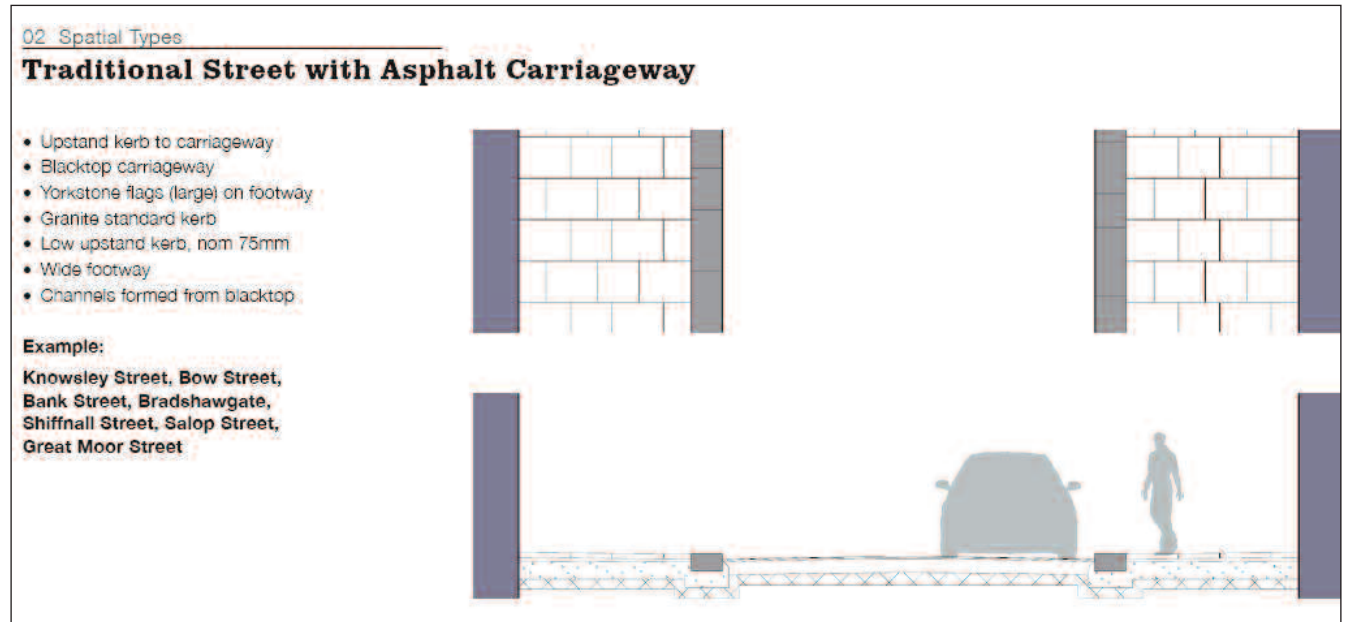
Masterplan — Public Realm Strategy & Planning Obligations

Figure 30 Public Realm Implementation Framework – Merchant's Quarter



Masterplan — Public Realm Strategy & Planning Obligations

Figure 31 Public Realm Implementation Framework – Merchant's Quarter Street Type



Masterplan — Public Realm Strategy & Planning Obligations

Part 2 of the PRIF comprises the Design Baseline setting out clear detailed guidelines on the materials, road and junction design, furniture, lighting and planting to be used in the town centre. The proposals are not prescriptive and rather make recommendations for the many aspects of public realm design sufficient to set a quality benchmark for implementation teams. It is intended that such teams will interpret the recommendations providing this is done comprehensively and strategically to maintain consistency and quality.

Typically, the PRIF promotes a traditional street for Merchant's Quarter as shown at Figure 31 above, with asphalt carriageway and a combination of large Yorkstone flags and granite kerbs. Developers should refer to the PRIF itself for further detailed guidance on public realm design including furniture, lighting planning together with detailed costs. In order to achieve the major transformation of the area and attract the necessary investment to Merchant's Quarter, PRIF anticipates public realm costs in excess of £16million.

Policy MQ9 Public Realm

The Council will permit development proposals that include or fund the design and provision of good public realm - the strategy, baseline standard, and preferred proposals for which are contained within the Council's adopted Public Realm Implementation Framework.

Planning Obligations (Including Section 106 Legal Agreements)

Following adoption of the PRIF, the Council's approach to town centre planning obligations has been set out within Bolton Town Centre Planning Obligations which has been adopted by the Council as an Interim Statement of Policy prior to its formal consideration as part of the Local Development Framework.

The Council is seeking through this policy, contributions from development proposals towards the costs of delivering the public realm framework within Bolton town centre, which those development proposals will benefit from. Developers have the option to either implement that part of the PRIF which directly affects their scheme, or contribute an equivalent sum of money to enable the Council to pool resources and deliver strategic sections of public realm which could not otherwise be delivered in a piecemeal fashion. Table 3 on page 55 illustrates how the funding would be divided between the Development Areas, should the development proposals come forward in the manner and scale suggested in the masterplan.

The developer delivered option involves the developer agreeing the extent of the scheme with the Local Planning Authority and Strategic Development Unit, usually during pre-application discussions and submitting a detailed scheme as part of the planning application setting out materials, planting, lighting, furniture, etc. The developer then implements the proposal which is secured by planning condition, as part of the development works and usually under a separate Section 278 Highway Agreement with the Council funded by the Developer.

This process also ensures the works are carried out to the Council's adoptable highway standards, although in certain cases a minor street or space may become privately maintained whilst remaining open to the public. The commuted sum option involves the developer paying for the public realm works in a commuted sum secured via a Section 106 legal agreement negotiated with the Council at the pre-application stages. The Council will then pool that resource to enable the delivery of strategic public realm works in Merchant's Quarter.

In both scenarios, the extent of the public realm scheme, or the level of contribution, are initially set by the amounts within Bolton Town Centre Planning Obligations. These amounts will need to be programmed into a developer's financial appraisal for the site and any subsequent negotiations with regard to reduced contributions where the scheme viability is affected as a result, will need to be discussed at pre-application stages and/or submitted as part of the planning application.

Given that the costs contained within the PRIF, illustrated at Table 3, are likely to be in excess of amounts generated by the planning obligation process alone, the Council will seek to fully investigate options for grant funding to match these contributions to the costs of the high quality public realm identified.

Masterplan — Public Realm Strategy & Planning Obligations

Table 4 Illustrative Public Realm Costs

Merchant's Quarter Development Area	Area (sqm)	Storeys*	Total GIA (sqm)	PRIF Contribution
Public Realm Implementation Framework				£16,000,000
Brightmet St N/Bradshawgate	829	4	3316	£190,151.24
Brightmet St N	10121	5	50605	£2,901,870.83
Shiffnall St N/Bradshawgate	5769	5	28845	£1,654,074.98
Shiffnall St N/Carlton St	5230	5	26150	£1,499,534.08
Shiffnall St N/Salop St	4168	5	20840	£1,195,039.78
Saville Mill Complex	4812	5	24060	£1,379,686.04
Shiffnall St S/Bradshawgate	5024	5	25120	£1,440,470.22
Bridgeman Place Works	4926	5	24630	£1,412,371.87
Shiffnall St S/Salop St	4909	5	24545	£1,407,497.67
Commerce House	1855	6	11130	£638,233.82
Bradshawgate/Ash Street	2927	7	20489	£1,174,912.19
Globe Works	3215	6	19290	£1,106,157.26
	53785		279020	£16,000,000.00

* Based on a massing average from Figure 29

Public Realm Development

The remainder of this section seeks to develop the public realm strategy for Merchant's Quarter in light of the work by Planit EDC on the masterplan concept completed following the adoption of the PRIF. Developers will be expected to show compliance with this section when submitting public realm proposals in accordance with Policy MQ9.

Streets provide a strong and consistent industrial character which should be enhanced through good public realm design. On street parking and servicing is proposed within Merchant's Quarter, not only to encourage passing trade, but also to resolve the demands short stay parking and servicing.

By integrating the parking into the design of the carriageway the visual impact of parked vehicles are minimised. Further, the presence of parked vehicles within the street scene increases the level of activity and observation, and thus improves safety and security.

Street planting is proposed to build on the green character particularly dominant to the east of River Street, historically the banks of the River Croal. Sympathetic tree planting would serve to provide a distinctive character to the streets, acting as a foil to the industrial heritage and would also serve to define key pedestrian routes through the study area.

Masterplan — Public Realm Strategy & Planning Obligations

Tree planting should provide emphasis to the key pedestrian routes (Saville Street, River Street) with green links and tree lines/avenues. The remaining streets retain the historic street proportion, with occasional planting to break up the pavement areas, highlight entrance points, and screen parking bays. Figure 32 illustrates tree planting to key pedestrian routes:

Figure 32 Illustrative Street Planting



Masterplan — Public Realm Strategy & Planning Obligations

The PRIF recognises the significant service issues with tree planting around the existing utilities. This can be resolved through a reduction of road width to allow for tree planting within a widened footpath. Trees should sit within a tree trench with root barrier to adjacent existing services. Developers will need to consider and submit detailed method statements with planning applications.

Appropriate species include:

- Medium sized semi-mature avenue trees that tolerate shade and urban conditions;
- Narrow columnar trees with crown spread 3-4m proposed where planted close to kerb line;
- Trees with pyramidal crown to pedestrianised Saville Street.

'Green Streets' should be created comprising tree planting where possible thus providing a green canopy and a personal 'scale' to the street. These would have the benefit of improving legibility within the locality by defining pedestrian through routes, thus establishing hierarchy. The trees should follow simple/straight kerb lines.

Linking Streets would contain dispersed tree planting combined with parking and servicing spaces together with new street lighting columns contained within the tree line. Lighting levels could be increased through wall/building mounted lighting to create safe walking routes. The provision of seating in line with the street provides opportunity for informal gathering and further animates the edges.

Street trees elsewhere within the quarter are inappropriate bearing in mind existing constraints (such as services) and the character of the area.

Junctions should include a continuous pavement line which has the perception of running across the roadway, thus having the impact of slowing vehicle speeds and increasing pedestrian safety. Opportunity exists to introduce corner planting in the form of landmark trees, which could be located without compromising highway safety. This will provide maximum pedestrian benefit in terms of quality and space whilst still allowing buildings to be accessed and serviced. The tightening up of vehicular movement space would dramatically reduce vehicle speed and increase the safety and quality of environment for pedestrians.

Figure 33 River Street and Saville Street Section

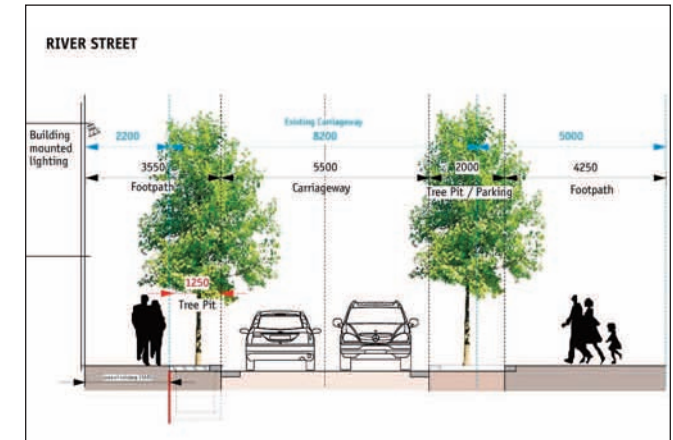
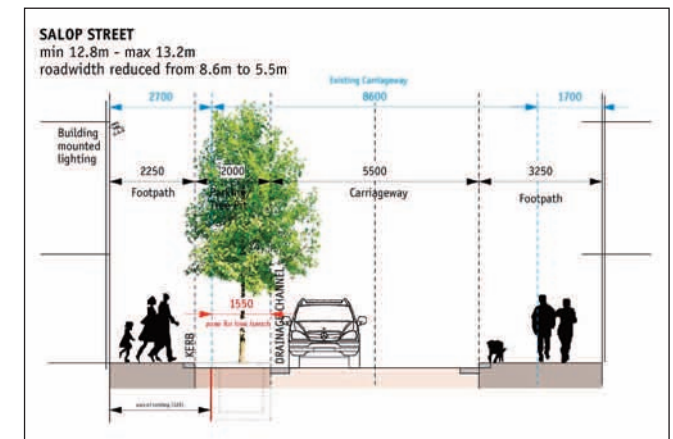


Figure 34 Salop Street and Shiffnall Street Section



Masterplan – Public Realm Strategy & Planning Obligations

Figure 35 Saville Street (North) Section

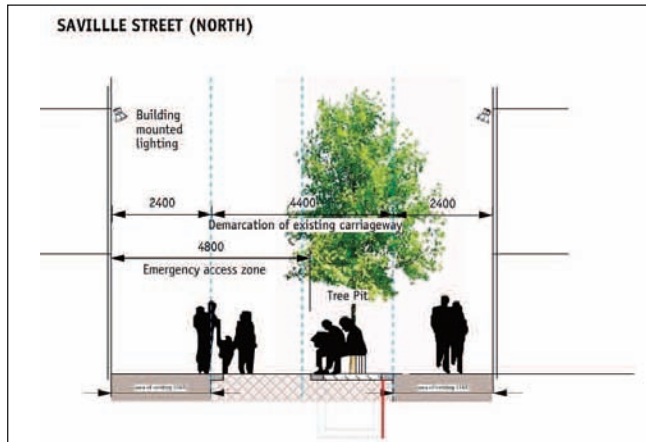
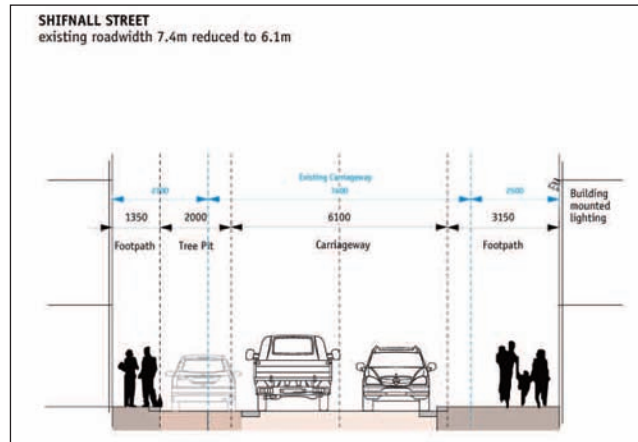
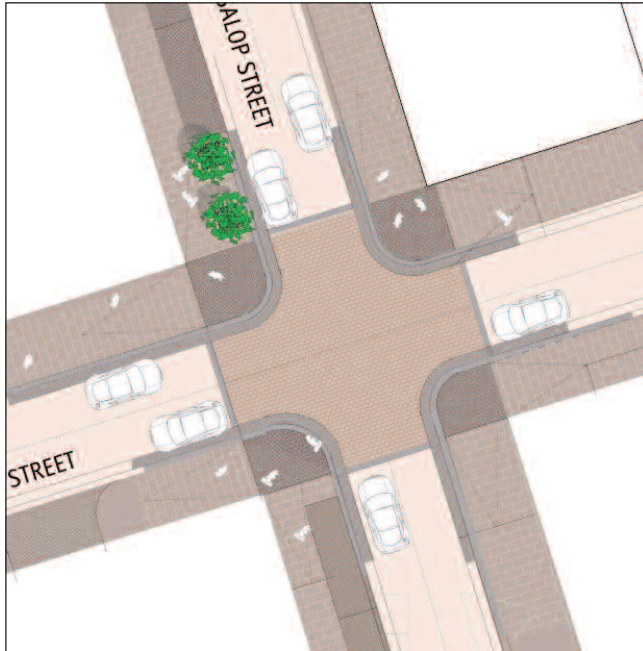


Figure 36 Salop Street and Shiffnall Street Section



Masterplan — Public Realm Strategy & Planning Obligations

Figure 37 Junction Table Design



Lighting

Lighting proposals within Merchant's Quarter will be designed to fulfil the following objectives and British Standards:

- To create a sense of security and safety for pedestrians from service vehicles and to deter antisocial behaviour;
- To create a sense of cohesion and identity within Merchant's Quarter;
- The lighting equipment should be carefully selected to integrate with the hard and soft landscape and its surrounding buildings.

The Merchant's Quarter lighting scheme will be designed in accordance with the following British Standards:

- BS5489 Part 9:1996 - Code of practice for lighting for urban centres and public amenity areas;
- B55489 Part 3:1996 - Code of practice for lighting for subsidiary roads and associated pedestrian areas;
- The Chartered Institute of Building Services Engineers (CIBSE) LG6; and
- The Institution of Lighting Engineers (ILE): Guidance Notes for the reduction of light pollution 1994.

Illumination on vertical surfaces will be promoted to improve people's recognition and create a greater sense of security and safety for the public. Different lamp colours will be also be used to guide people through the landscaped areas and create visual interest.

The lighting levels within the development, measured at ground floor level, shall be an average of 25 LUX in pedestrian areas and 15 LUX in vehicular areas.

To minimise light pollution high quality light fittings that use asymmetric optics, light refracting screens and Fresnel lenses are proposed. All lamps will be metal halide optics which are ideal for urban settings as they draw out the natural colours in materials and are low energy.

CCTV

An integrated strategy for dealing with security including CCTV coverage will need to be considered as part of the comprehensive approach to regeneration of Merchant's Quarter. The area has suffered from anti-social behaviour in the past and a co-ordinated investment in the creation of a secure, well managed and maintained environment will contribute to improved perceptions and a feeling of safety and wellbeing for those working and visiting the area, thus reducing the fear of crime and opportunities for criminal behaviours. Such facilities must complement the wider Town Centre CCTV strategies and objectives, including secure parking and the proposed CCTV Control Centre and consider detailed constraints such as the location of trees within the streets and spaces, whilst avoiding clutter and safeguarding the architecture and character of the area.

Masterplan — Implementation and Phasing

Comprehensive development

This SPD has identified the following broad objectives for the delivery of Merchant's Quarter:

- Comprehensive economic regeneration through the provision of an office led urban business quarter;
- A range of complementary uses with a '24 hour' economy that will generate activity and create a destination to support the vitality and viability of the wider town centre;
- High quality public realm improvements comprising road design; surfacing; landscaping; lighting; furniture and public spaces;
- A co-ordinated transport, movement and parking strategy including new slip road; public multi-storey car park; and pedestrian linkages; and
- Protection of important heritage assets including the street grid, architectural characteristics and buildings of merit.

In order to deliver the scale and quality anticipated by this SPD, a critical mass of development will be required. Small scale, piecemeal developments will not generate sufficient returns to support the level of investment needed to transform Merchant's Quarter into a successful urban business quarter and therefore will not be supported by the Council.

For the purpose of this section, 'Development Areas' are those parts of Merchant's Quarter currently comprising buildings, surface car parking or private open space wholly enclosed by all or a combination of the following: (i) existing and proposed streetgrid; (ii) railway line; (iii) green space east of River Street. Figure 1 indicates the proposed Development Areas.

Proposals for comprehensive regeneration by a single developer or developer consortium of a whole Development Area; more than one Development Area; or the whole Merchant's Quarter area, will generate sufficient critical mass to support the necessary infrastructure, including public realm improvements, that small scale or piecemeal development could not. Piecemeal development including partial development of a Development Area or subdivision, would therefore prejudice the ability for comprehensive schemes to generate that critical mass.

It is critical to the movement framework and character of the area that a co-ordinated approach to car parking is achieved. With the exception of planned multi-storey car parking, the Council will not normally support individual development proposals that include on-site car parking (undercroft or surface). Development proposals will be required to make best use of the on-street and multi-storey car parking proposed within Merchant's Quarter.

As a minimum requirement, planning applications should include the proposals for a whole Development Area irrespective of planned phasing of development. For example Merchants Place was submitted in a single application, although it has been implemented in two phases. This ensures that development achieves the design objectives set out within the masterplan and prevents piecemeal development on one part of a Development Area prejudicing the remainder of that plot or the objectives of Merchant's Quarter as a whole.

Policy MQ10 Comprehensive Development

The Council will permit development proposals for one or more whole Development Areas as indicated on Figure 1 that are in accordance with the UDP and this SPD. Piecemeal development proposals for part of a Development Area will not be permitted where they prejudice the comprehensive regeneration of Merchant's Quarter.

Policy MQ11 Parking

The Council will permit development proposals which rely on and utilise planned multi-storey car parking on Brightmet Street or on other approved parking locations within Merchant's Quarter for their respective parking allocation. Development proposals which include on-site car parking will only be permitted where it can be shown that there is insufficient provision of spaces elsewhere within Merchant's Quarter to meet the anticipated demand.

Phasing

With Merchants Place No.1 completed and No. 2 due to commence, the first phase of Merchant's Quarter is well underway and the adjacent sites to the west, north and east form the logical next stage in that phase of development. Key infrastructure projects including the Brightmet Street multi-storey car park, slip road and footbridge, together with some public realm improvements are due to commence in the following phase and will complement the subsequent phased development of Merchant's Quarter which is expected to broadly move from east to west across the area.

Masterplan — Implementation and Phasing

Demolition

The grid pattern of streets and industrial architecture form a critical part of the character of Merchant's Quarter. This SPD builds on the advice within Building Bolton and identifies those high value buildings which it is anticipated will be retained and converted into commercial office space within the Section on Building Quality (Figure 14). There are no listed buildings within Merchant's Quarter and where conversion is appropriate, significant internal demolition may still be justified. However, sensitive conversion with retention of key historic features, such as has been implemented within the Merchant's Place development, will be encouraged as part of development proposals.

Planning permission is not required for the demolition of buildings within Merchant's Quarter. Nevertheless, demolition of those buildings of high value as identified in Figure 14, will be a material consideration in the determination of planning applications which require their demolition to facilitate redevelopment. Such planning applications will be expected to fully consider the local distinctiveness, architectural or historic value of buildings and must be supported by a detailed assessment and justification. The poor structural condition and/or economic viability of a project due to the high cost of retaining and converting the whole or part of such a building or structure may be factors which justify demolition.

Whole scale, unrestrained demolition and clearance of development plots containing important buildings or features could damage the character of the area,

however the considered demolition of those buildings which fail to enhance the area or have a negative visual impact, such as the Saville Mill complex, will be supported where such proposals can be shown to be attracting further investment to the area. Proposals would be justified for example, in circumstances where a derelict, low value building was sited next to a complete phase of development awaiting occupation.

Development proposals that include demolition will need to consider the impact on protected species and archaeology and include supporting information and justification to comply with the relevant policies and guidance.

Demolition which cannot be justified may result in inappropriate development contrary to UDP Policy D2 and will not be supported unless complying with Policy MQ12 below:

Policy MQ12 Demolition

The Council will permit development proposals that require the whole or partial demolition of those high value buildings within Merchant's Quarter identified within Figure 14 providing that all reasonable efforts have been made to find sympathetic, appropriate, viable uses, and have failed; and its redevelopment would produce substantial benefits for the area which would decisively outweigh the loss of the building and where agreements are made to secure the approved redevelopment scheme is carried out within a specified timescale.



Appendix 1

List of relevant documents and weblinks

Business Bolton

www.businessbolton.org

Community Strategy

www.boltonvision.org.uk

Unitary Development Plan

www.bolton.gov.uk/planning

Local Development Framework: Local Development Scheme

Statement of Community Involvement

Town Centre Action Framework

www.bolton.gov.uk/tcaf

Development and Regeneration Position Statement

www.businessbolton.org/hot

Coming to Bolton: Town Centre Transport Strategy

www.bolton.gov.uk/tcts

Town Centre Parking Strategy

www.bolton.gov.uk/tcts

Public Realm Implementation Framework

www.bolton.gov.uk/publicrealm

Building Bolton SPD

www.bolton.gov.uk/buildingbolton

Sustainable Design and Construction SPD

www.bolton.gov.uk/sdcspd

Brightmet Street Development Brief

www.bolton.gov.uk/brightmetstreet

Bolton Town Centre Planning Obligations 2008 – 2013

Making Design Policy Work: How to Deliver Good Design through your Local Development Framework

www.cabe.org.uk

Protecting Design Quality in Planning (CABE)

Design at a Glance: A Quick Reference Wall Chart to National Design Guidance (CABE)

Historic Towns and Cities in England's Northwest

www.nwda.co.uk/publications/infrastructure

Green Infrastructure Guide for the North West

www.greeninfrastructurenw.co.uk/resources

North West Best Practice Design Guide

www.nwra.gov.uk/documents

Sustainability Checklist (4NW)

www.sdchecklist-northwest.org.uk

Surface Water and Highway Drainage (United Utilities)

www.unitedutilities.com

Conservation Principles (English Heritage)

www.english-heritage.org.uk

Guidance on Tall Buildings

(CABE/English Heritage)

Appendix 2

List of Tables

Table 1	Relevant National Planning Policies	9
Table 2	Relevant Unitary Development Plan Policies	13
Table 3	Relevant Planning Control Policy Notes	15
Table 4	Illustrative Public Realm Costs	55

List of Figures

Figure 1	Merchant's Quarter Boundary and Development Areas	4
Figure 2	Unitary Development Plan 2005 Extract	8
Figure 3	Bolton Town Centre Character Areas	16
Figure 4	Urban Design Analysis	19
Figure 5	Aerial Photograph 2006	20
Figure 6	OS Plan 1793	22
Figure 7	OS Plan 1845	22
Figure 8	OS Plan 1890	22
Figure 9	OS Plan 1894	22
Figure 10	OS Plan 1966	22
Figure 11	Urban Structure and Sections	23-24
Figure 12	Axonometric Aerial Photograph Overlay	25
Figure 13	Scale and Massing Plan	25

Figure 14	Building Quality	26
Figure 15	Building Uses	28
Figure 16	Land Uses	28
Figure 17	Vehicular Movement Routes	29
Figure 18	Pedestrian Movement Routes	29
Figure 19	Public Realm Distribution	30
Figure 20	Opportunities and Constraints	31
Figure 21	Statutory Services	32
Figure 22	Masterplan Option 1	35
Figure 23	Masterplan Option 2	35
Figure 24	Masterplan Option 3	35
Figure 25	Illustrative Masterplan Vision Diagrams	36
Figure 26	Movement Framework	38
Figure 27	Streets and Spaces	42
Figure 28	Active and Semi-Active Frontages	45
Figure 29	Scale and Massing	49
Figure 30	Public Realm Implementation Framework	52
Figure 31	Public Realm Implementation Framework – Street Type	53
Figure 32	Illustrative Street Planting	56
Figure 33	River Street and Saville Street Section	57
Figure 34	Salop Street and Shiffnall Street Section	57
Figure 35	Saville Street (North) Section	58
Figure 36	Shiffnall Street	58
Figure 37	Junction Table Design	59

For further information, contact:

Keith Davies

Director of Development and Regeneration

Tel: 01204 334002

email: keith.davies@bolton.gov.uk

Phil Green

Development Manager

Tel: 01204 336036

email: phil.green@bolton.gov.uk

Acknowledgements

Thanks to Planit who provided the images and evidence based information www.planit-ie.com

Large print, interpretation, text only and audio formats of this document can be arranged on request. Please call 01204 334117 or email communications&marketingagency@bolton.gov.uk

As part of Bolton's commitment to a sustainable future, this document is printed (using vegetable based inks) on paper sourced from sustainable forests

Bolton
Council

www.bolton.gov.uk