

# Local Plan

**Published Allocations Plan**  
Explanatory Statement  
April 2013

**Shaping the future of Bolton**

Large print, translations, text-only or audio formats of this document can be produced on request. Please call 01204 333218 or email [LDFconsultation@bolton.gov.uk](mailto:LDFconsultation@bolton.gov.uk)



## CONTENTS

1	Progress so far.....	1
	Relationship to Core Strategy and Bolton’s Sustainable Community Strategy .....	1
	Objectives .....	1
	Shared evidence base.....	2
2	Status of Published Allocations Plan .....	3
3	Gypsies, travellers and travelling showpeople .....	4
4	Development Management .....	5
5	Sustainability Appraisal .....	6
6	Plan Viability .....	7
7	Summary of policies and allocations for each theme .....	12
	Areas of the Borough.....	12
	Healthy Bolton .....	12
	Achieving Bolton.....	13
	Prosperous Bolton.....	14
	Safe Bolton.....	34
	Cleaner Greener Bolton.....	35
	Strong and Confident Bolton.....	46
8	The Duty to Cooperate .....	52
9	Conclusions on soundness .....	63



# 1 Progress so far

## Relationship to Core Strategy and Bolton’s Sustainable Community Strategy

- 1.1 The council adopted Bolton’s Core Strategy in March 2011. The Core Strategy is the vision for what Bolton should look like in the future up to 2026 and contains strategic policies to deliver this. The Allocations Plan will set out how this will be implemented on a Proposals Map for the Borough, and contain some policies to be used in conjunction with the Map.

### Objectives

- 1.2 The Allocations Plan is a means of implementing the Core Strategy’s spatial vision and objectives, as set out in Chapter 3 of the Core Strategy. It does not have its own vision or objectives. The land and site allocations on the published Proposals Map and the Allocations Plan written statement must all reflect the principles set out in Core Strategy chapter 3.
- 1.3 This vision means that new development will be concentrated mostly in the existing urban area, which is defined as all land not in the Green Belt or Protected Open Land. The existing Green Belt and Protected Open Land boundaries, delineated in the adopted Proposals Map will remain unchanged, except in the south-eastern part of the borough where a Green Belt boundary adjustment will be made to provide for Bolton’s employment land requirements.
- 1.4 Within the urban area, the Core Strategy has an emphasis on development sites in Bolton town centre, in renewal areas, and for manufacturing and distribution, in the M61 corridor. It states that there will still be some development in the urban parts of the outer areas of the borough where the character of the area and the existing infrastructure allows it.
- 1.5 The published Proposals Map does not therefore include any sites for development in the adopted Green Belt, except at Cutacre. Nor does it include any sites on land shown as Protected Open Land in the currently adopted Proposals Map.
- 1.6 As part of the consultation process already carried out, sites have been put forward for possible development. Where these are outside the urban area, then they are clearly contrary to the Core Strategy, and so they have not been allocated. All sites that have been put forward within the urban area have been subject to a sustainability appraisal, and have been chosen or rejected on the basis of the appraisal and any other relevant local considerations. The Core Strategy’s approaches on the distribution of employment and housing sites between Bolton town centre, the renewal areas, the outer areas and the M61 corridor, and on previously developed land, in the case of housing, are also significant in determining which sites might be developed.

### **Shared structure**

1.7 The Published Allocations Plan is structured around the six themes of the Sustainable Community Strategy, as is the adopted Core Strategy. These six themes are

- Healthy
- Achieving
- Prosperous
- Safe
- Cleaner and Greener
- Strong and Confident

### **Limited number of policies**

1.8 The Published Allocations Plan written statement contains a total of 8 policies. These are principally proposed as replacements for Unitary Development Plan policies. Appendix 6 of the Draft Plan shows how UDP policies that are still in force are being replaced.

### **Comprehensive bringing up to date of the Proposals Map**

1.9 The council adopted the Unitary Development Plan including its Proposals Map in 2005. That Proposals Map remains in force, except at the former Horwich Loco Works (updated by the adoption of the Core Strategy), two proposed waste disposal sites (updated by the adoption of the Greater Manchester Waste Plan) and a number of changes as a result of the adoption of the Greater Manchester Minerals Plan. The Proposals Map in the Published Allocations Plan is a comprehensive bringing up to date of the whole Proposals Map. It not only brings up to date sites for new development, but omits allocations of land that are no longer relevant, for example because they have been developed.

1.10 Allocations of land on the Published Allocations Plan Proposals Map are linked to policies, either in the Core Strategy or in the text of the Published Plan.

### **Shared evidence base**

1.11 The council prepared a comprehensive evidence base to support the Core Strategy. Since the Allocations Plan must be in conformity with the Core Strategy, the same evidence base supports the Published Allocations Plan. Where necessary, monitoring has brought the evidence base up to date, for example on housing and employment land. Since the adoption of the Core Strategy, there are two new significant pieces of evidence.

- Transport modelling. The council has worked with the Highways Agency, Transport for Greater Manchester, the highway authority and private sector developers to model the transport implications of the Allocations Plan

Viability. The council has undertaken viability appraisals of development sites to support the introduction of the Community Infrastructure Levy and to show the viability of the Plan as a whole.

## 2 Status of Published Allocations Plan

- 2.1 Once it is adopted in its final form, the Allocations Plan will become part of Bolton's Development Plan, and replace all the remaining elements of the Unitary Development Plan. At that stage, it is likely that the Development Plan will consist of
- The Core Strategy
  - The Allocations Plan
  - The Greater Manchester Waste Plan
  - The Greater Manchester Minerals Plan
- 2.2 The council has published the Allocations Plan and is inviting representations on it from the community, including residents, businesses, organisations, developers and landowners. The council considers that the Published Plan is sound. It can make minor modifications to the Plan as a result of representations before submitting it to the Secretary of State for examination. A Planning Inspector will be appointed to assess whether the Plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound. Representations will be considered as part of this process.

### **3 Gypsies, travellers and travelling showpeople**

- 3.1 The council has decided that development plan policies for gypsies, travellers and travelling showpeople should be considered in a separate development plan document. Bolton's Local Development Scheme sets out a timetable for the preparation of the Traveller Development Plan Document, which will be prepared after the adoption of the Allocations Plan. This decision has been taken in the light of the need to review the relevant evidence in a context wider than Bolton.

## 4 Development Management

- 4.1 Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The Allocations Plan will become part of the development plan for Bolton once it is adopted. At this publication stage, the council has resolved to take it into account in the determination of planning applications, but its weight is less significant than the adopted Development Plan.

## 5 Sustainability Appraisal

### **Spatial options considered at Core Strategy stage**

- 5.1 As it prepared the Core Strategy, the council carried out sustainability appraisal on different ways that Bolton could accommodate new development and investment. At issues and options stage it considered four different spatial options, and appraised them. The Preferred Options stage chose a combination of those two options, and this was subject to a further sustainability appraisal and incorporated in the adopted Core Strategy.
- 5.2 For the Allocations Plan there is no necessity to appraise the overall spatial approach to development. The purpose of the sustainability appraisal process is to appraise the social, environmental and economic effects of the plan. It should inform what sites are allocated and what sites should be discounted.
- 5.3 Sites that have been put forward for development in the Allocations Plan that are over 0.4ha and in general conformity with the Core Strategy have been subject to a sustainability appraisal. Sustainability appraisals were not conducted for proposed allocations which already have planning permission. This is because sustainability considerations have been addressed in detail as part of the planning application process. Sites that have been put forward for development, but are not in accordance with the Core Strategy, have not been appraised
- 5.4 Each site is appraised on the impact the proposed allocation (housing, mixed use or employment.) will have on its current use (open space, employment etc). Each site is scored from 'very positive to 'very negative' for each of the 15 sustainability objectives.

## 6 Plan Viability

- 6.1 In order to satisfy the requirements of the NPPF, the Allocations Plan should show that sites are deliverable, which includes the consideration of viability. Throughout the preparation of the Core Strategy and Allocations Plan, studies have been conducted to examine particular aspects of economic viability, specifically regarding the setting of an affordable housing policy target and informing the development of a Community Infrastructure Levy for Bolton.
- 6.2 Taken in conjunction, these three key pieces of evidence demonstrate the viability of the draft Allocations Plan. These are:
- A.P.Sheehan & Co LTD (2009) Affordable Housing viability Assessment
  - Bolton Council (2012) CIL Residential Viability Appraisal Supporting Statement
  - Roger Tym and Partners (2012) Development Viability Study: Non-residential Uses
- 6.3 These studies are outlined below; it should be noted that the most recent studies have since been updated in 2013 to further support the development of the Community Infrastructure Levy.

### **A.P.Sheehan & Co LTD (2009) Affordable Housing viability Assessment**

- 6.4 In 2009 Bolton Council commissioned A.P Sheehan and Co LTD to undertake a borough-wide Affordable Housing Economic Viability Assessment. It provides:
- An assessment of the economic viability of a representative sample of planned and potential housing sites;
  - An assessment of the viability of affordable housing provision under a range of housing market scenarios.

### **Methodology**

- 6.5 High-level assessments of the 70 sites over 0.4 hectares, rated as Priority 1 in the SHLAA, were carried out. This assessment was also carried out on a small number of Priority 2 sites and one Priority 3 site. Such sites were chosen in order to ensure a representative sample.
- 6.6 A more detailed development appraisal was then completed on a representative sample of 30 sites around the borough.

### **Findings of the Viability Assessments – high level**

- 6.7 This section shows what the impact of providing affordable housing is likely to be on the viability of development. It shows how many sites are viable at affordable housing thresholds of 0%, 5%, 15%, 25% and 35%. The results are shown in the table below:

<b>Affordable Housing Threshold</b>	<b>% of schemes viable</b>
0%	94
5%	70
15%	68.5
25%	66
35%	51

- 6.8 94% of housing sites are viable with no affordable housing provision, the proportion of sites viable decreases as the proportion of affordable housing increases.

### **Findings of the detailed development appraisals**

- 6.9 The detailed development appraisals indicate that 35% affordable housing is achievable on 14 of the sites (47%), 25% is achievable on 19 (63%) of the sites, 15% is achievable on 20 (67%) sites and 5 (17%) sites can only accommodate 5% affordable housing. There are 5 sites that presently cannot accommodate any affordable dwellings, however, they are considered a minority faced with abnormal high costs and EUV.
- 6.10 This demonstrates that a range of between 5% and 35% affordable housing is deliverable on sites located throughout the borough.
- 6.11 Overall this shows that housing, and affordable housing, is viable in Bolton.

### **Bolton Council (2012) CIL Residential Viability Appraisal Supporting Statement**

- 6.12 The Community Infrastructure Levy: Residential Viability Appraisal Supporting Statement describes the work undertaken by the council in appraising the economic viability of residential development.
- 6.13 The main method for assessing viability was a simple development appraisal model created in-house utilising Microsoft Excel. This model was run across four different development typologies, indicative of those locations and sites identified within the Core Strategy and Draft Allocations Plan. These development typologies are:
- Small infill development (0.20 hectares)
  - Lower density development, mainly detached dwellings with some terraces and flats (3.5 hectares)
  - Luxury flats, i.e. for downsizers (0.4 hectares)
  - Mixed houses and flats (1.5 hectares).
- 6.14 For the purposes of appraisal, these sites have been assumed to be Brownfield, as the draft Allocations Plan has identified that 80% of new dwellings will be brought forward on brownfield sites. The majority of dwellings on Greenfield sites will be delivered through the “transforming Estates” programme, of which around half will be affordable units within existing Bolton at Home housing estates, using their own delivery and funding mechanism. This study therefore scrutinises a key element central to the delivery of the Core Strategy and Allocations Plan housing requirements, i.e. dwellings delivered on Brownfield Land.
- 6.15 The appraisal was founded on 4 key sources of knowledge:

- The methodology for conducting development appraisal in the Affordable Housing Viability Study (2009) was scrutinised. Key elements of this work have been used.
- Factors for inclusion within the viability appraisal, such as affordable housing provision, were matched against the requirements set down in the Core Strategy, and site typologies were drawn out from the sites included within the Draft Allocations Plan.
- Initial assumptions used in the development appraisals were compared against development appraisals that have been submitted as part of section 106 negotiations to Bolton Council. This provided valuable insight into the considerations developers use in a commercial environment.
- Bolton Council's Corporate Property Services division evaluated the assumptions used in the model to ensure appropriateness, such as for build cost and external works.

6.16 The appraisal found that residential development was sufficiently viable to afford CIL in a range of £65 to £200 per sq. m. depending on the location, size and form of residential development. This clearly demonstrates the viability of residential development proposed in the Allocations Plan.

6.17 The mixed use allocation at Horwich Loco Works is an important element in delivering the council's overall planning strategy for the borough. However it is allocated for development in the Core Strategy and does not form part of the Allocations Plan. The deliverability of the Loco Works development was proven at the Core Strategy examination in 2010 and since that date the prospective developers have worked together to implement the development. They will be submitting a planning application in 2013.

#### **Roger Tym and Partners (2012) Development Viability Study: Non-residential Uses**

6.18 Roger Tym and Partners were commissioned to provide advice on the economic viability of a range of different types of non-residential development that are expected to be delivered during the Allocations Plan period.

6.19 A number of development types were assessed using a simple high-level model, to reveal the surplus/residual profit or deficit after all development costs have been taken into account. The results of the study are outlined below:

- **Offices:**  
The appraisal suggests that office development is not currently viable on the basis of the assumptions made. This applies to both town centre offices and business park locations. That is not to say that no new office development will take place. The development economics for owner occupiers are quite different to that for speculative development. The driver for new development of office premises by owner occupiers is often to achieve business efficiencies, rather than to generate development profit; as such development by owner occupiers remains a distinct possibility.

- Industrial and warehousing:

Based on the research and assumptions made, speculative industrial and warehouse development in Bolton is not currently viable, according to the development appraisal. However, as with regards to offices, development by owner occupiers remains a possibility even in current market conditions.

- Cutacre:

Viability at Cutacre was assessed independently of the other employment sites due to its importance as a strategic site. The appraisal suggests that, on the basis of the assumptions made, development at Cutacre is very marginally viable.

- Bolton Town centre retail:

It is difficult to model the viability of town centre retail development because values for comparison retailing are usually sensitive to location and size of unit. Also, operators are very sensitive to footfall patterns which can lead to large variations in values, even on the same street. Additionally it is very difficult to estimate land acquisition costs accurately given the fact that a large number of titles often have to be assembled. The appraisal used the assumptions considered most appropriate and suggests that Bolton town centre is currently on the margins of viability. This is the position for many town and city centres across the country and is a reflection of the national economy.

- Out of centre comparison retail:

The assessment is based on retail warehouse type developments and assumes a typical scheme away from Bolton town centre. The assessment shows that out of centre retail warehouses have good viability.

- Out of centre convenience retail:

The assessment focussed on larger out of town grocery stores and suggests that out of centre convenience retailing in Bolton is viable.

- Hotels:

The assessment is based on a typical three-star hotel scheme of 80 rooms. The appraisal suggests that such hotel development is viable, although only by a very small margin.

- Leisure:

In respect of big box leisure development the assessment is based on a new multiplex cinema. The appraisal shows that such development is on the margins of viability, showing a small deficit. New restaurant, café and bar space is similarly on the margins of viability.

- Student accommodation:

The appraisal assumed a scheme providing 250 en suite units on a 1 hectare site close to the university campus. The appraisal findings demonstrate that the viability of student accommodation is towards the margins of viability.

- 6.20 The above demonstrates that a significant amount of development proposed by the Allocations Plan is viable. Where development is not currently viable it is expected to become viable during the plan period and is a reflection of the national and local economy, rather than the local plan.
- 6.21 The former Horwich Loco Works plays a key role in the development strategy for Bolton. It is already allocated in the Core Strategy, and its viability was demonstrated during the Core Strategy examination. It does not form part of the Allocations Plan proposals.

## 7 Summary of policies and allocations for each theme

### Areas of the Borough

- 7.1 The Core Strategy divides Bolton into four geographical areas
- Bolton town centre
  - Renewal areas
  - Outer areas
  - The M61 corridor
- 7.2 The Published Allocations Plan shows the boundaries of Bolton town centre. It also shows the boundaries of the various parts of the town centre that are referred to in Core Strategy policies TC1-10. Policies TC1-10 provide a flexible approach to a range of different uses in each part of the town centre, and in general there are no allocations of land for single uses.
- 7.3 The Published Allocations Plan shows the boundaries of the three different renewal areas of Inner Bolton, Farnworth and Brightmet. It also shows the boundaries of the five different outer areas of Horwich and Blackrod, Westhoughton, West Bolton, North Bolton, and Little Lever and Kearsley.
- 7.4 The Published Allocations Plan does not delineate the M61 corridor. The corridor is a focus for manufacturing and distribution development, and is effectively a number of different sites for employment including Horwich Loco Works and Cutacre.

### Healthy Bolton

#### What does the adopted Core Strategy say?

- 7.5 Core Strategy policy H1 states that,
- The council and its partners will:*
1. *Support the development of new health facilities in accessible town centre locations, and in renewal areas.*
  2. *Ensure that new developments contribute appropriately through planning contributions to meet the health needs that they generate.*
- 7.6 Core Strategy area policies promote the development of new health centres, or the expansion or improvement of existing centres across Bolton in the following locations
- Pikes Lane
  - Avondale
  - Halliwell
  - Hulton Lane

- Great Lever
- Tonge Moor
- Farnworth town centre
- Horwich
- Blackrod
- Westhoughton
- Egerton and Dunscar

- 7.7 In addition, a new health, leisure and research facility known as ‘Bolton One’ is being constructed on the University campus in the town centre.
- 7.8 The Core Strategy recognises the Royal Bolton Hospital as the principal hospital in the Borough, and supports consolidation and opportunities for improvement and employment on its existing site.

### **What does the Published Allocations Plan say on Healthy Bolton?**

- 7.9 The Proposals Map shows the existing Royal Bolton Hospital and a site for a proposed new health centre on Albert Road in Farnworth. There are no written policies.

## **Achieving Bolton**

### **What does the adopted Core Strategy say?**

- 7.10 Core strategy policy A1 states that
- The council and its partners will*
1. *Support the development of secondary schools in accessible locations along transport corridors and in renewal areas.*
  2. *Support the development of primary schools in locations accessible to the communities they serve.*
  3. *Re-use any redundant school sites to support regeneration priorities*
  4. *Ensure that new developments contribute appropriately through planning contributions to meet the educational and training needs that they generate.*
- 7.11 The Core Strategy area policies identify the following secondary school sites for redevelopment for school purposes:
- Hayward (redevelopment as an academy with some additional housing)
  - Withins (site for an academy together with a primary school and special needs school)

7.12 The Core Strategy area policies identify the following secondary schools for the renewal of buildings within their current site;

- Bolton Muslim Girls School
- Westhoughton
- Ladybridge
- Smithills
- Sharples
- Little Lever
- George Tomlinson, Kearsley

### **What does the Published Allocations Plan say?**

7.13 The Proposals Map shows one site for a proposed school for Clarendon Primary School. Planning permission has already been granted. Other school improvements are taking place on site, so there is no need to show them on the Allocations Plan Proposals Map. There are no written policies.

## **Prosperous Bolton**

### **Employment Land**

#### **What does the adopted Core Strategy say?**

7.14 Core Strategy policy P1 states that

*The Council and its partners will*

1. *Identify a range of employment sites for new development with a total area of between 145ha and 165ha up to 2026.*
2. *Safeguard existing employment sites where they are compatible with residential amenity and contribute to the sustainability of communities in which they are situated. Where they are not compatible, mixed uses will be encouraged to retain an element of employment.*

7.15 The Core Strategy identifies the following distribution of employment sites for new development across the borough:

<b>Location</b>	<b>Quantity of employment sites for new development to 2026 (ha)</b>
M61 Corridor	105-110
Bolton town centre	25-35
Renewal areas	15-20

- 7.16 This scale of development necessitates a change to the Green Belt boundary along the M61 corridor.
- 7.17 Core Strategy Chapter 5 area policies also address Prosperous Bolton employment related issues. This is outlined below:
- 7.18 The Core Strategy town centre area policies promote office development across Bolton town centre but especially in Church Wharf, Merchant's Quarter and the Innovation Zone (Trinity Gateway, Cultural Quarter and Knowledge Campus). In the Innovation Zone there will be an emphasis on knowledge based growth employment with links to the university and colleges; in Church Wharf there will be an emphasis on new build offices; and at Merchant's Quarter on business services in refurbished buildings where creative industry will be encouraged.
- 7.19 Policy TC3 encourages the existing mix of uses to remain the same in the St. Peter's area. The main body of the area is mainly used for offices and business use which are generally medium to small in size;
- 7.20 Policy TC9 (Little Bolton) encourages office development, both within and outside St. George's Conservation Area.
- 7.21 The Core Strategy renewal area policies:
- Continue to focus jobs, opportunities and improvements in the following areas:
    - the modern employment areas in the Valley (Inner Bolton);
    - the modern employment area at Express Industrial Estate (Farnworth);
    - the employment area between Bury Road and Brightmet Fold Lane (Brightmet).
  - Within the Inner Bolton Renewal Area, encourage new employment related development on undeveloped sites in the valley and surrounding area;
  - Within Inner Bolton and Farnworth Renewal Areas, encourage the regeneration of mills and other older industrial premises with a mixture of new build and refurbishment for primarily employment uses, with supporting residential and mixed uses;
  - Encourage the regeneration of Farnworth town centre as a mix of uses including employment.
  - Within Farnworth Renewal Area there will be a comprehensive approach to regenerating the Moses Gate employment area.
- 7.22 There are two strategic locations for new employment development along the M61 Corridor:
- Policy M1 (Horwich Loco Works), states that, "Horwich Loco Works will be developed for a sustainable mixed use community primarily for employment and housing".
  - Policy M3 (Broad location for employment development), states that, "The Council will identify in the Allocations Development Plan Document a site for manufacturing and distribution in the vicinity of Cutacre tip. The extent of the

site will be up to about 80 hectares, with up to about 40 hectares potentially removed from the Green Belt, and this will be determined by the context set out on paragraph 5.27”.

- 7.23 There are a number of other locations along the M61 corridor that have already been developed for employment uses, but continue to have potential for additional development or redevelopment. These are:
- Middlebrook;
  - Parklands and the Lostock Industrial Area;
  - Wingates Industrial Estate;
- 7.24 Policies OA1 (Horwich) and OA3 (Westhoughton), state that “The council and its partners will... continue to promote Horwich and Westhoughton town centres as being suitable for a mix of retailing, leisure, employment and housing uses”.
- 7.25 Policy OA6 (Little Lever and Kearsley) states that “The council and its partners will continue to support the employment areas at Europa and Lyon Industrial Estates and take opportunities for redevelopment”.

### **What does the Published Allocations Plan say?**

- 7.26 The published proposals map allocates 130-145 hectares of new employment land. Of this 96-101 hectares is located along the M61 corridor, 8 hectares is located in renewal areas and 25-35 hectares is located in Bolton town centre. A separate site brochure has been prepared which provides more detail on each of the allocated sites.
- 7.27 The total amount of land allocated for proposed employment use on the published proposals map is slightly lower than the requirement in Core Strategy policy P1. This shortfall is mainly due to less land being allocated in the renewal areas and M61 Corridor than proposed in the Core Strategy. However, the comprehensive mixed use regeneration areas are all located within renewal areas or the M61 Corridor and draft policy P6AP states that within these areas opportunities for employment should be maximised. This, along with the redevelopment of other unallocated brownfield sites is expected to make up the shortfall.
- 7.28 There are two strategic employment allocations along the M61 Corridor, Horwich Loco Works and Cutacre. The Core Strategy already allocates the Loco Works as a strategic mixed use allocation and the Published Allocations Plan makes no changes to the policies or Proposals Map for it.
- 7.29 24 existing employment sites, totalling 263 hectares, have been allocated as protected employment land on the Proposals Map and will be safeguarded through Core Strategy Policy P1.2. These sites consist of a mix of older, traditional employment sites and modern industrial estates.
- 7.30 Paragraph 22 of the NPPF states that planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. The vast majority of the 24 employment sites to be safeguarded through Core Strategy Policy P1.2 are in

existing employment use. Where they are not currently in employment use it is considered that there is a reasonable prospect of employment development on the site.

- 7.31 It is important that these sites are protected for employment use in order to ensure that Bolton has a portfolio of good quality employment sites which will safeguard/create jobs and ensure economic prosperity.
- 7.32 The following criteria have been used in selecting the sites to be protected for employment use:
- Employment use must not be detrimental to environment of the surrounding area;
  - The site must meet modern employment needs;
  - The site must contribute to, or have the potential to contribute to, economic prosperity in the foreseeable future;
  - Where the site is not currently in use for employment there must be a reasonable prospect of site being developed for employment use.

### **Tests of Soundness: Prosperous Bolton (employment)**

- 7.33 The below demonstrates that the Allocations Plan is sound with regard to employment land. Significant issues addressed by the Allocations Plan are allocations of employment land, designation of protected employment land and mixed use development through Policy P6AP.

### **Positively prepared**

- 7.34 The Core Strategy is positive and pro-active in achieving sustainable development objectives by planning effectively and pro-actively for economic growth, job growth and investment. The Allocations Plan will implement this.
- 7.35 The need for land for new employment development was objectively assessed through the ARUP (2008) Employment Land Study, and the NLP (2009) Greater Manchester Employment Land Position Statement. The ARUP study identified a need to allocate 175-195 hectares of employment land up to 2026 and the NLP study identified a need of 195 hectares plus or minus 10%.
- 7.36 Bolton Council updated the ARUP Employment Land Study in 2010 due to significant changes in the economic climate. This update concluded that there is an estimated need to allocate 145-165 hectares of employment land in the period up to 2026. This is the figure that was used in Core Strategy Policy P1.
- 7.37 The published proposals map allocates 130-145 hectares of new employment land. Of this 96-101 hectares is located along the M61 corridor, 8 hectares is located in renewal areas and 25-35 hectares is located in Bolton town centre.
- 7.38 The total amount of land allocated for proposed employment use on the published proposals map is lower than the requirement in Core Strategy policy P1. This

shortfall is mainly due to less land being allocated in the renewal areas and M61 Corridor than proposed in the Core Strategy. However, the comprehensive mixed use regeneration areas are all located within renewal areas or the M61 Corridor and draft policy P6AP states that within these areas opportunities for employment should be maximised. This, along with the redevelopment of other unallocated brownfield sites is expected to make up the shortfall.

### **Justified**

- 7.39 The ARUP (2008) Employment Land Study included a comprehensive assessment of all potential employment sites in terms of both availability and deliverability, and planning policy and sustainability. This included an assessment of existing allocated sites, a series of town centre sites and sites suggested for employment use as part of the call for sites exercise. The study made several recommendations which have been implemented.

### **Effective**

- 7.40 ARUP carried out a criteria based assessment of the deliverability of all potential employment allocations. This was a key consideration underlying their recommendations on which sites should be allocated.
- 7.41 Cross boundary strategic issues were considered through the Greater Manchester Employment Land Position Statement. Cutacre is the only allocated site of cross boundary strategic significance. There has been joint working with Salford City Council and the Association of Greater Manchester Authorities has identified Cutacre as a strategic employment site in the draft Greater Manchester Spatial Investment Framework.
- 7.42 Where appropriate, sites that have scored poorly on deliverability have been allocated as mixed use areas under policy P6AP. The incorporation of higher value uses, such as residential, into a comprehensive mixed use regeneration scheme increases the viability of these sites. A full justification can be found on page 20 of this background document.

### **Consistent with national policy**

- 7.43 The Core Strategy and Allocations Plan have the same broad goals as the NPPF: securing economic growth whilst achieving a balance with environmental and social considerations. In terms of the Allocations Plan this has been achieved by assessing potential sites in terms of both availability/deliverability and planning policy/sustainability.
- 7.44 The NPPF states that planning policies should avoid the long term protection of employment land where there is no reasonable prospect of a site being used for that purpose. Justification of the sites that have been protected for employment use is provided on page 16.
- 7.45 Allowing 25-35 hectares of land in Bolton town centre to be developed for employment use will help create a positive, competitive town centre environment.

This will consist primarily of B1 (office) development. This supports the town centre first approach of the NPPF for offices.

- 7.46 The allocation of mixed use sites is in line with the NPPF's Core Planning Principle of promoting mixed use development.

### **Cutacre**

- 7.47 Cutacre is identified in the Core Strategy as a broad location for employment development, with a net developable area of about 80 hectares. The Core Strategy itself does not specify the exact boundaries of the site at Cutacre. However at the time that the council approved the Core Strategy for publication in December 2009, an indicative plan was prepared showing possible boundaries.
- 7.48 The Core Strategy Planning Inspector concluded that there is a need for the employment proposed there in the Core Strategy. He considered that the broad location is a good one and there are exceptional circumstances to justify Green Belt boundary changes. The Inspector went on to say that there are physical constraints at the site, such as gas mains, the Thirlmere Aqueduct and electricity mains. This will decrease the amount of land which could be developed. Owing to the amount and type of employment land which Bolton needs, the 80 hectares of development land at Cutacre should be construed as being the net developable area, not the overall extent of the site. The Inspector stated that this will result in the loss of more Green Belt land than the council envisaged at the time of publication in December 2009.
- 7.49 Mapping of the constraints highlighted by the Core Strategy Inspector indicate that the site shown in the Published Allocations Plan represents an appropriate solution. These physical constraints consist of
- The Thirlmere Aqueduct
  - Gas mains
  - Overhead electricity transmission lines
  - Ground conditions, including the existence of 'high walls' as a result of opencast coal operations
  - Topographical constraints especially where land slopes more steeply to the south
- 7.50 The site shown in the Published Allocations Plan also reflects ecological constraints. The Lomax Brow Site of Biological Importance covers some of the proposed development site, as well as some of the areas that will remain undeveloped.
- 7.51 It will achieve the 80 hectares of net developable land recommended by the Planning Inspector. This will help to meet Bolton's employment land requirements, and in turn will make a significant contribution towards implementing the Borough's economic strategy.
- 7.52 In identifying a site for employment development the Published Allocations Plan must also adjust the Green Belt boundary to exclude all development land at Cutacre. It also adds land to the Green Belt to the south of the proposed development (in the

order of 15 hectares). These adjustments will allow the Green Belt land in this vicinity to perform the four relevant Green Belt primary purposes of;

- Checking the unrestricted sprawl of large built-up area
- Preventing neighbouring towns from merging into one another
- Assisting the safeguarding of the countryside from encroachment
- Assisting in urban regeneration, by encouraging the recycling of derelict and other urban land

7.53 This approach would allow the June 2010 restoration scheme to be implemented. Land in the revised Green Belt would then become a managed country park with public access. This would include the area between the proposed development and the built-up area of Over Hulton.

### **Mixed-use areas**

7.54 Five sites have been allocated in the draft Allocations DPD for comprehensive mixed use regeneration: Halliwell Employment Area, Moses Gate Employment Area, Higher Swann Lane/Sunnyside, former British Aerospace site, Lostock and the Greenwood, Chorley New Road, Horwich. A separate site brochure has been prepared which provides more detail on each of the allocated sites.

7.55 Comprehensive, rather than piecemeal, development is required. If piecemeal development is allowed to continue the sites will not reach their full economic potential because unviable pockets of land within them would never be developed.

7.56 Three of the proposed comprehensive mixed use allocations (Halliwell Employment Area, Moses Gate Employment Area and Higher Swan Lane/Sunnyside) are very complex in terms of ownership and existing land use. They consist of a mix of derelict land, vacant premises, reservoirs, buildings used for a variety of employment related use and mills (including listed buildings) of varying condition and appropriateness for development. Certain plots of land within these areas, for example, mills not considered worthy of retention and reservoirs, would be difficult to deliver for employment use in isolation. Although the ARUP (2008) Bolton Employment Land Study did not specifically assess the four proposed comprehensive mixed use regeneration areas it did assess three sites within the boundary of the proposed Moses Gate comprehensive mixed use regeneration area and clearly illustrated the difficulty of developing these sites individually. The sites are Campbell Street (29E), Gower Street (30E) and Gower Street (31E). Some of the issues relating to the deliverability and viability of these sites are outlined below:

- Campbell Street (29E): This 0.14 ha site is vacant. Of the 44 sites the study assessed it was ranked 36th in terms of availability and deliverability.
- Gower Street (30E): This 0.44 ha site currently operates as a scrap yard. Of the 44 sites the study assessed it was ranked 41st in terms of availability and deliverability.
- Gower Street (31E): This 0.57ha site consists of a reservoir. Of the 44 sites assessed it was ranked lowest in terms of availability and deliverability.

- 7.57 In addition all three sites have severe land contamination issues. The incorporation of higher value uses, such as residential, into a comprehensive mixed use regeneration scheme would make the development of these sites viable, allowing the broader areas to operate to their full economic potential. The Core Strategy observes that, within renewal areas, new development opportunities for manufacturing will be limited. These three proposed comprehensive mixed use regeneration areas are all located within renewal areas. It is therefore important that the opportunity to make the development of manufacturing viable, through the development of mixed use schemes, is utilised.
- 7.58 The identification of a mixed use development site for The Greenwood, Chorley New Road, Horwich reflects planning permissions granted for the site. The mixed use allocation at the former British Aerospace site also reflects planning permissions as well as the need for higher value uses to ensure regeneration.

## **Retail and Leisure**

### **What does the adopted Core Strategy say?**

- 7.59 Core Strategy Policy P2 states that:

*The Council and its partners will:*

1. *Identify a range of sites for new retail development to allow for a comparison goods floor space of up to 130,000 square metres after 2016, concentrated in Bolton town centre.*
2. *Concentrate any bulky goods retailing on the edge of centres, especially Bolton town centre.*
3. *Plan for additional convenience goods floor space of up to 10,000 square meters in town, district and local centres where local communities have good access.*

- 7.60 There are no strategic policies relating to tourism and leisure, these issues are addressed in the area based policies. However, the supporting text to the strategic policies states that tourism and leisure attractions will be concentrated in Bolton town centre. It is recognised, however, that Bolton's countryside is also of value in attracting tourists. Tourism facilities will be developed, provided that they do not affect the rural character and open nature of the countryside.
- 7.61 In addition Core Strategy area policies address Prosperous Bolton retail and leisure related issues. The town centre policies are summarized below:

### ***Retail***

- 7.62 Bolton town centre will be the principal location in the borough for retail activities. The additional comparison retail floor space will be in, and immediately around, the existing civic and retail core and St. Helena area, together with the Trinity area of the Bolton Innovation Zone; it will not be spread across the rest of the town centre. In addition:

- Policies TC3 (St. Peter's) and TC7 (Merchant's Quarter) encourage the existing mix of uses to remain, some of which is retail.
- TC8 (Church Wharf) supports employment-led mixed uses, with an emphasis on new offices, leisure and retail uses on and around Manor Street and Bank Street.
- TC9 (Little Bolton) supports retail development as an appropriate new use for existing buildings within the conservation area.

### **Leisure**

7.63 Bolton town centre will be the principal location in the borough for leisure activities. New Leisure development will be concentrated in Church Wharf and will be complemented by cultural based leisure within the Innovation Zone. The former will have an emphasis on family orientated restaurants and food based bars to complement a major anchor such as a cinema. In the Innovation Zone leisure for all ages will provide a balance for the existing concentration of youth and young adult orientated leisure in the north eastern part of the town centre. Cultural activities will be located in the existing Cultural Quarter taking advantage of the presence of the Octagon Theatre, Library, Museum, Art Gallery and Market.

- Policy TC1 promotes Victoria Square, within the Civic and Retail Core, for leisure and civic activities and outdoor seating ancillary to restaurant and café uses. Expansion of pubs and restaurants in the Civic and Retail Core will be allowed provided they do not impinge on the area's principally retail character and are focused on food and drinks that cater for all ages rather than uses where the sale of alcohol is the main or only purpose.
- Policy TC3 (ST Peter's) includes a presumption in favour of food and drink uses fronting Bradshawgate, Churchgate and Nelson Square.
- TC6 supports the construction of a health, leisure and research facility on the University campus. This is currently under construction and is expected to open in 2012.
- TC9 (Little Bolton) supports leisure development as an appropriate new use for existing buildings within the conservation area. Outside the conservation area opportunities will be exploited for redevelopment or refurbishment for a mix of residential, office or leisure uses.

### **What does the Published Allocations Plan say?**

7.64 The published Proposals Map shows a boundary for Bolton town centre, together with boundaries for other town centres, district centres and local centres. Policy P7AP allows for some changes in existing retail warehouse parks, and the location of these is shown on the published Proposals Map.

7.65 The following boundaries have been amended:

- Bolton: Explanation in Area Policies section of the Core Strategy.
- Westhoughton: Boundary extended to incorporate the new Sainsbury's and Lidl stores, which address some of the deficiency in convenience goods

provision identified through the Roger Tym and Partners (2008) Retail and Leisure Assessment.

- Little Lever: Boundary extended to incorporate the derelict former Pennine Pet site. Core Strategy OA6.1 states that Little Lever town centre will be allowed to expand for additional convenience floor space if a site becomes available.
- Daubhill: Boundary extended to fully include the Lidl foodstore. The frontage of the site was already allocated within the town centre on the 2005 UDP proposals map, however, the boundary has been extended to include the full footprint of the store.
- Kearsley: extended to incorporate a new retail development which includes a neighbourhood convenience store and two smaller units for A1/A2 uses.
- Derby Centre: boundary amended to exclude housing allocation 22SC (Dinsdale Drive)

### **Test of Soundness: Prosperous Bolton (Retail and Leisure)**

7.66 The below demonstrates that the Allocations Plan is sound with regard to retail and leisure. Significant issues addressed by the Allocations Plan are the identification of town centre boundaries, the identification of Primary and Secondary Shopping Frontages/Areas and the allocation of retail warehouse parks through policy P7AP.

#### **Positively Prepared**

7.67 The Core Strategy has a positive approach to planning for retail and leisure by proposing to increase the quantity of retail floor space in the borough, concentrating the new floorspace mostly in Bolton town centre. This reflects the objective of creating a transformed and vibrant town centre. This will be implemented through the Allocations Plan.

7.68 The need for new retail development was objectively assessed through the Roger Tym and Partners (2008) Bolton Retail and Leisure Study. This identified a requirement up to 2026, of between 74,300 and 134,600 square meters for “comparison” goods, in addition to schemes that already had planning permission. This is reflected through Core Strategy Policy P2 and the Core Strategy’s town centre policies, which will be implemented through the flexible Bolton town centre allocation on the proposals map.

7.69 In terms of leisure, the Roger Tym and Partners (2008) Retail and Leisure Study states that expenditure in the Bolton catchment area is expected to increase by £198.9 million in the period up to 2021. More information is outlined below:

- Eating and drinking: The provision of a better and more appealing choice of restaurants, cafes and bars/pubs will be vital to the future health of all the town centres within the catchment area. This is recognised through the Core Strategy’s town centre policies and other area based policies. These will be implemented through the flexible Bolton town centre allocation and the other town centre allocations on the proposals map, which allow for a vibrant mix of uses including restaurants, cafes and bars/pubs.

- The study is supportive of a cinema in Bolton town centre. This is recognised through the Core Strategy’s town centre policies, especially policy TC8 (Church Wharf), and the flexible Bolton town centre allocation on the Proposals Map. This flexible town centre allocation allows for a vibrant mix of uses including a new cinema.
- The study suggests that the increased expenditure on leisure is projected to be sufficient to support a range of other commercial leisure developments and that these should be concentrated in Bolton town centre. This is recognised through the Core Strategy’s town centre policies and the flexible Bolton town centre allocation on the Proposals Map. This flexible town centre allocation allows for a vibrant mix of uses including various leisure uses.

### **Justified**

7.70 The flexible town centre allocation on the Proposals Map will implement Core Strategy Policy P2 and the town centre policies. Various options were considered in developing Core Strategy Policy P2 and the town centre policies. The Core Strategy Issues and Options Report set out 3 spatial options with differing approaches to locations for retail development:

- RF A: Consolidating the quantity of retail floor space in Bolton town centre and other town centres at about the same level as now;
- RF B: Increasing the quantity of retail floor space in Bolton town centre, and other town centres where there is capacity to do so;
- RF C: Increasing the quantity of retail floor space, concentrating mostly in Bolton town centre.

7.71 The council’s Preferred Option for retailing was RF C. The Sustainability Appraisal of the Preferred Option of concentrating most new retail floorspace in Bolton town centre reported that:

- It would make a good contribution to improving the image and pride of the borough and improve the quality of the built environment, landscape and urban environment.
- More shopping facilities in Bolton town centre will have a positive impact on the local economy.
- Bolton town centre is well served by public transport.

7.72 The Roger Tym and Partners (2008) Retail and Leisure Study, in assessing strategies for meeting retail and leisure needs, dismissed those which would clearly not accord with national and regional policy. Thus, the evaluation focussed on three strategies:

- Seeking to meet almost all of the comparison retail and commercial leisure needs in Bolton town centre;
- Seeking to channel most of the comparison retail and commercial leisure needs to a combination of Bolton town centre and Middlebrook Retail Park;
- Seeking to rebalance the network of centres in the Bolton catchment area, by channelling comparison retail and commercial leisure needs to a combination

of Bolton town centre, the smaller town centres of Farnworth, Westhoughton and Horwich and to Middlebrook Retail Park.

7.73 The study concludes that strategy one is the most satisfactory. This formed the basis for the development of Core Strategy Policy P2, which will be implemented through the flexible town centre allocation on the proposals map. In more detail the study recommends a policy which involves:

- Meeting most of the comparison retail and commercial leisure needs, including food and drink, in Bolton town centre;
- Channelling needs in the convenience, services and food and drink sectors to the local town centres of Farnworth, Horwich and Westhoughton, whilst rectifying localised deficiencies in Little Lever and Egerton/Edgworth and providing for small top-up stores in areas of deprivation. In order to support this, the proposals map extends the town centre boundaries of Westhoughton and Little Lever.
- Strictly limiting the amount of any further retail and commercial development at Middlebrook, whilst recognising the popularity of this out-of-centre facility through encouragement of further improvements to public transport and by encouraging residential and employment uses on any land with development potential.

7.74 In assessing quantitative need in the comparison goods sector the Roger Tym and Partners (2008) Retail and Leisure Study analysed the new floorspace required for three scenarios with regard to market share: static retention, increase in retention and decline in retention. The study considered it essential that the retention rate increases if Bolton town centre is to recover the ground it has lost since the mid-1990s. The increase in retention calculations were therefore used to underpin Core Strategy policy P2.

### **Effective**

7.75 There is existing capacity within Bolton town centre for further retail and leisure development, and this will provide for most of the additional comparison retail and leisure floorspace. The Roger Tym and Partners (2008) Bolton Retail and Leisure Study identifies many opportunities within Bolton town centre which can provide for significant amounts of development for various town centre uses.

7.76 The Roger Tym and Partners (2012) Development Viability Study for Non-Residential Uses analysed the viability of retail and leisure development in Bolton town centre. The findings are summarised below:

- Bolton Town centre retail: Comparison retail development in Bolton town centre is currently on the margins of viability. This is the position for many town and city centres across the country and is a reflection of the national and local economy. It is expected that town centre retail development will become viable during the plan period as the economy recovers.
- Hotels: The assessment is based on a typical three-star hotel scheme of 80 rooms. The appraisal suggests that such hotel development is viable, although only by a very small margin.

- Leisure: In respect of big box leisure development the assessment is based on a new multiplex cinema. The appraisal shows that such development is on the margins of viability, showing a small deficit. New restaurant, café and bar space is similarly on the margins of viability.

7.77 The above demonstrates that in Bolton town centre comparison retail and leisure development is currently on the margins of viability. Where development is not currently viable it is expected to become viable during the plan period and is a reflection of the national and local economy, rather than the local plan.

### **Consistent with National Policy**

7.78 The Allocations Plan has the same broad goals as the NPPF: securing economic growth while achieving a balance with environmental and social considerations. The Allocations Plan supports several core planning principles of the NPPF, as outlined below:

- Supporting mixed use development; the Bolton town centre allocation has the flexibility to allow a diverse mix of uses
- Encouraging re-use of existing resources; there are opportunities for re-use of existing buildings within Bolton town centre
- Reducing pollution; Bolton town centre has good public transport links
- Encouraging the effective use of land by reusing land that has been previously developed
- Making the fullest possible use of public transport, walking and cycling, and focusing significant development in locations which are or can be made sustainable; Bolton town centre is highly accessible using public transport

7.79 The below is also of relevance in demonstrating compliance with the NPPF:

- Primary and Secondary Shopping Areas: The NPPF states that LPA's should define the extent of town centres and primary shopping areas, based on a clear definition of primary and secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.

Town centre boundaries are clearly defined in the proposal map. Bolton town centre's primary shopping area is identified on the Proposals Map as the civic and retail core. Bolton town centre's secondary shopping area is made up of the rest of the town centre. For the town, district and local centres, the whole centre consists of the primary shopping area. These smaller centres do not have areas of predominantly leisure, business and other main town centre uses adjacent to the primary shopping area. The Core Strategy has clear policies setting out which uses will be permitted in such locations.

- New Policy P7AP (Retail Warehouse Parks): This policy recognises that Retail Warehouse Parks exist as significant destinations and allows changes provided there is no substantial increase in floorspace and that there is no adverse impact on Bolton town centre. The need to focus new comparison floorspace in Bolton town centre was established through the Core Strategy and the need to protect town centres is an important aspect of the Core Strategy, Allocations Plan and the NPPF.

- Concentrating new comparison goods floorspace in Bolton town centre is in line with the strong town centre first approach of the NPPF.
- A network and hierarchy of centres is clearly defined in para 3.6 of the published Allocations Plan.
- The Bolton town centre allocation includes a range of sites to meet the scale and type of retail and leisure development needed.
- An assessment of the need to expand town centres has resulted in expansions of the following town centres: Bolton, Westhoughton, Little Lever, Daubhill and Kearsley.

## **Sustainable waste management and minerals**

### **What does the adopted Core Strategy say?**

7.80 Core Strategy policy P3 states that:

*The council and its partners will:*

1. *Keep to the principles of the waste hierarchy, giving priority to waste minimization, and re-use and recycling of waste materials.*
2. *Locate facilities for waste management primarily concentrated in regeneration areas and along key transport corridors.*

7.81 Core Strategy policy P4 states that:

*The council and its partners will:*

1. *Maintain an adequate landbank of aggregates to make a contribution towards the maintenance of Greater Manchester's share of the regional production of aggregates.*
2. *Identify sites, preferred areas, or areas of search for gritstone mainly in the northern, upland parts of the borough; for sand, gravel and coal they will be identified mainly in the southern lowland parts of the borough.*
3. *Safeguard known resources of minerals, and existing and planned infrastructure that supports mineral exploitation including facilities for manufacturing and the handling, processing and distribution of substitute recycled and secondary aggregate material.*

7.82 The Greater Manchester wide Waste and Minerals Plans cover them in more detail and include changes to the Proposals Map as adopted in the UDP. These plans have replaced UDP policies M4 and W3.

## Transport

### What does the adopted Core Strategy say?

7.83 Core strategy policy P5 states that

*The council and its partners will ensure that developments take the following into account:*

- *Accessibility by different types of transport, prioritising pedestrians, cyclists, public transport users over other motorised vehicle users.*
- *The design of developments to enable accessibility by public transport.*
- *Freight movement for industrial and storage uses.*
- *Servicing arrangements.*
- *Parking, including parking for cycles and powered two-wheelers, in accordance with the parking standards set out in Appendix 3.*
- *The transport needs of people with disabilities.*
- *The requirement for a Transport Assessment and Travel Plan with major trip generating developments.*

7.84 Core Strategy policy S1 states that

*The council and its partners will:*

1. *Ensure that the design of new development will take into account the need to reduce crime and the fear of crime.*
2. *Promote road safety in the design of new development.*
3. *Target expenditure on road safety to locations with the worst safety record.*

7.85 Core Strategy Chapter 5, area policies, also addresses Cleaner and Greener issues. In Bolton town centre, Policy TC4.1 states that the council and its partners will develop a high quality multi-modal interchange that will serve bus, rail and car borne passengers on the triangle of land between the Preston and Blackburn railway lines. This will replace the existing bus station at Moor Lane.

7.86 Policy TC6.3 states that the council and its partners will construct a new road from Moor Lane to Blackhorse Street to enable the opening up of development sites in the Innovation Zone. TC7.5 states that a new road access will be provided between St Peter's Way and Merchant's Quarter.

7.87 Policies TC5.4, TC7.4, and TC8.2 allow for the construction or retention of multi-storey car parks in the Cultural Quarter, Brightmet Street (Merchant's Quarter) and Bow Street (Church Wharf) respectively.

7.88 Policies TC1.4, TC4.3, TC6.5 and TC7.6 all seek the improvement of pedestrian links around the town centre.

- 7.89 In Farnworth town centre, policy RA2.3 supports the improvement of gateways, transport corridors, pedestrian routes and pedestrian permeability. Policy RA2.10 recognises Farnworth as an important public transport hub.
- 7.90 In Brightmet, policy RA3.2 identifies the former Bolton to Bury railway line as a strategic cycle route. Policy RA3.6 seeks to improve public transport to link new and existing housing to employment opportunities.
- 7.91 Policy LO1 on links to other areas states that the council and its partners will improve rail links from Bolton to surrounding areas, especially Manchester city centre, and provide an off-road cycle route from Bolton town centre to Bury town centre.
- 7.92 Policy IPC1 includes off-site access and transport of all types including public transport, cycling and walking, as items to be considered for planning contributions.

### **What does the Published Allocations Plan say?**

#### **Cycle routes**

- 7.93 The Published Allocations Plan shows the Bolton to Bury cycle route. It also shows a more extensive network of off-road cycle routes that are shown on the Unitary Development Plan Proposals Map. It is considered that it is not necessary to show proposed on-road cycle routes because they do not require protection from development. Core Strategy policy P5 ensures that the needs of cyclists are given priority in developments.

#### **Rail stations**

- 7.94 The Published Allocations Plan promotes the improvement of Horwich Parkway station both on the Proposals Map and through Policy P8AP.

#### **The Strategic Route Network**

- 7.95 The Published Allocations Plan shows the Strategic Route Network on the Proposals Map and policy P9AP safeguards this network and supports the development of public transport and improvements for cyclists in appropriate locations. The Network comprises roads that carry the highest volumes of traffic and provides the major connections within the Borough.

#### **Public rights of way**

- 7.96 Policy P10AP considers development proposals in that affect public rights of way.

#### **Test of soundness: Prosperous Bolton (Transport)**

- 7.97 The below demonstrates that the Allocations Plan is sound with regard to transport related issues. Significant issues addressed by the Allocations Plan are a proposed strategic cycle route along the former Bolton to Bury railway and other proposed cycle routes that are not along existing roads which should be protected from adverse development. There are new policies relating to Railway Development (P8AP) at Horwich Parkway, the Strategic Route Network (P9AP) and Public Rights of Way (P10AP).

### **Positively Prepared**

- 7.98 The council has prepared the Allocations Plan in the light of modelling that shows the possible transport implications of proposed development in the context of the expected overall growth in road traffic. Three key studies are:
- Association of Greater Manchester Authorities (2008) Transport modelling
  - MVA Consulting (2009) Assessing the transport impacts of the Greater Manchester Local Development Frameworks
  - Transport for Greater Manchester (2012) LDF Core Strategy Land Allocations Transport Study
- 7.99 One of the key outputs of the AGMA (2008) Transport Modelling was the need to focus on smarter choice measures. The Core Strategy's overall approach, which will be implemented through the Allocations Plan, supports the potential to make smarter choices and to minimise trips by private transport. The focus on development in Bolton town centre and the renewal areas means that those locations that are most accessible by public transport, cycling and walking will see the most growth in housing, employment and leisure opportunities.
- 7.100 The TfGM (2012) work followed on from the earlier work to specifically provide the necessary transport evidence to support the Allocations Plan. The study models transport impacts from proposed new development. The study predicts that growth in background traffic is likely to have a greater impact on junction performance than traffic generated by development sites in Bolton and that much of the local road network will continue to perform well in the years up to 2026.
- 7.101 Nevertheless the traffic generated by development sites is likely to have a negative impact on a number of routes. The proposed developments at Horwich Loco Works and Cutacre will have the greatest effect on some of the affected junctions and routes, and will be generators of additional traffic on the M61. This will be considered in more detail as the planning applications for these developments are brought forward, and mitigation measures will be necessary.
- 7.102 Where development is taking place close to junctions with potential capacity issues, there will be opportunities to ensure that developers mitigate the effects of their development. This is addressed in Core Strategy policies P5 and IPC1.
- 7.103 The Greater Manchester Local Transport Plan sets out the objectives and priorities for transport in Greater Manchester as a whole. The approach of concentrating most development in the urban area, for example, housing on brownfield sites, comparison retail in Bolton town centre, will ensure that new development is in locations that are accessible by public transport, cycling and walking and is therefore in accordance with the Greater Manchester Local Transport Plan. Ensuring new development is in accessible locations will ensure that people have good access to jobs and other services such as health and education.
- 7.104 The Infrastructure Delivery Plan supports the delivery of the Allocations Plan. It identifies what infrastructure is needed, when it is needed, who is responsible for its provision and how it will be funded. It draws on, and influences the investment plans of the local authority and other organisations. The Plan is updated annually.

### **Justified**

- 7.105 The below provides a summary of the options that were considered in developing the Core Strategy's approach to transport related issues, which are being implemented through the Allocations Plan and Proposals Map, followed by an analysis of transport related issues in the Allocations Plan.
- 7.106 A series of issues was identified for consideration at the Key Issues stage of Core Strategy preparation, including improving accessibility and ensuring that new development has good transport access.
- 7.107 The Core Strategy Issues and Options put forward a number of different overall spatial options for the location of new development, reflecting the objectives of the Greater Manchester Local Transport Plan:
- Dispersed urban development
  - Concentrated urban development
  - Dispersed urban development with some peripheral development
  - Dispersed urban development combined with some peripheral development including Green Belt land.
- 7.108 The council identified a preferred option of concentrated urban development with an element of peripheral urban development consisting of Green Belt land at Cutacre i.e. a combination of options 2 and 4. This option was considered the most appropriate considering the sustainability appraisal, the Community Strategy, the Regional Spatial Strategy, the results of public consultation and factual evidence.
- 7.109 Focusing development, facilities and services in Bolton town centre and other town centres is clearly the most appropriate strategy in that it reduces the need to travel (through linked trips), makes best use of existing infrastructure, ensures new development is in accessible locations and minimises Bolton's contribution to climate change.
- 7.110 Development that is not located within town centres will be concentrated in the existing urban area (with the exception of Cutacre), including at Horwich Loco Works and other urban sites along the M61 corridor. Again this makes good use of the existing infrastructure.
- 7.111 The councils approach to transport related issues in the Allocations Plan has been developed through a process of publicly consulting on the contents of its policies and adjusting them to reflect consultation responses. For example, changes have been made to Policy P9AP (Strategic Route Network) and to the allocation of cycle lanes.

### **Effective**

- 7.112 The evidence base studies outlined above (in the positively prepared section) demonstrate effective joint working on transport related issues. How the three Allocations Plan policies will be funded is summarised below:
- Policy P8AP (Railway Development): Transport for Greater Manchester identifies the extension of the car park at Horwich Parkway as a scheme that it will deliver at a cost of £510,000 with a time frame of 2014.

- Policy P9AP (Strategic Route Network): Funding will be from planning application fees and Local Transport Plan funding.
- Policy P10AP (Public Rights of Way): Funding will be from planning application fees.
- The strategic cycle route along the former Bolton to Bury Railway has funding through the DfT Sustainable Transport Fund and will be delivered over the next two financial years (2013-2015).

### **Consistent with National Policy**

7.113 How the three transport policies in the Allocations Plan comply with the NPPF is summarised below:

- Policy P8AP (Railway Development) states that the council and its partners will promote the improvement of Horwich Parkway. One way in which this will be achieved is through the construction of an improved car park and thus increased use of a rail based park and ride scheme. This improves the desirability of travelling by public transport, improves rail links from Bolton to surrounding areas and gives people a real choice about how they travel, in line with the NPPF.
- Policy P9AP (Strategic Route Network): Improvements to public transport and facilities for cyclists along the Strategic Route Network are clearly in line with the NPPF. By directing through traffic onto the Strategic Route Network the council can reduce the problems associated with traffic passing through environmentally sensitive areas and conserve environmental assets.
- Policy P10AP (public rights of way) assists in ensuring that loss of/damage to public rights of way can be resisted, in line with the NPPF's aim of improving pedestrian access. This will encourage more use of walking as a mode of transport.

7.114 The text below outlines how the general approach of the Allocations Plan complies with the NPPF. The approach of concentrating development in the town centres and the existing urban area:

- Will contribute to economic prosperity by ensuring good access to jobs, retail etc. whilst also contributing to social and environmental objectives, for example, access to services and community facilities and reducing the need to travel.
- Gives people a real choice about how they travel and facilitates sustainable modes of travel.
- Reduces the need to travel through increased opportunities for linked trips and thus supports reductions in greenhouse gas emissions and congestion.
- Ensures that developments which generate significant movements are located where the need to travel will be minimised and the use of sustainable travel modes can be maximised.

7.115 Development of the Bolton to Bury cycle lane will provide increased opportunities for cycling, in compliance with the NPPF. Proposed cycle routes that are not on existing

roads have been allocated to protect them from potential adverse development for other uses. Future development of these cycle routes will encourage more cycling.

## **Safe Bolton**

### **What does the adopted Core Strategy say?**

7.116 Core Strategy policy S1 states that;

*The council and its partners will:*

1. *Ensure that the design of new development will take into account the need to reduce crime and the fear of crime*
2. *Promote road safety in the design of new development*
3. *Target expenditure on road safety to locations with the worst safety record.*

7.117 The Published Allocations Plan does not contain any policies or allocations of land for safety.

## Cleaner Greener Bolton

### What does the adopted Core Strategy say?

7.118 Core Strategy policy CG1 states that;

*The council and its partners will:*

1. *Safeguard and enhance the rural areas of the borough from development that would adversely affect its biodiversity including trees, woodland and hedgerows, geodiversity, landscape character, recreational or agricultural value; or its contribution to green infrastructure, reducing flood risk and combating climate change.*
2. *Safeguard and enhance biodiversity in the borough by protecting sites of urban biodiversity including trees, woodland and hedgerows from adverse development, and improving the quality and interconnectivity of wildlife corridors and habitats.*
3. *Safeguard and enhance parks, gardens, allotments, civic spaces, cemeteries and playing fields and improve the quality and multi-functional benefits of these assets.*
4. *Allow some development on informal green spaces in the urban area, provided that it allows for the improvement of remaining green spaces and helps to meet the strategic objectives for housing.*
5. *Reduce the risk of flooding in Bolton and other areas downstream by minimising water run-off from new development and ensuring a sequential approach is followed, concentrating new development in areas of lowest flood risk.*
6. *Work towards minimising energy requirements, improving energy efficiency, lessening the reliance on fossil fuel-based energy and reducing carbon dioxide (CO<sub>2</sub>) emissions.*
7. *Maximise the potential for renewable energy development and encourage proposals that contribute towards the renewable energy targets set out in the Regional Spatial Strategy.*

7.119 Core strategy policies CG2, CG3 and CG4 are development management policies that state what needs to be taken into account when considering planning applications for sustainable design and construction, the built environment, and compatible uses respectively.

7.120 Core Strategy policy CG2 says that;

*The council and its partners will:*

1. *Ensure that all development proposals contribute to the delivery of sustainable development, being located and designed so as to mitigate any adverse effects of the development and adapt to climate change by incorporating high standards of sustainable design and construction principles.*
2. *The following two policies (CG2.2 and CG2.3) are applicable unless it can be demonstrated by the applicant, having regard to the type of development*

*involved and its design, that this is not feasible or viable. Scheme viability shall also take into account:*

- *The reduction in energy bills from the renewable energy technology over its life time.*
  - *The equivalent cost on the environment for the additional carbon dioxide generated by not installing the renewable energy technology.*
3. *Ensure that all proposals for 5 or more residential units, or 500m<sup>2</sup> or greater non-residential units:*
- a) *Achieve Level 3 of the Code for Sustainable Homes or the “very good” BREEAM rating (or any subsequently adopted set of national sustainable construction standards)*
  - b) *Incorporate appropriate decentralised, renewable or low carbon energy sources to reduce the CO<sub>2</sub> emissions of predicted regulated and unregulated energy use by at least 10%. The most appropriate technology for the site and the surrounding area should be used. For the purposes of calculating the CO<sub>2</sub> emissions, an energy assessment which includes a carbon budget should be provided for the proposed development.*
  - c) *Demonstrate the sustainable management of surface water run-off from developments. On brownfield sites the rate of run-off should be 50% less than conditions before development. On greenfield sites the rate of run-off should be no worse than the original conditions before development.*

7.121 The following policy clause will be implemented once the City Region investment fund has been established:

1. *Ensure that all proposals for 5 or more residential units, or 500m<sup>2</sup> or greater non-residential units:*
- a) *Achieve the minimum targets for carbon reduction as outlined in the AGMA Decentralised Energy Study*
  - b) *Connect to existing or planned/potential decentralised and/or power schemes, where appropriate.*

7.122 Where these minimum standards cannot be met on site, the use of allowable solutions and contributions into the City Region investment fund will be allowed.

*[abridged: additional tables are included in CG2 within the Core Strategy]*

7.123 Core Strategy policy CG3 says that

*The council and its partners will:*

- 1. *Expect development proposals to display innovative, sustainable designs that contribute to good urban design.*
- 2. *Conserve and enhance local distinctiveness, ensuring development has regard to the overall built character and landscape quality of the area.*
- 3. *Require development to be compatible with the surrounding area, in terms of scale, massing, grain, form, architecture, street enclosure, local materials and landscape treatment including hard and soft landscaping and boundary treatment. Historical associations should be retained where possible.*

4. *Conserve and enhance the heritage significance of heritage assets and heritage areas, recognising the importance of sites, areas and buildings of archaeological, historic, cultural and architectural interest and their settings.*
5. *Ensure development is designed in an inclusive manner which is accessible and legible to all, regardless of age, gender, background or disability.*
6. *Encourage the incorporation of design measures into new developments that allow adaptation and resilience to the impacts of climate change and extreme weather events and also to reduce the threat of fuel poverty, through the careful selection of aspect, layout and massing, and by making buildings increasingly energy efficient.*
7. *Maintain and respect the landscape character of the surrounding countryside and its distinctiveness. Any soft landscaping and landscape enhancement schemes should enhance biodiversity and be compatible with the nearby landscape character types identified by the Landscape Character Assessment.*

7.124 Core Strategy policy CG4 says that;

*The council and its partners will:*

1. *Ensure that new development is compatible with surrounding land uses and occupiers, protecting amenity, privacy, safety and security.*
2. *Development should not generate unacceptable nuisance, odours, fumes, noise or light pollution, nor cause detrimental impacts upon water, ground or air quality.*
3. *Development proposals on land that is (or is suspected to be) affected by contamination or ground instability must include an assessment of the extent of the issues and any possible risks. Development will only be permitted where the land is, or is made, suitable for the proposed use.*

7.125 Core Strategy Chapter 5, area policies, also addresses Cleaner, Greener issues. Policy TC11 considers design of development in Bolton town centre. The policies for each of the renewal areas, the M61 corridor, and each of the outer areas also consider design.

7.126 In addition the area policies cover the following Cleaner and Greener issues.

### **Recreational open space and green infrastructure**

- 7.127 Renewal area policies specifically identify Queens Park, the Manchester, Bolton and Bury Canal, and Farnworth Park as recreational areas to be protected from development.
- 7.128 Outer area policies specifically identify the West Pennine Moors, the Jumbles, Smithills, Moss Bank Park, the Croal Irwell Valley, and the Manchester, Bolton and Bury, and Leeds and Liverpool Canals, as recreational areas to be protected from development.
- 7.129 The policy on links to other areas LO1 identifies the West Pennine Moors and the Croal Irwell Valley as green infrastructure of sub-regional importance to be protected from adverse development.

### **Flood risk**

- 7.130 Policies TC8 (Church Wharf) and TC10 (Urban Village) ensure that flood risk is taken account of in those locations.

### **Heritage and design**

- 7.131 Policies TC3 (St Peters) and TC9 (Little Bolton) ensure that conservation area designations are taken account of in those locations.
- 7.132 Renewal area and outer area policies also ensure that conservation area designations are taken account of in those areas.

### **Green belt boundaries**

- 7.133 Renewal area and outer area policies specify that Green Belt boundaries, as defined on the Proposals Map, will not be changed except around Cutacre, where a boundary adjustment to allow economic development will be considered.

### **Protected open land**

- 7.134 Renewal area and outer area policies specify that Protected Open Land, as defined on the Proposals Map, will not be changed.

## **What does the Published Allocations Plan say?**

### **Biodiversity and Geodiversity**

- 7.135 The Published Allocations Plan shows Sites of Special Scientific Interest, Sites of Biological Importance, and existing and proposed Local Nature Reserves, to support Core Strategy policy CG1. All these designations are defined in other documents, and the Allocations Plan is not showing original designations.

### **Recreational open space**

- 7.136 The Published Allocations Plan shows recreational open space that should be protected from development under Core Strategy policy CG1. Only sites of more than 0.4 hectares are shown although the policy also applies to smaller sites. Policy CG5AP addresses development proposals on school playing fields.
- 7.137 The following paragraphs demonstrate that the Allocations Plan is sound with regard to Recreational Open Space policy and allocations.

### **Positively prepared**

- 7.138 The Open Space, Sport and Recreation Study (2007) is a key piece of evidence informing Core Strategy and Allocations Plan policies. Bolton Council has used the study, to inform guidance on the loss of some informal green space for housing.

7.139 The SHLAA (2007) and SHMA (2008) are key pieces of evidence underlying the housing policies in the Core Strategy, including policy CG1 which allows some residential development on informal green spaces in the urban area in order to meet the objectively assessed development requirements for housing.

**Justified**

7.140 The Core Strategy Issues and Options paper put forward a number of different overall spatial options for the location of new development:

- Dispersed urban development
- Concentrated urban development
- Dispersed urban development with some peripheral development
- Dispersed urban development combined with some peripheral development including Green Belt land.

7.141 The council identified a preferred option of concentrated urban development with an element of peripheral urban development consisting of Green Belt land at Cutacre i.e. a combination of options 2 and 4. This option was considered the most appropriate considering the sustainability appraisal, the Community Strategy, the Regional Spatial Strategy, the results of public consultation and factual evidence.

7.142 In order to satisfy the identified need for new housing (694 dwelling per annum up to 2026) the Core Strategy established through Policy CG1 that development of some informal green space for housing is appropriate as long as certain criteria are met. This approach is considered preferable to the development of Green Belt/Protected Open Land for new housing and is in line with the Core Strategy's overall approach.

7.143 The West Pennine Moors and Croal Irwell Valley allocations have been brought forward from the adopted proposals map, with boundaries unchanged.

**Effective**

7.144 Policies CG1 and CG5AP will be implemented through the determination of planning applications.

**Consistent with national policy**

7.145 In line with the NPPF:

- The Core Strategy, Allocations Plan and Proposals Map set out a strategic approach, planning positively for the creation, protection, enhancement and management of networks of green infrastructure. Green Infrastructure is allocated on the proposals map and will be managed through policies CG1 and CG5AP.
- Policies CG1 and CG5AP plan positively for the provision and use of shared space to enhance the sustainability of communities and residential environments, guard against the unnecessary loss of valued facilities and ensures an integrated approach to considering the location of housing and community facilities.
- Recreational Open Space policies are based on a robust and up-to-date assessment of the need for open space, sport and recreational facilities and opportunities for new provision.

- The Council has worked with public health leads and health organisations to understand and take account of the health status and needs of the local population (such as for sport and recreation), by consulting appropriate health bodies at all stages in the production of the Core Strategy and Allocations Plan, including an active role in Sustainability Appraisal.

### **West Pennine Moors / Croal Irwell Valley**

- 7.146 The Published Allocations Plan shows these two areas of strategic green infrastructure to support Core Strategy policy CG1.

### **Landscape character areas**

- 7.147 The Published Allocations Plan shows seven different landscape types in the rural areas of the Borough, to support Core Strategy policy CG3. These landscape types are based on the Bolton Landscape Character Assessment and are being brought forward unaltered from the adopted development plan.

### **Flood risk zones**

- 7.148 The Published Allocations Plan shows Flood Zone 3 to support Core Strategy policy CG1, as defined by the Environment Agency. These are the areas most prone to flooding.

### **Heritage and design**

- 7.149 The Published Allocations Plan shows the extent of Conservation Areas, as defined by the council through procedures separate from the Allocations Plan. It also shows historic parks and gardens, and ancient monuments, which are declared by English Heritage.

### **Green Belt / Protected Open Land**

- 7.150 The Core Strategy is based on a strategy of concentrating development in the existing urban area, and so the Published Allocations Plan shows no changes to the Green Belt or Protected Open Land, except to accommodate the strategic employment site at Cutacre.
- 7.151 Published Allocations Plan policy CG6AP explains what development is and is not acceptable in areas of Protected Open Land. Policy CG7AP explains what development is, and is not acceptable in the Green Belt, in line with the National Planning Policy Framework. Within the Green Belt, the Published Allocations Plan shows area for village infill at Hart Common and Scot Lane End to support Allocations Plan policy CG7AP.

### **Test of soundness: Green Belt**

7.152 The following paragraphs demonstrate that the Allocations Plan is sound with regard to Green Belt policies and allocations. Significant issues addressed by the Allocations Plan include a proposed change to the Green Belt at Cutacre. The proposals map shows Green Belt boundaries and village infill areas in the Green Belt at Scot Lane End and Hart Common. The Allocations Plan has a Green Belt Policy (CH7AP).

#### **Positively prepared**

7.153 The Core Strategy and Allocations Plan seek to meet objectively assessed development and infrastructure requirements. The evidence base supporting these planning documents objectively assesses the need for development such as housing, employment and retail and leisure. It shows that development and infrastructure requirements can be met outside the Green Belt, with the exception of land for manufacturing and distribution.

7.154 Policy M3 of the adopted Core Strategy states that the Allocations Plan will identify a site for manufacturing and distribution in the vicinity of Cutacre tip. The policy states that the extent of this site will be up to about 80 hectares, with about 40 hectares potentially removed from the Green Belt. This will help ensure that Bolton can supply a suitable range of high quality employment sites satisfying the evidenced need in the period up to 2026. The Allocations Plan shows the changes to the Green Belt boundary at Cutacre.

#### **Justified**

7.155 The Core Strategy Issues and Options paper put forward a number of different overall spatial options for the location of new development:

- Dispersed urban development
- Concentrated urban development
- Dispersed urban development with some peripheral development
- Dispersed urban development combined with some peripheral development including Green Belt land.

7.156 The council identified a preferred option of concentrated urban development with an element of peripheral urban development consisting of Green Belt land at Cutacre i.e. a combination of options 2 and 4. This option was considered the most appropriate considering the sustainability appraisal, the Community Strategy, the Regional Spatial Strategy, the results of public consultation and factual evidence.

7.157 Based on the above Policy M3 of the adopted Core Strategy identified the need for a change to the Green Belt at Cutacre. This is implemented through changes on the proposals map.

#### **Effective**

7.158 Green Belt policy will be implemented through the determination of planning applications. The council has consulted, and taken into account the views of, adjoining local authorities and other relevant agencies at all stages in the preparation of the Core Strategy and Allocations Plan.

### **Consistent with national policy**

- 7.159 Bolton Council, like the government, attaches great importance to the Green Belt. Inappropriate development in the Green Belt will not be approved except in very special circumstances.
- 7.160 The NPPF states that there are three dimensions to sustainable development: economic, social and environmental. The economic dimension is recognised through the Green Belt boundary amendment at Cutacre, which promotes economic development. The environmental dimension is recognised through new Green Belt land being added to compensate for this loss and through the protection of the Green Belt elsewhere.
- 7.161 The NPPF states that LPAs should plan positively to enhance the beneficial use of the Green Belt. Policy CG7AP recognises this by allowing for the provision of appropriate facilities for outdoor sport and outdoor recreation within the Green Belt. A positive approach will be taken to diversification of the countryside, although this will be balanced with the need to maintain the character and appearance of the countryside.
- 7.162 In drawing up the new Green Belt boundaries at Cutacre the Council:
- has taken account of the need to promote sustainable patterns of development by, for example, compensating for the loss of Green Belt land with the allocation of new Green Belt land, ensuring the provision of a country park and ensuring a sufficient buffer between the new employment allocation and residential amenity;
  - ensured consistency with the Core Strategy requirement for employment land at Cutacre;
  - not included land which it considers unnecessary to keep permanently open
  - has not felt it necessary to identify areas of “safeguarded land” between the urban area and the Green Belt;
  - is satisfied that Green Belt boundaries will not need to be altered at the end of the development plan period;
  - has defined boundaries clearly.
- 7.163 The NPPF (para. 89) states that LPAs should regard the construction of new buildings as inappropriate in the Green Belt but sets out a number of exceptions to this. These exceptions are all recognised through Policy CG7AP, with the exception of affordable housing for local community needs. This is not considered relevant to Bolton due to the lack of small villages within the Green Belt, and the proximity of the defined Green Belt to urban areas where affordable housing objectives can be met.
- 7.164 Para 90 of the NPPF goes on to list certain other forms of development that are not inappropriate in the Green Belt providing they preserve the openness of the Green Belt and do not conflict with the purposes of including land in the Green Belt. The relevant categories are all referred to in para 4.15 of the Published Allocations Plan.

### **Decentralised, renewable and low carbon energy development**

- 7.165 The Published Allocations Plan policy CG8AP expands on Core Strategy policy CG2. It defines the type of locations that are appropriate for achieving decentralised,

renewable and low carbon energy development through target 1 (network expansion areas), target 2 (electricity intense areas) and target 3 (micro regeneration areas).

7.166 In addition to the part of CG2 quoted in this section above, CG2 also presents a table of CO<sub>2</sub> reduction targets based on these three target types (development patterns), and based on an AGMA decentralised energy study. The development patterns are defined as:

- a) Network expansion area: locations where the proximity of new and existing buildings creates sufficient density to support district heating and cooling.
- b) Electricity intense area: locations where the predominant building type has an all-electric fit-out, creating high associated CO<sub>2</sub> emissions. These are likely to be industrial areas with a high electrical energy demand.
- c) Micro-generation area: locations where lower densities and a fragmented mix of uses mean that only building scale solutions are possible.

7.167 CO<sub>2</sub> reduction targets are referenced against the Building Regulations Part L (2006) baseline.

7.168 The Allocations Plan policy CG8AP states support for appropriate schemes for decentralised, low carbon and renewable energy schemes. It lists locations appropriate for each target type:

- Target 1: Bolton town centre, Horwich Loco Works, Royal Bolton Hospital, the Cutacre employment development area.
- Target 2: Wingates Industrial Estate, St Peter's Business Park, Watermead, Mill Hill Industrial Area, Express Industrial Estate, British Aerospace site, the Cutacre employment development area.
- Target 3: Housing allocations.

7.169 Policy CG8AP meets the test of soundness (NPPF para 182) as follows:

### **Positively prepared**

7.170 The Core Strategy is positive and pro-active in achieving sustainable development objectives by planning effectively and pro-actively for reduced network energy demand and consumption, and by encouraging low carbon energy conversion. The Allocations Plan will implement this.

7.171 Decentralised, low carbon and renewable energy will reduce carbon emissions and resource depletion, and will help to provide safeguards against energy price fluctuations for energy users. As such CG2 is matched by the objectives of the Greater Manchester Climate Change Strategy and the Allocations Plan supports these objectives.

7.172 The targets for CO<sub>2</sub> reduction are based on the AGMA decentralised energy study referenced in the Core Strategy, and measured against the standards of Building Regulations Part L (2006). Unregulated energy is to be measured using the National Calculation Methodology.

7.173 The Allocations Plan policy CG8AP follows on from the Core Strategy policy CG2. It expresses support for appropriate proposals (i.e. they comply with local and national policies) for decentralised, renewable and low carbon development. It also identifies the most suitable locations for which such development would be appropriate. As such, the policy is likely to be of benefit to developers, land/building users and the wider local community.

### **Justified**

7.174 The Allocations Plan policy CG8AP is justified because it applies evidence, character assessments and policy from the Core Strategy to identify the locations for the different target locations.

7.175 The Core Strategy refers to studies, such as the Strategic Housing Market Assessment and the Employment Land Study, which identify land use demands within the district, and which inform the policies for developing key parts of the district.

7.176 The Spatial Portrait and Issues section (section 2) of the Core Strategy gives the spatial context for the development policies. The Area Policies section gives more detailed description and policy for areas.

7.177 CG8AP then refers to the locations with the best potential for achieving decentralised, low carbon and renewable energy, based on the Core Strategy policies, the allocations contained in other parts of the Allocations Plan, and based on the targets contained in CG2.

### **Effective**

7.178 In order to be effective, the policy must be deliverable and based on effective joint working.

7.179 Allocations Plan policy CG8AP does not place additional requirements on development that are not already contained in the Core Strategy. It identifies the locations best suited for applying CG2-based decentralised, low-carbon and renewable developments.

7.180 Various technical solutions for decentralised, low carbon and renewable development exist in practice, demonstrating that the principle of such a policy is appropriate. Typically, all parties will welcome solutions that have a practical track record.

7.181 Equally, various financial and business models exist for such developments in differing combinations of public and private investment. Support and guidance is often available from, or facilitated by, national or city-regional bodies as well as private sector consultation.

7.182 CG1 & 2 include flexibility based on the costs of development and solutions, including the possibility to pay into allowable solutions and/or a City Region fund.

7.183 Calculations in generic viability assessments for residential developments use a 5% element for 'other construction costs', which include an allowance for decentralised, low-carbon and renewable solutions. While component costs vary between land use types, this does indicate at high-level that the variation in costs is not unduly onerous (beyond what may be considered on a case-by-case basis). As building regulation

standards are raised over time, the costs will increasingly be absorbed into the basic costs of development.

- 7.184 Allocations Policy CG8AP is therefore effective because it applies existing sound policy (which is sensitive to case-by-case details) to the most suitable locations.

### **Consistent with national policy**

- 7.185 The Core Strategy and Allocations Plan have the same broad goals as the NPPF: securing economic growth whilst achieving a balance with environmental and social considerations.

- 7.186 Section 10 of the NPPF addresses includes the role of Planning in reducing greenhouse gas emissions and, in particular, supporting the delivery of renewable and low carbon energy and associated infrastructure.

- 7.187 The NPPF says that local authorities should recognise the responsibility on all communities to contribute to energy generation from renewable or low-carbon sources. They should:

*“...consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure, where this would help secure the development of such sources;” (NPPF, para 97)*

- 7.188 The Allocations Plan meets this requirement in policy CG8AP by identifying the locations of energy loads, already identified in other allocations within the Plan that would benefit most from decentralised, low-carbon and renewable development. The Allocations Plan does not seek to restrict development to particular types of energy source or technology (for example wind turbines or solar energy).
- 7.189 CG8AP follows on from the Core Strategy policies CG1 & CG2, which conform with the NPPF.

### **Green corridors**

- 7.190 The Published Allocations Plan shows green corridors to implement Core Strategy policy CG1, which refers to improving the quality and interconnectivity of wildlife corridors and habitats.

### **Canals**

- 7.191 The Published Allocations Plan show the lines of the Manchester, Bolton and Bury Canal, and the Leeds an Liverpool Canal to implement Core Strategy policies RA1, OA1 and OA6.

## Strong and Confident Bolton

### Housing

#### What does the adopted Core Strategy say?

7.192 Core strategy policy SC1 states that:

*The council and its partners will:*

1. *Identify a range of housing sites for additional provision of 694 dwellings per annum between 2008 and 2026.*
2. *At least 80% of housing development will be on previously developed land in accordance with the Regional Spatial Strategy; the Transforming Estates programme will provide up to 20% of housing development on Greenfield land.*
3. *Ensure that 35% of new housing is affordable, broken down into 75% for social renting and 25% for intermediate housing. All developments which incorporate open market housing and with a capacity of 15 or more dwellings should ensure that provision of affordable housing is made. On previously developed land 15% of total provision should be affordable and in the case of Greenfield land 35%. A lower proportion and/or a different tenure split may be permitted where it can clearly be demonstrated that development would not be financially viable and affordable housing provision is being maximised.*
4. *Ensure that for market and social rented housing, about 50% of dwellings are 3-bedroomed or larger, and no more than 20% (for market housing) or 10% (social rented) are 1-bedroomed. Ensure that for intermediate housing about 20% of dwellings are 3-bedroomed, and no more than 40% are 1-bedroomed.*
5. *Ensure that new housing has a density of at least 30 dwellings per hectare, and achieve higher densities where possible taking into account local character.*
6. *Provide an adequate supply of sites for gypsies and travellers, and travelling show people, taking into account such considerations as proximity to local services, the amenity of adjoining occupiers, the effect on the environment and the strategy of concentrating development in the existing urban area.*

7.193 It is intended that the distribution of housing will be in accordance with proportions set out in the table below.

<b>Location</b>	<b>Percentage of new dwellings to 2026</b>
Bolton town centre	10-20%
Renewal areas	35-45%
Horwich Loco Works	10-15%
Outer areas	20-30%

7.194 In addition the area policies cover the following housing issues. Town centre policies TC5 (Cultural Quarter) and TC10 (Urban Village) support the development of new housing schemes in Bolton town centre.

- 7.195 New housing schemes are supported on a combination of Greenfield and Brownfield sites through policies RA1 (Inner Areas), RA2 (Farnworth) and RA3 (Broughton).
- 7.196 New housing schemes are also supported under policies OA1 (Horwich and Blackrod), and OA3 (Westhoughton).
- 7.197 New housing is supported through infill development under policies OA1 (Horwich and Blackrod), OA3 (Westhoughton), OA4 (West Bolton), OA5 (North Bolton), and OA6 (Little Lever and Kearsley).
- 7.198 Residential development is supported in several Bolton town centre areas as part of a mixture of uses encouraged within those areas. These are identified through the Bolton Town Centre section of the Core Strategy under policies TC2 (St Helena), TC3 (St Peter's), TC4 (Trinity Gateway), TC5 (Cultural Quarter), TC8 (Church Wharf), TC9 (Little Bolton) and TC10 (Urban Village).
- 7.199 A major Mixed Use Development Site that supports a high proportion of residential development is shown on the revised Proposals Map at Horwich Loco Works, and is carried through to the Allocations Plan via Core Strategy policy M1 (Horwich Loco Works). This will provide an estimated 1,600 dwellings.
- 7.200 Mixed use development that incorporates residential elements through the specific reuse of mills and older industrial premises are identified and supported through policies RA1 (Inner Areas) and RA2 (Farnworth).
- 7.201 Housing is considered to be an accepted use in the local town centres of Farnworth, Horwich, and Westhoughton through policies RA2, OA1 and OA3 respectively.

### **What does the Published Allocations Plan say?**

- 7.202 The Published Allocations Plan shows sites for possible housing development of more than 0.4 hectares with an estimated total capacity for 5,912 dwellings. A separate site brochure has been prepared which provides more detail on each of the allocated sites.

### **Housing sites**

- 7.203 A number of new allocations for housing were identified through the Strategic Housing Land Availability Assessment and Allocations Plan call for sites. Sites over a 0.4ha size threshold were selected and assessed through a Sustainability Appraisal. Those sites considered appropriate for housing use are identified on the Allocations Plan Map and associated schedule of sites in Appendix 5. The Map also shows sites with planning permission that have not been completed.

### **Test of Soundness: Strong and Confident Bolton (Housing)**

- 7.204 This statement demonstrates that the Allocations Plan is sound with regard to the provision and maintenance of a sufficient supply of housing land.
- 7.205 The primary purpose of the Allocations Plan in relation to housing is to identify specific sites to meet the requirements of adopted Core Strategy policy SC1 and the approach set out in the National Planning Policy Framework which is discussed later.

### **Positively prepared**

- 7.206 The Core Strategy is positive and pro-active in achieving sustainable development objectives by planning effectively and pro-actively to meet objectively assessed housing need. The Allocations Plan will implement this.
- 7.207 Underlying housing requirements are based on robust evidence including a Strategic Housing Market Assessment, Strategic Housing Land Availability Assessment and an Affordable Housing Viability Study. This has been supplemented by further work on viability though development of the Community Infrastructure Levy. These provide a robust background to need and housing delivery. The Open Space Assessment has also provided a robust methodology to appraise informal open space sites that are being re-allocated for housing. A separate brochure has been prepared which provides more detail on each of these informal greenspaces being re-allocated for housing.
- 7.208 Progress has been made towards meeting Core Strategy housing requirements with 1,754 dwellings having been completed in Bolton between 2008 and 2012. This leaves further provision to be made for 10,738 dwellings up to 2026.
- 7.209 The Allocations Plan makes provision for this level of growth through allocations on the published Proposals Map with an anticipated total capacity of 5,912 dwellings on sites of 0.4 hectares and above. In addition the Proposals Map incorporates the Horwich Loco Works strategic site which was allocated in the Core Strategy with a capacity for 1,600 dwellings. When delivery of a further 1,731 units within Bolton town centre is added to these (excluding the Westbrook site 1SC which is allocated on the plan) together with a small sites allowance, based on past trends, of 1,260 (90 dwellings per year over 2012 to 2026) housing provision for 2012-2026 totals 10,503 dwellings. This leaves a very small gap of 235 against requirements.
- 7.210 While the Allocations Plan does not identify sufficient sites to match the requirements exactly, this makes no allowance for large windfalls or from development within the five mixed use regeneration sites at Moses Gate Employment Area, Halliwell Industrial Estate, Higher Swan Lane/Sunnyside, former British Aerospace site, Lostock and the Greenwood, Chorley New Road, Horwich, which are allocated under Allocation Plan policy P6AP and where housing is a key component in driving the regeneration of these areas. In a densely developed urban area like Bolton with a long history of windfall brownfield development it is expected that further sites will come forward.
- 7.211 The distribution of sites taking into account identified sites on the published Allocations Plan, the town centre estimate and the strategic site at Horwich Loco Works falls broadly within the range set out in the Core Strategy. Development of housing on the mixed use renewal areas would also increase the proportion within the renewal areas. The split of brownfield to greenfield land is also broadly in line with core strategy targets.

<b>Housing yield by Core Strategy distribution</b>		
	<b>Yield</b>	<b>(%)</b>
Town Centre	1831	19.8
Renewal Areas	3356	36.3
Horwich Loco	1600	17.3
Outer Areas	2456	26.6

	9243	
<b>Housing yield by greenfield brownfield split</b>		
	<b>Yield</b>	<b>(%)</b>
Brownfield	7624	82.5
Greenfield	1619	17.5

### **Justified**

- 7.212 The Core Strategy Issues and Options paper put forward a number of different overall spatial options for the location of new development:
- Dispersed urban development
  - Concentrated urban development
  - Dispersed urban development with some peripheral development
  - Dispersed urban development combined with some peripheral development including Green Belt land.
- 7.213 The council identified a preferred option of concentrated urban development with an element of peripheral urban development consisting of Green Belt land at Cutacre for employment purposes i.e. a combination of options 2 and 4. This option was considered the most appropriate considering the sustainability appraisal, the Community Strategy, the Regional Spatial Strategy, the results of public consultation, factual evidence and national planning guidance.
- 7.214 The Roger Tym and Partners (2007) Strategic Housing Land Availability Assessment included a comprehensive assessment of a significant number of potential housing sites in terms of both availability and deliverability, and planning policy and sustainability. This provided a pool of sites from which to select appropriate sites based on prioritisation within the study and the spatial approach of the Core Strategy. More evidence was forthcoming through call for sites exercises.

### **Effective**

- 7.215 Bolton fully participated in discussions and joint working with the other nine Greater Manchester authorities in the preparation of the Regional Spatial Strategy including the formulation of housing requirements at the Greater Manchester and district level. The council has consulted adjoining authorities on the preparation of the Allocations Plan. This has not resulted in any concerns being expressed about the scale and distribution of new housing or site specific issues.
- 7.216 The SHLAA provides criteria based assessment of almost 400 sites in terms of their suitability, availability and deliverability. Its outputs provided information on a range of potential housing sites and the methodology has been used to appraise further sites since this original study was produced.

### **Consistent with national policy**

- 7.217 The Allocations Plan approach to future housing provision accords with the overall NPPF by contributing to sustainable development through the provision of housing to meet the needs of present and future generations. The Core Strategy and the Allocations Plan Proposals Map demonstrate how objectively assessed needs will be met through allocation of sites; including key sites such as Horwich Loco Works to meet requirements over the life of the plan; and by setting out a positive policy approach to consider any windfall proposals including within the identified mixed use regeneration areas.
- 7.218 Furthermore the range of sites and locations identified, together with the Core Strategy policies will result in a wider choice of high quality homes, further

opportunities for home ownership and contribute to the creation of sustainable, inclusive and mixed communities in line with the aims of the NPPF.

## **Cultural and community provision**

### **What does the adopted Core Strategy say?**

7.219 Core strategy policy SC2 states that:

*The council and its partners will ensure that local cultural activities and community facilities are located in the neighbourhoods that they serve.*

7.220 The Published Allocations Plan does not contain any policies or allocations land on cultural and community provision.

## 8 The Duty to Cooperate

8.1 Section 110 of the 2011 Localism Act requires local planning authorities to cooperate with other bodies in the preparation of development plan documents so far as they relate to strategic matters. The 2012 Town and Country Planning (Local Plan) Regulations 2012 define which bodies are subject to the duty to cooperate. The duty applies to all those bodies to cooperate with one another.

8.2 This section considers :

- a) Which strategic matters are considered by the Published Allocations Plan, and how the duty to cooperate has been implemented for each of these matters
- b) Which of the defined bodies are relevant to the preparation of the Published Allocations Plan and how the duty to cooperate has been implemented with respect to each of these bodies

### Strategic matters

8.3 Strategic matters are those issues that significantly affect more than one local authority area, including the provision of infrastructure. The adopted Core Strategy already addresses such strategic issues and contains a specific policy (LO1) on how it links with other areas. Nevertheless the policies and Proposals Map of the Allocations Plan are also subject to the Duty to Cooperate and this section explains how it has been taken into account in the processes that have led up to publication.

8.4 The council adopted the Core Strategy and has prepared the Published Allocations Plan in the light of the Regional Spatial Strategy for the North West. The provisions of the Localism Act are abolishing regional spatial strategies, but the North West RSS has helped to ensure that the preparation of the Allocations Plan is consistent with the plans of other local planning authorities.

<b>Strategic matter</b>	<b>Relevant defined bodies</b>	<b>How the Duty to Cooperate has been implemented</b>	<b>Outcome</b>	<b>On-going cooperation required</b>
Quantity and location of employment sites	Other local planning authorities, Greater Manchester Local Economic Partnership	There has been joint work with Salford City Council on Cutacre as the site is partly in Salford. The council has consulted the the Local Economic Partnership and adjoining authorities outside Greater Manchester on the preparation of the Draft	The quantity of sites for new employment is set out in the Core Strategy, as is the extent of the strategic mixed use site at Horwich Loco Works. The Published Allocations Plan defines boundaries for the Cutacre site. The Association of	With AGMA, preparing the Greater Manchester Position for Growth

		Allocations Plan.	Greater Manchester Authorities has identified Cutacre as a strategic employment site in the Greater Manchester Spatial Investment Framework	
Retail and leisure policies	Other local planning authorities, Greater Manchester Local Economic Partnership	There has been joint work with other local planning authorities to prepare an agreed approach through the Regional Spatial Strategy. The council has consulted the the Local Economic Partnership and adjoining authorities outside Greater Manchester on the preparation of the Draft Allocations Plan.	The expected quantity and location of additional retail floorspace and the hierarchy of retail centres are set out in the Core Strategy. The Published Allocations Plan's role is only to determine boundaries for town and district centres, and for retail warehouse parks. This is not a strategic role.	With AGMA, preparing the Greater Manchester Position for Growth
Minerals and waste	Other local planning authorities		Minerals and waste issues are considered in the Greater Manchester Minerals and Waste Plans respectively. The Allocations Plan does not address minerals and waste issues	Adoption of the GM Minerals Plan, and in due course consideration of how these two plans need to be reviewed
Transport	Other local planning authorities, Transport for	For the Core Strategy, the council produced evidence on	Allocation of sites for development in the	Continued working with partners to ensure that

	Greater Manchester, Local highway authorities, The Highways Agency	expected transport growth in association with other GM councils and with the Highways Agency. The council has worked with TfGM, the Highways Agency and the prospective developers of the strategic sites at Horwich Loco Works and Cutacre to produce a second stage of that work to forecast the transport implications of the development proposed in the Published Allocations Plan. The results show where transport mitigation measures will be most necessary. TfGM, Bolton Council and the other nine district councils in Greater Manchester have jointly prepared the Local Transport Plan, and this provides background evidence for the Allocations Plan.	Published Allocations Plan in sustainable locations. The sites either have no adverse effects on existing transport routes, or where they do, mitigation is possible	strategic transport routes continue to function effectively
Strategic green infrastructure	Other local planning authorities, Natural England	Within Greater Manchester the Green Infrastructure Framework identifies the Croal, Irwell and Roch Valleys, and the West	Core Strategy Policy LO1 identifies the Croal Irwell Valley and the West Pennine Moors as strategic green infrastructure.	Continuing to implement, and if necessary review the Green Infrastructure Framework

		<p>Pennine Moors as natural and landscape heritage core areas. The Framework has been agreed by local planning authorities within Greater Manchester. Natural England helped to steer the preparation of the Framework. The council has consulted with adjoining authorities outside Greater Manchester, which include parts of the West Pennine Moors</p>	<p>The Published Allocations Plan shows boundaries for these two areas within the Borough, but they are both partly within other local planning authority boundaries.</p>	
Flood risk	Other local planning authorities, Environment Agency	<p>A Greater Manchester Strategic Flood Risk Assessment was prepared jointly by the 10 districts and the Environment Agency. The Environment Agency has been consulted on the Plan and given the opportunity of commenting on individual site allocations</p>	<p>Core Strategy policy CG1 addresses flood risk and policy LO1 covers the impact of flooding downstream outside Bolton's boundaries. The Allocations Plan does not address strategic flood risk issues,</p>	<p>Continuing joint work with the Environment Agencies and other local authorities to reduce flood risk</p>
Climate change mitigation and adaptation	Other local planning authorities	<p>The Greater Manchester authorities jointly prepared the Greater Manchester Decentralised and Zero Carbon Energy Planning Study (June 2010).</p>	<p>Core Strategy policies CG1 and CG2 address renewable energy and sustainable development. The Allocations Plan does not contain any strategic</p>	<p>Continuing to work with the AGMA Low Carbon Hub to promote climate change mitigation and adaptation.</p>

			climate change adaptation and mitigation policies.	
Green Belt	Other local planning authorities	The approach on green belts in the Regional Spatial Strategy was agreed by Greater Manchester authorities and by other authorities in the North West. At Cutacre, Salford Council has been jointly involved with the site's developers in drawing up more detailed plans to deliver the site for development.	The Core Strategy contains the strategic approach that Green Belt boundaries are not being altered except in the vicinity of the strategic development site at Cutacre.	With AGMA, preparing the Greater Manchester Position for Growth
Housing numbers and sites	Other local planning authorities	This was based on the number contained in the Regional Spatial Strategy, together with an additional 20% to reflect Bolton's development ambitions, and this approach was found sound at the examination.	Core Strategy policy SC1 sets out the number of dwellings to be completed in the period 2008 – 2026. The Allocations Plan's role is to identify sites and areas to meet the Core Strategy's housing requirements. The nature of the proposed housing sites means that they do not have any strategic implications.	With AGMA, preparing the Greater Manchester Position for Growth
Travellers	Other local planning authorities	Policies for travellers will be considered in a separate Development		

		Plan Document		
The provision of infrastructure for telecommunication, water supply, waste water, health, security, community and culture	Other local planning authorities, Bolton Primary Care Trust, United Utilities	The council has consulted United Utilities and Bolton Primary Care Trust at each stage, and there are ongoing meetings with both these organisations to discuss planning and infrastructure requirements. The Infrastructure Delivery Plan has been updated to support the Allocations Plan and the development of the Community Infrastructure Levy.	Strategic infrastructure requirements are addressed by the Core Strategy, and at the examination, this was supported by an Infrastructure Delivery Plan. The Allocations Plan need only address infrastructure for specifically allocated sites.	Regularly updating the Infrastructure Delivery Plan
Conservation and enhancement of the natural and historic environment, including landscape	Other local planning authorities, English Heritage, Natural England	The Greater Manchester authorities and English Heritage have prepared the Greater Manchester Historic Landscape Assessment, which provides a comprehensive and consistent base for formulating policies. The council consulted English Heritage and Natural England on the Draft Allocations Plan	Core Strategy policy CG3 addresses both landscape and heritage issues. The Allocations Plan does not address any strategic historic environment issues. There are some strategic landscape issues, and these are covered in this table under green infrastructure.	Ongoing monitoring of the natural and historic environment with English Heritage and Natural England

## Defined Bodies

Relevant defined body	Strategic Matters	How the Duty to Cooperate has been taken into account	Outcome	Ongoing cooperation requirement
Other local planning authorities	Quantity and location of employment and housing sites, including Cutacre. Transport. Strategic green infrastructure. Green Belt.	Within Greater Manchester, the ten local planning authorities work through the Association of Greater Manchester Authorities. AGMA have worked together to provide a common evidence base on strategic issues such as housing, employment, flood risk and climate change. The overall result of AGMA working is that adopted Core Strategies are founded on a consistent policy approach and evidence base. Appendix ? contains more details on both the structure of AGMA and the common evidence base. The council has consulted all adjoining local planning authorities, including those outside Greater Manchester, at every stage of the Allocations Plan. It held a	The Core Strategy and Allocations Plan as a whole take into account the Duty to Cooperate and reflect Bolton's locational relationships with other local authorities	With AGMA, preparing the Greater Manchester Position for Growth

		consultation meeting, to which all adjoining councils were invited, in October 2012. For Cutacre, Salford City Council is a member of a Steering Group overseeing all aspects of the proposed development.		
The Environment Agency	Strategic green infrastructure. Flood risk. Climate change mitigation and adaptation.	Regular liaison meeting take place between the Environment Agency and the council. These always cover discussion about development plan documents, including the emergence of the Allocations Plan. The council has consulted the Environment Agency at every stage in the preparation of the Allocations Plan	Core Strategy policy CG1 addresses flood risk and policy LO1 covers the impact of flooding downstream outside Bolton's boundaries. The Allocations Plan does not address strategic flood risk issues, though it does show high risk flood zones	Continuing joint work with the Environment Agency to reduce flood risk
English Heritage	Conservation and enhancement of the natural and historic environment, including landscape.	The council has consulted English Heritage at every stage in the preparation of the Allocations Plan, but the Plan does not address any strategic historic environment issues.	Core strategy policy CG3 addresses design, including the historic environment. The Allocations Plan does not address strategic historic environment issues, though the Proposals Map does	Continuing joint work with English Heritage on Bolton's historic environment

			show conservation area and historic parks	
Natural England	Strategic green infrastructure. Conservation and enhancement of the natural and historic environment, including landscape.	The council has consulted Natural England at every stage in the preparation of the Allocations Plan. Natural England helped to steer the preparation of the Strategic Green Infrastructure Framework, and this is the principle evidence for the strategic green infrastructure implications of the Allocations Plan.	Core Strategy policy CG1 addresses green infrastructure. The Allocations Plan identifies the Croal Irwell Valley and the West Pennine Moors, which are strategic areas of green infrastructure	Continued joint working with Natural England on Bolton's green infrastructure.
The Civil Aviation Authority	Transport	The council has consulted the CAA at every stage in the preparation of the Allocations Plan. There are no civil aviation implications from the Allocations Plan.	No strategic outcome relevant to the CAA	No general requirement for ongoing cooperation
The Homes and Communities Agency	Housing numbers and sites	The council has consulted the HCA at every stage in the preparation of the Allocations Plan.	No strategic outcome relevant to the HCA	Continued joint working with the HCA on Bolton's housing demand and supply
Bolton Primary Care Trust (until April 2013)	The provision of infrastructure for health	The council and Bolton PCT have met on a regular basis, including regular meetings on infrastructure. The council has consulted the PCT at every	Core Strategy policy H1 addresses health issues. The Allocations Plan does not address any strategic	

		stage in the preparation of the Allocations Plan. There are no strategic health issues in the Allocations Plan.	health issues, though it does identify health sites on the Proposals Map	
Office of Rail Regulation	Transport	Since legislation introduced the Duty to Cooperate, the council has consulted the Office of Rail Regulation. Prior to that it consulted train operators, Network Rail and Transport for Greater Manchester on rail issues, and will continue to do so.	Core Strategy policy P5 addresses transport issues. The Allocations Plan does not address strategic rail transport issues, though the improvement of Horwich Parkway station is shown on the Proposals Map	Ongoing joint work with organisations responsible for rail services, for example in the preparation of the Local Transport Plan
Transport for Greater Manchester	Transport	The council has consulted TfGM at every stage in the preparation of the Allocations Plan. The council has worked with TfGM, the Highways Agency and the prospective developers of the strategic sites at Horwich Loco Works and Cutacre to produce a second stage of that work to forecast the transport implications of the development proposed in the Published Allocations Plan. The results show	Core Strategy policy P5 addresses transport issues. The Allocations Plan identifies sites for development that do not have a detrimental cumulative impact on the strategic transport network	Continuing work with TfGM, for example in the preparation of the Local Transport Plan and the determination of planning applications

		where transport mitigation measures will be most necessary. TfGM is an integral part of AGMA working on planning and infrastructure.		
The local highway authority	Transport	The council is the local highway authority as well as the local planning authority. The council's Environmental Services Department has an integral role in the development of the Allocations Plan, through the Local Plan Steering Group. It was also on the Steering Group for the Bolton LDF Transport Model, which has informed the Allocations Plan preparation.	Core Strategy policy P5 addresses transport issues. The Allocations Plan identifies sites for development that do not have a detrimental cumulative impact on the strategic transport network	Continuing work with the local highway authority, for example in the preparation of the Local Transport Plan and the determination of planning applications

### Greater Manchester Local Economic Partnership

- 8.5 Local economic partnerships are not covered by the statutory duty to cooperate. However the Regulations identify them as organisations that the council should have regard to when preparing development plans. In addition paragraph 160 of the National Planning Policy Framework states that local planning authorities should have a clear understanding of business needs within the economic markets operating in and across their area, and one way they can do this is to work with LEPs to understand both business needs and likely changes in the market.
- 8.6 The council has consulted the Greater Manchester Local Economic Partnership at the Draft Allocations Plan stage and on Proposed Changes to the Plan.
- 8.7 The Mayor of London, Transport for London and the Marine Management Organisation are specified in the regulations as bodies for the purposes of the Duty to Cooperate. None of them is relevant to the preparation of the Allocations Plan.

## 9 Conclusions on soundness

### **UDP saved policies that are not being replaced by Allocations Plan policies**

- 9.1 UDP Policy E6 (Improvement of existing industrial areas and premises) will not be retained because this issue is adequately covered by the Core Strategy prosperous and area based policies.
- 9.2 UDP policies TC3 and TC4 are not being retained because the issues are adequately covered by the core strategy town centre policies.
- 9.3 Policy A15 protects former railway lines which have an existing or potential function as a pedestrian footpath, cycle or bridleway or on to which a new public transport facility or an extension to an existing network might be introduced in the future. Those former railway lines with potential have either already been used for transport links, or in the case of the Bolton to Bury line, are identified separately on the revised Proposals Map.
- 9.4 Policy A19 addresses development proposals that could prejudice the construction of roads, road improvement schemes and junction improvements that form part of an integrated transport strategy. The Core Strategy identifies specific road improvements.
- 9.5 UDP policy R3 addresses diversification in the countryside. This is adequately covered by a combination of Green Belt policies, which cover almost all rural locations in Bolton, and national planning policy provides advice to encourage diversification.
- 9.6 UDP policy N8 addresses Tree Preservation Orders and trees in Conservation Areas. This is adequately covered in national guidance on Tree Preservation Orders.
- 9.7 UDP policy EM5 addresses derelict land and buildings. This is adequately covered by the Core Strategy's overall approach of concentrating development in the urban area, and by policy SC1's emphasis on developing housing on brownfield land. The Allocations Plan reflects this approach in the sites that it identifies for development.
- 9.8 UDP policy EM9 addresses hazardous installations. This is adequately covered in national hazardous installations regulations.
- 9.9 UDP policy D4 addresses advertisements. This is adequately covered in national regulations and guidance on the display of advertisements, together with the council's Planning Control Policy Note.
- 9.10 UDP policy O6 addresses development in waterside locations. This is adequately covered in Core Strategy policy CG3 and in the area based policies for design contained in TC11, RA1-3, M7 and OA1-6.