

Housing Delivery Test Action Plan



July 2021

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1. INTRODUCTION

Background

1.1 The previous Government policy was a commitment to deliver 1 million homes nationally by the end of 2020 and to deliver ½ million more by the end of 2022. The Ministry for Housing, Communities and Local Government (MHCLG) and Homes England updated the Single Departmental Plan in 2018 stating how the Government targets will be achieved, putting us on track to deliver 300,000 net additional homes a year on average, to address a crisis in housing supply. The Conservative Government elected in 2019 included a manifesto pledge to continue to progress towards the target of 300,000 homes a year by the mid-2020s.

1.2 The target for Bolton is currently based on the local housing need figure developed using the MHCLG methodology, in which Bolton is required to deliver 776 new homes each year. The overall 5-year requirement for 2020-2025 is 4896 dwellings, which also takes into account a clearance allowance of 200 dwellings arising from the losses through clearance and change of use and a 20% buffer. Against Bolton's 776 target, actual net completions for 2020/21 were 547 dwellings, 70% of the annual requirement.

1.3 The draft Greater Manchester Spatial Framework (GMSF) launched in January 2019 had a target to deliver 200,980 new homes across Greater Manchester by 2037. 50,000 homes will be affordable and 30,000 designated as social housing. The revised plan cut its reliance on greenbelt land in Bolton, with a focus on making the most of brownfield sites. However following Stockport Council's decision in December 2020 not to endorse the plan, the remaining nine boroughs are progressing a joint plan called 'Places for Everyone'. PfE states that Bolton's annual housing requirement is 536 dwellings between 2021-2025, which will increase to 787 from 2026-2030, to 930 from 2031-2037. in the second half of the plan to a target of 800 dwellings per annum between 2024-2037. As this plan has not been formerly approved the 5-year housing requirement has not yet been adopted.

1.4 The Government uses the *Housing Delivery Test* as the mechanism to monitor housing delivery by Local Authority. This measures net additional dwellings built against MHCLG target for each Local Authority. The consequences of failing the Test are set out in the revised National Planning Policy Framework (NPPF). All local planning authorities with a delivery performance of less than 95% must prepare an Action Plan. As Bolton's performance is below 95% this Action Plan has been written to:



- Analyse Bolton's housing trajectory
- Identify the barriers to delivery
- Address under-delivery through an Action Plan

Approach and Methodology

1.5 In preparing the Action Plan, the Council has collated information from various sources regarding housing delivery, which has been carried out over the last 12 months. Housing delivery is monitored on a regular basis and is published in the Annual Monitoring Report (AMR) each year.

1.6 In recent years Bolton Council has undertaken consultation with developers and planning agents, to identify barriers to housing development. By understanding these barriers, the Council's aim is to support developers in identifying ways to bring sites forward, particularly large brownfield sites with planning permission. A summary of recent consultation results can be found in section 2.

1.7 In July 2019 the Council approved a *Housing Delivery Plan for Bolton*, in which the current housing situation is analysed, examining the supply and demand issues in the boroughs housing market. Both short and long-term interventions have been identified to bring about positive changes to housing delivery and improving delivery rates. Whilst the pandemic has transformed the context, the Council remains committed to deliver the recommendations detailed in the report.

1.8 The Council is currently working on town centre and sub town centre regeneration schemes which includes purchasing sites and bringing additional residential development forward. In addition, the Council is supporting priority strategic sites for housing delivery.

1.9 The information used in this plan, pulls together information from the above. It sets out the current housing trajectory and the barriers identified, as well as setting the ground for the actions needed to improve housing delivery.



2. BOLTON'S LOCAL HOUSING MARKET ANALYSIS

Five Year Supply

2.1 To consistently meet the MHCLG target, the Council must demonstrate that a five-year housing land supply is available. For sites to be included in the five-year supply, they must meet the following NPPF deliverable sites criteria:

- Available now
- Major sites (over 0.25 ha) with full planning permission
- Offer a suitable location for development now
- Achievable with a realistic prospect that housing will be delivered within 5 years

2.2 Major sites that only have outline permission or are only allocated in development plans are not regarded as deliverable, unless there is clear evidence that houses will be delivered within 5 years.

2.3 The sites currently included in Bolton's 5-year supply are listed in Appendix 1.

2.4 Table 1 shows that Bolton's total 5-year requirement is 4896 dwellings. However, the projected 5-year supply is currently 3565, which is 73% of the requirement, as shown in Table 2. This indicates that Bolton currently has a 3.9 year supply between 2021-2026.

Table 1. 5-year requirements 2021-2026

Annual requirement under MHCLG standard methodology 2020	776
5-year net requirement	3880
Clearance (40 per annum x 5)	200
Gross 5-year requirement (net requirement + clearance)	4080
Total 5-year requirement plus 20% buffer	4896

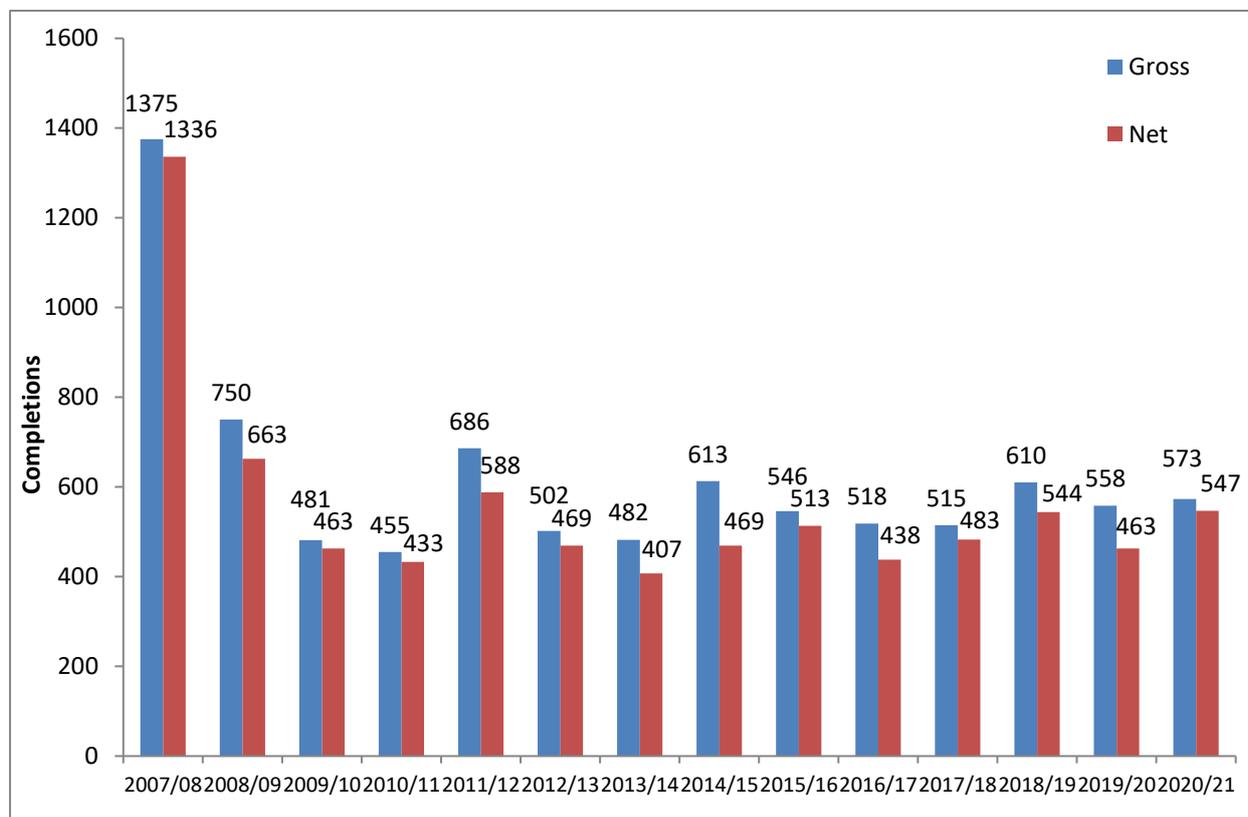
Table 2. 5-year supply 2021-2026

Large Site Supply (0.25ha and above)	2932
Small Site Supply	927
Projected 5 Year Supply	3859
Surplus/deficit	-1037
Supply % of requirement	79%
Supply in years	3.9 years

Housing Trajectory

2.5 As shown in Figure 1, there were 547 net housing completions in 2020/21. This indicates that there has been an increase in net housing completions in the last year. However, the current rate of completions is still below the MHCLG target of 776 dwellings per annum.

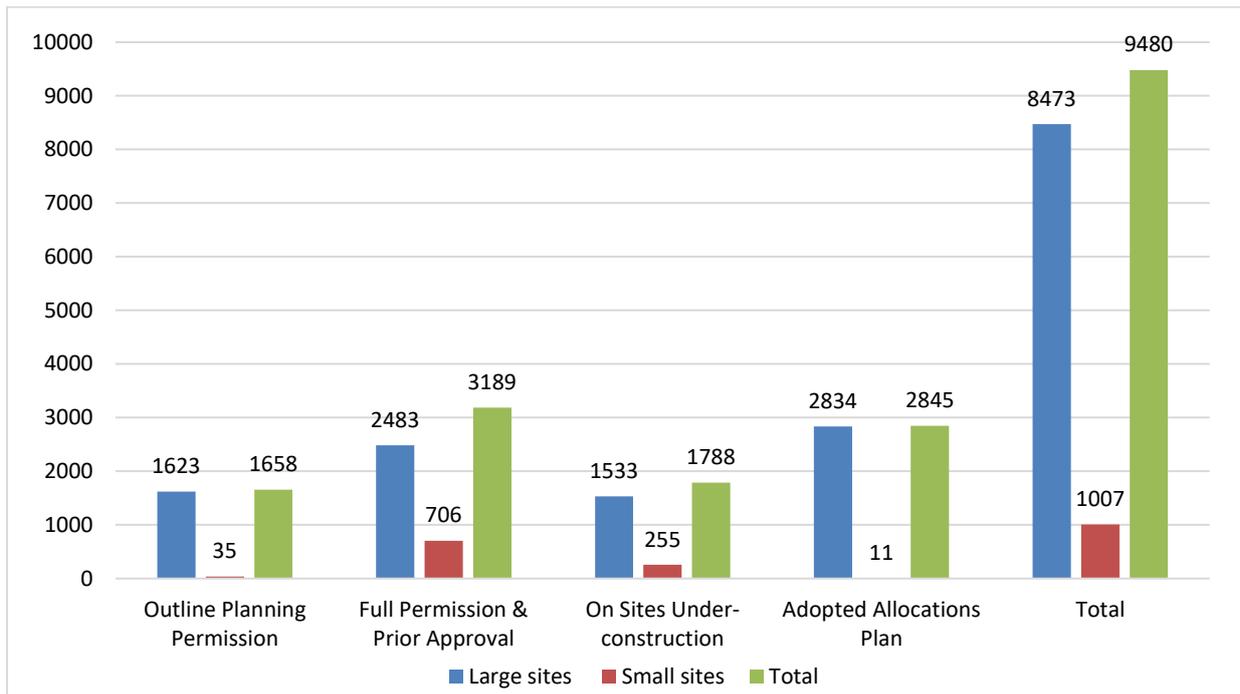
Figure 1. Gross and Net Housing Completions between 2007/2008 to 2020/21



Planning Applications

2.6 Between 1st April 2020 and 31st March 2021, there were 103 sites that received planning permission for a total of 1480 units. From the total permissions received, 91 were approvals for residential developments on brownfield sites, which comprises a total of 1251 units.

2.7 Figure 2 shows a breakdown of the total housing land supply in number of dwellings. This indicates that in 2020/21, the total supply was 9480 dwellings, of which 34% had full planning permission/ prior approval and 19% were sites under construction. Although the overall supply for 2020/21 is significant, just under half of this supply is comprised of outline planning permissions and the adopted allocations plan.

Figure 2: Summary of housing land supply (number of dwellings) in 2020/21

Developer Type

2.8 It should be noted that the developer type is only fully confirmed in many cases when sites have gained full permission. Our data currently suggests the following trends in regard to developer type.

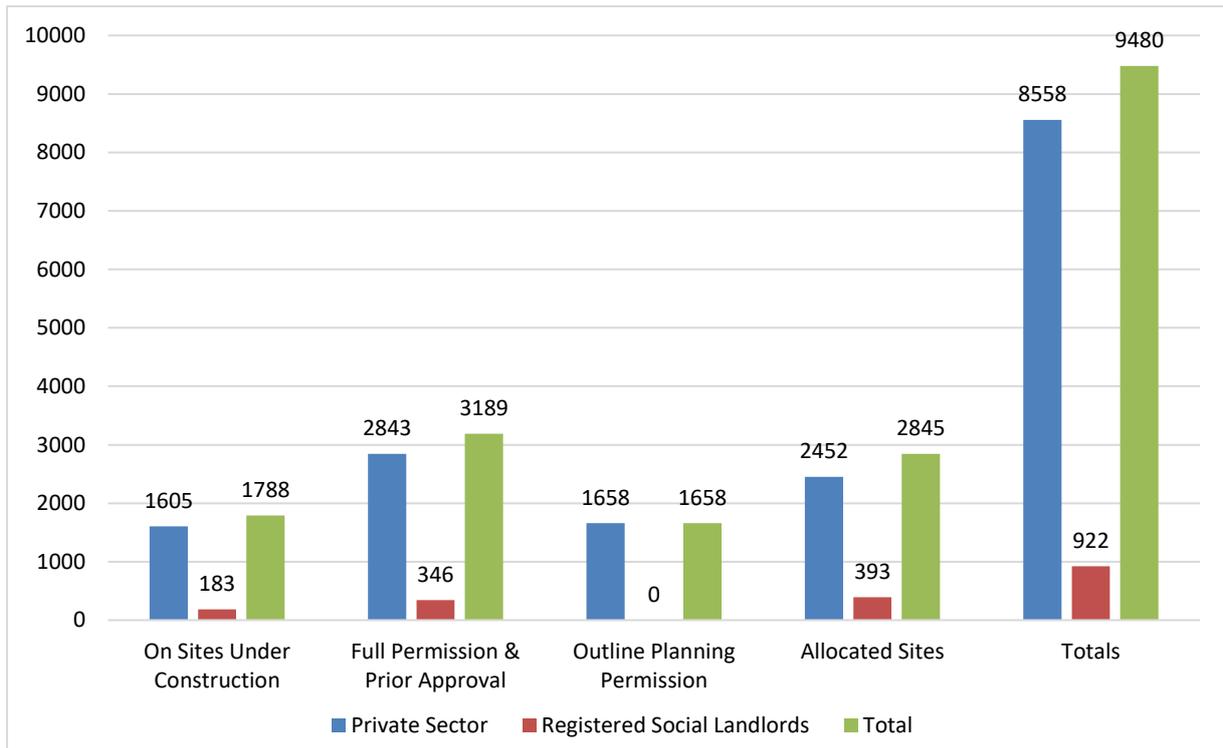
2.9 The majority of housing land supply is provisioned by private sector development, while a relatively small percentage of housing development is by registered housing providers. Figure 3 shows that in 2020/21, 8558 units of housing land supply was identified as private sector development, in comparison to 922 units marked for development by registered providers.

2.10 The following Registered Providers are members of the Bolton Community Homes Partnership, a strategic partnership working on affordable housing delivery in Bolton, along with Bolton Council:

- Bolton at Home
- Great Places
- Irwell Valley
- Places for People
- Onward Homes
- Mosscafe St. Vincent's
- Clarion Housing Association

One function of the partnership is to deliver affordable homes using a variety of funding methods i.e. Section 106 contributions, funding grants from Homes England and borrowing against future rental income.

Figure 3: Housing land supply by planning status and developer type in 2020/21



2.11 Following the 2008 economic downturn many registered providers reduced their commitment to building new homes. Recent shifts in Government policy has provided stability and many providers are now showing signs of increased new build activity. Homes England affordable housing schemes have contributed significantly to the number of affordable housing units that have come forward 2019/20. Homes England records indicate that they have provided grants to fund 87 affordable rent units which have commenced on site, while 27 affordable units were completed in 2020/21.

2.12 An examination of the current commitment indicates that 922 dwellings (10%) could be developed by registered providers for affordable housing. However, it is worth noting that in 2020/2021, 393 of these units were allocated sites and until detailed proposals emerge, the actual developer type will not necessarily be known.

Completions by housing type

2.13 In regard to the housing type completions in Bolton, Figure 4 and Table 3 highlight that 37% of all completions comprised of flats, making it the largest proportion of housing type built in 2020/21, and a change from the previous year where the highest proportion of completions was semi-detached houses at 32%. This second highest was detached homes, which made up 27% of all housing completions in 2020/21.

Figure 4. Housing completions by type from 2006 to 2021

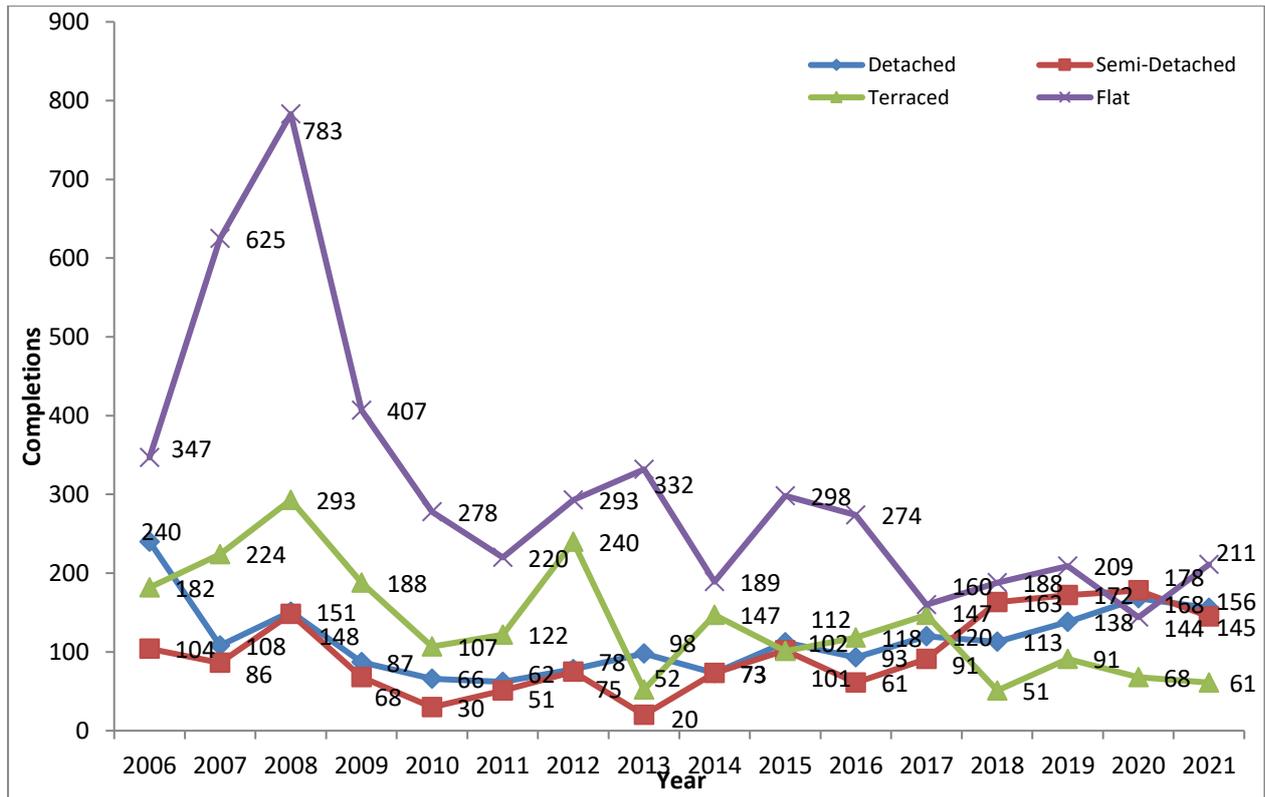


Table 3. Completions by housing type in 2020/21

House Type	Gross number completed			Completions as percentage of total		
	Large sites	Small sites	All	Large sites	Small sites	All
Detached	143	13	156	36%	7%	27%
Semi-detached	140	5	145	35%	3%	25%
Terraced/mews house	60	1	61	15%	1%	11%
Flat	53	158	211	13%	89%	37%
Total	396	177	573	100%	100%	100%

Distribution of completions

2.14 As shown in Table 4 housing completions have been the highest in outer areas as they contributed 42% of the net additional dwellings. This is followed by 38% of completions in renewal areas. Only 12% of additional dwellings were completed in the town centre.

Table 4. Dwelling completions and commitments by Core Strategy area

Location	Core Strategy Distribution to 2026	Net Additional Dwellings 2020/21	Total Commitment
Town Centre	10-20%	12%	18%
Renewal Areas	35-45%	38%	36%
Horwich Loco Works	10-15%	8%	18%
Outer Areas	20-30%	42%	27%

Covid -19 Impact

2.15 Bolton Council remains committed to delivering on the themes, objectives and tasks outlined in this strategy. We will continue to engage with developers and investors to understand the implications of the pandemic on committed and emerging schemes.

2.16 At this stage (July 2021), the exact long-term consequences of the COVID-19 outbreak remain uncertain. The following provides a summary of the potential implications nationally and Bolton's response locally.

National Property Markets and Investment

2.17 It is anticipated that real estate investment will be impacted in the short-term as equity fundraising is impacted by reduced investor confidence in cash flow resilience. Opportunistic purchasers are expected to seek to take advantage of the period of inevitably reduced liquidity, however, there has also been a rise in funding issues due the loss of income as leading UK property funds have halted trading.

2.18 Nationally, the short-term impact of COVID-19 on UK house builders and developers has been significant with the mothballing of sites. Many have sought to defer or renegotiate the terms of any land payments that are due whilst attempting to stabilise their businesses and reduce costs. Deals that have progressed since lockdown so far are those where the purchasers are public body sectors.

2.19 The construction sector has witnessed a similar approach with construction companies attempting to conserve cash in the short-term despite many construction sites remaining open. In the long-term, even those companies which have secured order books face the risk that these projects may be deferred or stalled dependent on the economic outlook post-COVID-19.

Bolton's Response

2.20 It should be noted that Bolton has been one of the worst affected areas in the UK. The pandemic has resulted in extended lock down periods over and above that of many other areas. Locally there has been a colossal effort to control the pandemic. Significant resources have been transferred to safeguard the most vulnerable, test and vaccinate our population. At the time of writing cases are reducing and Bolton has the lowest rates of Covid in Greater Manchester.

The Action Plan provided in section 4 takes into account the existing challenges identified by current pandemic and our response to it. The priority areas with regard to Covid include:

- Implement Bolton's Housing Delivery Plan - range of interventions to bring sites forward
- Bolton Council is committed to supporting the Town Centre and sub town centre regeneration programme which includes significant residential development.
 - At this stage, programme delays have been limited, however these will continue to be monitored. The strategy remains unchanged and given the long-term programme for delivery of the whole Town Centre Blueprint, BMBC remain committed to supporting its delivery.
 - Bolton has a dedicated Town Centre team tasked with driving forward the regeneration programme. The role of the team will be crucial to accelerate Bolton's drive to action to ensure that planned Town Centre developments are delivered to maintain activity in the Town Centre and 'Build Back Better'.
 - Our Ambition is to deliver 1,703 new residential units by 2030 in the town centre
- Bolton Council is committed to investing and improving our sub town centre areas which will directly and indirectly create opportunities for residential development.
- Bolton Community Homes (BCH) are committed to delivering housing growth and have a significant development programme. BCH partners have indicated that they expect Covid-19 to delay schemes by 3-6 months, but do not expect their schemes to be shelved. Cost increases for both labour and materials is however impacting on the financial viability of some development plans.
- Planning Committee to meet more frequently to avoid delays in decision making due to the Covid-19 Pandemic
- Streamline consultee response times to planning applications which have been delayed due to ongoing Covid issues
- Introduce new Development Management System and encourage developers to submit all planning details on-line
- Ensure the delivery of - Independent Living - Bolton's Housing Strategy for Older People approved by the Council in December 2019
- Identify additional sites for housing in public ownership
- Undertake further consultation with potential developers to understand how Covid will impact on their business and seek to address barriers.

Consultation with house builders and developers

2.21 Bolton Council recently (June 2021) engaged with house builders and developers to understand their experiences of development in Bolton and to identify any potential development plans over the next 5 years. The purpose of this consultation exercise was to identify future housing delivery

trends in Bolton and to understand the constraints that are impacting on housing development. House builders and developers were also asked to comment on the implications of the pandemic on their delivery timeframes and their future development plans.

2.22 Developers were asked to state whether they had potential residential plans in the pipeline, to which the majority of respondents stated that they had identified potential sites to bring forward for housing development in the near future.

2.23 Most house builders and developers expressed that they aim to build more than 100 residential units in the next 5 years, whilst the rest believed that they could bring forward up to 100 residential once planning permission is granted. This indicates that developers' continual interest in seeking sites for housing development in Bolton.

2.24 Developers were asked to describe any barriers or constraints that might be preventing development project plans from progressing, either prior to planning permission being granted or once sites have been granted permission. The following issues were identified by developers as constraints to housing development progress:

- Shortage of materials and labour and associated cost increases - supply chain issues
- Impacts of Brexit – increasing delays in sourcing products from Europe
- Lack of availability of suitable sites for development
- Viability issues around sites in Bolton
- Market demand for town centre residential apartments – viability challenges related to remediation costs
- Time taken for the planning process

2.25 House builders and developers were also asked whether the current Covid-19 pandemic has impacted their development projects in Bolton. While a lower proportion of respondents commented on the impact of Covid-19 than last year's survey which was at the early stages of the pandemic, related challenges still remain.

2.26 House builders and developers identified the following points as being some of the significant impacts of Covid-19 pandemic on their housing development projects in Bolton:

- Impact on numbers on site so longer build period
- Material shortages through factory closures and delays to deliveries

However, the impact of the pandemic on demand for certain types of houses was also noted which has been experienced at a national level e.g. increased demand for family homes with gardens.

2.27 Housebuilders and developers were also asked if there was any additional support that Bolton Council could offer to assist with housing delivery. Of the respondents who commented, there was positive feedback about the support of the council officers. Areas identified for additional support included help identifying development opportunities, early notification of council owned sites going to market, grant funding to meet abnormal costs, and updating of policies.

3. ROOT CAUSE ANALYSIS

3.1 In this section, we define the housing market in Bolton and explore the impact of demand for housing and supply of land and development, in an attempt to identify the fundamental reasons for under-delivery in Bolton against new build housing targets.

Supply-side issues

3.2 Bolton is a traditional north-western town with a strong industrial heritage. The main town centre continues to sustain a successful retail, business, educational, leisure and cultural offer. A town-centre masterplan has been developed with the aim of shrinking and improving the retail offer, whilst at the same time introducing significant new housing into the centre to create a more vibrant community. The Council has committed investment of £100m to this work which is predicted to secure over £2.5b private sector investment into the town centre. In addition we now have developed plans for some of our sub-town centres which will also see additional funding and residential developments.

3.3 Surrounding the town centre are areas containing clusters of employment sites (mills and brownfield land) with significant levels of traditional terraced housing. This is often low value housing in areas of high deprivation.

3.4 In contrast Bolton has significant affluent areas leading out to rural villages and areas of natural beauty.

3.5 The main housing supply issues are:

- Heavy reliance on brownfield sites, small to medium sized with increased risk factors for developers.
- Over 100 mill sites ranging from vacant and small-scale low value employment sites to sites with substantial employment use. The Mill Strategy identified the following issues constraining development:
 - Access through existing narrow residential area
 - Viability due to low value of homes in the area
 - Development is probably not financially viable
 - Requirement for new road access
 - Constraints of listed buildings
 - Employment on site would need relocation
 - Demolition costs and remediation would suggest scheme would not be financially viable
 - Majority of sites are in private ownership
- Town Centre(s) plans offers the opportunity to develop 2000+ units on brownfield sites.
- Bolton's policy is not to release any additional greenbelt land for housing development in response to the production of Place for Everyone.
- There are opportunities to develop on public owned land (mainly small/medium sites) which are now being progressed
- Bolton's Housing Delivery Plan states that without intervention, new homes will be developed at approximately the same rate as the previous ten years (450 homes per year) 20% affordable.

- Many sites require significant expenditure before any income is generated e.g. infrastructure, remediation, demolition.
- Many sites are only suitable for large blocks of flats. This increases the risk for developers, as selling prices can reduce over the development period whilst construction costs can increase, resulting in no guarantee that the up-front costs can provide a suitable profit.
- Most available sites in Bolton could accommodate between 20-50 homes, falling in the gap between the requirements of large national housebuilders and small local developers. There is also a lack of capacity amongst local builders to deliver and take risks.
- Low market sales values in many areas, combined with complex brownfield sites often results in viability issues. However recent areas have experienced significant house price increases.
- Many mill sites provide a modest rental income for the owner who is often also of the view that the site will increase in value. Owners are often reluctant to risk this perceived value against the often-significant risk of re-developing the site for housing.
- Landowners often seek planning approval for their site as a means to increase the land value rather than having the intention to develop. This can often result in the owner having an inflated value of the site compared with the amount any housebuilder is prepared to pay.
- Developers are often reluctant to build homes of a higher specification e.g. designed specifically for older people. There are also increased risks in developing specialist accommodation e.g. 60+ Extra Care Scheme. Developers will often look for Council intervention to make this happen.
- The Greater Manchester Spatial Framework (GMSF) consultation captured a range of comments from the large national housebuilders including:
 - Mix of different sites required, not solely brownfield
 - Land supply is located in areas of marginal viability
 - Town Centre housing market is unproven
- Developers/ agents have expressed the following views with regard to barriers to developing in Bolton:
 - Planning conditions have posed constraints on housing delivery.
 - Planning conditions imposed on large sites, which incur extra costs on overall development, particularly on lower value developments.
 - Remediation of sites is expensive
 - Local opposition / lack of political support
 - Covid-19 resulting in lowering of confidence and potential recession
 - Unrealistic values of landowners / property owners of potential sites
 - Need for more public owned land to become available
 - Council should promote the benefits of affordable housing
 - Public / private partnership agreements to take schemes forward
 - Need a joint working group to unlock stalled sites
 - GMSF is just delaying development

Demand-side Issues

3.6 The housing market in Bolton is separated into several defined market areas:

- Affluent rural/semi-rural communities
- Areas of significant deprivation
- Areas of high density traditional terraced housing dominated by owner occupation and private rent
- Relatively high numbers of long-term empty properties
- Areas with high concentrations of social housing
- Low levels of housing in the core town Centre
- Significant levels of supported housing, some of which has limited long term viability

3.7 Population growth over the next 10-15 years will be largely driven by our ageing population. There will be a significant increase in the number of people of retirement age and above, whilst the working population will reduce in numbers: 30% increase in over 65's, 45% increase in over 75's, 70% increase in over 85's. The Supported Housing Strategy for Older People 2019 identifies the following issues for older people's housing requirements:

- Insufficient higher end properties for those that want to downsize
- Distinct lack of owner-occupied accommodation on offer (designed and built for older people in mind).
- Lack of choice for people seeking to live independently
- Bolton needs significantly more purpose-built Extra-Care with a mix of ages and abilities to promote community living.

3.8 Demand for social housing remains high. The Council has recently introduced a new Choice Based Lettings System which will provide improved accuracy about demand for social housing. Void rates and turnover remain low in the social housing stock.

3.9 There is an acknowledged need to shift the market away from residential care homes and instead provide increase independent living choices with or without support for the ageing population.

3.10 Austerity and welfare changes has reduced housing options for many people, which has seen a significant increase in the private rented market. This is proving problematic as the worst housing conditions in Bolton are now concentrated in the private rented sector.

3.11 Overall there is a shift away from owner occupation and an increase in private renting. The mean selling prices of house prices in Bolton can be significantly different depending on the area, ranging from £113,000 up to £267,000.

4. KEY THEMES AND ACTION PLAN

Objective	Task	Expected Outcome	Timescale	Lead	Priority – direct delivery of new housing
Theme 1. Leadership and Partnership Working					
Establishing housing growth as a strategic priority	Production and ongoing delivery of Bolton’s Housing Delivery Plan	<p>The plan supports Bolton’s ambitions for housing growth and balanced communities and reviews land capacity opportunities on brownfield sites, council owned greenfield sites and empty homes. The plan concludes there is capacity for several thousand homes on these sites however many would need interventions by the Council to enable development. The plan was commissioned by Bolton Council, Bolton Community Homes and Bolton at Home.</p> <p>The development of this plan demonstrates real commitment from senior politicians and leaders of all organisations involved to work in partnership to meet our housing growth objectives.</p>	Short / Ongoing	Head of Economic Development	High
	Strategic level discussions continue to take place with National Government, GM Combined Authority and investors to secure necessary funding for housing delivery	Secure funding to bring forward new housing in Bolton	Short / Ongoing	Director of Place	Medium

	Ensure both political and senior officer level commitment to housing growth in Bolton	Approval of the Councils approach to bringing forward sites and opportunities to deliver new housing to meet housing need in Bolton, this includes: <ul style="list-style-type: none"> • Executive approval of our HDT Strategy 2021-22 • Executive approval of our new Housing Strategy (in development) • Support for our Town Centre and Sub Town Centre Masterplans (including significant residential development) and related funding bids • Support for our partnership approach and joint working including the availability of Council land and assets Commitment to support sustainable development using modern methods of construction.	Short / Ongoing	Leader of the Council and Chief Executive	High
	Council borrowing to support housing delivery	The Council has borrowed £100m to support the delivery, including the enabling works required to bring forward housing delivery.	Medium	Leader of the Council and Chief Executive	High
	Clear ambitions for housing delivery	Bolton is creating new residential neighbourhoods in 4 areas of the town centre, all of which are brownfield land sites, and aim to deliver around 2000 new homes. Alongside this we are encouraging the conversion of existing properties such as the post office and mill conversions into new homes and working with other private sector developers to bring forward sites not in the Councils ownership.	Medium	Director of Place	High
	Develop a new Housing Strategy. Establishing housing growth as a key priority.	Partners sign up to new strategy and delivery plan	Medium	Strategic Housing	Medium
	Bolton Community Homes Partnership (BCH) to deliver housing growth as	BCH brings together social housing partners, the council, and voluntary and community sector partners to deliver new affordable homes across the borough. The Growth Group have	Short - Medium	BCH Manager / BCH Growth Group	High

	<p>a priority.</p> <p>Key Tasks agreed:</p> <p>Play a major role in delivering the new affordable homes needed in Bolton</p> <ul style="list-style-type: none"> • Assist to deliver Bolton's Housing Delivery Plan • Support & influence Bolton's Housing Strategy • Assist the delivery of Bolton's Independent Living Strategy for Older People • Maximise Zero Carbon / low carbon options 	<p>identified tier one and tier two key priorities. These are:</p> <p><u>Tier one</u></p> <ul style="list-style-type: none"> • Support and contribute to the Town Centre and District Town Centres regeneration plans and ambitions for housing growth with a mixed tenure offer • Deliver new homes via grants from Homes England Programmes i.e. complete schemes agreed under SOAHP 2016-2021 (secured grant funding for 21 affordable housing schemes providing 665 additional homes) and the new 2021 -2026 Affordable Housing Programme • Strengthen the relationship with Homes England and Strategic Partnerships to maximise Homes England investment in the Borough • Build relationships and work collaboratively with Bolton Council and other public sector partners to maximise land opportunities and agree a rolling programme of sites to support delivery of the housing delivery plan • Deliver low carbon / carbon neutral homes • Deliver value for money – working together to address construction challenges • Work together on sites and development opportunities <p><u>Tier two</u></p> <ul style="list-style-type: none"> • Deliver supported and other specialist accommodation in line with Council priorities • Developing relationship with private sector to assist development 			
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	Work together via the Cross-Department Housing Update Group to maximise housing growth opportunities	Co-ordinated approach to identify potential sites, maximise the opportunities to deliver new housing in line with Bolton's housing needs and resolve any blockages to bringing forward housing sites.	Short	Head of Economic Development	High
Meeting the housing needs of vulnerable residents	Ensure the delivery of - Independent Living - Bolton's Housing Strategy for Older People approved by the Council in December 2019	<p>Deliver the Strategy and an Action Plan which will focus on providing housing and support services for older people over the next 5 - 10 years.</p> <p>https://www.bolton.gov.uk/downloads/file/2490/independent-living-bolton-s-housing-strategy-for-older-people</p> <p>Vision - To provide an increased choice of homes and support options for people as they get older. This will assist older residents to live happy, secure, productive and independent lives in their communities.</p> <p>Ambition 1. Develop our understanding of the needs of older people and involve them in the co-design of future accommodation</p> <p>Ambition 2. Provide a greater choice of housing options including a range of tenures to help older people live independent active lives</p> <p>Ambition 3. Develop care & support services (including the use of technology) providing increased choice for older people to support independent living</p> <p>Ambition 4. Continue to develop communications, information and networks to ensure people understand their housing options as they age</p> <p>Ambition 5. Continue our partnership approach to delivering housing options for older people</p>	Medium – Long	Strategic Housing	High

		<ul style="list-style-type: none"> • Ongoing joint working with Strategic Housing and Social Care on development opportunities as they become available • Delivery of new accommodation and support as part of our ongoing work with young SEND people in transition 			
Theme 2. Innovation					
Utilising modern methods of construction	Off-Site Homes Alliance to support development of the off-site manufacturing sector	Support the development of the off-site manufacturing sector locally, develop economies of scale and ultimately increase the delivery of new homes built off-site	Medium	Off Site Homes Alliance- Link to Bolton via Great Places HA	High
Maximising land supply opportunities to deliver new homes	Implement Bolton's Housing Delivery Plan - range of interventions to bring sites forward	Establish a range of interventions to bring forward housing development including: <ul style="list-style-type: none"> • Publicity of sites for disposal and investment opportunities • Actively pursue funding opportunities • Offer planning advice • Developments specifically aimed at older people • Funding advice and processes for developers including RP's • Monitoring • Advice and publicity for community led/self-build development • Liaise with landowners https://www.investinbolton.com/wp-content/uploads/2019/11/1142.1-Housing-PlanV3-2.pdf	Medium	Head of Economic Development	High
	Deliver Bolton's Small Sites Initiative which will result in Council owned land being developed by our partner organisations	Sites to be packaged and procurement process developed to ensure housing development progresses with potential for over 300 units	Medium	Head of Asset Management	High

	Contact Developers / agents of priority housing sites with planning permission to address barriers	Identify barriers to development and continue to offer assistance to bring sites forward	Short	Planning Strategy Team	Medium
	Work with developers to bring back former mills / mill sites into use	Assist developers to identify potential use for sites and work together to overcome barriers to development	Medium	Strategic Housing	Medium
	Work with Neighbourhood Planning Groups to develop neighbourhood plans	Develop plans to identify local need and development opportunities supported by local people	Medium	Neighbourhood Planning / Planning Policy	Medium
	Promoting Brownfield site register and Self Build register	Increase awareness with potential developers about potential sites	Short	Strategy Team	Medium
	Deliver Bolton's contribution towards Places for Everyone- the updated Greater Manchester Spatial Framework and Local Plan	The Council is progressing Places for Everyone and the Local Plan, which will include bringing forward housing sites for development. Consultation in September 2021.	Long	Planning Policy	Low
	Identify additional sites for housing in public ownership as part of our Strategic Asset Management Programme	Sites will be identified for disposal some specifically for housing development and others that could be re-developed for housing. These sites will be shared with developers on an ongoing basis.	Short	Head of Asset Management	High
Making our town centres a catalyst for residential growth	Delivery of the Bolton Town Centre Masterplan	Land assembly and delivery of 2000 new residential units along with significant investments in retail, leisure and public realm. Progressing the delivery projects relating to successful funding bids: <ul style="list-style-type: none"> • Brownfield Land Fund (Bark Street, Church Wharf, Central Street, Trinity, Moor Lane)- £10m 	Medium	Director of Place	High

		<ul style="list-style-type: none"> Accelerated Towns Fund- £1m Towns Fund- £22.9m 			
	Invest and improve sub-town centre areas	<p>£16m investment to improve sub-town centres. Improving their appeal to attract inward investment and encourage potential additional residential development in surrounding areas</p> <p>Farnworth Future High Street Fund achieved for £13.3m which will deliver 200 new homes alongside a new public square and community hub.</p>	Medium	Head of Economic Development	High
Developing a skilled workforce	<p>Education Partnership developing a construction industry pathway to increase the numbers of people with a recognised trade. Increasing apprenticeship opportunities with local construction companies.</p> <p>Bolton Vision 2030 Action Plan to improve prosperity in Bolton by upskilling our residents.</p>	Increased supply of skilled labour in construction trades leaving education system	Short	Adult Education Manager	Low
	Creation of a regional centre of excellence, a green hub.	<p>Trinity Park close to Bolton town centre will offer:</p> <ul style="list-style-type: none"> Focus for the delivery of carbon reduction and innovation in housing Training, skills development and employment <p>New green business development hub</p>	Short	Bolton at Home	Low

	Extend and enhance social value inclusive growth contributions from developers	Work with developers to incorporate employment and skills action plans to innovate local opportunities for supported recruitment, employment and training.	Short	Head of Business Bolton	Low
	Ensure supply chain opportunities are shared with local companies	Working with developers, provide additional opportunities for local people by engaging local companies through the Bolton Business Connect portal and forums such as the Bolton, Bury and Wigan Construction Club.	Short	Head of Business Bolton	Low
Developing software to improve our handling of data regarding sites, particularly housing delivery	Continue working with Arcadis to develop City Analytics software tool. Use City Analytics tool to plan sites and support housing monitoring.	This project aims to create an online analytics platform called City Analytics. This will potentially improve the data required on sites, including viability assessment, land values, and forecasted delivery rates. Each site summary includes: Plan Viability; Plan Deliverability and Plan Impact. This tool will enable better monitoring of housing delivery, which will potentially support our work in improving housing delivery.	Medium	Head of Development Management	Low
Improving Infrastructure and Connectivity	Deliver the Bolton 2030 Vision Delivery Plan tasks - Developing Digital and Transport Connectivity	The Bolton Community Rail Partnership to encourage development at stations and around the borough including feeder bus links, facilities, walking and cycling access. Review to work with bus companies to provide bus routes for key residential areas and take advantage of GM wide initiatives.	Medium	Vision Delivery Plan	Medium
	Improving infrastructure to reduce congestion	Plans to submit a second round Levelling Up Fund bid in Horwich / Westhoughton	Medium	Head of Economic Development	Medium

Theme 3. Marketing and Awareness					
Promoting Bolton as a great place to live/develop housing	Big Up Bolton Priority in Bolton 2030 Vision	Increase awareness and improve the overall image of Bolton under 5 themes: live, work, study, invest and visit: Deliver on Bolton's Unique Selling Point Deliver on a range of media platforms to a wide audience. Deliver a range of events in Bolton.	Short - Medium	Bolton Vision	Low
Theme 4. Policy and Process					
Improve Residential Planning Application Processes	Greater Manchester Housing Partnership (GMHP) working collaboratively to address planning delays	Develop a series of protocols and a collaborative approach to prevent blockages and delays in the planning process. Currently under consideration is a potential role, funding by the registered providers to act as a co-ordinator / trouble shooter.	Short - Medium	GMHP link to Bolton via Great Places HA	High
	Streamline the process of viability assessments	External viability consultant (Arcadis) will now provide robust assessments of all viability assessments submitted to the Local Planning Authority. The outcome will be to streamline and speed up the process	Short	Development Manager	Low
	Increased understanding of risk in brownfield sites via Brownfield site risk calculator and City Analytics tool	Improved understanding of risk and contamination on brownfield sites will help in understanding the overall viability of sites and seeking funding and support to remediate brownfield sites.	Short	Strategy Team	Low
	Elected member training to understand planning decision making and consequences of decision e.g. planning appeals.	Improved decision making by Planning Committee	Short	Development Manager	High
	Increased resources to process planning applications (subject to increase in demand).	Speed up planning process	Short	Development Manager	Low

	Delivery Action Plan following Peer Review e.g. simplify planning officers report	Include Executive Summary in reports to assist committee decision making	Short	Head of Development Management	Medium
	Review and action issues raised by developers during recent project contacting developers of priority sites with planning permission and others who have shown an interest in developing in Bolton	Consultation period - August 2021 review issues raised and improve approach	Short	Strategy Team	Low
	Review planning application checklist	Review to allow improved and timely decision making	Short	Development Manager	Medium
	Introduce new Development Management System (contract awarded) and encourage developers to submit all planning details on-line	Streamline and improve planning process	Short	Development Manager	Low
	Introduction of a pre-application service	Introduction of a chargeable pre-application service would give advice earlier on in the planning application process with the aim of improved quality of schemes and faster decision making.	Short-Medium	Development Manager	Low
	Increased use of Planning Performance Agreements	Help to adequately resource the assessment of planning applications and to ensure a timely determination of these development proposals.	Short-Medium	Development Manager	Low

5. PROJECT MANAGEMENT AND MONITORING

Project Management

5.1 The HDT Action Plan brings together all the initiatives in Bolton that could potentially lead to new housing being developed. Most of the work was already underway, some initiatives are now taking place as a direct response to developing this Plan.

5.2 Whilst the Plan is focused mainly on initiatives led by the Department of Place in Bolton Council, there are also elements where other Departments and organisations will heavily influence or take the lead. It is also the case that the majority of new housing delivery in Bolton is planned on privately owned sites being led by private sector developers. As such, the Council can play a key role in assisting to create the environment to stimulate development, but it cannot dictate to the private sector when and how these sites come forward.

5.3 In addition, Bolton Council no longer owns any housing stock and there are no plans for the Council to act as a developer. The Council role will therefore continue to work as a key partner with our Registered Housing providers to deliver new Affordable and Supported Housing options. It should also be noted that this Plan is ambitious and some of the ambitions rely on external factors e.g. success of funding bids, recovery from Covid-19 limitations etc.

5.4 The Action Plan prioritises each action in terms of its direct impact on the delivery of new housing. Some actions will have a high direct impact e.g. funding secured to prepare Council owned land for development. Other actions, whilst important will have a low direct impact e.g. campaigns to improve the overall image of Bolton.

5.5 The overall Project Management of the Action Plan will be the responsibility of the Bolton Council Housing Update Group. This group is chaired by the Head of Economic Development with representation from: Strategy Development (Planning and Housing), Bolton Community Homes Partnership, Development Management and Growth and Regeneration. This group meets every 6 weeks and Project Management of this Plan will be the main priority for the group.

Monitoring

5.6 As mentioned above, the Plan will be monitored by the Housing Update Group. When the Plan is finalised, the group will review its membership with additional representation added if required.

5.7 Each element of the Action Plan will be discussed, and progress reported. The Action Plan will become a working document with progress columns added to track progress. It is proposed that an update report will be provided to the Department of Place Leadership Team every 6 months. After 12 months, the Action Plan will be reviewed and if required additional tasks introduced with formal approval by the Portfolio Lead for Strategic Housing and Planning.

6. APPENDICES

Appendix 1: 5 Year Supply 2021-2026 on sites over 0.25 hectares

SITE REF	SITE NAME	STATUS	AREA (HA)	5 YEAR SUPPLY
1204-BOL	HOLLINS HALL OF RESIDENCE, RADCLIFFE ROAD, BOLTON, BL2 1NW	Under- Construction	3.17	47
HLA-40	504 CHORLEY NEW ROAD, BOLTON, BOLTON, BL1 5DR	Under- Construction	0.26	1
1307-BOL	FORMER GALEBROOK NURSING HOME, LONGWORTH LANE, EGERTON	Under- Construction	0.55	1
1041-BOL	LAND TO WEST OF CHORLEY STREET, BOLTON, BL1	Full Planning Permission	0.86	118
HLA-141	FORMER HASLAM MILL (Great Lever), HASLAM STREET, BOLTON, BL3 6LB	Under- Construction	0.44	3
1339-BOL	THEATRE CHURCH, SEYMOUR ROAD, BOLTON, BL1 8PG	Under- Construction	0.32	4
1328-BOL	LAND SOUTH OF CROMPTON WAY, BOLTON	Under- Construction	9.02	1
HLA-193	HOLY TRINITY CHURCH, TRINITY STREET, BOLTON, BL3 6DD	Under- Construction	0.32	1
1348-BOL	GLOBE WORKS, LOWER BRIDGEMAN STREET, BOLTON, BL2 1DG	Under- Construction	0.29	140
954-BOL	BLINDSILL ROAD	Under- Construction	2.53	19
1297-BOL	LAND AT CAMPBELL STREET, FARNWORTH, BOLTON, BL4 7HH	Under- Construction	0.85	60
1231-BOL	HIGHER HEAPS FARM, RINGLEY RD WEST	Under- Construction	4.26	1
1237-BOL	RIVERSIDE, FOLD ROAD, STONECLOUGH RADCLIFFE, BOLTON, MANCHESTER, M26 1FT	Full Planning Permission	0.28	1
1285-BOL	43 BAKER STREET, KEARSLEY, BOLTON, BL4 8QT	Under- Construction	2.35	1
1598-BOL	LAND REAR OF FIVE ACRE FARM, RADCLIFFE ROAD, BOLTON, BL3 1AJ	Full Planning Permission	0.73	1

1251-BOL	LAND AT LOSTOCK LANE, LOSTOCK, BOLTON	Under-Construction	6.23	3
29-BOL	BURNTHWAITE OLD HALL, OLD HALL LANE, BOLTON, BL6 4LJ	Under-Construction	4.2	5
1342-BOL	GRUNDY FOLD FARM, CHORLEY OLD ROAD, HORWICH, BL6 6QA	Under-Construction	1.15	4
1293-BOL	BOLTON COMMUNITY COLLEGE HORWICH CAMPUS, VICTORIA ROAD, HORWICH, BOLTON, BL6 6ED	Under-Construction	4	35
30-BOL	LOSTOCK HOUSE FARM, HALL LANE, LOSTOCK, BOLTON, BL6 4BS	Under-Construction	1.15	1
1264-BOL	HARRY FOLD FARM, BRADSHAW ROAD, BOLTON, BL2 4JS	Under-Construction	0.92	1
1266-SHLAA	NEW HEY UNDERGROUND RESERVOIR OFF BRADSHAW ROAD BOLTON.	Under-Construction	0.5	1
1330-BOL	BOLTON OPEN GOLF CLUB, LONGSIGHT LANE, BOLTON, BL2 4JY	Full Planning Permission	0.26	6
1311-BOL	BIRTENSHAW FARM, DARWEN ROAD, BROMLEY CROSS	Under-Construction	0.34	7
1257-SHLAA	OLD SCHOOL HOUSE, LEA GATE, BOLTON, BL2 3ET	Full Planning Permission	0.27	14
1277-BOL	LOWER LEECHES FARM, DICCONSON LANE, WESTHOUGHTON, BOLTON, BL5 3NR	Under-Construction	17.81	1
1314-BOL	CROWS NEST FARM, JACKS LANE, WESTHOUGHTON	Under-Construction	0.63	6
1329-BOL	TAYLOR HOUSE FARM, DODD LANE	Under-Construction	0.29	4
1343-BOL	692 CHORLEY ROAD, WESTHOUGHTON, BOLTON, BL5 3NL	Under-Construction	0.48	1
1345-BOL	POPLARS FARM, WINGATES LANE, WESTHOUGHTON, BOLTON, BL5 3LS	Full Planning Permission	0.49	1
1534-BOL	MILLS BROW FARM, BREEZE HILL, OVER HULTON, BOLTON, M46 9HL	Under-Construction	1.5	4
1535-BOL	SPOUT FOLD FARM, ROSEMARY LANE, BOLTON, BL5 1BS	Under-Construction	0.4	4

1537-BOL	HILLCREST, DOBB BROW ROAD, WESTHOUGHTON, BOLTON, BL5 2BB	Under- Construction	0.69	2
986-BOL	Lever Gardens	Full Planning Permission	0.79	68
1020-BOL	Leigh Common	Full Planning Permission	1.19	40
1095-BOL	ROSCOES FARM	Under- Construction	3.73	127
1294-BOL	Singleton Avenue	Full Planning Permission	1.17	48
1042-BOL	LAND EAST OF CENTRAL STREET, BOLTON	Full Planning Permission	1.0434	158
1609-BOL	LAND AT MOSS LEA SITE B, BOLTON, BL1 6PL	Under- Construction	0.59	2
1137-BOL	Beehive Mills	Under- Construction	3.62	76
1177-BOL	YEW TREE HOUSE, BROAD O'TH LANE, BL1 6QN	Full Planning Permission	0.3	14
1192-SHLAA	MARYLAWNS, FOSTER LANE, BOLTON, BL2 5HW	Under- Construction	0.48	10
1216-BOL	LAND AT WITHINS DRIVE, BOLTON	Under- Construction	1.24	69
1587-BOL	LINCOLN HOUSE, NELSON STREET, BOLTON, BL3 2JW	Full Planning Permission	0.37	88
1588-BOL	OLD COBBLESTONES, GREENWOODS LANE, BOLTON, BL2 4EQ	Under- Construction	0.31	4
1592-BOL	LAND NORTH OF CHRIST CHURCH, MARKLAND HILL, BOLTON, BL1 5AF	Under- Construction	0.5	4
1593-BOL	96,106 & PADDOCK, CHORLEY ROAD, WESTHOUGHTON, BOLTON, BL5 3PL	Under- Construction	0.57	1
1596-BOL	LAND AT THE LAST DROP, HOSPITAL ROAD, BROMLEY CROSS, BOLTON, BL7 9PZ	Under- Construction	2.45	97
1597-BOL	LAND AT BOWLANDS HEY, OFF COLLINGWOOD WAY & OLD LANE, WESTHOUGHTON, BOLTON	Under- Construction	4.26	56

1599-BOL	OUSEL NEST HOUSE, GRANGE ROAD, BROMLEY CROSS, BOLTON, BL7 9AX	Full Planning Permission	0.3	1
1601-BOL	THE WILLOWS, 41A REGENT ROAD, LOSTOCK, BOLTON, BL6 4DG	Full Planning Permission	0.41	1
1602-BOL	RED ROCKS, 514 CHORLEY NEW ROAD, LOSTOCK, BOLTON, BL6 4JY	Full Planning Permission	0.5	1
1603-BOL	HOLE HILL FARM, MATCHMOOR LANE, HORWICH, BOLTON, BL6 6PR	Full Planning Permission	0.78	3
1605-BOL	LAND AT SIDE AND FORMER BOWLING GREEN, REAR ERICOS ITALIAN RESTAURANT, 122 BRADSHAW BROW, BOLTON, BL2 3DD	Full Planning Permission	0.28	9
1606-BOL	LAND AT FORMER HORWICH LOCO WORKS, CHORLEY NEW ROAD, HORWICH, BOLTON	Under-Construction	3.44	30
1608-BOL	LAND NORTH OF PLATT LANE, EAST OF PARK ROAD & SOUTH OF CHEQUERBENT ROUNDABOUT, WESTHOUGHTON, BOLTON	Full Planning Permission	14.16	90
HLA-495	BIRTESSHAW HALL SCHOOL, DARWEN ROAD, BROMLEY CROSS, BOLTON, BL7 9AB	Full Planning Permission	0.79	0
1611-BOL	TOTTINGTON ROAD METHODIST CHURCH, TOTTINGTON ROAD, BOLTON, BL2 4DA	Under-Construction	0.6	7
1613-BOL	FORMER VICTORY WORKS, GRUNDY ROAD, KEARSLEY, BOLTON, BL4 8HR	Under-Construction	0.25	5
646-BOL	HERCULES BUSINESS PARK, LOSTOCK LANE, HORWICH, BOLTON, GREATER MANCHESTER	Full Planning Permission	6.47	214
1614-BOL	LAND OFF COX GREEN ROAD, EGERTON, BOLTON, BL7	Full Planning Permission	0.56	1
1615-BOL	HARTLEYS FARM, WINGATES LANE, WESTHOUGHTON, BOLTON, BL5 3LP	Under-Construction	1.92	50
1616-BOL	3 BOWSTONE HILL COTTAGES, BOWSTONE HILL ROAD, BOLTON, BL2 4LS	Full Planning Permission	1.14	2

1617-BOL	LAND ADJ. VALYNETTE, GRIMEFORD LANE, BLACKROD, BOLTON, BL6	Full Planning Permission	1.04	4
1618-BOL	THORN LEA, 364 CHORLEY NEW ROAD, BOLTON, BL1 5AD	Full Planning Permission	0.3	9
1619-BOL	THE SQUIRRELS, COX GREEN ROAD, EGERTON, BOLTON, BL7 9RA	Full Planning Permission	1.97	2
1610-BOL	LAND AT ST GEORGE'S ROAD/BARK STREET, BOLTON	Full Planning Permission	0.63	0
1620-BOL	Eldercot Road	Full Planning Permission	6.55	234
1624-BOL	Trinity Gateway	Full Planning Permission	0.69	144
1630-BOL	UMBERTONS FARM, SALFORD ROAD, BOLTON, BL5 1BP	Full Planning Permission	0.27	2
1632-BOL	ST COLUMBA RC CHURCH, RIPLEY STREET, BOLTON, BL2 3AR	Under-Construction	0.29	24
HLA-691	SITE OF ST MARYS SOCIAL CLUB, BOSWORTH STREET, HORWICH, BOLTON, BL6 5QL	Full Planning Permission	0.52	21
HLA-713	LAND AT BOWLANDS HEY, WESTHOUGHTON, BOLTON	Full Planning Permission	7.99	167
1206-BOL	CENTRAL POST OFFICE AND SORTING DEPOT, DEANSGATE, BOLTON, BL1 1AD	Full Planning Permission	0.44	48
HLA-744	HORWICH LOCO INDUSTRIAL ESTATE, CHORLEY NEW ROAD, HORWICH, BOLTON, BL6 5UE	Full Planning Permission	16.45	150
HLA-745	HORWICH LOCO INDUSTRIAL ESTATE, CHORLEY NEW ROAD, HORWICH, BOLTON, BL6 5UE	Full Planning Permission	0.36	8
HLA-746	WESTHOUGHTON EQUESTRIAN CENTRE, WIGAN ROAD, WESTHOUGHTON, BOLTON, BL5 2DD	Full Planning Permission	0.634	9
HLA-750	SITE OF FORMER CARE HOME, MELVILLE ROAD/ALDERBANK CLOSE, KEARSLEY, BOLTON	Full Planning Permission	0.74	33
HLA-768	EAST LODGE, GILNOW ROAD, BOLTON, BL1 4LL	Full Planning Permission	0.3	1

19-BOL	LAND AT FORMER HORWICH LOCO WORKS, HORWICH, BOLTON	Outline planning permission (RM pending)	69.76	150
09485/20	GARNET FOLD FARM, ST HELENS ROAD, BOLTON, BL3 3SS	Full Planning Permission	10.22	108
HLA-358	St Osmunds Primary	Allocated (pending decision)	0.79	41
1279-BOL	PERSEVERANCE MILL, BOLTON ROAD, WESTHOUGHTON, BOLTON, BL5 3JQ	Under-Construction	0.98	2