

Department of Place

Bolton Local Plan

Consultation Report (September 2026)



Bolton
Council

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What this report is

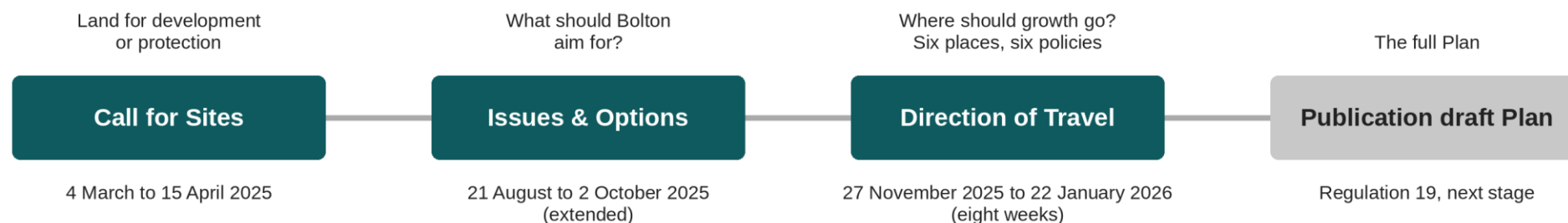
The Council asked for views on the direction of its new Local Plan before writing it. This report records who was asked, how, what they said and what the Council has done about it in preparing the Publication Local Plan.

1 Preparing the Plan so far



Figure 1. Bolton Town Hall and Victoria Square.

- 1.1 The Local Plan will guide where new homes, jobs and services go in Bolton to 2042, how the borough invests in schools, health and transport, and how it protects the heritage and green spaces that matter to people. It sits under Places for Everyone, the Greater Manchester joint plan adopted in 2024, which sets Bolton's housing requirement and allocates three employment sites in the borough.
- 1.2 Regulation 18 consultation on the Plan has been one continuous process, run as the Statement of Community Involvement (2020) requires. It began in spring 2025 with the Call for Sites, ran through the summer with Issues & Options, which opened on 21 August and was extended to 2 October so that it did not fall wholly within the school holidays, and continued with the Direction of Travel from 27 November 2025 to 22 January 2026, extended from the six-week minimum to eight weeks to allow for Christmas. Each stage asked a different question. This report records what people said across that process and how the Council has used it. It is an initial report on the Regulation 18 stages; a full Consultation Statement covering every stage, including the Regulation 19 consultation, will be published when the Plan is submitted for examination.
- 1.3 The stages, the question each asked and what was received are set out in Figure 2 and Table 1.



Regulation 18: one continuous conversation from spring 2025

Figure 2. The stages of preparing the Plan and the question each asked.

Table 1. The Regulation 18 stages

When	Stage	What was asked	What was received
4 March to 15 April 2025	Call for Sites, 2025	Land that could be developed or protected. None was confirmed; all sites have been assessed through the site assessment work published with the Plan.	Over 100 submissions
21 August to 2 October 2025 (extended)	Bolton Local Plan Issues & Options (Regulation 18 Part 1), 2025	What should Bolton be aiming for? An ambition and six objectives were set out for comment, with the types of policy needed. Around 70% of responses came from residents and community groups; the strongest messages were brownfield first,	103 responses

When	Stage	What was asked	What was received
		infrastructure before homes, a town centre worth visiting, green space protected and visible delivery. The ambition and objectives were refined in response.	
27 November 2025 to 22 January 2026 (eight weeks)	Bolton Local Plan Direction of Travel (Regulation 18 Part 2), 2025	Where should growth go, and what should the Plan say about the places and policies that matter most? Five spatial options, six Local Areas of Change and six policy areas, with the refined ambition and objectives for a final check and the Interim Sustainability Appraisal.	86 written responses, seven events, meetings and conversations

1.4 The Direction of Travel document includes an appendix summarising the Issues & Options responses, and the consultation pages for each stage are at bolton.gov.uk/planning-policy-strategy/local-plan and bolton.gov.uk/directory/13/consultations/category/195.

2 Direction of Travel: an ongoing conversation



Figure 3. Victoria Square, Bolton town centre.

- 2.1 The Direction of Travel consultation ran from 27 November 2025 to 22 January 2026, in accordance with the Statement of Community Involvement (2020). It was designed as a conversation rather than a survey. The document was deliberately open, the questions invited people to describe their own experience, and the Council went to where people were rather than waiting for written responses.
- 2.2 The document, the Interim Sustainability Appraisal and a questionnaire were published online and in hard copy at the Council offices and the One Stop Shop. Leaflets were distributed at Bolton Market and in the leisure centres. The Planning Policy mailing list and every statutory consultee were emailed. The written consultation was supplemented by a Youth Council workshop, a presentation to the community alliance chairs and presentations to the town councils.
- 2.3 Six drop-in events were held across the borough, listed in Table 2, and around 140 people attended them in total. Westhoughton Hub drew 60 people and Horwich Leisure Centre 35. Farnworth was chosen for two events because participation in Council consultations there is usually low. Officers followed up by telephone where a question could not be answered on the day.
- 2.4 The Council met Westhoughton Town Council and Blackrod Town Council separately, and the Bolton Local Visitor Economy Partnership. The chairs of the community alliances, who come from every part of the borough, were briefed on 5 November 2025, before the document was published. A seventh session was held with Bolton Youth Council on 24 February 2026; it was run like a drop-in event but for young people, working in groups on what home means, jobs and employability, transport, and the town centre. Responses were

taken by telephone and by post as well as online. The Council worked with the teams that support seldom-heard groups under the Public Sector Equality Duty, including Housing Strategy.

- 2.5 What was said at the events and at the Youth Council session is recorded under the relevant themes in section 3, in shaded boxes broken down by venue.

Table 2. Consultation events

Event	Date
Bolton Market	9 December 2025
Horwich Leisure Centre	9 December 2025
Farnworth Leisure Centre	11 December 2025
Westhoughton Hub	15 December 2025
Leverhulme Park Community Leisure Centre	13 January 2026
Farnworth Leisure Centre	15 January 2026
Youth Council session	24 February 2026

- 2.6 The events were well attended, Westhoughton Hub in particular, and the chance to talk the Plan through with officers was welcomed by those who came. What was said about the reach of the consultation is recorded at 3.20.

Main messages

- 2.7 Some 86 written responses were received: 29 from residents, 33 from developers and landowners, 13 from statutory bodies and utilities, 9 from community groups and charities and 2 from councillors. 28 respondents promoted specific sites. The written responses are one part of the picture; the meetings, events and conversations described above reached several hundred more people, and most of what this report records was said in both places. A register of the written responses is at Appendix A.

- 2.8 A summary of the headline issues is in Table 3. Seven messages stood out across the written responses, the events and the meetings, and the table sets out each with how the Plan responds. The rest of this report expands on them: section 3 records what was said on every theme, with the Council's response against each theme.

Table 3. Main messages

What we heard	How the Plan responds
1. Developers want the housing requirement to reflect the higher local housing need figure, with land supply to match, citing persistent under-delivery and the lack of a five year housing land supply.	
Developers say the housing requirement is too low against the local housing need figure produced by the standard method, and that the land supply should be sufficient to meet the higher figure. They point to persistent under-delivery against the requirement and the lack of a five year housing land supply as reasons more land is needed. They also say the Plan period is too short.	The Plan is prepared under the July 2021 Framework, as provided for by the transitional arrangements in the August 2026 Framework. Policy SP3 applies the Places for Everyone requirement of 787 net additional homes a year and identifies a supply that provides headroom above that requirement, taking account of under-delivery from 2022 to 2026. Earlier phases rely on sites deliverable now so that a five year housing land supply is maintained throughout the Plan period. The Plan period runs to 2042, three years beyond Places for Everyone, with the 787 a year requirement applied to 2042. This is explained in Policy SP3 and Appendix 2 of the Plan.
2. Residents and conservation charities want brownfield land used first, while developers and landowners say brownfield land cannot meet Bolton's needs.	
Residents, community groups and conservation charities want brownfield land used first, with clear limits on greenfield and Green Belt release and a stronger public transport element in the strategy. Developers and landowners say brownfield land cannot meet the need and want more sites allocated.	Brownfield regeneration remains the priority and the first source of supply where sites are deliverable, starting with the regeneration of Bolton Town Centre. Crompton Place is specifically allocated because of its prominent location and is not the only town centre site expected to come forward. Many brownfield sites carry remediation, viability and land assembly challenges. The Council is working to unlock them and they are expected to deliver later in the Plan period, with earlier phases relying on sites deliverable now so that a five year supply is maintained throughout. This means the homes Bolton needs cannot be delivered on brownfield and other non-Green Belt land alone.
3. Residents in several towns say they carry Bolton's growth, while developers promote a wider range of site locations.	

What we heard	How the Plan responds
The town centre and the Renewal Areas are supported, provided regeneration shows results. Residents in Westhoughton, Farnworth and Horwich, and Bolton West CLP, say their towns carry Bolton's growth. Health Innovation Bolton and Wingates drew strong objection over the loss of green space and countryside and over traffic, and Lee Hall is contested. Developers promoted a wider range of site locations than the strategy proposes. Some respondents suggested that the wards of highest need be prioritised in policy and funding wherever growth goes, or that tackling deprivation should drive the pattern of growth.	Central Bolton remains a focus for growth, weighted towards the later years of the Plan period and the longer term. Policy SP3 sets out how new homes are distributed across seven parts of Bolton. In Westhoughton it takes account of the significant development already planned and committed through existing planning permissions. Where growth is concentrated reflects where Bolton can absorb it, with infrastructure capacity that is available or can be mitigated, and each site allocation in Chapter 10 sets out what its development needs. Growth beyond the allocations is directed to existing settlements, favouring locations near railway stations and centres so that access to jobs and services reduces the need to travel by car. The Renewal Areas are expected to come forward at a smaller scale and incrementally. Growth locations include more deprived areas in the east and centre of Bolton, but deprivation does not set the pattern because deliverable land availability is weakest in those locations.
4. Communities want infrastructure in place before new homes are occupied, while developers want clear requirements justified by viability and delivery evidence.	
The most consistent message from communities, at every event and in writing, was that development has outpaced the surgeries, schools and roads needed to serve it, and that new homes should not be occupied until that capacity is secured. Developers took a different view. They accept that contributions are needed but want the requirements to be clear and justified by viability and delivery evidence.	Chapter 4 sets a positive framework for delivering the infrastructure that development needs. Its policies require on-site provision at certain scales of development and contributions towards off-site provision for transport, school places, health facilities, open space and play, utilities and digital infrastructure. The site allocations in Chapter 10 set the specific requirements and phasing for each site, informed by engagement with infrastructure providers. What development can be expected to fund is informed by a whole-plan viability assessment.
5. Residents see the roads as at capacity now and transport agencies want growth to support a shift to sustainable modes of travel.	
Residents described the M61 junctions, Plodder Lane, Chequerbent, the roads out of Westhoughton and the routes to the Royal Bolton Hospital as congested today and asked for a credible strategy before any growth that relies on them. Residents also want parking to match car ownership.	An assessment of the transport impact of growth has informed the Plan strategy with growth focused where public transport and services can be accessed or delivered. Applications must be accompanied by a transport statement or transport assessment, with the measures needed to address the impacts secured through the permission. The site allocations in Chapter 10 set specific transport measures for the key and largest sites.

What we heard	How the Plan responds
Transport for Greater Manchester, supported by some residents, wants less parking and growth focused at stations so that more journeys are made by public transport, walking and cycling. Developers support parking standards that vary by zone but resist maximum standards.	Chapter 4 supports new transport infrastructure and services while recognising the continuing role of the car. Parking expectations are matched to the level of public transport provision, so more parking is expected where public transport is limited and less where it is more accessible.
6. Residents say new homes are priced beyond local wages, while developers want flexibility on tenure and thresholds.	
Residents asked for more social rent, bungalows and homes for key workers, and said what is being built is not affordable to people on local incomes. Other public sector agencies raised similar concerns. Developers, including the retirement sector, want flexibility on tenure and thresholds and an up-to-date needs and viability assessment.	Policy HS1 sets the affordable housing requirement by value zone, at a level informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement in Bolton Town Centre, a higher requirement on land within or released from the Green Belt, and a tenure split of at least 53 per cent social rent. Policy HS2 sets the mix of dwelling sizes by tenure. Policy HS3 enables specialist accommodation for older, vulnerable and disabled people and sets specific wheelchair standards for new homes
7. Residents say houses in multiple occupation are harming some neighbourhoods.	
Concentrations of houses in multiple occupation are changing the character of residential streets and affecting parking, waste and the condition of properties. Residents asked for stronger control and for standards in the homes themselves.	Policy HS5 restricts further concentration of houses in multiple occupation by controlling their proportion in the surrounding area and preventing a family home being left with one on either side. It also sets space and amenity standards for the accommodation itself. It builds on the Article 4 direction made in 2025, which brings every proposal for a house in multiple occupation into planning for determination under the policy.

3 What was said, by theme



Figure 4. The West Pennine Moors fringe.

This section summarises what was said , theme by theme, and provides a brief Council's response

The Direction of Travel asked its questions in a different order, so each question is shown in a blue box under the theme it belongs to

3.1 The ambition and objectives

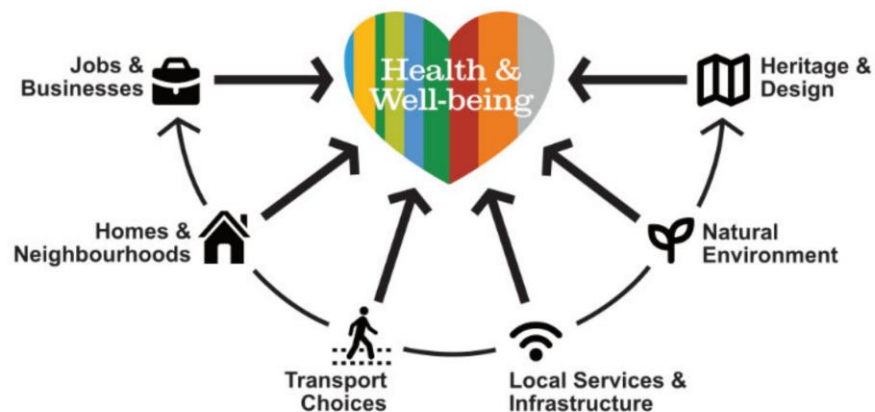


Figure 5. The six objectives around the goal of health and wellbeing, from the Direction of Travel.

Consultation Question 1

Do the Ambition Statement and the six Objectives reflect the right long-term aims for the borough?

Table 4. The ambition and objectives: what was said

Ref	Raised by	What was said	Council response
3.1.1	Residents 1004, 1014, 1017, 1021; Bolton NHS Foundation Trust (3000); National Highways (3017); CPRE Lancashire (7001); Friends of Harwood and Longsight Park (7002);	Broad support from every group. The aims were seen as right, fair and balanced.	Support noted. The ambition and the six objectives are carried into the Plan at Chapter 2, with health and wellbeing as the overarching goal that the six objectives serve.

Ref	Raised by	What was said	Council response
	Bolton and Bury Swifts (7003); Woodland Trust (7007); Peel (8002); Harworth (8004); WUKPG (8005); HBF (8006); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); Regent Park Golf Course (8012)		
3.1.2	Regent Park Golf Course (8012)	Regent Park Golf Course raised no objection to the ambition statement or the six objectives and wholly supported the objective to improve the borough's economic performance, provided economic growth is appropriately balanced by the delivery of new homes. It added that, this being an early stage of plan-making, the absence of comment in its representations should not be read as agreement with the text of the consultation document.	Noted. The Plan plans for homes and jobs together: Policy SP2 identifies land to meet the borough's employment need and Policy SP3 identifies a supply above the housing requirement, and the growth anchors in Policy SP1 bring both forward in the same locations. The Council accepts that the absence of comment at Regulation 18 is not agreement with the consultation document.
3.1.3	Harworth (8004)	Harworth supported the Ambition Statement as containing the right long-term aims for the borough and the six objectives, particularly Jobs & Businesses and Homes and Neighbourhoods, which it read as seeking to grow and diversify the economy, improve the borough's economic performance and enable the delivery of at least 13,379 new high-quality, energy-efficient homes in sustainable locations. As a major investor and developer in Bolton it said it can contribute substantially to the	Support noted. Objective 1 retains the aim of growing and diversifying the economy, and Objective 2 is now expressed as at least 787 new homes a year rather than a single Plan-period total. Policies SP1 and SP2 identify the employment locations, including the Places for Everyone allocations, through which investors and developers can contribute.

Ref	Raised by	What was said	Council response
		ambition and objectives through modern employment premises, high quality homes and facilities contributing to sustainable communities.	
3.1.4	WUKPG (8005)	WUKPG supported the Ambition Statement, particularly its employment element, that modern businesses will provide higher-skilled jobs in health and other employment sectors, and its statement that modern businesses will flourish in employment areas such as NorthFold, which extends from Bolton town centre to Wigan; it has land interests close to the NorthFold Growth Location and Wigan-Bolton Growth Corridor at Land off Moss Lane, Blackrod. It supported the six objectives, particularly Jobs & Businesses, which it read as seeking to grow and diversify the economy to improve the borough's economic performance.	Support noted. Policy SP1 identifies the borough's growth anchors within the NorthFold Corridor and explains its relationship with the Wigan-Bolton Growth Corridor established by Places for Everyone Policy JP-Strat8. Objective 1 retains the aim of growing and diversifying the economy and improving access to better jobs.
3.1.5	Rowland Homes (8009)	Rowland Homes fully supported the ambition for a healthier, fairer, greener and more prosperous Bolton by 2042 and the six objectives, and the need for all of them to contribute to health and wellbeing, again highlighting the role of new housing as an economic catalyst for those ambitions and as a direct improvement to health and wellbeing.	Support noted. Health and wellbeing is the overarching goal of the Plan's objectives, and Chapter 2 explains the contribution that warm, affordable homes in safe neighbourhoods make to it.
3.1.6	DDML (8013)	DDML was in broad agreement with the Ambition Statement and the objectives as a cohesive framework to shape and drive good growth. It noted that the Regulation 18 plan identifies broad areas for growth rather than draft allocations, and assumed that later iterations will identify specific sites and, as part of a policy-on assessment, consider how each contributes to the objectives. Its concern was that the plan does not present a cohesive	The Publication draft Plan identifies specific allocations rather than broad areas: Policies BSA01 to BSA09 in Chapter 10, with the housing and employment supply set out in Policies SP3 and SP2. A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of

Ref	Raised by	What was said	Council response
		approach establishing how the objectives will be met: until that analysis is done through policy-on viability testing, it is not practicable to establish whether the objectives are sound and would not prejudice the deliverability of plan-led homes and employment space.	this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1 and Policy HS1 set out how viability is dealt with at application stage.
3.1.7	Caddick (8014)	Caddick went through the Ambition Statement and the six objectives in turn and found each an appropriate long-term aim. It said growth of the town and district centres should be a priority for the economic multiplier it creates, that the new residents of a large development would support the centres through comparison shopping and leisure spending, and that supporting higher-skilled jobs would benefit Bolton through long-term sustainable growth, with high quality homes near the NorthFold employment growth location attracting people with the skills to fill them; it cited the Greater Manchester Transport Strategy 2050 for the recently improved high frequency bus services near its land, identified there as strategic transport improvements linking Bolton and Wigan, and Lostock station's links to Bolton town centre, Middlebrook and Manchester. On the Homes and Neighbourhoods objective it said the housing requirement should be 20,927 over the 17 year plan period, 1,236 a year, on the new standard method, because Places for Everyone was adopted in March 2024 and its 13,379 does not correspond to the latest method; that the priority for brownfield land should be caveated to make clear that a mix of brownfield and greenfield land, including land released from the Green Belt, will be needed, given insufficient capacity in the urban areas and the viability issues of brownfield land; and that the focus should be on	Support noted. Policy SP4 sets the hierarchy of centres and Policy EC4 directs retail, leisure and other main town centre uses to them first through the sequential test. Objective 1 includes supporting the vitality of Bolton Town Centre and the other centres, and Policy SP1 identifies the growth anchors where higher-skilled employment is directed.

Ref	Raised by	What was said	Council response
		selecting sustainable locations that offer significant benefits to new and existing residents. It said proposals are required by law to deliver a 10% biodiversity net gain, and it offered its experience as a master developer on strategic residential-led sites, able to provide some infrastructure directly, and asked to discuss the phasing of infrastructure and open space and how active travel and public transport could be improved.	
3.1.8	Orbit (8019)	The Emerson Group, on behalf of its subsidiary Orbit Developments, repeated the support it gave at the Issues and Options stage for the Council's preparation of a new Local Plan and said the ambitions and objectives in the Direction of Travel are broadly supported.	Support noted.
3.1.9	Peel (8002)	Peel Land and Peel Retail and Leisure supported the ambition for Bolton, which they said is consistent with the Framework's promotion of healthy, inclusive and safe places and with the vision in the Bolton Blueprint and Places for Everyone, and said strong alignment must be kept between the Plan and the corporate plans and visions the Council has already endorsed. They supported the recognition of NorthFold's role in economic growth and modern business space and of Health Innovation Bolton's role in higher-skilled jobs, and proposed refinements to the objectives. On Jobs and Businesses they strongly supported growing and diversifying the economy, citing the Greater Manchester Strategy and the Local Industrial Strategy and the Government's statement that economic growth is its number one mission, and asked for a framework in which existing businesses can expand and adapt and inward investment is attracted. On	Support noted. Chapter 2 sets the Plan's vision in the spatial terms of the Bolton 2040 Vision, and Policy SP1 identifies the growth anchors, including Health Innovation Bolton and the NorthFold Corridor. The objectives have been refined in Chapter 2 and health and wellbeing is stated as the overarching goal they serve.

Ref	Raised by	What was said	Council response
		Homes and Neighbourhoods they said the at least 13,379 homes correlates to the Places for Everyone requirement, which never established full housing needs across Greater Manchester, leaving that to the local plans, citing paragraphs 161 to 167, 790 to 793 and 802 of the Places for Everyone Inspectors' Report, and that adhering to it does not reflect the local housing need of 1,236 homes a year. On Transport Choices they said the objective is focused on sustainable travel, but the Plan needs to recognise that key areas of the borough are significantly congested and that new road infrastructure is required to support development and growth.	
3.1.10	Residents 1001, 1023, 1025	Support with a doubt about delivery. Some aims conflict with each other and one resident said the rest of their response would explain why the natural environment, public transport and heritage aims cannot all be delivered as intended; another said delivery must reflect local circumstances rather than broad targets; another that the objectives may be unrealistic in practice. The reasons they gave are the themes that follow.	Noted. The objectives are intended to work together rather than in competition, and Chapter 1 explains that the Plan operates as a whole, with the policies relevant to a proposal applied to it. The specific points made are responded to under the themes that follow.
3.1.11	Residents 1001, 1013	Resident 1001 asked for green space to be protected more strongly and for growth to be balanced against infrastructure capacity, health outcomes and quality of life rather than housing numbers. Resident 1013 broadly supported the Ambition Statement and the objectives and asked for three refinements: that the Jobs and Businesses objective refer to raising productivity, supporting higher-value sectors such as health innovation, advanced manufacturing, green industries and creative and digital, and improving job security and progression;	Noted. Objective 1 includes raising economic performance and access to training, and Policy SP1 directs higher-value employment to Central Bolton and Health Innovation Bolton. Policy SP3 directs housing beyond the strategic locations to the existing settlements, favouring sites near train stations and centres. Policies SP6, ENV3 and ENV4 and INF5 set the framework for green infrastructure and open space protection.

Ref	Raised by	What was said	Council response
		that the town centre and well-connected public transport corridors be stated as the primary focus for new jobs and homes, planned around rail, Bee Network buses, walking and cycling rather than motorway-adjacent growth along the M61; and that the Plan commit to rebalancing opportunity towards the Renewal Areas and the more deprived eastern and northern neighbourhoods.	
3.1.12	Residents 1022, 1025	Two residents questioned whether a plan to 2042 could survive changes in policy and government, one asking for mandatory five-year reviews.	Noted. The Plan period runs from 2022 to 2042. Monitoring and review are governed by national policy and the regulations, which require the Council to review the Plan at least every five years from adoption and to report publicly through its monitoring reports. Chapter 1 records the Council's commitment to report on whether the Plan is delivering what it promises.
3.1.13	Resident 1012	The borough should improve facilities for existing residents rather than accommodate more people, and increasing population density in an area already outdated and inadequate was opposed. The approach was described as limited and artificially constrained, with planning based on real current trends and their consequences, and transport and infrastructure improved first, prioritising cars, buses and trams over bikes.	Noted. Policy INF1 sets a travel hierarchy that gives priority first to walking, cycling and wheeling and second to public transport. The Plan does not assume that people will not have cars: Policy SP3 states that the aim is to give choice to those who cannot drive or do not have access to one.
3.1.14	Bolton West CLP (7008)	Bolton West CLP supports the national objective of 1.5 million homes by 2029, 300,000 a year, delivered by prioritising brownfield sites and releasing grey belt land, which it took to mean disused commercial sites and poor quality Green Belt.	Noted. Policy SP3 puts brownfield land first, where sites are deliverable, and explains why it cannot meet the requirement alone. Policy SP7 alters the Green Belt boundary only in exceptional

Ref	Raised by	What was said	Council response
			circumstances and at four locations. The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the grey belt provisions.
3.1.15	United Utilities Water (3036)	United Utilities asked for resilience to climate change and sustainability to be golden threads running through the spatial strategy and the policies.	Noted. Policy ENV1 applies the energy hierarchy and requires overheating to be assessed and managed through passive measures first; Policy ENV2 requires development to be safe for its lifetime using the Environment Agency's current climate change allowances and to prioritise nature-based sustainable drainage; and Policy ENV3 sets an Urban Greening Factor for major development. Objective 5 includes increasing resilience to weather extremes.
3.1.16	National Highways (3017); Transport for Greater Manchester (3021)	National Highways and Transport for Greater Manchester supported the emphasis on sustainable transport.	Support noted. Objective 3 and Policy INF1 give priority first to walking, cycling and wheeling and second to public transport, and Policy INF1 requires strategic-scale development to be designed to support viable bus routes, agreed with Transport for Greater Manchester.
3.1.17	Miller Homes (8016)	Miller Homes fully supported the ambition for Bolton to deliver sustainable economic growth across the borough, underpinned by the provision of sufficient housing in the right locations, but said the scope of the objectives is not sufficiently extensive to deliver the aspirations in the Ambition Statement. It said the	Noted. Objective 2 is now expressed as at least 787 new homes a year, the Places for Everyone Policy JP-H1 requirement, which Chapter 1 and Policy SP3 explain the Plan carries forward to 2042.

Ref	Raised by	What was said	Council response
		Homes and Neighbourhoods objective, to enable delivery of at least 13,379 high-quality, energy efficient homes, takes its figure from the Places for Everyone requirement published in March 2024, and needs a more proactive approach to housing delivery in both quantity and location: the Government has since published an updated standard method figure for Bolton of 1,184 dwellings a year, and the Plan should be directed by a housing objective that follows the latest identified need and seeks to deliver at least 20,128 high-quality, energy efficient homes over the 17 year plan period. It said this would provide sufficient housing for the local population and an avenue for major investment through Section 106 contributions in local services, infrastructure and the natural and built environment, supporting the ambition and the delivery of all six objectives.	
3.1.18	Oltech (8003)	Oltech answered no to the question, saying the Ambition Statement is not ambitious enough and the six objectives are inadequate: 13,379 units falls well short of the true need and will not reverse decades of undersupply in the borough, and a modest delivery target will not meaningfully reduce rents or prices. It said the ambition of at least 13,379 new high-quality, energy-efficient homes in less attractive market locations signals low economic growth, that attractive and economically strong housing market locations such as Bradshaw should accommodate a much higher volume of new housing to address market demand and boost economic growth, and that many more homes in more attractive places would boost borough-wide jobs, investment, skills and business growth.	Noted. The housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year, which Policy SP3 applies, and the Plan identifies a supply that provides headroom above that requirement. Policy SP3 distributes growth across seven parts of the borough.

Ref	Raised by	What was said	Council response
3.1.19	HBF (8006); Rowland Homes (8009); Caddick (8014); Anwyl and Bradford Estates (8020); Seddon and Global Lan4d (8021)	Developers asked for the objective to say plainly that greenfield and Green Belt land will be needed alongside brownfield, and for the housing figure to follow the standard method. The HBF asked that the Homes and Neighbourhoods objective add the words "where need is best met" to its reference to sustainable locations, so that need is met geographically as well as by house type and size, and that the priority for brownfield land be caveated to make clear that a mix of brownfield and greenfield land will be required over the plan period. Rowland asked for the Homes and Neighbourhoods objective to acknowledge that greenfield land and Green Belt release will be required alongside brownfield land, as the wider document accepts, and that the location of new housing should consider need alongside sustainability. Caddick made the same brownfield caveat, adding land released from the Green Belt, and gave 20,927 over 17 years as the figure the standard method produces. Anwyl and Bradford Estates and Seddon and Global Land, in identical terms, said the Ambition Statement and the six objectives generally provide an appropriate long-term strategy and supported the focus on health and wellbeing as the thread to delivering homes, jobs and infrastructure in sustainable locations, but said the delivery mechanism, the stated requirement of 13,379 homes over 15 years derived from Places for Everyone, does not go far enough. It asked that the Homes and Neighbourhoods objective seek a higher requirement and expressly acknowledge that while prioritising brownfield land is an ambition, greenfield and Green Belt land will also be required, which it said is key to providing family homes as well as higher density development to diversify the stock; without both, the Plan	Noted in part. Objective 2 retains the priority for brownfield land, and Policy SP3 explains that brownfield land alone cannot meet the requirement and that Green Belt alterations have been necessary. Policy SP3 also states that housing is directed to locations where the borough can sustainably absorb it, and Policy SP7 sets out the four Green Belt alterations the Plan makes. The housing requirement is set by Places for Everyone Policy JP-H1 rather than by the standard method.

Ref	Raised by	What was said	Council response
		risks embedding a structural shortfall across the plan period. Seddon added that the requirement is insufficient rather than a matter of the delivery mechanism, and urged the Council to re-evaluate the provision of family homes so that they are adequately reflected in the stock.	
3.1.20	SRH Properties (8022)	SRH Properties gave a generally positive response to the Ambition Statement and the objectives but said they need to be within the scope of town planning to achieve. On Jobs and Businesses it was not sure of town planning's role in creating more and better jobs, increasing household incomes or boosting demand for local goods and services, said that at best planning may facilitate initiatives by other agencies, and asked for a reference to facilitating the ongoing change of existing business models. On Homes and Neighbourhoods it said it was good to see the Council taking its housing development needs seriously, but questioned whether making the best use of and improving the quality of the existing housing stock is relevant in a local plan given the lack of levers available to councils, and asked for less emphasis on energy-efficient homes because that requirement is delivered through the Building Regulations and the draft Framework at Policy PM13 reduces planning's role in delivering energy efficiency. On Local Services and Infrastructure it said that it is not just growth that matters: planning needs to facilitate change too. Its answer to the spatial options question repeated the same points.	Noted. The objectives in Chapter 2 are framed around what a development plan controls: where growth goes, what is protected, what development must provide and the standard it must meet. Chapter 2 also sets out the delivery partners the Plan depends on, including developers, infrastructure providers and the Combined Authority, and Policy EC3 secures employment and skills pathways through planning obligations.

Ref	Raised by	What was said	Council response
3.1.21	HBF (8006); Rowland Homes (8009); Persimmon (8023); Individual, Lostock (8025); Individual, Westhoughton (8031); Charles Church (8026); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	Several developers asked for the Jobs and Businesses and Homes and Neighbourhoods objectives to be explicitly balanced, so that job growth and housing delivery are planned together.	Noted. Policy SP1 brings homes and jobs together in the same growth anchors, and Policies SP2 and SP3 identify the employment and housing land supply against the same Plan period.
3.1.22	Rosedale Property Holdings (8018)	Rosedale answered that the Ambition Statement and the six objectives do not reflect the right long-term aims for the borough, because the opportunities for grey belt development had not been properly considered against the pressing need for new homes and the shortage of land supply, and because the supporting evidence, in particular the Green Belt assessment, was absent from the Direction of Travel.	Noted. The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the grey belt provisions. Policy SP7 sets out the Green Belt alterations the Plan makes and the exceptional circumstances relied on.
3.1.23	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	The private client supported the ambition and the six objectives. Anchor-led growth and the growth corridors have the potential to give Bolton a bold, connected vision linking people, places and prosperity across the borough and beyond, and land around Wingates could align with all six aims because the existing housing, employment, retail and leisure there can establish a mixed-use community supporting areas such as Horwich and Westhoughton. Taken together the objectives form a set of criteria that would unlock sites that might otherwise remain underutilised, and a mixed-use approach would give longevity and resilience and contribute to sustainable development.	Support noted. Policy SP1 identifies the growth anchors within the NorthFold Corridor and explains the corridor's role as a delivery and investment programme rather than a statutory designation. West of Wingates is allocated by Places for Everyone Policy JPA6 and its requirements are set there, with ancillary uses addressed by Policy EC5.

3.2 Infrastructure before homes

Consultation Question 4f

Making growth deliverable and sustainable. What would help ensure new development is supported by the right infrastructure at the right time?

Table 5. Infrastructure before homes: what was said

Ref	Raised by	What was said	Council response
3.2.1	Residents 1003, 1005, 1007, 1009, 1016, 1030	Residents were concerned about GP, dental and school capacity in Westhoughton, Farnworth, Harwood and Middlebrook, some saying it is already overstretched. One resident said a decade of development at Middlebrook had not increased GP, school or dental provision; another that Westhoughton had been overwhelmed by housing and industrial development without doctors, dentists or schools.	Policy INF3 requires residential development of 10 or more dwellings to mitigate the demand it generates for early years, primary, secondary and special educational needs places, and development of 50 or more dwellings to contribute to primary care and community health capacity. At 500 dwellings or more, on-site education and health provision is required. Policy DEL1 secures those obligations and directs to the Infrastructure Delivery Strategy for the rates and methodology, and the allocation policies in Chapter 10 set what each site must provide, including a two-form entry primary school and health facilities at Health Innovation Bolton (BSA02) and a new primary school and health contribution at Lee Hall (BSA04).

Ref	Raised by	What was said	Council response
3.2.2	Resident 1011	The Plan fails to provide for extra school places, doctors or care facilities, and the town already feels overcrowded.	Policy INF3 requires development to mitigate the demand it generates for education, health and community infrastructure so that access to services for existing residents is not reduced by it, with on-site provision required at 500 dwellings or more. Policy DEL1 secures those obligations and the allocation policies in Chapter 10 set the site-specific requirements.
3.2.3	Residents 1007, 1027; Bolton West CLP (7008)	The relief road promised with earlier development (the A6 to Atherton link, the M6 to M61 road east of Wigan) was cancelled or never built, leaving the road network without the capacity the housing assumed.	Policy BSA04 requires a new link road giving access to Lee Hall from Manchester Road, connecting to Junction 5 of the M61 via the A58 and forming part of a wider planned link to the M6. Policy INF1 requires development above 80 dwellings or 500 sqm to be accompanied by a Transport Assessment that identifies and addresses residual highway safety and network impacts and the means by which mitigation will be secured.
3.2.4	Residents 1001, 1008, 1016, 1017, 1025, 1026; Cllr, Bolton Council (5000)	Development should only proceed where capacity exists or is guaranteed first; infrastructure should be built before land is released or homes are occupied, not after. The councillor asked for front-loaded investment tracked by ward, for expansion of GP, school and dental capacity, and for stormwater, highways and public realm funding to be attached to growth.	Policy INF3 sets the thresholds at which development must mitigate its demand for education, health and community infrastructure, and requires on-site provision at 500 dwellings or more. Policy DEL1 secures the obligations and the allocation policies set the triggers: at Health Innovation Bolton (BSA02) the local centre and community facility must be open by the completion of 1,000 units or as specified in the masterplan,

Ref	Raised by	What was said	Council response
			and the same trigger applies to the community facilities at Lee Hall (BSA04). Chapter 1 records that the Council will report publicly through its monitoring reports on whether the Plan is delivering what it promises.
3.2.5	Resident 1013	Asked for area-specific Infrastructure Delivery Plans and for development to be phased with clear trigger points tying occupation to delivery, with long-term stewardship secured from the outset. The resident gave as an example a trigger of no more than 200 homes occupied before a new primary school, health hub or junction improvement is complete, asked that Section 106, Combined Authority and national funding and the Council's own land all be used, that land values adjust to the borough's infrastructure and affordable housing requirements rather than the reverse, that each Local Area of Change have a joined-up place plan, and that infrastructure be taken to mean public transport, walking and cycling, schools, health facilities and open space and not only roads.	Policy DEL1 sets the obligations and directs to the Infrastructure Delivery Strategy for the detailed rates, formulae and methodology. Phasing and triggers are set site by site in Chapter 10: Health Innovation Bolton (BSA02) requires a comprehensive masterplan and phasing strategy approved by the Council before planning applications are submitted. Policies INF5 and INF6 require long-term management and maintenance arrangements, including a management plan and named stewardship, to be secured for new open space and play space.
3.2.6	Residents 1012, 1017	Make developer payments due in instalments as a scheme proceeds so a developer cannot finish and say the money has run out; adopt a policy to access the Community Infrastructure Levy.	Policy DEL1 secures infrastructure through planning obligations under Section 106, with phasing and triggers set by the allocation policies in Chapter 10 and the detailed rates held in the Infrastructure Delivery Strategy. Policy DEL1(3) records that where a Community Infrastructure Levy charging schedule is in place when an application is determined, levy contributions may apply in addition to planning obligations. The

Ref	Raised by	What was said	Council response
			timing of instalments is a matter for the individual planning obligation.
3.2.7	Resident 1018	Little thought has been given to the lives affected by greenfield development.	Policy PQ1(1)(D) requires development on greenfield sites to respect the setting of farm complexes, folds, vernacular cottages and the wider open landscape and to retain or reprovide public rights of way. Policy PQ2 requires the health effects of a proposal on the population groups affected to be identified and acted on, with a Health Impact Assessment required for larger schemes. The allocation policies in Chapter 10 set landscape-led mitigation and boundary treatment for each site.
3.2.8	NHS Greater Manchester ICB (3005)	The NHS asked for healthcare costs to be written into the Plan viability assessment as a separate cost input for the relevant typologies, so that developers know in advance that contributions will be sought and so that healthcare mitigation is weighted properly where an assessment shows a scheme cannot fund the full range of infrastructure, and for early engagement on every large site.	Policy INF3(4) requires residential development of 50 or more dwellings, and all specialist housing for older, vulnerable and disabled people, to contribute to primary care and community health capacity, with on-site provision at 500 dwellings or more. Policy DEL1 lists health as an obligation and the Infrastructure Delivery Strategy holds the rates. Policies INF3(5) and BSA02 require engagement with the relevant NHS body at pre-application stage.
3.2.9	Bolton NHS Foundation Trust (3000)	The Foundation Trust set out the scale of primary care need: on the ICB standard of 150 sq m gross per 1,750 patients, a 2,000-home development near the hospital would add around 4,931	Policy INF3(5) requires on-site primary care or community health provision for development of 500 or more dwellings, with the form and scale set

Ref	Raised by	What was said	Council response
		residents and need about 423 sq m of new primary care floorspace, costed at roughly £2.3 million. Health services (primary, secondary and dental) must have the capacity to meet the demand new homes create.	by the allocation policy or determined at pre-application stage with the Council and the relevant NHS body. Policy BSA02 enables health facilities to be delivered on site at Health Innovation Bolton, alongside expanded health uses allied to the Royal Bolton Hospital.
3.2.10	NHS Greater Manchester ICB (3005)	The ICB asked for healthcare to be planned as part of wider infrastructure mitigation rather than added later, and to be kept informed of progress on the Infrastructure Delivery Plan.	Policy INF3 places healthcare alongside education and community infrastructure as mitigation required of development from the outset, and Policy DEL1 secures it. The Council has engaged on infrastructure planning matters Council will continue to engage the Integrated Care Board as it is prepared and updated.
3.2.11	United Utilities Property Services (3006); Harworth (8004); HBF (8006); Bellway Homes (8007); Bloor Homes (8008); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); Caddick (8014); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021); Persimmon (8023); Charles Church (8026); Barratt Homes	Contributions were accepted in principle but must be proportionate and viable so as not to stall delivery. Barratt and David Wilson cited paragraph 58 of the Framework for obligations being necessary, directly related to the development and fairly and reasonably related to it in scale and kind, and asked that viability be allowed for in negotiating obligations. Harworth supported sustainable development with impacts mitigated and infrastructure delivered through planning obligations or levies, and said the indicative approach set out on page 66 of the Direction of Travel is appropriate.	Policy DEL1 secures infrastructure, affordable housing and other mitigation through planning obligations under Section 106, which are subject to the statutory tests in Regulation 122 of the Community Infrastructure Levy Regulations. Policy DEL1 requires a whole-site open book viability assessment where an applicant relies on viability to justify reduced compliance with a policy, with the cost of the assessment and of an independent assessor met by the applicant.

Ref	Raised by	What was said	Council response
	Manchester (8029); Hulme Trust Estates (8030)		
3.2.12	HBF (8006); Rowland Homes (8009); Caddick (8014); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	An Infrastructure Delivery Plan should be prepared at the earliest opportunity, informed by a Whole Plan Viability Assessment and vice versa, and published for comment before Regulation 19. Caddick said the plan is essential to establish where improvements are needed and how sites will help deliver them, especially public transport improvements. Seddon and Global Land said the most critical factor is early and coordinated infrastructure planning embedded in the Plan and supported by a robust Infrastructure Delivery Plan identifying transport, education, health, utilities and green infrastructure requirements at the outset.	Policy DEL1 provides an indicative schedule of obligations, detailed rates, formulae and calculation methodology. A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.2.13	HBF (8006); Rowland Homes (8009); Caddick (8014); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	The phasing and timing of obligations should be considered carefully so that infrastructure arrives when needed without preventing homes from coming forward. Rowland said this is particularly sensitive in Bolton, where viability has been an issue in the past. Anwyl and Bradford Estates said development should not be held back while overall costs and funding are understood, especially early phases that could meet needs in the short term using existing infrastructure and contribute to wider infrastructure.	Site-specific policies in Chapter 10 set additional obligations, on-site requirements and associated phasing measures that apply, and the allocation policies set delivery triggers, including the local centre and community facilities at Health Innovation Bolton (BSA02) and Lee Hall (BSA04) by the completion of 1,000 units or as specified in the masterplan.
3.2.14	Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	A specific policy on fair developer contributions was asked for, acknowledging the financial realities of site delivery, with flexibility as to whether a contribution is made through on-site delivery or off-site payment and to what, and flexibility in the	Policy DEL1 is that policy, setting the obligations and the approach to viability, with Policy DEL1(5) expecting on-site provision from strategic-scale development wherever the scheme supports it.

Ref	Raised by	What was said	Council response
		relationship between affordable housing and infrastructure funding.	Policy HS1(5) accepts off-site provision, a payment in lieu or a variance to the tenure split in exceptional circumstances, and Policies INF5(3) and INF6(4) allow payment in lieu of open space and play space in town centre locations or close to existing provision.
3.2.15	Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	Smaller sites offer homes quickly with a minimal infrastructure burden while contributing through targeted obligations, whereas strategic sites often need investment in highways, schools and utilities phased alongside delivery.	Policy INF3 sets thresholds so that obligations are proportionate to scale, with education mitigation from 10 dwellings, healthcare and community infrastructure from 50, and on-site provision only at 500 or more. Policy SP3 records that a mix of site sizes is needed for continuous delivery and that larger strategic locations are what make new schools, healthcare facilities, transport improvements and accessible green space achievable.
3.2.16	Seddon and Global Land (8021)	A policy prioritising the delivery of large family homes was asked for, on the grounds that it brings extended economic investment and meets rising family demand.	Policy HS2 sets the recommended mix of dwelling sizes by tenure, with 45 to 50 per cent of market homes at three bedrooms and 20 to 25 per cent at four or more, and allows a different mix where the Local Housing Needs Assessment shows local need materially differs from the borough-wide profile.
3.2.17	Harworth (8004); Barratt & David Wilson Homes North West (8011); Anwyl and	On the mechanism: Barratt supported CIL in principle if evidence-based; Harworth said that if CIL is adopted it and the Section 106 requirements must be compatible and not duplicate	Policy DEL1(3) records that where a Community Infrastructure Levy charging schedule is in place at the time an application is determined, levy

Ref	Raised by	What was said	Council response
	Bradford Estates (8020); Bellway Homes (8007)	or double payments for infrastructure; Anwyl said Section 106 is more adaptable than CIL. Bellway asked for the opportunity to comment on the Community Infrastructure Levy when it is consulted on. Barratt and David Wilson added that a levy must not produce onerous charges when coupled with Section 106 contributions and that any charging schedule must be robustly based and justified by evidence. Anwyl and Bradford Estates said a Community Infrastructure Levy is one mechanism but is less flexible, and that a Section 106 approach based on policy may be more effective at yielding and targeting contributions to mitigate development and support infrastructure delivery.	contributions may apply in addition to planning obligations, in line with Regulation 122 of the Community Infrastructure Levy Regulations, which prevents duplication between the two. Any charging schedule would be prepared, evidenced, consulted on and examined separately under the Community Infrastructure Levy Regulations.
3.2.18	Peel (8002)	Peel said all development within NorthFold must contribute fairly and proportionately to the infrastructure needed to enable it, since there is too much for one developer or the authority to deliver alone, and that the public sector may need to forward fund infrastructure, reimbursed from the value of the development it enables. It asked the Council to set a clear policy mechanism for securing contributions to strategic infrastructure, and to explore a per dwelling or per square metre tariff secured through Section 106, borough-wide or by catchment zone, set by dividing the infrastructure cost by the planned growth at a viable level. Its case study is Park Avenue, the Bolton part of the M6 Junction 26 to M61 Junction 5 link, costed at around £64.2 million, which it said Lee Hall alone cannot fund alongside affordable housing and community infrastructure, so other development in and around Westhoughton will need to cross-fund it. It gave the Health Innovation Bolton transport package as £89.80 million in total and asked for an interim position for Park	Policy DEL1 provides the mechanism, with the indicative schedule of obligations, rates and methodology held in the Infrastructure Delivery Strategy. Policy DEL1(4) establishes the Employment Area Mitigation Fund, a geographically ring-fenced Section 106 contribution for transport and public realm improvements at West of Wingates, reflecting the scale of that allocation and its cross-site infrastructure demand.

Ref	Raised by	What was said	Council response
		Avenue ahead of adoption so that two years of contributions are not missed.	
3.2.19	DDML (8013)	DDML said the Plan's ambitions have not been tested for viability or deliverability, so stakeholders cannot judge whether they are achievable; untested requirements risk being dropped later. DDML said it will be for the Council to demonstrate that the envisaged infrastructure requirements, including where development is obliged to meet the costs, are reasonable and would not prejudice the plan-led housing and employment land requirements; that the evidence base for the Regulation 18 plan appears entirely devoid of viability assessments, so the high level ambitions are untested and may need reconsidering if they impede deliverability; and that stakeholders who engage may be disenfranchised when parts of the plan they supported are later deleted, the preferred approach being for plan-making to show the objectives can be met without prejudicing genuine deliverability.	Policy DEL1(7) requires a whole-site open book viability assessment where an applicant relies on viability to justify reduced compliance with any policy in this Plan. A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents.
3.2.20	WUKPG (8005)	WUKPG fully supported the ambition to make growth deliverable and sustainable and said the indicative approach set out on page 66 of the Direction of Travel is acceptable. The Moss Lane promoter said it is committed to an energy efficient and sustainable development and is willing to agree developer contributions towards support for local skills, transport and active travel if required to mitigate the impacts of development.	Support noted. Policy DEL1 sets the obligations development is expected to meet, and Policy EC3 requires Employment and Skills Plans for non-residential development above the stated thresholds, covering local recruitment, apprenticeships and skills pathways.

Ref	Raised by	What was said	Council response
3.2.21	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	Supporting satellite and urban extension sites connected to designated anchor sites can play a key role in driving further development, in this case employment-led and mixed-use intensification including residential development, associated with Local Character Areas (e) and (f). Improved public transport serving the Wingates area off the A6 could be provided through Section 106 agreements, and improvements to services such as schools, GP surgeries and retail, and to existing infrastructure, could be sought through Section 106 agreements from additional development.	Noted. Policy DEL1 secures contributions towards the infrastructure development creates the need for, including transport and public realm, education and health, and Policy INF1 requires strategic-scale development to be designed to support viable bus routes agreed with Transport for Greater Manchester.
3.2.22	Oltech (8003)	Oltech said focusing housing delivery in high-demand and attractive areas such as Bradshaw would allow new homes and the infrastructure they need, transport, schools, health facilities, utilities and green spaces, to be delivered alongside each other efficiently and in a timely manner, with infrastructure planned and funded more reliably and housing supply keeping pace with necessary services. It said that concentrating development in less attractive market locations, or relying heavily on very large, complex brownfield sites as currently proposed, is too risky: such sites are much slower to deliver, face greater viability challenges and struggle to attract housebuilders, which will delay or limit the provision of essential services and fail to mitigate impacts.	Noted. Policy SP3 sets out how the housing requirement is met from five sources and distributes new homes across seven parts of the borough, with a trajectory at Appendix 2 of the Plan showing how a five-year supply of deliverable sites is maintained. Policy SP3 also explains that earlier phases lean on more readily deliverable sites while brownfield and town centre regeneration build momentum behind them.
3.2.23	National Highways (3017)	National Highways asked for strategic road network mitigation tied to each strategic allocation to be named in the IDP with responsibilities, funding sources and timescales.	Policy INF1(5)(F) requires a Transport Assessment to identify and address residual highway safety and network impacts and the means by which mitigation will be secured, and Policy INF1(7) requires strategic-scale

Ref	Raised by	What was said	Council response
			employment development to demonstrate that access to the strategic road network is suitable for freight. The Infrastructure Delivery Strategy will record infrastructure requirements, responsibilities and funding, and the Council will continue to work with National Highways as it is prepared and updated.
3.2.24	National Grid (3003); National Gas (3007)	The energy networks asked for their transmission assets in the borough to be mapped and safeguarded, for consultation on any plan document or proposal affecting them, and for design to respect overhead line clearances and pipeline easements (written permission is required for any activity within 12.2 metres of a National Gas pipeline); overhead lines and high-pressure pipelines are normally retained in place. National Gas identified two high-pressure transmission pipelines crossing the borough, Mawdesley to Warburton and Samlesbury to Blackrod, supplying an illustrative asset map, and said a deed of consent is required to cross an easement, that the Health and Safety Executive should be contacted on any site affected by a high-pressure pipeline.	Policy INF8 requires development above the stated thresholds to demonstrate that adequate capacity exists in the water supply, wastewater, electricity, gas, high speed fibre and telecommunications networks, or to set out the reinforcement required and how it will be secured in agreement with the relevant statutory undertaker. Policy BSA08 requires the site design at Logistics North Extension to incorporate the existing pylons and overhead power lines, mitigate their visual impact and make efficient use of land in accordance with National Grid design guidance. The Council will continue to consult the transmission operators on proposals affecting their assets.
3.2.25	National Grid (3003)	National Grid Electricity Transmission identified its assets in the borough: two 275kV overhead lines on the VJ route between Kearsley and Whitegate; 400kV overhead lines on the ZQ route running between Carrington, Kearsley, Daines, Penwortham and Padiham; three substations at Kearsley, at 275kV, 400kV and	Policy INF8 requires an assessment of network capacity, including electricity, and the reinforcement required, agreed with the relevant statutory undertaker. Policy BSA08 requires development at Logistics North Extension to be

Ref	Raised by	What was said	Council response
		the 132kV grid supply point; and two pairs of 33kV cables. It supplied an illustrative plan and said statutory safety clearances between overhead lines, the ground and built structures must not be infringed, including where ground levels are changed, offering line profile drawings on request. It also noted that the National Energy System Operator took over network planning on 1 October 2024 and recommended early engagement with it to establish the supply capacity available to potential development sites and any reinforcement needed, and that National Grid no longer owns the high-pressure gas transmission system, which is a separate business. It asked the Council to be aware of the national need for new transmission infrastructure as electricity demand rises towards the 2050 net zero target and offshore wind is connected, including greater capability between the north and the Midlands.	structured around the existing pylons and overhead lines in accordance with National Grid design guidance. The Council will continue to consult National Grid Electricity Transmission on proposals affecting its assets.

What was said at the drop-in events

Horwich Leisure Centre, 9 December 2025. development has outpaced the infrastructure to support it.

Bolton Market, 9 December 2025. development has not come with the infrastructure needed; Chew Moor and Bromley Cross have insufficient infrastructure.

Westhoughton Hub, 15 December 2025. infrastructure must accompany housing and school places are a concern; opportunities for growth are good but cumulative impacts with recent development would be unsustainable.

Farnworth Leisure Centre, 11 December 2025 and 15 January 2026. is there potential for more health capacity at Waters Meeting; GP, school and dental provision has not grown with Middlebrook.

3.3 Roads, congestion and the M61

Consultation Question 4e

Transport and parking standards. Should parking be zoned by accessibility? How should EV charging and cycle parking be applied? Should shared or pooled parking be promoted?

Table 6. Roads, congestion and the M61: what was said

Ref	Raised by	What was said	Council response
3.3.1	Residents 1004, 1006, 1017	The M61 is severely congested at peak times with delays starting before 6am; Junctions 4, 5 and 6 back up onto local roads and, one said, onto the M60. One resident said development relying on the corridor should not be supported until a credible strategy is in place.	Policy INF1 requires development above 80 dwellings or 500 sqm, and development with high trip-generating characteristics, to be accompanied by a Transport Assessment which tests the development against reasonable future scenarios agreed with the Council and Transport for Greater Manchester and identifies and addresses residual highway safety and network impacts.
3.3.2	Resident 1029	Resident 1029 said major infrastructure previously proposed to support housing growth in this part of Bolton, including a new junction on the M61, has been scrapped, so the cumulative impact of large-scale housing growth on the road network could be significantly greater; it said Chorley New Road already experiences peak congestion, that a development of around 1,000 homes could generate several thousand additional vehicle trips a day, and cited government data putting traffic in the borough at over 1.3 billion vehicle miles a year, with additional congestion and idling affecting air quality along that corridor.	Policy INF1 requires a Transport Assessment for development above 80 dwellings or 500 sqm, covering effects on surrounding residential streets where movement or parking displacement is likely, and residual network and safety impacts.

Ref	Raised by	What was said	Council response
3.3.3	Residents 1004, 1009, 1019; Bolton West CLP (7008)	Plodder Lane, Watergate Lane and the roads around Royal Bolton Hospital are already severely congested and are the ambulance route; one resident attached photographs.	Policy INF1 requires Transport Assessments to identify and address residual highway safety and network impacts, and Policy BSA02 requires a Primary Movement Corridor across Health Innovation Bolton designed to an adoptable standard and capable of carrying bus services, with a contribution towards a 15-minute frequency bus service to Central Bolton.
3.3.4	Resident 1003	Wingates Lane has no footpaths or lighting, poor road conditions and carries traffic it was not built for.	Policy INF1 requires development to provide safe, direct and convenient walking, cycling and wheeling routes within the site and from the site to local facilities, bus stops and stations, and Policy PQ1 requires places to be designed to be safe, accessible and inclusive.
3.3.5	Resident 1017	The A6 through Blackrod and the A6/Station Road junction are bottlenecks that Rivington Chase and the loco works link road will worsen; a new motorway junction is needed to relieve Junction 6.	Policy INF1 requires a Transport Assessment for development above the stated thresholds, addressing residual network and safety impacts. Policy CB04(4)(D) supports the continued regeneration of the former Horwich Loco Works as Rivington Chase.
3.3.6	Residents 1001, 1012, 1016, 1017; Bolton West CLP (7008)	Chequerbent roundabout and Junction 5 are at capacity; short journeys take over an hour at peak; Snydale Way is already severe.	Policy INF1 requires Transport Assessments to test development against reasonable future scenarios agreed with the Council and Transport for Greater Manchester and to identify and address residual network and safety impacts.

Ref	Raised by	What was said	Council response
3.3.7	Peel (8002)	Peel set out the causes of the congestion at Chequerbent. The A58 forms part of the east-west connection between Wigan and Bolton linking the M6 and the M61; at peak periods traffic from northern and eastern Wigan and south-western Bolton runs along it through Westhoughton to the motorway, so that Chequerbent roundabout, close to Junction 5, operates far beyond its design capacity, with morning queues back through the centre of Westhoughton and evening queues back beyond Junction 5 and along the westbound off-slip and the motorway itself. It said the causes are structural: the A58 meets the A6 at the roundabout within a short distance of the motorway, and traffic turning between Park Road and Platt Lane interrupts the through movement and sends shockwaves back through the roundabout. It traced the relief road through Route 225 in 1949, the 1989 M6 to M61 link and Westhoughton bypass approved as the A5225 and withdrawn for lack of funding, Wigan Council's revival in 2007 and an unsuccessful Housing Infrastructure Fund bid in 2018, and said Park Avenue, from the A58 to North Road via the A6, has permission through the Hulton Park consent of 2022 (12218/21, APP/N4205/W/22/3299644) but cannot be built under it until the Ryder Cup is secured, and is now included in its Lee Hall application. With Park Avenue and the wider connection to Wigan it forecast the average delay at Chequerbent falling from around eight minutes to two or three, and without it rising towards 21 minutes with planned growth in the corridor, and said there are no current alternative plans that would deliver the road. For Health Innovation Bolton it said a new Primary Transport Corridor with improvements to Junction 4 is crucial, giving the	Noted. Policy INF1 requires Transport Assessments to identify and address residual network and safety impacts and the means by which mitigation will be secured.

Ref	Raised by	What was said	Council response
		hospital direct access to the strategic network and easing peak hour traffic.	
3.3.8	Resident 1004	Asked how existing congestion will be reduced, what improvements are planned and funded, how cumulative impacts with committed schemes have been assessed, and what will protect residents' quality of life.	Policy INF1 requires a Transport Assessment to set out the transport outcomes a development is designed to achieve, to test reasonable future scenarios agreed with the Council and Transport for Greater Manchester, and to identify the measures needed to deliver those outcomes and how they will be secured. Policy INF1(8) requires a Travel Plan with monitoring after occupation and remedial measures where targets are not met.
3.3.9	Resident 1014	Traffic counts are 10 to 15 years old and should be updated; asked for local limits on traffic density.	Policy INF1(5)(C) requires Transport Assessments to test development against reasonable future scenarios agreed with the Council and Transport for Greater Manchester, reflecting the vision for the area rather than the unmitigated continuation of current travel patterns.
3.3.10	Resident 1010	Speeding on St Helens Road and Wigan Road has caused accidents and deaths; road safety should be addressed before more traffic is added.	Policy INF1 requires Transport Assessments to identify and address residual highway safety impacts, and Policy PQ1(3) requires development to be designed to be safe, accessible and inclusive with legible movement patterns and natural surveillance of streets and routes.

Ref	Raised by	What was said	Council response
3.3.11	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	The private client questioned whether there is sufficient capacity in existing services and transport. The M61, the A6 and Horwich train station underpin the local area, and development of the wider area would rely heavily on improvement of the existing roads identified in the key considerations at page 50 of the Direction of Travel, including Lostock Lane. Road upgrades and new bridges across the railway line would also be needed.	Policy INF8 requires an assessment of utility network capacity and the reinforcement needed, and Policy INF1 requires a Transport Assessment addressing residual network impacts for development above the stated thresholds.
3.3.12	National Highways (3017)	National Highways, which is responsible for the M61 at Junctions 2 to 6 and the A666(M) Kearsley Spur joining it between Junctions 2 and 3, supported the anchored approach but noted most anchors sit on the M61 and asked for cumulative SRN impact to be tested across all options, including the non-typical peaks at Middlebrook and Junction 6.	Policy INF1(5)(C) requires Transport Assessments to test reasonable future scenarios agreed with the Council and Transport for Greater Manchester, and Policy INF1(7) requires strategic-scale employment development to demonstrate that access to the strategic road network is suitable for freight. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.

Ref	Raised by	What was said	Council response
3.3.13	Transport for Greater Manchester (3021)	TfGM asked for development to be concentrated at stations and frequent bus corridors, at higher densities and with less parking, and noted the rapid transit business case due in summer 2026.	Policy SP3 directs housing beyond the strategic locations to the existing settlements, favouring sites near train stations and centres, and Policy PQ3 sets minimum densities through four zones keyed to accessibility, including proximity to Bolton Interchange, other rail stations and the designated centres. Policy INF2 sets parking as a maximum in Zones 1 and 2 and a minimum in Zones 3 and 4.
3.3.14	Transport for Greater Manchester (3021)	TfGM said transport choices must support Greater Manchester's carbon neutrality by 2038, and set out the rail and bus context: local rail services join the Bee Network by 2030 (some Bolton services from December 2028) with integrated fares, at least two trains an hour and upgraded stations with step-free access at 63% of relevant stations by March 2028, although capacity limits will need longer trains and platforms; the Bus Strategy aims for 30% patronage growth by 2030 and 90% of residents within 400 metres of a frequent service, and new development needs early funding for services, layouts that let buses penetrate, and safe walking routes to stops.	Noted. Policy INF1 gives priority first to walking, cycling and wheeling and second to public transport, and requires strategic-scale development to be designed to support viable bus routes and bus stop infrastructure, with pump priming of new services where necessary, agreed with Transport for Greater Manchester. Policy INF1(5)(B) requires accessibility to be assessed using tools including GMAL and the DfT Connectivity Tool.
3.3.15	CPRE Lancashire (7001)	CPRE said the transport objective omits the need to reduce traffic volumes and the air pollution, health, road safety and car dependency that go with them; it asked for transport affordability, the link between active travel and green infrastructure, and closer integration of transport and land use planning in line with the Greater Manchester Local Transport Plan. It set out the benefits it sees in active travel being a safe, easy and pleasant	Noted. Objective 3 covers inclusive and accessible travel and low-carbon journeys, and Policy INF1 sets the travel hierarchy and requires Transport Assessments to set out the transport outcomes sought, consistent with the Bolton Transport Strategy and the Greater Manchester Transport Strategy, and to identify demand

Ref	Raised by	What was said	Council response
		option for any journey where it is possible: less congestion, lower staff turnover and absenteeism, lower health costs, less money leaving the area on fuel, more sociable streets, lower emissions and better air quality.	management measures. Policy ENV5 addresses air quality, including contributions to borough-wide improvement through modal shift, and Policies PQ1 and ENV3 connect active travel routes to the green infrastructure network.
3.3.16	Transport for Greater Manchester (3021)	TfGM asked that allocations meet, or be able to meet through developer funding, the Greater Manchester Strategy standard of 90% of households within 400 metres of a bus running at least every 30 minutes, and that the Plan apply the 20 minute neighbourhood principle of everyday services within an 800 metre walk.	Policy INF1 requires development to provide safe, direct and convenient walking, cycling and wheeling routes to local facilities, bus stops and stations, and requires strategic-scale development to be designed to enable viable bus routes into and around the site, with bus stop infrastructure, bus priority and pump priming of new services where necessary, agreed with Transport for Greater Manchester. Policy SP3(7) supports housing on unallocated sites where there is access to employment, education, primary health care and groceries without car dependency by safe, walkable routes, and Policy HS3(3) applies an 800 metre walking distance to essential services for specialist housing.
3.3.17	Transport for Greater Manchester (3021)	TfGM suggested Local Plan transport policies aligned with the draft GM Transport Strategy 2050 and its 2027 to 2037 Delivery Plan: streets for all, walking and wheeling, cycling, freight, parking and kerbside management, car clubs and hire schemes, low-emission vehicles and transport hubs including park and ride, with cycle parking, e-cycle charging and future-proofed car parking in new development.	Noted. Policy INF1 requires internal cycle provision on main routes through strategic-scale development designed to reflect the street typology in the latest Greater Manchester Streets for All design guide, and a Travel Plan above 80 dwellings or 500 sqm. Policy INF2 sets cycle parking standards in Appendix 3 that apply in all

Ref	Raised by	What was said	Council response
			zones and include e-bikes and e-cargo bikes, requires electric vehicle charging points to be reachable safely and conveniently, and requires car club spaces where the scale and location make this practical and in low car development.
3.3.18	Residents 1008, 1009, 1011, 1012, 1015, 1025	Public transport was described as limited and unreliable: one bus to the town centre, buses that arrive together, journeys that need a car; one resident said public transport cannot fully replace the car because buses are inconvenient for carrying heavy items and mean waiting in bad weather.	Noted. Policy INF1 requires strategic-scale development to be designed to support viable bus routes and to fund bus stop infrastructure, bus priority and pump priming of new services where necessary, agreed with Transport for Greater Manchester. Policy SP3 states that the Plan does not assume people will not have cars, but seeks to give choice to those who cannot drive or do not have access to one.
3.3.19	Residents 1006, 1014, 1021, 1026	Links between neighbourhoods and to the hospital are poor: moving between towns means going into Bolton and out again; buses from Westhoughton to the hospital are hourly; the 521 links several areas west, south and east of the centre and one asked whether a similar route exists for the north; better connections were asked for between Hall i'th' Wood, Bradshaw, Bromley Cross and Bury.	Policy INF1 requires development to provide safe, direct and convenient routes to local facilities, bus stops and stations and requires strategic-scale development to enable viable bus routes. Policy BSA02 requires a contribution towards a 15-minute frequency bus service to Central Bolton, including by extending service 501 into the new development, and several allocation policies require contributions towards enhanced bus services.
3.3.20	Residents 1012, 1017, 1018, 1021	Asked for a tram to Manchester, reliable trains, more carriages and parking at stations such as Bromley Cross, and park and	Policy INF1 requires development to be designed to provide and support public transport access,

Ref	Raised by	What was said	Council response
		ride facilities developed with the Bee Network and rail operators. Radial bus routes needing sorting out was raised at the Leverhulme Park event.	agreed with Transport for Greater Manchester. Rail and rapid transit investment is delivered by Transport for Greater Manchester and the rail industry rather than by the Local Plan, and the Council will continue to work with them as the Bee Network develops. Policy INF2 sets no expected parking level for rail stations and park and ride sites, which are determined case by case.
3.3.21	Residents 1010, 1027; Bolton NHS Foundation Trust (3000)	A minority took the opposite view: the Bee Network has improved buses and fares, bus and rail services are reasonably good, and the network is generally strong.	Noted.
3.3.22	United Utilities Property Services (3006); Harworth (8004); Bellway Homes (8007); Bloor Homes (8008); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021); National Highways (3017); Transport for Greater Manchester (3021)	On parking standards: support for a zonal approach with lower provision in centres and higher in rural areas, provided the levels for each zone are reviewed at the next stage and can flex to a site's real connectivity. TfGM suggested GM Accessibility Levels and the DfT Connectivity Tool to set the zones. Bellway asked to comment on the proposed maximum parking requirements at a future consultation once they are set out. Bloor set out the tiers it supports: lower provision in town centres, moderate provision on accessible urban sites, a standard level at edge of centre and suburban locations and a higher level in rural locations where sustainable travel is less frequent, and asked to review the proposed level for each zone at a future consultation. Harworth supported the objective of matching parking and travel expectations to accessibility and promoting active, low-carbon movement, and said the zoned approach is appropriate. It said larger allocations following the anchor-led strategy will support	Policy INF2 sets four parking zones defined on the Policies Map, with the standards in Appendix 3. Zone 1 is Bolton town centre, Zone 2 the area within 400 metres of it together with the town centres of Horwich, Westhoughton, Farnworth and Little Lever and the local centre of Blackrod, Zone 3 the intermediate areas and railway stations and the area within 400 metres of them, and Zone 4 the remainder of the borough. Policy INF1(5)(B) requires accessibility to be assessed using tools including GMAL and the DfT Connectivity Tool.

Ref	Raised by	What was said	Council response
		sustainable travel through routes prioritised for walking, wheeling and cycling, which may allow a relative reduction in parking provision, but that the reduction should be influenced by the development typology and the infrastructure and service provision, not just the location; larger allocations also give the opportunity to explore higher density with investment in travel infrastructure and services and more moderate parking provision. Anwyl and Bradford Estates and Seddon and Global Land, in identical terms, supported the principle of accessibility zones, town centre sites needing less parking than suburban ones, and said that for suburban sites there must be a balance between sufficient parking for new homes, and in particular space for electric vehicle charging, and avoiding car dominated development.	
3.3.23	Harworth (8004); HBF (8006); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); DDML (8013); Caddick (8014); Persimmon (8023); Individual, Lostock (8025); Individual, Westhoughton (8031); Charles Church (8026)	DDML said zones are simplistic (two areas can look alike on a map and differ in practice) and that maximum standards displace cars onto surrounding streets; Caddick asked for minimum standards based on local car ownership; Charles Church and one individual asked for early highways engagement and transport consultant input on major applications so that issues are dealt with at the outset. Charles Church, the individuals promoting land through Rutterstone and Rowland cited paragraph 109 of the Framework on considering transport issues from the earliest stages of plan-making and of development proposals. Rutterstone and Rowland stated that parking standards set by location can disperse parking to other locations or increase on street parking. Barratt and David Wilson asked for a flexible approach to parking that avoids imposing restrictive	Policy INF2 applies the expected level as a maximum only in Zones 1 and 2; in Zones 3 and 4 it is the minimum normally required, and a higher level is acceptable where justified by the nature of the development or the characteristics of the location. In Zones 3 and 4 a lower level is only acceptable where evidence demonstrates the demand generated will be met without harm to on-street parking, highway safety or residential amenity, and Policy INF1(5)(E) requires Transport Assessments to address parking displacement onto surrounding residential streets.

Ref	Raised by	What was said	Council response
		maximum standards across the borough without regard to site-specific circumstances. Harworth said the requirements for electric vehicle charging and cycle parking facilities are appropriate. The HBF said the policy response should instead make alternative modes of transport more attractive in order to promote the modal shift desired. Caddick said the minimum standards should rest on an accurate and up to date evidence base covering the movement and transport patterns of residents and visitors and car ownership levels.	
3.3.24	HBF (8006); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); DDML (8013); Caddick (8014); Persimmon (8023); Transport for Greater Manchester (3021); Bellway Homes (8007)	Electric vehicle charging: developers said requirements should go no higher than Building Regulations Part S, and DDML warned of substation and viability impacts; TfGM asked for higher requirements on large retail, commercial and employment sites where the Regulations leave gaps, suggesting 5% or 10% of spaces as charge points, and for cycle parking standards to cover non-standard cycles such as cargo bikes. Bellway said the delivery of electric vehicle charging and cycle parking will be important to enable those modes and should be reflected in the emerging policy. DDML said any electric vehicle charging requirement should marry with the Building Regulations rather than be more onerous and poorly aligned, and that onerous obligations on the quantum of spaces and charging speeds would have very significant implications for available network power and the need for infrastructure including substations, with considerable implications for spatial layout and viability.	Policy INF2(7) requires parking areas to be laid out so that the electric vehicle charging points required by the Building Regulations can be reached safely and conveniently, including by drivers with disabilities and without cables crossing footways, and does not set a requirement above the Regulations. Cycle parking standards in Appendix 3 are minimum standards, apply in all zones and include provision for e-bikes and e-cargo bikes.

Ref	Raised by	What was said	Council response
3.3.25	Bellway Homes (8007); Harworth (8004)	Shared or pooled parking: Bellway is open to it if the Council can show demand or working examples; Harworth would include shared-travel options on larger sites.	Policy INF2(7) requires car club spaces to be provided where the scale and location of the development make this practical, and in low car development. Several allocation policies, including BSA01 Crompton Place and BSA06 Burnden Way, require shared vehicle use and support low car ownership.
3.3.26	Residents 1021, 1026; Friends of Harwood and Longsight Park (7002)	New estates need enough parking to keep cars off pavements: most households have two or more cars, one ends up on the road or pavement, and some estates already look like car parks. Parking on new development should match car ownership, with visitor spaces.	Policy INF2 treats the expected parking level as a minimum in Zones 3 and 4, which cover the suburban and outer parts of the borough, and a lower level is only acceptable where evidence demonstrates demand will be met without harm to on-street parking, highway safety or residential amenity. The standards, including visitor provision and disabled parking, are set out in Appendix 3.
3.3.27	Resident 1027	Roads and residential streets were not built for today's car ownership; side streets are often hard to negotiate because of parked cars with nowhere else to go. Bus time keeping is hampered by traffic, and rail services are good but more or less at capacity.	Policy INF2 sets the expected parking level as a minimum in Zones 3 and 4, and Policy INF1(5)(E) requires Transport Assessments to assess effects on surrounding residential streets where movement or parking displacement is likely and the measures required to address them.
3.3.28	Cllr, Bolton Council (5000)	The terraced streets of Rumworth were built before car ownership and now have daily congestion, pavement parking, poor bus reliability and emergency access risk. The councillor asked for a ward transport and parking strategy: residents' parking zones and controlled parking, micro car parks and other	Policy INF1 gives priority to walking, cycling and wheeling and requires safe, direct and convenient routes to local facilities, and Policy INF2 sets parking standards by zone with disabled parking as a minimum standard in all zones. Policy

Ref	Raised by	What was said	Council response
		off-street solutions, enforcement against pavement and corner obstruction, junction upgrades, bus priority and safe crossings at schools, churches, the mosque and the temple, with a protected continuous cycling backbone and better evening and weekend bus frequencies.	PQ1(3) requires places to be safe, accessible and inclusive and usable by people of all ages and mobilities. Residents' parking zones, controlled parking and enforcement are highway authority functions outside the Local Plan, and the Council will consider them through its transport programmes.
3.3.29	Resident 1014; Friends of Harwood and Longsight Park (7002)	Pavements are missing on many rural and new-build roads and too narrow for mobility scooters, and cars regularly block them because parking provision is inadequate. Asked for stronger standards on pavements, cycle lanes and parking, segregated cycle lanes planned into new estates, and pedestrian buttons at all traffic lights; Friends of Harwood and Longsight Park asked for pavements in every new development to be suitable for wheelchairs.	Policy INF1 requires safe, direct and convenient walking, cycling and wheeling routes within and from development, and Policy PQ1(3) requires a public realm usable by people of all ages and mobilities, with any diverted right of way at least as convenient and attractive as the route it replaces. Policy INF2 sets parking standards by zone, with disabled parking as a minimum standard in all zones. Detailed street and footway design is set by the highway authority through the Greater Manchester Streets for All design guide, which Policy INF1 applies to strategic-scale development.
3.3.30	Transport for Greater Manchester (3021); Resident 1013 on one side; HBF (8006); Caddick (8014); Anwyl and Bradford Estates (8020); Seddon and	Whether parking levels change how people travel is disputed. TfGM said highly accessible locations can support very low-car or car-free development with on-street controls; one resident said car-dominated layouts should be treated as poor design. Developers said parking availability does not drive travel behaviour, that car ownership is a personal choice outside planning's remit, and that lower standards should not be used to	Policy INF2 reflects both positions by applying the expected level as a maximum only in Zones 1 and 2, the most accessible parts of the borough, and as a minimum in Zones 3 and 4. Policy SP3 states that the Plan does not assume people will not have cars, and seeks to give choice to those who cannot drive or do not have access to one. Policy

Ref	Raised by	What was said	Council response
	Global Land (8021) on the other	force behaviour. Anwyl and Bradford Estates and Seddon and Global Land, in identical terms, said the availability of parking does not correlate directly with travel behaviour, so lowering parking standards should not be used as a tool to force behaviour; appropriate standards should be set alongside measures to increase green travel modes.	PQ1 requires layouts that provide active frontage, continuity of enclosure and natural surveillance rather than car-dominated frontages.
3.3.31	National Highways (3017)	National Highways asked for the net zero carbon transition to be reflected in relevant Plan policies, citing the Climate Change Committee 2022 report to Parliament that reaching net zero by 2050 needs a modal shift away from car travel, paragraphs 73 and 105 of the Framework on offering a genuine choice of transport modes and paragraphs 104 and 110 on taking up opportunities for walking, cycling and public transport, and clause 6.1.4 of PAS 2080 on low carbon materials, innovative design and construction methods that minimise resource consumption. It asked for priority to be given to walking, wheeling and cycling and for access to high-quality public transport, with home and street layouts, broadband, secure cycle parking and access to local amenities considered in residential schemes and mobility or micromobility hubs provided in larger ones.	Objective 3 and Objective 5 address low-carbon travel and minimising carbon emissions, and Policy INF1 sets the travel hierarchy and requires Transport Assessments to identify demand management measures and Travel Plans to set and monitor modal share outcomes. Policy ENV1 applies the energy hierarchy and requires renewable energy generation and low carbon heating to be maximised.
3.3.32	National Highways (3017)	National Highways expects the Plan and its infrastructure planning to conform with Places for Everyone and referred to the Statement of Common Ground it agreed with the Greater Manchester Combined Authority, Section 5 of which commits the two sides to masterplanning and phasing of larger sites, detailed studies of mitigation schemes, use of appropriate traffic modelling supported by observed data, and inclusion of strategic	Noted. Policy INF1(5)(C) requires Transport Assessments to test reasonable future scenarios agreed with the Council and Transport for Greater Manchester, and the allocation policies in Chapter 10 require masterplanning and phasing for the strategic sites.

Ref	Raised by	What was said	Council response
		road network schemes in Local Implementation Plans. The Bolton entries record continued coordination with National Highways and neighbouring authorities on cumulative impact, including with Wigan on the M61 corridor, work on targeted capacity improvements focused on junctions between the local street network and the strategic road network, liaison on the Wigan to Bolton link road between the M6 and M61, and the North West Quadrant Study.	

What young people said at the Youth Council session, 24 February 2026

They valued Our Pass and the Bee Network fares but said buses are late and unreliable, trains are delayed and bunched, traffic out of Westhoughton and on the Bury road doubles school journey times, and Bolton has no tram. They would walk and cycle more with cut-throughs, lighting, consistent cycle lanes, cleaner streets and cycle training; almost all said they expect to need a car.

What was said at the drop-in events

Horwich Leisure Centre, 9 December 2025. traffic was the main concern: routes across the north of the borough to Royal Bolton Hospital are already congested, raised by people who work in or near the hospital.

Bolton Market, 9 December 2025. new development will worsen parking and traffic flow in areas already difficult at rush hour; request for Metrolink.

Farnworth Leisure Centre, 11 December 2025 and 15 January 2026. traffic congestion around Hulton Park and Farnworth, car parking around Health Innovation Bolton and the hospital, Plodder Lane is an ambulance route, when was the traffic survey done, the M61 junction is at capacity, houses do not have enough parking.

Westhoughton Hub, 15 December 2025. traffic at Chequerbent and the cumulative impact of development should be in the traffic modelling.

Leverhulme Park Community Leisure Centre, 13 January 2026. congestion in Harwood, transport improvements needed in Westhoughton, radial bus routes need sorting, a bus from the bus station to Bolton One, lack of car parking including disabled parking at Bolton One and the hospital.

3.4 Where growth should go: brownfield first and the Green Belt



Figure 6. Option E, the anchored spatial option, from the Direction of Travel.

Consultation Question 2

Is Anchor-led growth a realistic and appropriate option for Bolton? What are the challenges and opportunities of delivering this approach?

Table 7. Where growth should go: brownfield first and the Green Belt: what was said

Ref	Raised by	What was said	Council response
3.4.1	Bolton NHS Foundation Trust (3000); Environment Agency (3002); Sport England (3009); National	The statutory bodies and two town councillors accepted the anchored option: most realistic (NHS), realistic if partners and funding are managed (Environment Agency), most balanced (National Highways), and aligned with Active Design if	Support noted. Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment

Ref	Raised by	What was said	Council response
	Highways (3017); Cllr, Bolton Council (5000); Cllr, Town Council (5001)	strengthened by a public transport element (Sport England). A Bolton councillor supported it expressly; a Horwich town councillor said they were generally supportive of the plans from a Horwich perspective without choosing between the options.	locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations.
3.4.2	Residents 1006, 1013, 1014, 1021	Residents who accepted it did so with conditions: that it is led by the town centre and public transport corridors rather than the M61, that traffic is properly researched, and that Green Belt is not touched. Resident 1013 said anchor-led growth can be realistic and appropriate only if it is a genuinely town centre and public transport anchored strategy rather than an extension of the M61 corridor model: four of the six Local Areas of Change sit on or near the M61, so anchor-led risks becoming M61-plus; public transport investment should not be treated as external when Bolton sits on the Combined Authority and Transport for Greater Manchester and is part of the Bee Network; Central Bolton, the Renewal Areas and Farnworth need regeneration rather than housing numbers alone; Green Belt release at Wingates, Chequerbent, Hulton Park and around Health Innovation Bolton must be justified and support a compact, connected pattern that pays for its infrastructure; and growth along the M61 should be conditional on public transport and active travel improvements.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. Policy SP3 directs housing beyond the strategic locations to the existing settlements, favouring sites near stations and local centres, and Policy PQ3 sets minimum densities keyed to accessibility. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and

Ref	Raised by	What was said	Council response
			the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.3	Private/Individual Developer (Represented by Cassidy Ashton) (8001); Peel (8002); Anwyl and Bradford Estates (8020); Prescott Business Parks (8010); Individuals (8028)	The anchored option is the most appropriate and balanced strategy, providing a clear framework for focusing investment and infrastructure in key strategic locations, with merit in deliverability and alignment with the Greater Manchester spatial strategy. Prescott Business Parks welcomed the recognition of brownfield-first development and of growth along public transport and highway corridors, and Middlebrook's inclusion. Peel said it strikes the right balance between regenerating the town centre and realising the potential along the M61 and is the only sound spatial option, because coalescing development in NorthFold allows the pooling of contributions needed for supporting infrastructure.	Support noted. Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on.
3.4.4	Persimmon (8023); Charles Church (8026); Oakmere Homes (8024)	The anchored option should not be pursued alone: Persimmon and Charles Church wanted openness to other growth near the M61, and Oakmere a hybrid with the public transport-led option.	Policy SP3 distributes growth beyond the strategic allocations across seven parts of the borough and directs it to the existing settlements, favouring sites near train stations and local centres, and Policy SP3(7) sets criteria for housing on suitable unallocated and windfall sites. The appraisal published with the Direction of Travel was an

Ref	Raised by	What was said	Council response
			interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.5	Rowland Homes (8009); Hulme Trust Estates (8030)	Opportunities for larger scale development in sustainable locations close to public transport but outside the anchor locations should not be overlooked. Rowland said the allowance within the anchored option for growth around district centres, including Bradshaw and Harwood and Breightmet, will need brownfield and infill sites to be supplemented by some greenfield or Green Belt release for viability and a suitable mix of house types.	Policy PQ3 sets minimum densities through four zones keyed to accessibility, including proximity to rail stations and the designated centres, and Policy SP3(7) supports housing on suitable sites identified through the Council's assessment of land availability and on windfall sites within the existing built-up areas. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.6	Rowland Homes (8009)	The principal objective of the strategy must be to meet housing need in full wherever it arises, through a flexible or hybrid strategy with a mix of house types across brownfield and greenfield sites in a range of locations while maintaining viability,	Policy SP3 identifies a supply that provides headroom above the residual requirement and sets out the five sources from which it is met, with the trajectory at Appendix 2 of the Plan. Policy HS2 sets the recommended mix of dwelling sizes

Ref	Raised by	What was said	Council response
		which Rowland said has been an obvious constraint on delivery since 2011.	by tenure. A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.4.7	Anwyl and Bradford Estates (8020); Individuals (8028)	Whichever strategy is chosen must be delivered through policies written with sufficient flexibility to make the Plan deliverable, and must allocate sufficient sites for the long term with contingencies should sites not come forward. Earlier phases should be allowed to proceed using existing infrastructure to kick start development while larger schemes and infrastructure are brought forward through public and private partnership, with public funding alongside developer contributions.	Policy SP3 identifies a supply that provides headroom above the residual requirement, with the trajectory at Appendix 2 of the Plan demonstrating how a five-year supply of deliverable sites is maintained from adoption, and Policy SP3(7) provides for housing on suitable unallocated and windfall sites. Policy DEL1(6) allows the allocation policies to set phasing measures site by site.
3.4.8	Peel (8002)	The strategy must direct development to NorthFold, quantify it and coalesce it around the catalyst projects, which Peel said can deliver 13,000 homes and one million square metres of employment space, citing the Bolton Blueprint and the NorthFold Strategic and Economic Vision and Delivery Strategy. It said concentrating development in the town centre and NorthFold will need new strategic infrastructure, the strategic link road having already been identified as critical, and that without a significant release of land in sustainable locations beyond the urban area the ambition will not be realised.	Policy SP1 identifies the growth anchors within the NorthFold Corridor and explains the corridor's role as a delivery and investment programme underpinned by a pipeline of catalyst projects, three of which are in Bolton. Policies SP2 and SP3 quantify the employment and housing supply the anchors deliver, and Policy BSA04 requires a new link road from Manchester Road connecting to Junction 5 of the M61 via the A58 and forming part of a wider planned link to the M6.

Ref	Raised by	What was said	Council response
3.4.9	Regent Park Golf Course (8012)	Regent Park Golf Course agreed that future planned development should be in the most sustainable locations, which it said conforms with the current Framework and with the December 2025 consultation draft. It said the anchored option appears to follow loosely the Places for Everyone objectives for a Wigan and Bolton growth corridor, intended to deliver a regionally significant area of economic and residential development supported by new transport links, including new roads and investment in public transport.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. Policy SP1 explains the relationship between the growth anchors and the Wigan-Bolton Growth Corridor established by Places for Everyone Policy JP-Strat8, now being implemented as the NorthFold growth location.
3.4.10	Regent Park Golf Course (8012)	A large proportion of growth under the anchored option is directed to the M61 corridor, at Health Innovation Bolton, Chequerbent and Hulton Park, Wingates and Middlebrook, largely to be facilitated by Green Belt release and reliant on substantial infrastructure investment, while Central Bolton is by the Council's own admission a concentration of brownfield development, which is often slow and tends to produce smaller units and apartments rather than family housing. Regent Park Golf Course said delivery at Central Bolton and those four areas could therefore be uncertain and subject to delay, so the Plan should secure the early delivery of small and medium scale sites;	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. Policy SP3 explains that only a modest share of housing

Ref	Raised by	What was said	Council response
		it supported the proposals for small-scale growth in town and district centres.	growth is directed to Central Bolton within the Plan period because town centre regeneration is front-loaded on complex mixed-use schemes that build out over longer cycles. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.11	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	Anchored, phased development would be supported by existing infrastructure and investment and would reduce travel demand; growth along the M61 corridor could reinforce the Bolton to Wigan connection, aligning with the Places for Everyone framework, and links to Manchester and Lancashire, with Middlebrook's amenities underpinning new housing. Mixed use, and in particular the employment and residential development found around Wingates, would generate the infrastructure investment needed, with employment and residential developers	Support noted. Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and

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		making financial contributions towards the infrastructure required to support residential development on surrounding sites, supporting sustainable communities and reducing travel demand.	centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations.
3.4.12	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	On the challenges of delivering anchor-led growth, infrastructure and local services will require improvement in nearly all of the Local Areas of Change to support the level of housing and mixed-use economic development required, and sites within the growth corridors which are in the Green Belt, but which do not currently contribute to it, may be hindered at the planning stage.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. Policy INF3 and Policy DEL1 require development to mitigate the demand it generates for infrastructure and services, with site-specific requirements set by the allocation policies in Chapter 10. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.13	Transport for Greater Manchester (3021)	TfGM questioned whether the anchor-led approach is the most effective way to meet the Plan's own vision, against its Right Mix target of 50% of Greater Manchester journeys by public transport or active travel by 2040 with no net growth in motor traffic. It challenged the scoring of the options: the anchored option is rated "strong" for deliverability and the public transport-led option	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3

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		only "moderate", although both depend on transport investment outside the Council's control and the M61 anchors need Strategic Road Network upgrades that Places for Everyone already identifies at Junctions 4 to 6. It said the public transport-led option is arguably the most sustainable and that highway spending would divert funds from the Bee Network. It also said the M61 corridor option is rated "strong" for deliverability despite needing extensive SRN upgrades, that low-density greenfield release makes frequent public transport unviable and may undermine brownfield delivery, and suggested alternative delivery mechanisms for difficult brownfield sites and the DfT Connectivity Tool to prioritise accessible locations.	distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.14	CPRE Lancashire (7001); Friends of Harwood and Longsight Park (7002); Lancashire Wildlife Trust (7004); Bolton Green Umbrella (7000)	Community groups wanted a hybrid: brownfield first, more strongly public transport-led than the anchored option, with the public transport-led option kept under consideration as funding may come. Green Umbrella rejected the single-option form of assessment altogether and proposed a blended approach: brownfield, then public transport-led, then anchors, with the harder town centre brownfield sites targeted for the middle and later stages of the plan period.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional

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			circumstances at four locations. Policy SP3 puts brownfield land and town centre regeneration first, where sites are deliverable, and explains why brownfield alone cannot meet the requirement. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.15	Resident 1025	One resident said the brownfield-only option was more feasible than presented and should be more ambitious, with Manchester city centre as the example, and that the public transport-led option should not be dismissed for dependencies outside the Council's control.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. The appraisal

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			published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.16	Resident 1012	Development should happen more naturally with fewer artificial constraints. The question asked assumes its own conclusion; growth should be focused in areas without existing limits so that places can expand and connect organically.	Noted. Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations.
3.4.17	Rosedale Property Holdings (8018)	Rosedale did not accept anchor-led growth, saying the preference for the anchored option rests on an incomplete and flawed assessment of development options. The five options are	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic

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		overly narrow and the others carry obvious deliverability or sustainability constraints, so the conclusion in favour of the anchored option is unsurprising but false, and the M61 corridor option was included as a straw man and immediately dismissed.	employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport

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			priorities of the public transport led option should be integrated with it, which the Council has done.
3.4.18	Oltech (8003)	Oltech did not accept anchor-led growth, saying the option is unsound. It said the approach risks locking the borough into low growth, failing to meet real housing need and missing opportunities in high-demand, high-potential areas; that anchoring development to a limited number of locations restricts supply and prevents the Plan from responding flexibly to demand across the borough, risking under-delivery if any major or anchor site stalls or becomes unviable; that housing need is underestimated, so that even if the target is met it would not tackle long-term undersupply, improve affordability or significantly boost economic growth; and that the assumption that very large anchor sites, and especially brownfield sites, will deliver quickly is unrealistic given complex infrastructure, slow phasing and viability challenges. It said diversifying locations, including Green Belt release at Bradshaw, would improve the certainty of delivery.	Noted. The housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year, which Policy SP3 applies to 2042, and the Plan identifies a supply that provides headroom above that requirement, from five sources including windfall and sites identified through the Council's assessment of land availability. The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most

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			strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.19	Residents 1001, 1006, 1008, 1015, 1021, 1022, 1023, 1026, 1029; Bolton West CLP (7008)	Residents wanted brownfield first with clear limits on greenfield and Green Belt release. One pointed to around 8,600 homes of brownfield capacity, one to over 12,000 empty properties, and one to permissions that have never been built out. Bolton West CLP supported brownfield and grey belt release ahead of good-quality greenfield land. One resident asked how decisions on protected sites are made and noted that the greenfield sites are concentrated along the M61 and in the north-east.	Policy SP3 puts brownfield land and town centre regeneration first, where sites are deliverable, and explains that brownfield sites carry remediation, viability and assembly challenges and are expected to deliver later in the Plan period. Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.20	Resident 1000	Bolton builds in the wrong places, removing things still in use such as the Bolton and Farnworth precincts; too many new builds stand vacant, wasting land, because they are priced too high.	Noted. Policy SP4 protects the network of centres and Policy EC4 directs main town centre uses to them first, and Policies CB01 to CB03 set the framework for renewal in Central Bolton. Policy SP3 identifies windfall sites and the existing housing stock among the sources of supply. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

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3.4.21	CPRE Lancashire (7001)	CPRE said the Brownfield Land Register is out of date and asked for a proper capacity review.	A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.22	United Utilities Property Services (3006); Environment Agency (3002); Keepmoat (8000); Bellway Homes (8007); Bloor Homes (8008); Caddick (8014); Miller Homes (8016); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	Brownfield land delivers around 8,600 homes, a third short of the requirement, is often unviable and cannot meet need with other protected open land alone. Anwyl and Bradford Estates and Seddon and Global Land, in identical terms, said many previously allocated brownfield sites have remained undeveloped for years because of viability constraints, fragmented ownership and remediation costs, and that continuing to rely on them without a clear delivery strategy undermines the soundness of the Plan. The Environment Agency also said brownfield alone may not meet need.	Policy SP3 records that all available sources of housing land supply were explored and tested, that many brownfield sites carry significant remediation, viability and assembly challenges, and that the homes Bolton needs cannot be delivered on brownfield and other non-Green Belt sites alone. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.23	Keepmoat (8000)	The Council must evidence each of the paragraph 146 tests as a central part of the Local Plan evidence base: making as much use as possible of suitable brownfield and underutilised land, optimising density, and considering whether neighbouring authorities can accommodate some of the identified need. Allocating significant sites including Green Belt release would give choice and flexibility in the delivery of housing and employment, affordable housing and supporting infrastructure.	Policy SP7 records the steps taken before concluding that exceptional circumstances exist, including a call for sites to identify new or underutilised land within the urban area, reassessment of previously identified brownfield sites, maximising densities and requesting help from neighbouring local authorities. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.24	Bellway Homes (8007); Bloor Homes (8008)	Paragraph 147 requires the authority to demonstrate that it has examined fully all other reasonable options. Although the Core Strategy's Other Protected Open Land designation is likely to	Policy SP3 states that all available and suitable greenfield sites outside the Green Belt are allocated and that it has been necessary to alter

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		remain in place, there is not enough developable land within it to meet identified needs, and the scale of growth required makes it unrealistic to accommodate growth on brownfield land and Other Protected Open Land alone.	the Green Belt boundary to ensure housing needs are met and the boundary endures. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.25	Oltech (8003)	A brownfield-only focus is too restrictive, leading to slow delivery and growth and exacerbating affordability. Given the borough's limited brownfield land and constrained urban boundaries, the shortfall over the plan period cannot be addressed through existing site allocations, available brownfield or other urban land, or increased development densities, and there are no realistic alternatives in the urban areas capable of delivering the total required supply.	Policy SP3 puts brownfield land and town centre regeneration first, where sites are deliverable, and explains that it cannot meet the requirement alone, with Green Belt alteration necessary to meet needs and maintain a five-year supply of deliverable sites. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.26	Miller Homes (8016)	Because the Council is unable to meet its identified need for homes it should review its Green Belt boundaries as part of plan making. Miller said the need for a bolder approach including Green Belt release is accepted in the Direction of Travel's own	Policy SP7 alters the Green Belt boundary at four locations where exceptional circumstances are demonstrated: Health Innovation Bolton (BSA02), Blackrod Employment Cluster (BSA07), Logistics

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		conclusion that a brownfield-only approach would perform weakly and would not be realistic to deliver, and that given the existing shortfall brownfield land is unlikely to be sufficient in the early years of the plan period.	North Extension (BSA08) and The Alders (BSA09). A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.27	Oakmere Homes (8024)	Oakmere said the brownfield-only option must be ruled out because it cannot meet the borough's housing needs, and because such an approach would deliver small and fragmented developments, likely at the cost of developer contributions given the viability issues often associated with previously developed land.	Policy SP3 explains why brownfield land alone cannot meet the housing requirement. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.28	Keepmoat (8000); Peel (8002); HBF (8006); Rowland Homes (8009); Miller Homes (8016);	A new Green Belt assessment is needed to inform the Local Plan and justify Green Belt release. The 2016 Greater Manchester Green Belt Assessment prepared by LUC for the Places for Everyone evidence base predates the current Framework and	A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

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	Rosedale (8018); Seddon and Global Land (8021); Individuals (8028)	the Green Belt planning practice guidance, so is not a suitable assessment. The HBF called the acknowledgement that some Green Belt release will be required pragmatic and sensible, and said a comprehensive review of the Green Belt will be needed.	
3.4.29	Keepmoat (8000); Peel (8002); Miller Homes (8016); Seddon and Global Land (8021)	The assessment should use smaller and more logical parcels. Peel said its parcels are too large for the February 2025 guidance. Miller set out the five steps the guidance requires and the principle that assessment areas be sufficiently granular to enable assessment of their variable contribution. Seddon and Global Land said the guidance advises that sites should not be assessed as part of a wider notional parcel and that authorities should subdivide areas into smaller assessments where necessary.	A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.30	Keepmoat (8000); Seddon and Global Land (8021); Individuals (8028)	Promoters asked for the opportunity to review the assessment methodology, to work with the Council on the emerging evidence base, and to provide information on their land to inform it, and said they trust the assessment will form part of the consultation on the evidence base.	The evidence base is published alongside the Publication draft Plan for comment during the Regulation 19 publication period.
3.4.31	Peel (8002)	Peel set out its case that exceptional circumstances exist for Green Belt release at Health Innovation Bolton, citing advice from a KC in 2024, a February 2025 report by Stantec and Gateley commissioned by the Council, and paragraphs 71 and 72 of Compton Parish Council v Guildford Borough Council for a case built on an accumulation of circumstances. It said a preliminary appraisal found the whole site unlikely to be grey belt	Policy SP7 removes land at Health Innovation Bolton from the Green Belt for a strategic housing and health innovation employment allocation, and Policy SP7 and Policy SP2 set out the exceptional circumstances relied on. The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the grey belt provisions. A

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		but the eastern half, east of Smethurst Lane and Watergate Lane, to have a strong case.	full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.32	Rosedale Property Holdings (8018)	Green Belt is mentioned in the Direction of Travel only in a negative way, as a drawback to the public transport-led and M61 corridor options, which are the only two under which release is considered. Rosedale said this means available Green Belt sites have not been analysed against the grey belt criteria at paragraph 143 of the December 2024 Framework and Policy GB2 of the December 2025 draft Framework, so the opportunity grey belt offers towards meeting housing need has not been taken.	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the grey belt provisions. Policy SP7 sets out the four Green Belt alterations the Plan makes and the exceptional circumstances relied on. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.33	Rosedale Property Holdings (8018)	Release should turn on the contribution a site makes to Green Belt purposes rather than being confined in a very limited way to tightly defined areas around stations and town centres. Rosedale added that the April 2025 Call for Sites asked promoters to explain how land put forward as grey belt would meet the Framework tests, and that the justification it gave should have been considered at this stage of plan preparation.	A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.34	Rosedale Property Holdings (8018)	There is an evidenced unmet need for housing. Rosedale cited the Inspector's report of 14 February 2024 into Places for Everyone, adopted in March 2024, as recognising the need to allocate Green Belt sites for housing because there were insufficient previously developed sites available, deliverable and viable, and said both that position and the shortfall in supply are compounded by the increased housing targets in the Framework.	Policy SP3 explains why Green Belt release has been necessary to meet the requirement and maintain a five-year supply of deliverable sites, and Policy SP7 sets out the alterations made. The housing requirement is set by Places for Everyone Policy JP-H1, which Policy SP3 applies to 2042. A full review of sites has been undertaken to inform

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			the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.35	United Utilities Property Services (3006); Keepmoat (8000); Bellway Homes (8007); Bloor Homes (8008)	Respondents set out a sequence for allocating land, following paragraph 148 of the Framework. Keepmoat, Bellway and Bloor gave it as previously developed land, then grey belt, then other Green Belt land. Bellway and Bloor added that under paragraph 145 changes to Green Belt boundaries must have regard to their permanence in the long term, so land capable of coming forward beyond the plan cycle must be safeguarded if the boundaries are to endure. United Utilities gave the sequence as brownfield, then other protected open land, then grey belt, then Green Belt, with land safeguarded beyond the plan period.	Policy SP3 sets out the sequence followed, with brownfield land and town centre regeneration first and Green Belt alteration only where needs cannot otherwise be met. Policy SP7 identifies no safeguarded land and explains that longer-term needs beyond the Plan period will be addressed through the Spatial Development Strategy for Greater Manchester. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.36	United Utilities Property Services (3006); Keepmoat (8000); Bellway Homes (8007); Bloor Homes (8008); Oakmere Homes (8024)	Several respondents asked for options to be combined. United Utilities and Keepmoat would combine the public transport-led, M61 corridor and anchored options, United Utilities directing growth to Westhoughton and Horwich. Bloor supported the same three, saying its land could be allocated under all three and that the anchored option best meets the Council's objectives provided Wingates and the M61 corridor, particularly the northern edge of Westhoughton, remain a priority for housing. Bellway and Oakmere would combine only the public transport-led and anchored options.	The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred

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			strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done.
3.4.37	United Utilities Property Services (3006); Keepmoat (8000); Bellway Homes (8007); Bloor Homes (8008)	The dispersed option should be discounted. Bellway said growth spread thinly across towns and villages regardless of size, role or transport links would not achieve sustainable development, citing paragraph 11a on aligning growth with infrastructure, and would require significant obligations and investment in isolated and poorly serviced locations, creating viability challenges. Bloor asked instead for a settlement hierarchy informed by scale, role in providing local infrastructure and services and suitability for growth.	The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the

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			anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done.
3.4.38	Bellway Homes (8007), Bloor (8008)	The M61 corridor option should be discounted because that corridor already carries the Places for Everyone allocations, because concentrating development around motorway junctions may not produce the most sustainable pattern of development or meet need in the most appropriate locations, and because a heavy focus on strategic highway routes risks increasing reliance on the private car. Bloor said the concern about overreliance on car travel can be met by ensuring development is accessible by sustainable modes.	The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done.

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3.4.39	United Utilities Property Services (3006)	Two further Local Areas of Change were asked for: land along the M61 corridor between Blackrod and Westhoughton, and the built-up settlement of Westhoughton itself, which United Utilities said had been overlooked despite its town centre, existing housing, brownfield land, open space and transport links.	Policy SP3 directs 2,843 homes to Westhoughton and states that more modest additional growth is directed there than would otherwise be the case because of the schemes already planned and committed, with Ditchers Farm allocated as Policy BSA05. Policy CB04 sets the character framework for Hulton and Westhoughton and for Horwich and Blackrod.
3.4.40	Oakmere Homes (8024)	Oakmere said the M61 corridor option should be discounted. It is based on motorway connectivity and so is heavily private car dependent and not sustainable in travel terms, it turns its back on the development potential of highly connected centres and locations across the borough, it offers no benefit to the deprived communities that sit beyond the corridor, and the resulting uneven distribution of growth carries long-term costs to the environment, health, climate change and equality.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and

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			programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.41	Oakmere Homes (8024)	Proximity to public transport is a key national focus and should form the backbone of the spatial strategy. Oakmere cited the December 2025 consultation on the draft Framework for a tilted balance in favour of development close to a railway station even where the site lies outside the settlement, which it said applies equally to Green Belt development that is not inappropriate, and for higher densities within settlements, on allocated sites and on sites within reasonable walking distance of a railway station.	Policy PQ3 sets minimum densities through four zones keyed to accessibility, including proximity to Bolton Interchange, other rail stations and the designated centres, and Policy SP3 favours sites near stations and centres. The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.4.42	Caddick (8014)	Caddick said the anchored option would let Bolton achieve all six objectives, that its caveat supporting smaller scale growth in other centres and near train stations spreads opportunity and risk	Support noted. Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation

Ref	Raised by	What was said	Council response
		across the borough, and that its acknowledgement of Green Belt release is pragmatic and makes the strategy realistically able to meet need, since relying entirely on brownfield would not meet need for lack of urban capacity and because of brownfield viability, and Green Belt release allows larger scale development. Because the requirement is too low against the standard method, it said the anchors may not be sufficient: they equate to a residential capacity of around 6,450 at most, below the Places for Everyone requirement and further below the standard method figure, placing reliance on previously allocated or identified sites that have failed to deliver, so at least one new significant anchor point must be identified, which could be an existing area or a comprehensive new development such as the West Pennine Villages. It said the approach would be improved by incorporating the public transport-led option, with the emphasis on development around public transport extended from smaller scale to large scale so that existing infrastructure is fully used, and cited the December 2025 draft Framework's policy that housing within a reasonable walking distance of a railway station in a top 60 Travel to Work Area, served by at least four trains an hour or two an hour in any one direction, should be approved unless the benefits are substantially outweighed by adverse effects; Lostock station meets both tests and large parts of one of its sites are within walking distance of it. It said the scale of development, the country park and the enhanced sporting facilities would elevate the West Pennine Villages to anchor status, and asked to discuss how the public transport network could be enhanced.	Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations.

Ref	Raised by	What was said	Council response
3.4.43	Orbit (8019)	Orbit suggested that the Council adopt a blended approach to the spatial distribution of new development, given the well-publicised desire of central government to boost the economy and the flexibility encouraged in current and emerging national policy. It cited paragraphs 86 and 87 of the Framework and paragraph 86(e) on policies being flexible enough to accommodate needs not anticipated in the plan and to allow new and flexible working practices and spaces, and the December 2025 consultation draft Framework's statement that development plans should not be overly prescriptive about the uses acceptable on particular sites without a clear and justified rationale. It said a blended approach would need to take full account of the latest information on infrastructure delivery programming and constraints, public transport investment and strategy, and other economic strategies for the area such as the Wigan-Bolton (NorthFold) Growth Corridor.	Policy SP1 takes forward the anchored approach, directing growth and investment to Central Bolton, Health Innovation Bolton, the NorthFold strategic employment locations and Middlebrook, with Hulton Park identified as a potential growth location the Plan does not rely on. Policy SP3 distributes the remaining growth across seven parts of the borough, favouring sites near train stations and centres, and Policy SP7 alters the Green Belt boundary only in exceptional circumstances at four locations. Chapter 1 explains that the Plan operates as a whole and that not all policies apply to every proposal, and Policy SP3(7) supports housing on suitable unallocated and windfall sites within the existing built-up areas where the stated criteria are met.
3.4.44	Historic England (3004)	Historic England did not choose between the options and said it supports whichever option conserves and enhances the historic environment, heritage assets and their settings. Any preferred option should rest on a robust evidence base that screens allocations and assesses their effect on the historic environment, with the findings carried into site policies so the Plan meets the tests of soundness at examination.	Noted. Policy SP5 sets a positive strategy for the historic environment and Policy PQ4 sets the tests for development affecting heritage assets, with the allocation policies in Chapter 10 requiring a heritage impact assessment for each strategic site. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with

Ref	Raised by	What was said	Council response
			assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.4.45	Bolton NHS Foundation Trust (3000)	The Foundation Trust asked what role the Council has in incentivising the use of brownfield sites, since the more building that takes place on greenfield land the less green space is left.	Policy SP3 puts brownfield land and town centre regeneration first, where sites are deliverable and records the Council's work to unlock brownfield sites, and Policies CB01 to CB03 support urban renewal and infill across Central Bolton. Policy EC1 protects employment land and Policy INF5 protects Accessible Greenspace from development.

What was said at the drop-in events

Farnworth Leisure Centre, 11 December 2025 and 15 January 2026. concern about Green Belt going and the effect on wildlife; green space for people to use matters.

Westhoughton Hub, 15 December 2025. loss of green spaces in Westhoughton; allocations must take account of flood risk; Hulton Park has no public access; too much development is being directed at Westhoughton.

3.5 The sites promoted

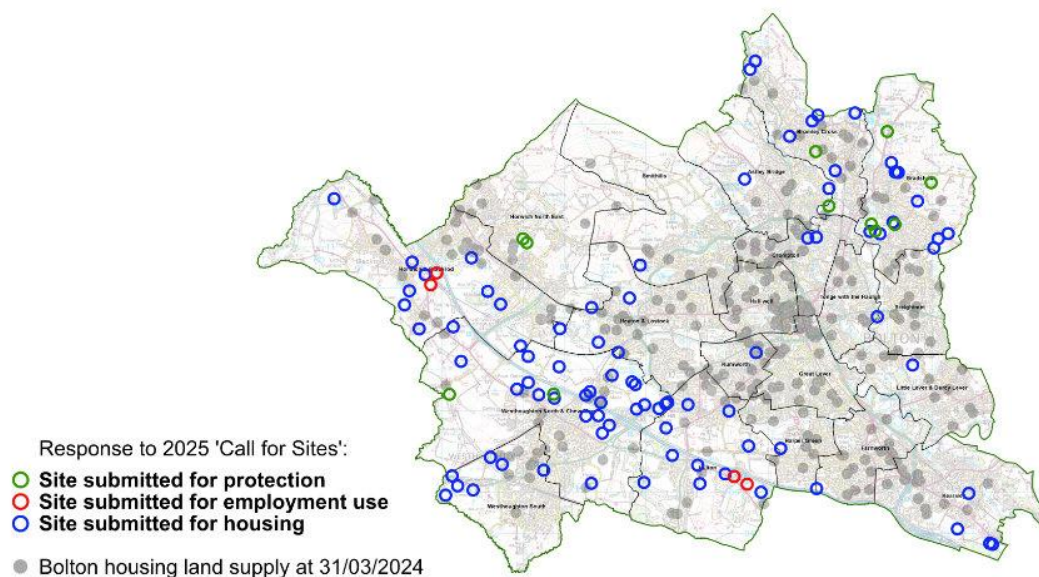


Figure 7. Sites submitted through the 2025 Call for Sites over the housing land supply at 31 March 2024, from the Direction of Travel. Locations are approximate and are not allocations.

An interactive version map of the call for sites submissions can be accessed at Appendix B

Table 8. The sites promoted: what was said

Ref	Raised by	What was said	Council response
3.5.1	Keepmoat Homes (8000), Private/Individual Developer represented by Cassidy Ashton (8001); ;Peel (8002); Oltech Holding Group (8003); Harworth (8004); WUKPG (8005); Bellway Homes (8007); Bloor Homes (8008); Rowland Homes (8009); Prescott Business Parks Ltd (8010); Barrat & David Wilson Homes North West (8011); Regent Park Golf Course (8012); Caddick (8014); Barratt David Wilson and Jones Homes (8015); Miller Homes (8016); Rosedale Property Holdings (8018); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021); Persimmon (8023) Oakmere Homes (8024); Individual (8025); Charles Church Developments Ltd (8026); Jones Homes (8027); Individuals (8028); Barratt	26 of the 86 respondents promoted land for development, between them covering around 39 sites, counting the West Pennine Villages and Health Innovation Bolton were the largest. Most are greenfield or Green Belt land on the edges of Westhoughton, Horwich, Blackrod, Bromley Cross, Egerton and Harwood, and around Junctions 4 and 6 of the M61. A smaller number are brownfield or previously developed.	The Plan identifies the key site allocations needed to support the strategy, set out in Chapter 10 and Policies SP2 and SP3. Other sites are anticipated to come forward through ‘banked’ planning permissions or Sites identified through the Council's assessment of land availability, listed in Appendix C of this report. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

Ref	Raised by	What was said	Council response
	Homes (8029); Hulme Trust Estates (8030);		
3.5.2	Rosedale Property Holdings (8018); Oakmere Homes (8024); Oltech (8003); Rowland Homes (8009); Miller Homes (8016); Barratt Homes Manchester (8029); Hulme Trust Estates (8030); Keepmoat (8000); Bloor Homes (8008); Persimmon (8023); Charles Church (8026); Bellway Homes (8007)	Promoters argued that the land they promote makes little contribution to Green Belt purposes and qualifies as grey belt, at Bromley Cross, Harwood and Bradshaw, Westhoughton and Darcy Lever. They said the 2016 Greater Manchester Green Belt Assessment parcels are too large to reflect the contribution of individual sites, several relying on their own grey belt assessments against the purposes and the features in the February 2025 guidance. They said exceptional circumstances exist for release, on the basis of the housing need position, the absence of realistic urban alternatives, sustainable locations well connected to public transport and amenities, and defensible boundaries meaning release would not undermine the purposes of the remaining Green Belt, and that their sites meet the Golden Rules for affordable housing, infrastructure and open space. Rosedale added that development of grey belt land for homes should not be resisted where the tests are met. Each asked that its land be allocated, or granted permission, on that basis, and said the sites are available and deliverable within the plan period. The individual sites are listed in Table 9.	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the grey belt provisions or the Golden Rules. Policy SP7 sets out the four Green Belt alterations the Plan makes and the exceptional circumstances relied on, and Policy HS1 applies a higher affordable housing requirement to land within or released from the Green Belt. The Plan identifies the key site allocations needed to support the strategy, set out in Chapter 10 and Policies SP2 and SP3. Other sites are anticipated to come forward through 'banked' planning permissions or Sites identified through the Council's assessment of land availability, listed in Appendix C of this report. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.5.4	Resident 1029	A resident objected to the promotion of 'West Pennine Villages land' suggesting the loss would be settlement edge sprawl and coalescence, and informal recreation in an area already surrounded by housing, so that its long use might support – suggesting it could be a Town or Village Green. The resident set the proposal against growth already suggesting that approving	The West Pennine Villages land is not allocated by the Plan. It remains in the Green Belt, and Policy SP7 alters the Green Belt boundary at four locations only, none of which is this land.

Ref	Raised by	What was said	Council response
		further Green Belt development before the impacts of committed growth are understood would be premature	
3.5.5	Sport England (3009)	Sport England asked that every site be checked against its Playing Fields Policy for existing or disused playing fields and sports land, with decisions resting on an up-to-date Playing Pitch and Built Facilities Strategy.	Policy INF7 requires the tests in national policy to be met before a playing pitch or sports facility is lost and requires replacement provision to preserve or improve public community access. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.5.6	Coal Authority (3001)	The Coal Authority said its records show coal mining features at surface and shallow depth across the borough, including mine entries, coal workings and reported surface hazards, which may pose a risk to surface stability and public safety, and asked that its Development Risk Plans inform site selection, particularly where past mining affects the quantum of development a site can take.	Policies BSA02 to BSA09 require a coal mining risk assessment of the site and the development proposals, and Policy ENV6 requires development within areas affected by historic mining, including the Coal Authority's Development High Risk Areas, to be supported by a coal mining risk assessment with remedial works undertaken before construction. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

A map of housing sites identified as available sustainable, and deliverable are shown in Appendix C. Protected employment locations, and employment Site Allocations, are shown on the Policies Map that accompanies the Plan.

3.6 Distribution of growth

Table 10. Distribution of Growth: what was said

Ref	Raised by	What was said	Council response
3.6.1	Residents 1005, 1016, 1025; Bolton West CLP (7008)	Westhoughton carries the borough's growth, its residents said: housing and industrial development without the roads, surgeries or schools to match. One said the anchored option is biased towards Westhoughton, which is asked to take around a third of the borough's housing although it is not central.	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. Policy SP3 states that more modest additional growth is directed to Westhoughton than would otherwise be the case because significant housing development is already planned and committed there and will deliver in the early years of the Plan period. Policies INF3 and DEL1 require development to mitigate the demand it creates for education, health and community infrastructure. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.6.2	Residents 1009, 1015, 1026	Farnworth is losing the last fields it has, and the anchored option puts almost everything in the west and south-west with little elsewhere.	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. Farnworth, Great Lever and Hulton carries 3,149 homes, the largest share, principally at Health Innovation Bolton (BSA02) and Anchor Lane (BSA03), where

Ref	Raised by	What was said	Council response
			Policy SP3 explains that the scale of development allows schools, health facilities, energy, active travel, open space and utility capacity to be delivered on site rather than loaded onto existing networks. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.6.3	Resident 1008	Asked why sites were changing again after Places for Everyone, and said communication was so poor that they learned of the proposals on Facebook five hours before the deadline.	Noted. Places for Everyone (2024) sets the strategic framework and allocates three employment sites in the borough; this Plan applies that framework to Bolton and makes its own allocations, which is why sites are identified now that Places for Everyone did not address. The Regulation 18 consultation arrangements are recorded at section 2, and the Regulation 19 consultation is publicised in accordance with the regulations and the Statement of Community Involvement.

Ref	Raised by	What was said	Council response
3.6.4	Residents 1022, 1026	Wingates residents would be more supportive if brownfield were prioritised more heavily, and proposed a more hybrid, evenly distributed approach to housing across the wider borough; another favoured a brownfield-first, dispersed option as the fairer strategy.	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. Policy SP3 puts brownfield land and town centre regeneration first, where sites are deliverable, and explains why brownfield alone cannot meet the requirement. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.6.5	Resident 1013	Resident 1013 said the strategy risks over-favouring the west and the M61 corridor while under-using the town centre, the Renewal Areas and the public transport corridors, and asked that growth and investment actively rebalance opportunity towards the Renewal Areas and the more deprived eastern and northern neighbourhoods, with transport, skills and housing interventions prioritised where they can most effectively close gaps in health,	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. Policy SP1 identifies Central Bolton as a growth anchor and Policies CB01 to CB03 set the framework for

Ref	Raised by	What was said	Council response
		income and access to good work; it said earlier consultation feedback had raised the same point about the north and east.	regeneration there. Policy HS1 sets affordable housing requirements by value zone, and Policy EC3 secures employment and skills pathways for residents in areas of high economic inactivity and deprivation.
3.6.6	Cllr, Bolton Council (5000)	A councillor and the NHS made fairness a question of deprivation rather than geography. The councillor said a borough-wide ambition is not enough: the wards of highest need should be prioritised in policy and funding, given place-specific commitments on housing, corridors, parking, open space and community facilities, and progress should be reported by neighbourhood rather than borough average. The councillor said the objectives should commit to reducing inequalities between wards and to supporting diverse, migrant and multi-generational communities, noting that commercial activity in the councillor's area is growing, much of it entrepreneurial and migrant-led, without matching investment.	Policy PQ2 requires the health effects of a proposal and the population groups affected to be identified and acted on, with a Health Impact Assessment required for residential development of 50 or more dwellings in Inner Bolton, Brightmet, Farnworth North and Farnworth South and 100 or more elsewhere, addressing the impact on health inequalities in the affected community. Policy CB04 sets the character framework for each part of the borough outside Central Bolton, and Policies INF5 and INF6 set open space and play standards and catchments that apply borough-wide. Policy EC3 requires Employment and Skills Plans to reach residents in areas of high economic inactivity and deprivation. Monitoring arrangements are a matter for the Council's monitoring reports rather than for Plan policy.
3.6.7	Bolton NHS Foundation Trust (3000)	The Foundation Trust said the anchored strategy does not directly address deprivation, that the life expectancy gap between neighbourhoods is the measure that matters, and that improving existing social housing is part of the answer.	Health and wellbeing is the overarching goal the Plan's six objectives serve, and Chapter 2 records the life expectancy gap between the borough's neighbourhoods as the picture that drives the

Ref	Raised by	What was said	Council response
			Plan's most urgent decisions. Policy PQ2 requires health effects and health inequalities to be assessed and acted on, and Policies SP3 and HS1 provide for affordable homes and for improving the quality of the existing stock.
3.6.8	Woodland Trust (7007)	The Woodland Trust pointed to Springfield, Daubhill and the south of the town as the neighbourhoods with the poorest access to trees and green space.	Policy INF5 sets Accessible Greenspace standards of 3 hectares per 1,000 population with distance catchments, and requires off-site provision to address identified deficiencies in quantity, quality, accessibility and value. Policy PQ1(5) requires development to address identified gaps in access to open space and green infrastructure, and Policy ENV4(3)(D) requires contributions to increasing tree canopy cover across the borough.
3.6.9	Friends of Harwood and Longsight Park (7002); Resident 1014	Friends of Harwood and Longsight Park and a Harwood resident asked for uniform park standards and funding across the borough, saying some areas get better funding than others and that funding should not be decided by postcode. They asked for a programme of investment to repair footpaths, and that seating only be provided with serviced bins because it attracts litter.	Policy INF5 sets borough-wide open space standards, catchments and quality requirements and requires long-term management and maintenance arrangements to be secured, including a management plan and named stewardship, with Section 106 contributions where the Council takes on management. The Council's own park maintenance and investment programmes sit outside the Local Plan.
3.6.10	Oakmere Homes (8024)	Oakmere argued for a hybrid rather than the anchored option alone. Oakmere would build the strategy on public transport-led	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton,

Ref	Raised by	What was said	Council response
		growth around every station-served settlement. Oakmere supported the promotion of northern competitiveness, which it said Places for Everyone makes the foundation of the strategy with Bolton as one pole of the Wigan-Bolton Growth Corridor, but said growth must be directed to all sustainable locations so that the whole borough benefits rather than being concentrated in pockets of regeneration while other areas are limited. It said the anchored option at present proposes only smaller-scale growth in other town and district centres and near train stations, which runs contrary to the December 2025 consultation on the Framework, and that the station-served settlements identified under the public transport-led option should be carried forward as important settlements in a hybrid of the two options.	Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. Policy SP3 favours sites near train stations and local centres for growth beyond the strategic locations, and Policy PQ3 sets minimum densities keyed to accessibility, including proximity to rail stations. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.6.11	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	A blended approach, combining elements of the dispersed, public transport-led, M61 corridor-led and anchored strategies, would be more appropriate, directing development to locations where there is genuine need and demand while supporting balanced growth across the borough.	The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway

Ref	Raised by	What was said	Council response
			stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done.
3.6.12	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	The dispersed option avoids a blanket restriction on development in any part of the borough, introduces flexibility to respond to changing market conditions and housing pressures, better reflects localised needs, and ensures that no area of Bolton is overlooked. It promotes social and community benefits by increasing the likelihood that residents can remain in or return to their communities, close to family, support networks, schools and places of employment.	The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the

Ref	Raised by	What was said	Council response
			options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done.
3.6.13	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	The public transport-led option has the potential to encourage regeneration, reduce car dependency and facilitate more coordinated infrastructure improvements, but should not be pursued in isolation: relying solely on it would restrict where people can live, limit flexibility to respond to market demand and do little to address the shortage of housing in certain parts of the borough.	The growth anchors and allocations were tested against the alternative ways of distributing growth and judged an appropriate strategy. Where growth is concentrated reflects where the borough can absorb it with infrastructure capacity that is available or can be mitigated, and growth beyond the allocations is directed to the existing settlements, favouring locations near railway stations and centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. The Sustainability Appraisal Report published alongside the Regulation 19 Plan sets out how the options were appraised and why the preferred strategy was selected. Five spatial options were appraised at Direction of Travel stage. The appraisal found that options concentrating growth at existing centres, stations and the growth

Ref	Raised by	What was said	Council response
			anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done.
3.6.14	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	Much of Bolton's strategic development is already focused along the M61 corridor, naming Bewshill Farm, Chequerbent North and West of Wingates together with Horwich Loco Works and the Royal Bolton Hospital. While development directed towards key transport infrastructure is supported in the interests of sustainability, this should not come at the expense of balanced growth, and communities in the north and east of the borough should also benefit from housing and economic growth.	Policy SP3 distributes new homes across seven parts of the borough, with 210 homes in North Bolton, 977 in East Bolton and 166 in West Bolton alongside the strategic allocations, and Policy SP3(7) sets criteria for housing on suitable unallocated and windfall sites within the existing built-up areas. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.6.15	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	Too great a focus on the six Local Areas of Change will result in inadvertently adopting an M61 corridor-led option plus Central Bolton, particularly as the Renewal Area is set to accommodate	Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and

Ref	Raised by	What was said	Council response
		only smaller-scale infill housing. Housing sites should be spread throughout the borough so that all local housing markets are supported, and it is neither fair nor sustainable for residents in Bolton's outer suburbs to face leaving their communities to secure suitable accommodation.	incrementally rather than as a key area of change. Policy SP3 distributes growth across seven parts of the borough and Policy CB04 sets the character framework for each part of the borough outside Central Bolton. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.6.16	Jones Homes (8027)	Jones Homes said it promotes four non-strategic sites, in addition to its interest at Horrocks Fold, to give Bolton a choice of housing sites deliverable in the short term.	The Plan identifies the key site allocations needed to support the strategy, set out in Chapter 10 and Policies SP2 and SP3. Other sites are anticipated to come forward through 'banked' planning permissions or Sites identified through the Council's assessment of land availability, listed in Appendix C of this report. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

Ref	Raised by	What was said	Council response
3.6.17	Miller Homes (8016); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	Miller Homes accepted the anchors but said the north and east, around Harwood, Bradshaw and Bromley Cross, must not be left behind: the anchored option puts almost everything in the town centre and the south-west, which undermines the Places for Everyone aim of northern competitiveness and its North-East Growth Corridor, and additional northern sites are needed as a safeguard if the anchor locations stall. Barratt Homes Manchester cited the Wigan Core Strategy, where the Inspector required modifications introducing broad locations at Golborne, Lowton and Standish outside the east to west core in order to increase supply and meet need, as a precedent for building flexibility into a concentrated spatial strategy. Hulme Trust Estates cited Places for Everyone Policy JP-Strat8 for the Wigan-Bolton growth corridor and said that three of the four anchor points are focused to the south west, so limiting growth to two main areas would undermine the aim of boosting northern competitiveness, the whole of Bolton forming part of the north of Greater Manchester. Miller Homes said the anchor-led approach rightly seeks to release appropriate greenfield land in sustainable locations but relies too heavily on a small number of large strategic sites along the M61 corridor and fails to take full advantage of the opportunity to deliver comprehensive growth across the borough. It cited page 21 of the Direction of Travel for the Places for Everyone strategy placing Bolton in a zone whose priority is to boost northern competitiveness, with growth focused into two corridors, one in the north-east and one in the west, and said the anchor-led approach supports the western Wigan-Bolton Growth Corridor but gives no support to the North-East Growth Corridor; it cited page 11 for the north-east's strategic position in	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. North Bolton carries 210 homes and East Bolton 977, with growth beyond the strategic allocations directed to the existing settlements and favouring sites near stations and centres under Policy SP3(7). The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

Ref	Raised by	What was said	Council response
		the road network with fewer sites available. It said the approach is not currently appropriate, would fall short of meeting all the needs of the borough and would risk the Plan being found unsound, but could be made realistic and appropriate by supplementing the strategic allocations along the M61 with non-strategic allocations across the borough and particularly in the north-east, which would give a sufficient quantity and mix of housing, a range of allocations to deliver housing throughout the plan period, and a consistent approach from Places for Everyone through to the Local Plan.	
3.6.18	Oltech (8003)	Oltech said the anchored approach sidelines the strongest housing market areas: high-demand locations such as Bradshaw, where new homes would most improve affordability and meet actual household preferences, receive too little emphasis in the emerging Local Plan.	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. A full review of sites has

Ref	Raised by	What was said	Council response
			been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.6.19	Seddon Homes and Global Land (8021)	Seddon made a delivery rather than a fairness argument. It said the anchor-led approach is realistic and aligns with the Greater Manchester spatial strategy but is not sufficient on its own: limiting growth to six anchor locations risks an overly narrow strategy that concentrates development where significant upfront infrastructure is needed while leaving other sustainable settlements underused, which could exacerbate historic under-delivery and reduce resilience in supply. It asked for a blended approach combining the anchors with a dispersed and transport-led strategy, prioritising brownfield land and allocating sustainable greenfield sites in accessible edge of settlement locations, and said the strategy should recognise settlements such as Egerton, where smaller sites can deliver quickly on existing infrastructure without the long lead-in times of major regeneration schemes.	Policy SP3 distributes new homes across seven parts of the borough: Central and Inner Bolton, Farnworth, Great Lever and Hulton, Westhoughton, Horwich and Blackrod, West Bolton, North Bolton and East Bolton. Policy SP3 identifies five sources of supply, including windfall and sites identified through the Council's assessment of land availability, and sets criteria at SP3(7) for housing on suitable unallocated sites within the existing built-up areas. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

What was said at the drop-in events

Horwich Leisure Centre, 9 December 2025. Horwich is being over-developed.

Westhoughton Hub, 15 December 2025. fairness in terms of developing Westhoughton; too much development in one place.

3.7 The six Local Areas of Change

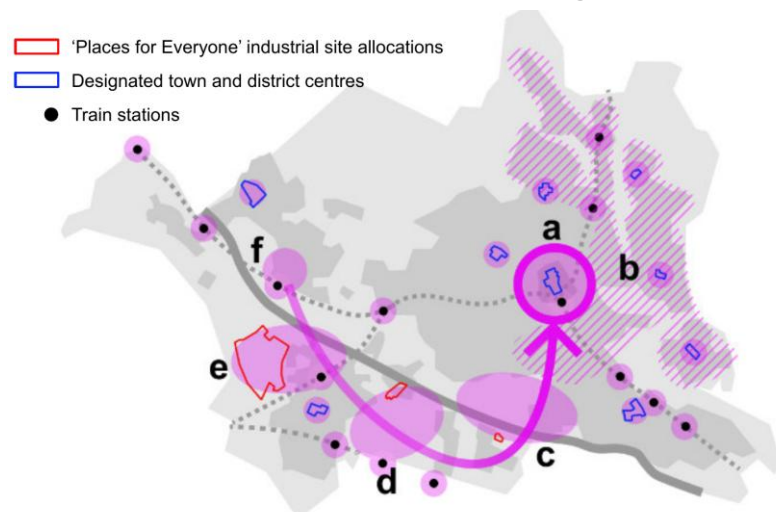


Figure 8. The six Local Areas of Change, Places for Everyone employment allocations, centres and stations, from the Direction of Travel.

Consultation Question 3

What is needed to make sure development in the Local Areas of Change is of high quality and sustainable?

The Direction of Travel identified six places where change is most likely and set out key considerations for each. The Places for Everyone allocations at Chequerbent North and West of Wingates are already adopted. Residents in and around Health Innovation Bolton and Wingates wrote the most and objected most strongly. Each area is taken in turn below: what the Direction of Travel said about it, the Ordnance Survey extract used in the consultation, and a table of what was said.

a. Central Bolton

Bolton Town Centre is the single most significant concentration of brownfield land in the borough and central to almost all growth options, as a regeneration anchor, a transport hub and a location for higher-density housing and jobs.



Ordnance Survey extract, Central Bolton. Crown copyright and database right 2025 AC0000850551.

What was said about Central Bolton is set out in Table 11.

Table 11. Central Bolton: what was said

Ref	Raised by	What was said	Council response
3.7.1	Residents 1006, 1021, 1023, 1026	Regeneration is welcomed but must show results: Church Wharf, Trinity Street and Crompton Place were named as sites where nothing has happened. The centre feels unsafe and neglected; parking cost and crime discourage visits.	Policies CB01 to CB03 set the framework for Central Bolton and identify Crompton Place, Trinity Quarter and Trinity Gateway, Church Wharf and the Croal Valley as priorities for comprehensive regeneration. Crompton Place is allocated as Policy BSA01 for a minimum of 340 homes and around 10,500 sqm of office floorspace, with the trajectory placing delivery in years 6 to 10. Policy SP4 records the schemes already complete at Moor Lane, Deansgate

Ref	Raised by	What was said	Council response
			Gardens, the Wellsprings and Bolton Market Food Hall.
3.7.2	Residents 1015, 1018, 1023, 1026	Restore and reuse old buildings and empty shops; one resident said this should come before building new and that 1,000 new homes will not revive the centre on their own.	Policy SP5 sets a positive strategy for the historic environment including heritage-led regeneration in Central Bolton and reuse of the borough's historic mills, and Policy PQ4 supports proposals securing the repair and reuse of assets on the Heritage at Risk Register. Policy PQ1(9) requires shopfronts and signage that contribute to townscape character to be retained and restored on conversion, and Policies CB01 to CB03 support urban renewal and infill that reuses historic buildings.
3.7.3	Resident 1012	High quality should mean internal space, private gardens, off-street parking and good access to services. Asked what “sustainable” means in practice and whether it implies regular renewal of areas; and who “everyone” in Places for Everyone refers to, where they are coming from and what they will be doing. The same questions were put for the Renewal Areas and Health Innovation Bolton, where the resident also asked why the area is labelled Health Innovation Bolton rather than Hospital Area.	Policy HS4 sets residential standards including nationally described space standards, natural light, privacy, outlook, storage and private or shared amenity space, with a 50 sqm garden standard for houses outside Central Bolton. Policy INF2 sets parking standards by zone and Policy SP3(7) requires access to employment, education, primary health care and groceries without car dependency. The Plan's use of sustainable development follows national policy, and Places for Everyone is the joint plan of nine Greater Manchester authorities rather than a statement about who will live in the borough.

Ref	Raised by	What was said	Council response
3.7.4	Residents 1017; Bolton and Bury Swifts (7003)	An appropriate mix of housing; encouraging a sense of community.	Policy HS2 sets the mix of dwelling sizes by tenure and Policy HS1 the affordable requirement and tenure split. Policies CB01 to CB03 require active frontage, high-quality public realm and accessible green space, and Policy PQ1(3) requires places designed to be safe, accessible and inclusive with natural surveillance.
3.7.5	Resident 1013	Central Bolton should be the top priority for growth: higher-density mixed use around the Interchange and Bee Network with minimal parking; a significant share of affordable and social housing with obligations for skills, community, youth and health services; heritage-led design that reuses historic structures; a climate-resilient public realm; the centre and the Renewal Areas treated as one regeneration zone; and phased, infrastructure-led delivery using public land and partnerships to unlock brownfield sites. The resident asked that new buildings respect the Town Hall clock tower in height and massing, that mills and older buildings be reused with public funding and flexible uses, for street trees, pocket parks and better links to Queen's Park and the River Croal corridor, and for safe walking, cycling and bus links from the centre to Halliwell, Great Lever, Tonge and Breightmet.	Policy SP1 identifies Central Bolton as the primary location for new office development and a growing residential neighbourhood, and Policy PQ3 places it in Density Zone A with a minimum of 120 dwellings per hectare and parking as a maximum under Policy INF2 Zone 1. Policies CB01 to CB03 require heritage-led renewal, active frontage, urban greening and accessible green space. Policy HS1 sets no requirement in Bolton Town Centre, and Policy EC3 secures employment and skills obligations on non-residential development above the stated thresholds.
3.7.6	National Highways (3017)	National Highways supports town centre-led regeneration for its public transport accessibility, and asks for early engagement on any cumulative changes in trip distribution that interact with the A666(M).	Noted. Policy INF1 requires Transport Assessments to test development against reasonable future scenarios agreed with the Council and Transport for Greater Manchester and to identify and address residual network

Ref	Raised by	What was said	Council response
			impacts, and Policy CB02(4)(I) requires development at Trinity Quarter and Trinity Gateway to mitigate noise and air quality impacts associated with the A666.
3.7.7	Residents 1011, 1014	Heights and design were questioned on recent blocks: they look cheap, and new buildings should not overshadow the Town Hall and Parish Church.	Policy PQ3 defines tall buildings as at least seven storeys or over 18 metres and permits them for residential and mixed use only in Density Zone A, subject to tests on regeneration alignment, skyline and landscape setting, relationship to surrounding streets, servicing, and avoiding harm to heritage assets and their setting, with views from the fifteen viewpoints in the 2006 Building Bolton SPD considered in the town centre. Policy CB01(3) requires development to conserve or enhance the municipal ensemble of Victoria Square, the Cenotaph and Bolton Town Hall.
3.7.8	Residents 1014, 1021	Historic buildings should be protected and new development should complement them; remove plastic shop signs and open up the river with walkways.	Policy PQ4 sets the tests for development affecting listed buildings, conservation areas and non-designated heritage assets, and Policy PQ1(9) to (11) governs shopfronts, signage and shutters, requiring signage appropriate to the character, scale and proportions of the building and refusing solid external roller shutters unless the need is demonstrated. Policy CB02(2)(B) requires the re-naturalisation and enhancement of the River Croal, improving its setting, accessibility, biodiversity and contribution to the public realm,

Ref	Raised by	What was said	Council response
			and Policy ENV7(5) strongly supports opening up watercourses and enhancing public access.
3.7.9	Bolton Green Umbrella (7000); CPRE Lancashire (7001)	Higher density done well, with an SPD on design; strategic intervention powers (mayoral development corporations and zones, compulsory purchase) used with the GM Mayor and GMCA to unlock stalled brownfield sites.	Policy PQ3 sets minimum densities by zone with Central Bolton in Zone A at 120 dwellings per hectare, and Policy PQ1 sets the design framework with Policies CB01 to CB03 tailoring it to Central Bolton. The Plan does not treat design guides and codes as a requirement, but identifies where masterplans are required. Intervention powers such as compulsory purchase and mayoral development vehicles sit outside the Local Plan.
3.7.10	Lancashire Wildlife Trust (7004)	Brownfield sites can be biodiversity hotspots and should be audited case by case; waterways through the centre should be opened up as wildlife and riparian corridors, with an Urban Greening Factor applied.	Policy ENV4(1)(E) requires an ecological assessment proportionate to the site where habitats or species of ecological value are present, which applies to previously developed land. Policy ENV3(5) requires major development to achieve an Urban Greening Factor of at least 0.4 for predominantly residential and 0.3 for predominantly commercial development, and Policy ENV7(5) strongly supports restoring, naturalising and opening up watercourses and improving river corridors.
3.7.11	Woodland Trust (7007)	Urban trees and green infrastructure treated as essential, with planting targets set using the Tree Equity Score and walkable access to green space.	Policy PQ1(6) requires new streets to be tree-lined unless there are clear, justifiable and compelling reasons otherwise, and Policy

Ref	Raised by	What was said	Council response
			ENV4(3) requires trees and hedgerows to be retained, replacement planting at a ratio of at least 2:1 where removal is justified, and contributions to increasing tree canopy cover across the borough. Policy INF5 sets Accessible Greenspace catchments of between 100 metres and 1 kilometre by typology, and Policy ENV3 sets the Urban Greening Factor for major development.
3.7.12	Orbit (8019)	Orbit welcomed and supported the recognition of the significance of Bolton town centre and Middlebrook and the key economic roles both play, and said the town centre will continue to perform an important retail and leisure function which has differed and will continue to differ from the offer at Middlebrook. It cited paragraphs 86 and 87 of the Framework on how policies should support the economy, and paragraph 86(e) for policies being flexible enough to accommodate needs not anticipated in the plan and to allow new and flexible working practices and spaces so as to respond rapidly to changes in economic circumstances, and said the December 2025 consultation draft Framework goes further, stating that given changing commercial property requirements development plans should not be overly prescriptive about the uses acceptable on particular sites unless there is a clear and justified rationale. It said central government is exploring deleting or relieving applicants of the sequential test for main town centre uses, that Orbit would welcome that given the barriers to investment the test can erect, and that if the Framework is revised in that way the Plan should reflect it, since	Support noted. Policy SP4 places Bolton Town Centre at the top of the hierarchy of centres and Policy SP1 recognises Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination whose offer is qualitatively different. Policy EC4 directs main town centre uses to the centres first through the sequential test and applies impact assessment to proposals at Middlebrook.

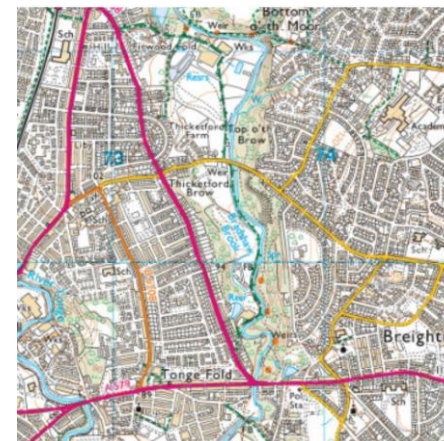
Ref	Raised by	What was said	Council response
		inconsistency with the Framework could lead to the Plan being found unsound.	
3.7.13	Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	The centre is better suited to smaller homes and apartments, and the market's capacity to absorb the scale proposed should be tested.	Policy PQ3 places Central Bolton in Density Zone A, where the expected form is primarily apartments with ground floor duplexes and townhouses where practicable. Policy SP3 explains that only a modest share of the borough's housing growth is directed to Central Bolton within the Plan period for reasons of viability and delivery, with the potential for up to 2,000 further homes beyond 2042 identified as long-term capacity rather than a commitment.
3.7.14	HBF (8006)	Too much housing in the centre would narrow the mix of types, sizes and tenures delivered across the borough. The HBF, which does not comment on specific sites, said the Local Areas of Change must tie into the spatial option chosen and meet the borough's needs over the plan period; that over-concentration in Central Bolton would affect the types, sizes and tenures of homes provided, including affordable homes; and that the areas chosen must be informed by robust evidence that delivery there is viable once all policy requirements and expected planning obligations are taken into account.	Policy SP3 directs 2,154 homes to Central and Inner Bolton, a modest share of the borough total, with the larger shares in Farnworth, Great Lever and Hulton, Westhoughton, and Horwich and Blackrod. Policy HS2 sets the mix of dwelling sizes by tenure and Policy HS1 the affordable requirement, with no requirement in Bolton Town Centre.
3.7.15	Resident 1027	Large town centre retail is over; the centre should mix affordable housing with what retail and commerce remains.	Policy SP1 identifies Central Bolton as a growing residential neighbourhood and the primary location for new offices, with civic, retail, leisure, food and drink and cultural uses focused on the

Ref	Raised by	What was said	Council response
			Town Centre. Policy CB01 gives priority to retail, food and drink, leisure, civic, cultural and community uses on ground floors, with residential and office above.
3.7.16	Historic England (3004)	Historic England supports whichever option conserves and enhances the historic environment, heritage assets and their settings, with screening and heritage impact assessment of any allocation informing the site policy so that the Plan meets the tests of soundness at examination.	Noted. Policy SP5 sets the positive strategy for the historic environment, Policy PQ4 the tests for development affecting heritage assets, and each allocation policy in Chapter 10 requires a heritage impact assessment demonstrating where conservation can be integrated into the development.
3.7.17	Sport England (3009)	Sport England sees Central Bolton as an opportunity to apply its Active Design principles to encourage healthy lifestyles and achieve a vital and vibrant active environment.	Noted. Policy PQ2 requires the health effects of proposals to be identified and acted on, with a Health Impact Assessment addressing access to open space and opportunities for physical activity, active travel, active design principles and access to health services. Policy INF7 supports new and improved playing pitches and sports facilities informed by consultation with Sport England.
3.7.18	NHS Greater Manchester ICB (3005)	The ICB noted that Central Bolton is set for high-density housing and that significant residential development affects local healthcare provision, and asked the Council to engage it to determine healthcare infrastructure mitigation so existing and future residents have sufficient access to local healthcare.	Policy INF3(4) requires residential development of 50 or more dwellings to contribute to primary care and community health capacity, with on-site provision at 500 or more determined in consultation with the relevant NHS body. Policy DEL1 secures the obligation and the Infrastructure

Ref	Raised by	What was said	Council response
			Delivery Strategy holds the rates and methodology.
3.7.19	Friends of Harwood and Longsight Park (7002)	Green spaces including play areas for young families, and native flora.	Policies CB01 to CB03 require accessible green space and play space as part of new development, addressing existing deficits in accordance with Policies INF5 and INF6, and urban greening and tree planting along key movement corridors. Policy ENV4(2)(D) requires species-appropriate planting and invertebrate habitat.

b. Renewal Areas

The residential neighbourhoods to the east and south of the Town Centre, identified for neighbourhood renewal and targeted housing investment, with open space around Longsight Park enhanced and better walking and cycling routes into the centre.



Ordnance Survey extract, Renewal Areas. Crown copyright and database right 2025 AC0000850551.

What was said about Renewal Areas is set out in Table 12.

Table 12. Renewal Areas: what was said

Ref	Raised by	What was said	Council response
3.7.20	Residents 1001, 1021, 1026	Support for renewal of deprived neighbourhoods such as Breightmet, with infrastructure invested first and neighbourhoods made to feel safe.	Policy CB04 sets the character framework for the parts of the borough outside Central Bolton, including Breightmet, Little Lever, Darcy Lever and Kearsley. Policies INF3 and DEL1 require development to mitigate the demand it creates for education, health and community infrastructure, and Policy PQ1(3) requires places designed to be safe, accessible and inclusive with natural surveillance of streets, spaces and routes. Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and incrementally rather than as a key area of change.
3.7.21	Residents 1011, 1017, 1025	The proposals look satisfactory but will the infrastructure be sufficient to support them; an appropriate mix of housing; these areas are key for housing regeneration to serve the centre.	Policies INF3 and DEL1 require development to mitigate the infrastructure demand it generates, and Policy HS2 sets the mix of dwelling sizes by tenure. Policy SP3 directs 2,154 homes to Central and Inner Bolton and 977 to East Bolton, with growth beyond the strategic allocations directed to the existing settlements under Policy SP3(7). Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and incrementally rather than as a key area of change.
3.7.22	Resident 1013	Each area should have its own vision rather than isolated infill: mixed tenures, energy-efficient homes, design codes, green	Policy CB04 sets a character-based framework for each part of the borough outside Central Bolton,

Ref	Raised by	What was said	Council response
		links, social value through obligations and joined-up funding so renewal competes with easier greenfield sites.	and Policy PQ1 requires development to respond to the type and character of its location. Policies ENV1 and HS4 set energy and residential quality standards, Policies ENV3 and INF5 the green infrastructure and open space requirements, and Policy DEL1 the obligations. The Plan does not treat design codes as a requirement, but identifies where masterplans are required. Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and incrementally rather than as a key area of change.
3.7.23	Cllr, Bolton Council (5000)	The councillor's area meets every Renewal criterion (deprivation, dense terraced housing, overcrowding, no off-street parking, low access to green space) and should be brought into the Renewal programme, with retrofit and insulation of older terraces, walking and cycling links to the centre, micro-parks and play space, and public realm on its four gateway routes. The councillor asked for a Southwest Corridor Infrastructure and Regeneration Policy for the south west corridors, since the councillor's area is the connective route between the town centre and the employment hubs at Wingates, Chequerbent and Logistics North.	Policy CB04(1) covers Inner Bolton and Farnworth, including the grid-iron terraced streets and their characteristic massing and materials. Policy ENV1(1)(F) requires conversion, reuse and change of use of existing buildings to maximise opportunities to improve environmental performance, and Policies INF1, INF5 and INF6 set the active travel, open space and play requirements that apply. Area-based renewal and retrofit programmes sit outside the Local Plan and are matters for the Council's wider investment programmes.
3.7.24	Bellway Homes (8007)	The diagram on page 37 of the Direction of Travel and the detailed map on page 43 do not match; clearer maps of the Local Areas of Change were requested.	Noted. The Policies Map published alongside the Plan defines the detailed boundaries of every

Ref	Raised by	What was said	Council response
			designation, including the Central Bolton policy area and the character areas in Policy CB04.
3.7.25	CPRE Lancashire (7001)	CPRE supports carefully planned redevelopment of the Renewal Areas on brownfield land, which helps make public services and public transport viable; good design can make higher densities work while respecting heritage, and the Plan should go further than Places for Everyone where that reduces greenfield loss.	Support noted. Policy SP3 puts brownfield land and town centre regeneration first, where sites are deliverable, Policy PQ3 sets minimum densities by zone, and Policies PQ1 and PQ4 require development to respond to character and to conserve or enhance heritage assets. Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and incrementally rather than as a key area of change.
3.7.26	Resident 1023	Protect the Bradshaw Valley along the Kingfisher Trail and the corridor through Firwood Fold, Seven Acres, Leverhulme Park and Jumbles; the sewer system is already discharging into local waterways.	Policy SP6 identifies the borough's river valley corridors and watercourses as key components of the green and blue infrastructure network, and Policy ENV3 requires development to connect to and enhance it without loss, fragmentation or degradation. Discharge to watercourses is a water quality matter: Policy ENV7(3) refuses development that would result in deterioration of the water quality, ecological status or health of a water body, Policy ENV7(2) requires undeveloped riparian buffers, and Policy ENV2(2) requires sustainable drainage that reduces pressure on the combined sewer network.

Ref	Raised by	What was said	Council response
3.7.27	Residents 1014, 1018	Garden and household waste dumped on green space threatens SBIs such as Castle Croft and Bradshaw Brook; a country park from Jumbles Dam to Harwood Vale and Seven Acres was proposed, and another resident hoped Longsight Park and Harwood would become one large country park.	Policy SP6 identifies Sites of Biological Importance as part of the Strategic Ecological Network and Policy ENV4(1)(A) requires development to avoid harm to them. Policy ENV4(4) requires development within or adjacent to the Greater Manchester Nature Network to protect the integrity of core local nature sites and to restore or create habitat within opportunity areas. Fly-tipping and waste enforcement sit outside the Local Plan.
3.7.28	Sport England (3009)	Supports the enhancement of Longsight Park and expects full protection for its playing fields and sports facilities.	Noted. Policy INF7 permits the loss of a playing pitch or sports facility only where the tests in national policy are satisfied, and requires replacement provision to preserve or improve public community access. Policy INF5 protects Accessible Greenspace, and Policy PQ1(4) requires development within the setting of open spaces of borough-wide importance to conserve their character, views, access and recreational function.
3.7.29	Rowland Homes (8009); Regent Park Golf Course (8012); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	Developers: infill is limited, so renewal needs some greenfield or OPOL release and a full search for small and medium sites, including edge-of-settlement land. Rowland noted that its Arthur Lane land falls within a Renewal Area, where the focus is on neighbourhood renewal and smaller-scale infill housing, and said achieving such renewal sustainably and to a high quality will require a level of greenfield or Green Belt release to ensure	Policy SP3(7) supports housing on suitable sites identified through the Council's assessment of land availability and on windfall sites within existing built-up areas where the stated criteria are met, and Policy SP3 identifies windfall as one of the five sources of supply. Policy SP7 alters the Green Belt boundary only in exceptional

Ref	Raised by	What was said	Council response
		viability, a suitable mix of house types and housing market liquidity across the wider area; more generally, the Local Areas of Change must tie in with the chosen option and be informed by robust evidence, including viability, so that delivery in each of them is viable once all policy requirements and obligations are accounted for.	circumstances at four locations. Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and incrementally rather than as a key area of change.
3.7.30	Oakmere Homes (8024)	Oakmere said the Renewal Areas offer the largest development opportunities and strategic value because of their accessibility, and can deliver jobs, housing need and reduced homelessness where investment is targeted. It said the Direction of Travel describes the Renewal Areas as lying to the east and south of Central Bolton while the accompanying map shows them extending much further north, and that Bromley Cross sits within them and would be central to both the public transport-led and anchored options. Bromley Cross ward has a population of approximately 12,700 on ONS data and has two primary schools, a secondary school, a special educational needs school, convenience stores, places of worship, eating and drinking establishments, a GP surgery and health centre on Higher Ridings and a railway station with regional connections, yet Table 7 of the Authority Monitoring Report for 2019/20 shows it accounting for only 3% of the borough's dwellings under construction at that time.	Policy CB04 sets the character framework for the parts of the borough outside Central Bolton and the Policies Map defines the boundaries. Policy PQ3 sets minimum densities keyed to accessibility, including proximity to rail stations and designated centres. Based on the Council's assessment of the appropriate strategy, the Renewal Areas are expected to come forward at a smaller scale and incrementally rather than as a key area of change.
3.7.31	Historic England (3004)	Historic England supports whichever option conserves and enhances the historic environment, heritage assets and their settings, with screening and heritage impact assessment of any	Noted. Policy SP5 sets the positive strategy for the historic environment, Policy PQ4 the tests for development affecting heritage assets, and each

Ref	Raised by	What was said	Council response
		allocation informing the site policy so that the Plan meets the tests of soundness at examination.	allocation policy requires a heritage impact assessment.
3.7.32	NHS Greater Manchester ICB (3005)	The ICB asked the Council to ensure sufficient access to local healthcare infrastructure for all residents as housing growth comes forward in the renewal areas, and to engage it to determine the mitigation required where significant residential development is proposed.	Policy INF3(4) requires residential development of 50 or more dwellings to contribute to primary care and community health capacity, with on-site provision at 500 or more determined in consultation with the relevant NHS body, and Policy DEL1 secures the obligation.
3.7.33	Friends of Harwood and Longsight Park (7002)	Very good public transport links for all new builds; high design values as standard so that pavements suit wheelchairs and pedestrians; native flora only on builds backing onto green space so that garden escapes do not erode biodiversity value; parking to match car ownership with visitor spaces so cars do not park on pavements; and green spaces embedded for all.	Policy INF1 requires development to be designed to support public transport access and to provide safe, direct routes to bus stops and stations. Policy PQ1(3) requires a public realm usable by people of all ages and mobilities, Policy ENV4(2)(D) requires species-appropriate planting, Policy INF2 sets parking standards as a minimum in Zones 3 and 4, and Policies INF5 and ENV3 require open space and green infrastructure to be integral to development.

c. Health Innovation Bolton

The Royal Bolton Hospital and the University of Greater Manchester form a cluster of health and innovation assets with potential to become a Health Innovation District: employment centred on healthcare, research and training, with a new residential neighbourhood extending to Anchor Lane.



Ordnance Survey extract, Health Innovation Bolton. Crown copyright and database right 2025 AC0000850551.

What was said about Health Innovation Bolton is set out in Table 13.

Table 13. Health Innovation Bolton: what was said

Ref	Raised by	What was said	Council response
3.7.34	Residents 1004, 1008, 1009, 1010, 1023	The most objected-to location. Farnworth has little green space left; the Plodder Lane fields, golf club and ponds are valued, are used for walking and running, and support roe deer and other wildlife; the land is working farmland; the Anchor Lane belt was meant as a buffer against motorway noise and air pollution.	Health Innovation Bolton is allocated as Policy BSA02, a mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, with a comprehensive masterplan and phasing strategy required before any planning application. Policy BSA02 requires existing woodland and mature trees to be retained and enhanced where possible, a blue-green infrastructure network aligned with the Local Nature Recovery Strategy including a multifunctional corridor from Doe Hey Brook to Cutacre Country Park, an integrated hierarchy of open space, play space and food-growing space on site under Policies INF5 and INF6, and structural landscaping and bunding as the primary means of mitigating noise, air quality

Ref	Raised by	What was said	Council response
			and visual impacts from the M61. Policy SP7 requires compensatory improvements to the environmental quality and accessibility of the retained Green Belt. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.7.35	Resident 1015	Around 2,000 homes will not create local jobs, only import employed people; 35% affordable, mostly rent-to-buy or shared ownership, will not shift the social housing waiting list. Highfield has only one small park and the green space that exists would be lost while new green space is promised.	Policy BSA02 requires affordable housing in accordance with Policy HS1, which applies a higher requirement to land released from the Green Belt, set by value zone and informed by viability testing of the Plan, with a tenure split of at least 53 per cent social rent, at most 21 per cent affordable rent and no more than 26 per cent intermediate. Policy BSA02 requires an integrated hierarchy of open space, play space and food-growing space on site under Policies INF5 and INF6, and Policy EC3 requires Employment and

Ref	Raised by	What was said	Council response
			Skills Plans covering local recruitment, apprenticeships and skills pathways.
3.7.36	Residents 1006, 1011	One resident was positive about expanding health and research facilities but asked where the buildings would go if land west of the hospital is already earmarked and whether the Science Technology Centre is still in use; another assumed the scheme would bring more GP surgeries and hospital capacity given the borough's poor health.	Health Innovation Bolton is allocated as Policy BSA02, a mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, with a comprehensive masterplan and phasing strategy required before any planning application. Policy BSA02 provides for expanded health uses allied to the Royal Bolton Hospital where funding allows, for university teaching and research space related to healthcare, and for health facilities to be delivered on site, with contributions where necessary.
3.7.37	Resident 1025	Unsure, but the proposals are sound and make sense.	Support noted. Health Innovation Bolton is allocated as Policy BSA02, a strategic mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, comprising around 200,000 sqm of mixed-use health innovation and health and community floorspace, 2,225 homes of which 1,895 are expected within the Plan period, a local centre, a two-form entry primary school and health facilities. A comprehensive masterplan and phasing strategy must be approved by the Council before planning applications are submitted.

Ref	Raised by	What was said	Council response
3.7.38	Resident 1001	Health-led development should proceed only if it genuinely reduces pollution, congestion and pressure on local services; building large amounts of housing on already busy routes next to the hospital without addressing traffic and air quality contradicts a health objective.	Health Innovation Bolton is allocated as Policy BSA02, a mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, with a comprehensive masterplan and phasing strategy required before any planning application. Policy BSA02 requires a Primary Movement Corridor capable of carrying bus services with good provision for active travel, safe and direct walking and cycling routes to the local centre and services, multi-modal mobility hubs, and a contribution towards a 15-minute frequency bus service to Central Bolton. Policy PQ2 requires a Health Impact Assessment addressing air quality, active travel and access to health services, and Policy ENV5 requires an air quality assessment where development could affect or be affected by air quality.
3.7.39	Resident 1008	Historic mine shafts and underground waterways may make the land unsuitable.	Policy BSA02 requires a coal mining risk assessment of the site and the development proposals, and a site-specific Flood Risk Assessment which must include a capacity and condition assessment of the culvert beneath Greenland Road and percolation testing of groundwater levels in both wet and dry conditions. Policy ENV6 requires ground conditions to be demonstrated suitable for the proposed use, with remedial works completed before construction in

Ref	Raised by	What was said	Council response
			the Coal Authority's Development High Risk Areas.
3.7.40	Residents 1004, 1009, 1019	Plodder Lane, Watergate Lane and the roads around the hospital are congested now and the hospital's emergency access is at risk.	Policy INF1 requires a Transport Assessment for development above 80 dwellings or 500 sqm, identifying and addressing residual highway safety and network impacts and effects on surrounding residential streets. Policy BSA02 requires a Primary Movement Corridor across the site capable of carrying bus services.
3.7.41	Resident 1028	Asked for infrastructure-first phasing with no housing until funded highway improvements are confirmed, a construction management plan keeping HGVs off Plodder Lane, Watson Road and Highfield Road, baseline traffic and noise surveys now, and published monitoring. The resident, living on the Anchor Lane side of the hospital, said the concern is rat-running, congestion and construction traffic on Plodder Lane, Watson Road and Highfield Road, asked for limits on working hours, noise and dust controls and a named point of contact for complaints, for measures against overspill and commuter parking in surrounding streets, and for clearer detail on the boundary of the Anchor Lane land being considered and the specific transport measures and their timing; the resident supports investment in the hospital area provided it does not push unacceptable traffic and noise onto existing neighbourhoods.	Policy BSA02 requires a comprehensive masterplan and phasing strategy approved by the Council before planning applications are submitted, with the local centre and community facility open by the completion of 1,000 units or as specified in the masterplan. Policy INF1 requires a Transport Assessment and a Travel Plan with post-occupation monitoring and remedial measures, and Policy ENV5 requires construction emissions to be mitigated. Construction traffic routing is controlled by condition at application stage.

Ref	Raised by	What was said	Council response
3.7.42	NHS Greater Manchester ICB (3005)	Generally supports the key ambitions of Health Innovation Bolton and welcomes future engagement with the Council and other healthcare providers on it.	Support noted. Health Innovation Bolton is allocated as Policy BSA02, a strategic mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, comprising around 200,000 sqm of mixed-use health innovation and health and community floorspace, 2,225 homes of which 1,895 are expected within the Plan period, a local centre, a two-form entry primary school and health facilities. A comprehensive masterplan and phasing strategy must be approved by the Council before planning applications are submitted.
3.7.43	Bolton NHS Foundation Trust (3000)	The hospital's Minerva Road site has one access road and the scheme could worsen congestion without new infrastructure; asked that Minerva Road access be restricted to those who need it, for health and education, rather than used as a thoroughfare, for a Park and Ride off the M61, for investment in car parking to relieve pressure on hospital provision, and no added pressure on one of Greater Manchester's busiest A&E departments.	Policy BSA02 requires a Primary Movement Corridor across the site designed to an adoptable standard and capable of carrying bus services, and requires parking capacity, including hospital and disabled parking, to be delivered alongside new development sufficient to meet operational needs while making efficient use of land, with multi-storey parking where appropriate. Policy INF2 sets no expected parking level for hospitals and park and ride sites, which are determined case by case.
3.7.44	Resident 1013; Harworth (8004)	A resident wanted a compact, walkable health-innovation campus rather than warehousing, with apprenticeships secured; Harworth said health innovation uses should also be allowed at its Dicconson Lane and West of Wingates land. Harworth	Policy BSA02 restricts the site to health innovation uses: offices are not permitted unless they directly support a health innovation operator, industrial uses unrelated to health innovation are not

Ref	Raised by	What was said	Council response
		supported the promotion of health innovation as a key economic sector and cited Bolton's Economic Growth and Resilience Plan (November 2024), which it said makes clear that the Bolton-Wigan Corridor growth location, of which Wingates forms part, should focus on health innovation and other employment uses; it said health innovation should therefore be incorporated in the employment and mixed-use development it promotes west of Dicconson Lane and at the JPA-6 allocation, rather than exclusively at Health Innovation Bolton.	permitted, and warehousing is not permitted unless entirely ancillary to a health innovation manufacturer on the site, with commercial applications requiring a Compliance Statement. Policy BSA02 also requires safe and direct walking and cycling routes and Employment and Skills Plans under Policy EC3. Health innovation uses elsewhere fall to be assessed under Policies EC1, EC2 and EC4.
3.7.45	Peel (8002)	Peel described Health Innovation Bolton as a cluster of over £1 billion around the Royal Bolton Hospital and the Institute of Medical Sciences, on around 290 hectares north of Junction 4 and west of the hospital: a health innovation campus, 2,000 to 3,000 homes, around 250,000 sqm of employment floorspace, a Primary Transport Corridor from Junction 4 to the hospital and the town centre with a potential park and ride, a country park, a new school and student accommodation. It argued that exceptional circumstances exist for Green Belt and Other Protected Open Land release and asked for a dedicated allocation policy covering those elements. It put the benefits at around 8,000 jobs, some 4,000 for Bolton residents, and roughly £370 million a year of GVA, and set out the partnership behind the project, the hospital's maintenance backlog, parking and bed constraints, and the university's potential to add further schools. Its education assessment puts the primary pupil yield at 464 for 2,000 homes and recommends a site of 1.6 to 2 hectares for a new primary school of up to two forms of entry.	Health Innovation Bolton is allocated as Policy BSA02, a mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, with a comprehensive masterplan and phasing strategy required before any planning application.

Ref	Raised by	What was said	Council response
3.7.46	Anwyl Homes and Bradford Estates (8020)	Anwyl and Bradford Estates agreed that the six Local Areas of Change are the key strategic areas of investment and infrastructure for Bolton and supported the Health Innovation Bolton health-led mixed-use area centred on Royal Bolton Hospital, including its role in delivering over 2,000 new homes alongside employment space. It said the area is a transformative opportunity supporting the long-term sustainability of anchor institutions such as Royal Bolton Hospital and the University of Greater Manchester, will drive economic and social regeneration particularly for neighbouring deprived communities through new infrastructure, employment and improved healthcare, will facilitate transport upgrades including a new Primary Transport Corridor easing congestion, and will bring accessible green space and net zero development. Given the size of the area it asked that policy allow phased development and support the early release of land at the urban edge, especially land outside the Green Belt, so that it can come forward in the short term to meet needs and set the design standard for the wider area, and said the majority of the area is in the Green Belt. It said its Plodder Lane land, adjacent to Farnworth and the hospital and identified as the first phase in the HIB and NorthFold masterplan, is integral to realising the area's housing ambitions as an early phase.	Support noted. Health Innovation Bolton is allocated as Policy BSA02, a strategic mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, comprising around 200,000 sqm of mixed-use health innovation and health and community floorspace, 2,225 homes of which 1,895 are expected within the Plan period, a local centre, a two-form entry primary school and health facilities. A comprehensive masterplan and phasing strategy must be approved by the Council before planning applications are submitted.
3.7.47	Individuals (8028)	The three individuals represented by JWPC understood their land off Salford Road to lie within Health Innovation Bolton, the area extending beyond the M61 at its southern edge, close to the district boundary and to Logistics North. They asked that, in assessing and choosing site allocations, connections across the	The land off Salford Road (site 401) is allocated for employment led mixed use as part of Logistics North Extension, Policy

Ref	Raised by	What was said	Council response
		boundary and to those areas are not overlooked: their land lies across the M61 from the area of change, immediately adjacent to a major housing development under construction and close to the industrial development at Logistics North, and can provide land within Bolton to meet housing, industrial or commercial needs as appropriate.	BSA08, one of the four Green Belt alterations made by Policy SP7.
3.7.48	Resident 1014	A retired GP saw an opportunity for national-level excellence in integrating primary care research with the hospital, but said parking and transport pressures must be resolved before development expands.	Health Innovation Bolton is allocated as Policy BSA02, a mixed-use health innovation district anchored by the Royal Bolton Hospital and the Institute of Medical Science, with a comprehensive masterplan and phasing strategy required before any planning application. Policy BSA02 requires parking capacity including hospital parking to be delivered alongside new development, a Primary Movement Corridor capable of carrying bus services, and a contribution towards a 15-minute frequency bus service to Central Bolton.
3.7.49	Lancashire Wildlife Trust (7004)	The Wildlife Trust asked for existing habitat to be linked into new natural green space.	Policy BSA02 requires existing woodland and mature trees to be retained and enhanced where possible, connectivity with the green infrastructure network to be maximised, and a blue-green infrastructure network aligned with the Local Nature Recovery Strategy including a multifunctional corridor from Doe Hey Brook to Cutacre Country Park. Policy ENV4(2) requires development to connect green and blue

Ref	Raised by	What was said	Council response
			infrastructure to features off the site and avoid ecological islands.
3.7.50	National Highways (3017)	National Highways: cumulative impact at Junction 4 and the M61/A666(M) interchange must be tested.	Policy INF1(5)(C) requires Transport Assessments to test development against reasonable future scenarios agreed with the Council and Transport for Greater Manchester.
3.7.51	Historic England (3004)	Historic England supports whichever option conserves and enhances the historic environment, heritage assets and their settings, with screening and heritage impact assessment of any allocation informing the site policy so that the Plan meets the tests of soundness at examination.	Noted. Policy BSA02 requires a heritage impact assessment to be conducted and implemented, demonstrating where conservation of heritage assets can be integrated into the development, and Policy PQ4 sets the tests that apply.
3.7.52	Sport England (3009)	Sport England sees an opportunity to apply its Active Design principles here, with a hub integrated into an existing community a key opportunity to deliver them. New leisure, community and school facilities should rest on an up-to-date Playing Pitch and Outdoor Facilities Strategy and Built Facilities Strategy, and new schools should give the wider community access to their sports facilities, secured in policy wording.	Policy PQ2 requires a Health Impact Assessment for development of this scale, addressing access to open space and opportunities for physical activity, active travel and active design principles. Policy INF7 supports new and improved playing pitches and sports facilities that meet an identified need and requires community access to be secured through a Community Use Agreement or equivalent.
3.7.53	CPRE Lancashire (7001)	CPRE supports Health Innovation Bolton but asked that density be made to work and uses mixed, and that active travel to and around the area be required, since otherwise a health innovation area would be encouraging polluting transport.	Policy BSA02 sets a minimum net residential density of 35 dwellings per hectare with potential for higher densities at the local centre, hospital and other mixed-use areas, and requires safe and direct walking and cycling routes across the site

Ref	Raised by	What was said	Council response
			and beyond, multi-modal mobility hubs, an extended Public Rights-of-Way network including routes across the M61, and a Primary Movement Corridor capable of carrying bus services.
3.7.54	Friends of Harwood and Longsight Park (7002)	Better uniform park standards across the borough for all residents, better upkeep of footpaths to improve accessibility and attract visitors, and green spaces with corridors linking them in all new builds.	Policy INF5 sets borough-wide Accessible Greenspace standards, catchments and quality requirements and requires long-term management and maintenance arrangements to be secured. Policy BSA02 requires an integrated hierarchy of open space and food-growing space on site and connectivity with the wider green infrastructure network.

d. Chequerbent and Hulton Park

Places for Everyone allocates Chequerbent North for industrial and warehousing floorspace; Chequerbent South has potential as a sustainable urban neighbourhood extending Westhoughton; Hulton Park has potential as a leisure anchor if the Ryder Cup bid succeeds.



What was said about Chequerbent and Hulton Park is set out in Table 14.

Table 14. Chequerbent and Hulton Park: what was said

Ref	Raised by	What was said	Council response
3.7.55	Residents 1001, 1007, 1012, 1015, 1017, 1025, 1027; Bolton West CLP (7008)	Chequerbent roundabout and Junction 5 are at capacity; large-scale housebuilding has already created transport problems; cycling-based solutions will not fix it.	Lee Hall is allocated as Policy BSA04, a residential-led neighbourhood with a new primary school, health, retail and community facilities and a new link road from Manchester Road to Junction 5 of the M61. Policy INF1 requires a Transport Assessment identifying and addressing residual highway safety and network impacts and the means by which mitigation will be secured.
3.7.56	National Highways (3017)	National Highways: uncertainties around delivery of sustainable access and infrastructure here and expected impacts at M61 Junction 5 mean continued close working is needed to assess cumulative effects and coordinate mitigation.	Noted. Policy INF1(5)(C) requires Transport Assessments to test reasonable future scenarios agreed with the Council and Transport for Greater Manchester, and Policy BSA04 sets the transport requirements for the site.
3.7.57	Resident 1007	GP and dental provision is overstretched and there is no clear deliverable infrastructure plan.	Policy INF3 requires development to mitigate the demand it generates for education, health and community infrastructure, and Policy BSA04 requires a new primary school, a contribution to health facilities, local retail and a community centre, open by the completion of 1,000 units or as specified in the masterplan. Policy DEL1 secures the obligations and the Infrastructure Delivery Strategy holds the rates.

Ref	Raised by	What was said	Council response
3.7.58	Resident 1006	Agrees with the main considerations, and asks what the initial thoughts are on how the infrastructure and environmental challenges will be addressed.	Lee Hall is allocated as Policy BSA04, a residential-led neighbourhood with a new primary school, health, retail and community facilities and a new link road from Manchester Road to Junction 5 of the M61. Policy BSA04 also requires a site-wide drainage strategy using nature-based solutions, retention of existing woodland and mature trees, a new neighbourhood scale public park and an integrated hierarchy of open space and play space.
3.7.59	Resident 1013	Chequerbent and Hulton Park risk becoming car-dependent without strict controls: address roundabout capacity, public transport and active travel first; tie housing at Chequerbent South to bus improvements and safe walking and cycling routes; make it a mixed, walkable extension of Westhoughton with schools, shops and health facilities; and assess any golf or leisure scheme on whether it genuinely enhances the park with lasting local benefit and meaningful public access. The resident named the active travel routes to Daisy Hill station among the problems to fix first, and asked for strong biodiversity, habitat, watercourse and air quality safeguards given the Green Belt setting.	Lee Hall is allocated as Policy BSA04, a residential-led neighbourhood with a new primary school, health, retail and community facilities and a new link road from Manchester Road to Junction 5 of the M61. Policy BSA04 requires community facilities, local retailing and higher density housing to be clustered around a new neighbourhood centre, safe and direct walking and cycling routes to Daisy Hill Station phased to be in place to serve occupants, an improved rail-side walking route from Daisy Hill Station, and a contribution towards enhanced bus services. Policy SP1 identifies Hulton Park as a potential growth location only, and the Plan does not rely on it to meet development needs.
3.7.60	Peel (8002)	Peel Retail and Leisure supported Hulton Park as a Local Area of Change. It said the consented championship golf resort, with	The Plan does not allocate Hulton Park and makes no strategic policy for it. It remains in the

Ref	Raised by	What was said	Council response
		associated housing, community infrastructure and a strategic link road, depends on securing the rights to host the Ryder Cup, and that without investment the degraded designed landscape and its heritage assets will continue to decline. It asked for a strategic policy for Hulton Park, separate from Lee Hall, supporting restoration through a world class golf course and leisure and tourism facilities but also enabling an alternative restoration if that scheme is not taken forward, recognising that cross-funding revenue including housing within the site is needed, and setting principles rather than prescription: the optimum viable use of the park, the economic benefits, long-term maintenance and management, parameters for restoring key features, and the extent and location of new built development and of any cross-funding housing.	Green Belt, and Policy SP1 identifies it as a potential growth location only, recording the permission granted in very special circumstances predicated on hosting the Ryder Cup and requiring any development to secure the restoration of the Grade II Registered Park and Garden. None of its homes or floorspace is counted in the land supply, so the Plan does not depend on whether the scheme proceeds. Lee Hall is dealt with separately at Policy BSA04.
3.7.61	Peel (8002)	Peel Land supported Lee Hall, the land the Direction of Travel calls Chequerbent, and asked for it to be allocated as a standalone strategic policy separate from Hulton Park, for residential-led development with a strategic link road and community infrastructure, and for the site to be de-designated from Other Protected Open Land. It said its hybrid application seeks full permission for Park Avenue North and Central and outline permission for up to 1,450 dwellings, a care facility of up to 75 beds, retail, a primary school, a healthcare facility, a community facility and open space, with around 25,000 sqm of industrial and warehousing floorspace to the north. It said congestion at Chequerbent is structural and Park Avenue fundamental to NorthFold, forecasting average delay falling from eight minutes to two or three with the road and rising towards 21	Lee Hall is allocated, as a standalone strategic policy separate from Hulton Park. Policy BSA04 provides for a residential-led mixed-use neighbourhood of at least 1,450 homes with a care facility, a primary school, health, retail and community facilities, and a new link road from Manchester Road to Junction 5 of the M61. The homes are counted in the Plan's land supply.

Ref	Raised by	What was said	Council response
		minutes without it, and that Lee Hall cannot fund the road alone so other Westhoughton and NorthFold sites will need to contribute.	
3.7.62	Bolton West CLP (7008)	Bolton West CLP added that Collingwood Way, once a quiet street, now carries speeding traffic reaching the Bellway development at Royal Bowland Park and developers should fund traffic calming, that the campaign for a Community Health Centre will not on its own support continued growth, and called for infrastructure to be addressed before further applications such as the 360 homes at Hart Common are approved.	Policy INF1 requires Transport Assessments to identify and address residual highway safety and network impacts and effects on surrounding residential streets, and Policy DEL1 secures transport and public realm contributions sized to the impact of the scheme. Policy INF3 requires development to mitigate the demand it generates for health and community infrastructure.
3.7.63	Residents 1008, 1010, 1012, 1013, 1023	Hulton Park: the golf course and Ryder Cup are unrealistic or not a reason to develop historic parkland, the park should stay open to the public, and heritage and access should be at the heart of any scheme. One resident supported the community campaign to protect the Green Belt and noted the document criticises the public transport-led option for depending on transport outside the Council's control yet says the same investment is essential here.	Policy SP1 identifies Hulton Park as a potential growth location only. The estate remains in the Green Belt, the Plan does not rely on the permission to meet development needs, and any development must secure the restoration of the Grade II Registered Park and Garden to conserve and enhance its significance. If the permission is not implemented, proposals will be assessed against Policy SP7 and national policy.
3.7.64	Resident 1026	Objected to the 1,450-home Lee Hall application: one of the last green spaces in Westhoughton, roughly 3,000 more cars, and the Park Avenue link would only move congestion to another junction. It should not be considered until Hulton Park is complete.	Lee Hall is allocated as Policy BSA04, a residential-led neighbourhood with a new primary school, health, retail and community facilities and a new link road from Manchester Road to Junction 5 of the M61. Policy INF1 requires a Transport Assessment identifying and addressing residual

Ref	Raised by	What was said	Council response
			network impacts. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.7.65	CPRE Lancashire (7001)	CPRE: the golf course is not a reason to lose greenfield land.	Policy SP1 identifies Hulton Park as a potential growth location only and the Plan does not rely on it to meet development needs. Policy SP7 does not alter the Green Belt boundary at Hulton Park.
3.7.66	Sport England (3009)	Sport England supports the Ryder Cup standard course and asks that England Golf is consulted.	Noted. Policy SP1 requires any development at Hulton Park to secure the restoration of the Grade II Registered Park and Garden, and Policy INF7 supports new and improved sports facilities that meet an identified need, informed by consultation with Sport England and the relevant sport governing bodies.
3.7.67	Lancashire Wildlife Trust (7004)	Lancashire Wildlife Trust: name priority species; farmland birds on the grassland need compensation land.	Policy ENV4(1)(B) requires protected habitats to be protected and where possible enhanced, with

Ref	Raised by	What was said	Council response
			particular attention to upland moorland, ancient woodland, species-rich grassland, lowland heath, wet woodland and peat soils, and Policy ENV4(1)(C) requires harm to protected species to be avoided, supported by proportionate ecological survey. Policy ENV4(4) requires development within or adjacent to the Greater Manchester Nature Network to restore or create habitat within opportunity areas, and statutory biodiversity net gain applies with the off-site hierarchy at Policy ENV4(5).
3.7.68	Woodland Trust (7007)	Woodland Trust: green employment areas are healthier and more competitive.	Policy ENV3 requires green and blue infrastructure to be integrated into the design of major development from the earliest stages and sets an Urban Greening Factor of at least 0.3 for predominantly commercial development, and Policy PQ1(6) requires new streets to be tree-lined.
3.7.69	United Utilities Property Services (3006); Peel (8002)	Peel and United Utilities Property Services support the location and promote further land north and south of the A6 and at Westhoughton.	The Plan identifies the key site allocations needed to support the strategy, set out in Chapter 10 and Policies SP2 and SP3. Other sites are anticipated to come forward through 'banked' planning permissions or Sites identified through the Council's assessment of land availability, listed in Appendix C of this report. A full review of

Ref	Raised by	What was said	Council response
			sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.7.70	Harworth (8004)	Harworth agreed that it is critical for proposals within Chequerbent and Hulton Park to tackle infrastructure challenges, including the upgrade of road and public transport network infrastructure and financial support for services, to ensure development is sustainable in this location.	Policy BSA04 sets the site-specific infrastructure requirements for Lee Hall, including the new link road, walking and cycling routes to Daisy Hill Station, a contribution towards enhanced bus services, utility reinforcement and community facilities. Policies INF3 and DEL1 apply borough-wide.
3.7.71	Historic England (3004)	Historic England supports whichever option conserves and enhances the historic environment, heritage assets and their settings, with screening and heritage impact assessment of any allocation informing the site policy so that the Plan meets the tests of soundness at examination.	Noted. Policy BSA04 requires a heritage impact assessment demonstrating where the conservation of heritage assets can be integrated into the development, and Policy PQ4 sets the tests that apply.
3.7.72	NHS Greater Manchester ICB (3005)	The ICB noted that Chequerbent South is earmarked as a potential sustainable urban neighbourhood with delivering community facilities a key site-specific consideration, welcomed future opportunities to discuss the primary care requirements of the development, and asked to be kept informed on progress with the Infrastructure Delivery Plan.	Policy BSA04 requires a new primary school, a contribution to health facilities, local retail and a community centre, open by the completion of 1,000 units or as specified in the masterplan. Policy INF3(5) requires on-site primary care or community health provision for development of 500 or more dwellings, determined in consultation with the relevant NHS body, and the Infrastructure Delivery Strategy will be kept up to date.

Ref	Raised by	What was said	Council response
3.7.73	Bolton and Bury Swifts Conservation Group (7003)	Bolton and Bury Swifts Conservation Group said development here would be a huge detriment to wildlife and to people's use of green space, and that having taken part in the ecological surveys of the area it knows the depth of birdlife and mammals depending on the habitat.	Policy BSA04 requires existing woodland and mature trees to be retained, connectivity with the green infrastructure network to be maximised, a new neighbourhood scale public park and an integrated hierarchy of open space, and Policy ENV4 requires harm to protected species and habitats to be avoided, supported by ecological survey, with statutory biodiversity net gain applying. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.

e. Wingates

A strong commercial location near Junction 6 of the M61, with Places for Everyone allocating land west of the existing industrial estate for around 440,000 square metres of industrial and warehousing floorspace, and potential for new housing including at Ditchers Farm.



Ordnance Survey extract, Wingates. Crown copyright and database right 2025 AC0000850551.

What was said about Wingates is set out in Table 15.

Table 15. Wingates: what was said

Ref	Raised by	What was said	Council response
3.7.74	Residents 1008, 1016, 1022, 1025, 1026	Westhoughton and Wingates are overdeveloped compared with the rest of the borough; Wingates risks losing its village identity; residents would be sandwiched between the M61 and the A6; one put the loss of green space at Wingates at 440,000 sq m on top of Ditchers Farm.	West of Wingates is allocated by Places for Everyone Policy JPA6 for around 440,000 sqm of industrial and warehousing floorspace and is supported by the West of Wingates Strategic Masterplan SPD. Policy SP1 recognises the strategic employment locations within the growth strategy but does not restate their site-specific requirements, which are set by Places for Everyone. Policy SP3 directs 2,843 homes to Westhoughton and states that more modest additional growth is directed there than would otherwise be the case because of the schemes already

Ref	Raised by	What was said	Council response
			planned and committed. Policy CB04 sets the character framework for Hulton and Westhoughton. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.7.75	Resident 1015	Would not want to live here.	Noted.
3.7.76	National Highways (3017)	National Highways: with substantial committed development, M61 Junction 6 is likely to come under pressure from HGVs and employees, so a clear mitigation and phasing plan should be built into the Plan.	Policy INF1(5) requires a Transport Assessment for development with high trip-generating characteristics, testing reasonable future scenarios agreed with the Council and Transport for Greater Manchester, and Policy INF1(7) requires strategic-scale employment development to demonstrate that access to the strategic road network is suitable for

Ref	Raised by	What was said	Council response
			freight and that routing avoids residential streets where alternatives exist.
3.7.77	Residents 1016, 1025	Ditchers Farm floods regularly, supports deer and birds, and a further 2,000 vehicles would gridlock Wingates Lane, Chequerbent and Junction 5; there is no direct bus to Bolton and a planning application for a local shop was refused.	Ditchers Farm is allocated as Policy BSA05 for a minimum of 570 homes at a minimum net density of 50 dwellings per hectare, with new vehicular access and pedestrian and cycle crossing facilities at Chorley Road / Manchester Road (A6), active travel links to the train station and town centre, a contribution towards enhanced bus services, Cow Lee Brook included as a blue-green corridor, a site-wide drainage strategy using nature-based solutions and a site-specific Flood Risk Assessment. Policy ENV2 requires development to be safe for its lifetime and not to increase flood risk elsewhere. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory

Ref	Raised by	What was said	Council response
			consultation bodies at scoping and revised in response to the comments received.
3.7.78	Residents 1007, 1027	The relief road never came and proposals for new roads have never been acted on.	Policy INF1 requires Transport Assessments to identify and address residual highway safety and network impacts and the means by which mitigation will be secured, and Policy DEL1 secures transport and public realm contributions sized to the impact of the scheme.
3.7.79	Residents 1001, 1013, 1021, 1022, 1026	HGVs affect residential streets; the industrial allocation is low-value logistics and should shift to advanced manufacturing and R&D with obligations for local jobs; junction improvements in the West of Wingates Masterplan are insufficient; another doubted the value of new warehousing and its limited employment benefits, especially with increasing use of AI. Existing employment uses should be protected and new housing must not interfere with industrial activity; free-flowing road and public transport links to the rest of Bolton are needed so that the new jobs are accessible to everyone.	Policy INF1(7) requires strategic-scale employment development to demonstrate that freight routing avoids residential streets where alternatives exist, and Policy EC3 requires Employment and Skills Plans covering local recruitment, apprenticeships and skills pathways for industrial and warehousing floorspace above 2,000 sqm. Policy SP2 explains the borough's need for a range of unit sizes and typologies, including mid-tech and incubator space, and Policy SP1 directs higher-value health innovation employment to Health Innovation Bolton. The use mix at West of Wingates is set by Places for Everyone Policy JPA6.

Ref	Raised by	What was said	Council response
3.7.80	Resident 1022	Land west of Wingates Lane is habitat for brown hares, deer and buzzards; Lillibank Copse, Council-owned with 165 mature trees from 1865, provides drainage and screening from the M61 and supports bats and owls.	Policy ENV4 requires harm to protected species to be avoided, supported by proportionate ecological survey, existing trees and hedgerows to be retained with removal only where retention is demonstrably incompatible with acceptable development, and replacement planting at a ratio of at least 2:1. Policy ENV4(2)(F) requires a lighting design strategy for biodiversity, and Policy ENV3 requires green and blue infrastructure to be retained and enhanced. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.7.81	Bolton West CLP (7008); Resident 1003	Bolton West CLP and residents said community groups have spent years fighting greenfield schemes and feel ignored, one group exhausting thousands of pounds and engaging a barrister. The CLP gave the Persimmon Homes North West	Noted. Section 2 of this report records the arrangements made for consultation at Regulation 18, and the Regulation 19

Ref	Raised by	What was said	Council response
		proposal for around 9.4 hectares of open fields at Chew Moor Lane as an example of the scale, and objected to the loss of more than 500 acres of farmland and green space at Wingates and Four Gates, with traffic on Church Street and the A6 described as relentless and the industrial buildings visible from back gardens.	consultation is publicised in accordance with the regulations and the Statement of Community Involvement.
3.7.82	United Utilities Property Services (3006); Private/Individual Developer (Represented by Cassidy Ashton) (8001); Harworth (8004); Keepmoat Homes (8000); Bloor Homes (8008); Barratt & David Wilson Homes North West (8011); Persimmon (8023); Charles Church Developments Ltd (8026)	Harworth is promoting 440,000 sq m at West of Wingates and around 1,000 homes at Dicconson Lane; Bloor, Keepmoat, Charles Church, Persimmon and United Utilities promote further sites around Westhoughton, a private client promotes land off Lostock Lane north of the M61 to support West of Wingates and link Wingates with Middlebrook, suggesting the Lostock Lane bus route could be enhanced, and Barratt promotes Ditchers Farm for around 570 homes as roughly half of the 1,000 or more homes expected in the area. Barratt and David Wilson said its Ditchers Farm land, about 40.8 hectares, is designated Other Protected Open Land and lies outside the Green Belt, so allocating it would not involve Green Belt release and would use land outside the Green Belt first, in line with paragraph 147 of the Framework; it supported the Council's key considerations for Wingates and cited Policy JP Allocation 6, West of Wingates and M61 Junction 6, for the 440,000 sq m of industrial and warehousing floorspace the new homes would support.	Ditchers Farm is allocated as Policy BSA05 for a minimum of 570 homes at a minimum net density of 50 dwellings per hectare, with new vehicular access and pedestrian and cycle crossing facilities at Chorley Road / Manchester Road (A6), active travel links to the train station and town centre, a contribution towards enhanced bus services, Cow Lee Brook included as a blue-green corridor, a site-wide drainage strategy using nature-based solutions and a site-specific Flood Risk Assessment. Policy ENV2 requires development to be safe for its lifetime and not to increase flood risk elsewhere. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators,

Ref	Raised by	What was said	Council response
			developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. The Plan identifies the key site allocations needed to support the strategy, set out in Chapter 10 and Policies SP2 and SP3. Other sites are anticipated to come forward through 'banked' planning permissions or Sites identified through the Council's assessment of land availability, listed in Appendix C of this report. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.7.83	Harworth (8004)	Harworth, the primary landowner and developer of West of Wingates, said the allocation will deliver around 440,000 sqm of industrial and warehousing floorspace and that it is committed to aligning the site with the Plan's priorities for design, skills and climate resilience and with the emerging West of Wingates Strategic Masterplan SPD, which it will use to guide future applications. It supported the draft SPD's balanced range of ancillary uses and its walking and cycling connections to Westhoughton, Horwich Parkway and the wider area, and supported consideration of expanded health, retail and leisure services at Wingates. It proposed the allocation of land north-west of Dicconson Lane for around 1,000 homes, or for employment, or for a mix, and said the site offers an opportunity to improve the De Havilland Way and Chorley Road junction. It said it	Noted. West of Wingates is allocated by Places for Everyone Policy JPA6 and its requirements are set there and in the West of Wingates Strategic Masterplan SPD. Policy DEL1(4) establishes the Employment Area Mitigation Fund, a ring-fenced Section 106 contribution for transport and public realm improvements at West of Wingates, and Policy EC5 sets the ancillary uses acceptable in principle there, capped at 2,000 sqm in total with no individual unit above 500 sqm.

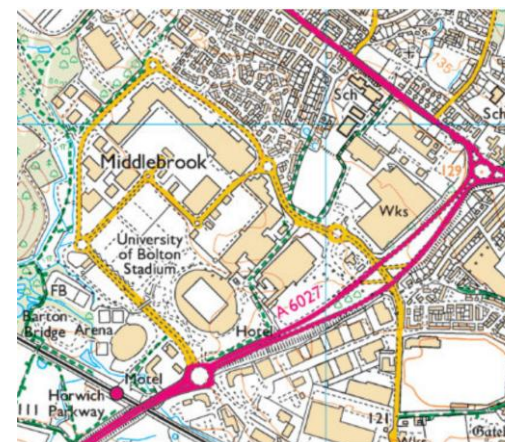
Ref	Raised by	What was said	Council response
		is committed to minimising traffic and HGV impacts on local roads and amenity and to protecting habitats and green infrastructure.	
3.7.84	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	The Wingates and Middlebrook areas benefit from strong transport links, including smaller and less frequently used roads such as Lostock Lane, which carries a bus route that development could enhance, and the area already contains a significant concentration of industrial and business parks and has attracted substantial investment. Wingates is to be an employment-led mixed-use development, influenced by the Places for Everyone industrial allocation shown on pages 38 and 39 of the Direction of Travel, and sites between Wingates and the A6 could come forward to support the larger allocation. Development in the area would require additional infrastructure, including road improvements and services, which it could fund.	Policy DEL1 secures contributions towards the infrastructure development creates the need for, including transport and public realm, education and health, and Policy INF1 requires strategic-scale development to be designed to support viable bus routes agreed with Transport for Greater Manchester.
3.7.85	Bloor Homes (8008)	Bloor supported the identification of Wingates as a Local Area of Change and of the growth anchor shown on the spatial diagram, said the high-level map on page 39 of the Direction of Travel includes its land, and asked for a detailed boundary for the area. It agreed that housing should be directed to Wingates outside the employment allocations, its land lying between Ditchers Farm and the Wingates Industrial Estate, and cited Policy JP-Strat8, the Wigan-Bolton Growth Corridor, together with the two industrial allocations on the edge of Westhoughton, Chequerbent North under JP Allocation 5 and West of Wingates and M61 Junction 6 under JP Allocation 6, its land sitting between them and around 300m from the Wingates allocation. On the infrastructure challenges the Direction of Travel identifies, it said Westhoughton station is within 1km and accessible on foot and by bike via Chorley Road and Church Street, with bus stops nearby serving the town centre, Blackrod and Horwich, and said it would contribute	The Policies Map published alongside the Plan defines the detailed boundaries of every designation. Policy SP3 sets out the distribution of new homes and the criteria at SP3(7) for housing on suitable unallocated sites.

Ref	Raised by	What was said	Council response
		proportionately to infrastructure improvements if housing on its land increased pressure on local services.	
3.7.86	Sport England (3009)	Expects Westhoughton Golf Club to be protected through policy wording; detailed comments were made through the Masterplan SPD consultation.	Policy INF7 permits the loss of a playing pitch or sports facility only where the tests in national policy are satisfied, and requires replacement or alternative provision to preserve or improve public community access to facilities of the type lost.
3.7.87	CPRE Lancashire (7001)	The JPA6 criteria in Places for Everyone should be carried through into the Plan.	Places for Everyone is part of the statutory development plan for Bolton, so Policy JPA6 and its criteria apply directly and are not restated in this Plan. Chapter 1 explains the relationship between the two documents.
3.7.88	Woodland Trust (7007); Friends of Harwood and Longsight Park (7002); Cllr, Horwich Town Council (5001)	Access to nature for the workforce; good public transport so Wingates does not decentralise Bolton; active travel links to Wigan to relieve De Havilland Way.	Policy INF1 requires development to provide safe, direct and convenient walking, cycling and wheeling routes from the site to local facilities, nearby settlements, bus stops and stations, and requires strategic-scale development to be designed to support viable bus routes agreed with Transport for Greater Manchester. Policy ENV3 requires green and blue infrastructure to be integrated into major development from the earliest stages, with an Urban Greening Factor of at least 0.3 for predominantly commercial development.

Ref	Raised by	What was said	Council response
3.7.89	Historic England (3004)	Historic England supports whichever option conserves and enhances the historic environment, heritage assets and their settings, with screening and heritage impact assessment of any allocation informing the site policy so that the Plan meets the tests of soundness at examination.	Noted. Policy SP5 sets the positive strategy for the historic environment and Policy PQ4 the tests for development affecting heritage assets.
3.7.90	NHS Greater Manchester ICB (3005)	The ICB noted the key consideration of enabling new housing outside the employment allocations, potentially at Ditcher's Farm, alongside community facilities and open space, welcomed future opportunities to discuss the primary care requirements, and asked to be kept informed on progress with the Infrastructure Delivery Plan.	Ditchers Farm is allocated as Policy BSA05, which requires contributions to education and healthcare services, an integrated hierarchy of open space, food-growing space and play space on site, and a new focal green space. Policy INF3(4) requires residential development of 50 or more dwellings to contribute to primary care and community health capacity, and the Infrastructure Delivery Strategy will be kept up to date.

f. Middlebrook

A retail and leisure hub of regional reach, with an opportunity to explore intensification and diversification, more housing and employment, and better public transport and active travel connections.



Ordnance Survey extract, Middlebrook. Crown copyright and database right 2025 AC0000850551.

What was said about Middlebrook is set out in Table 16.

Table 16. Middlebrook: what was said

Ref	Raised by	What was said	Council response
3.7.91	Residents 1001, 1003, 1011, 1017, 1021, 1026, 1027	Already congested; a decade of development has not brought the GP, school and dental capacity to match; the route is used as a rat-run; future development should prioritise transport capacity, parking and traffic management.	Policy SP1 identifies Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination and supports its transition to a mixed-use offer with a residential component, with Burnden Way allocated as Policy BSA06 for homes, offices and local community uses. Policy INF1 requires a Transport Assessment for development above the stated thresholds, identifying and addressing residual highway safety and network impacts and effects on surrounding residential streets, and Policy BSA06 requires contributions to education and healthcare services

Ref	Raised by	What was said	Council response
			and towards enhanced bus services. Policy PQ3 places Middlebrook in Density Zone A for residential density purposes and requires stadium parking to be re-provided.
3.7.92	Resident 1018	A good retail park, it just needs better transport.	Policy SP1 identifies Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination and supports its transition to a mixed-use offer with a residential component, with Burnden Way allocated as Policy BSA06 for homes, offices and local community uses. Policy BSA06 requires safe, direct and convenient access by active travel and public transport, linking the train station, retail park, stadium and the Rivington Chase development, and a contribution towards enhanced bus services.
3.7.93	Cllr, Horwich Town Council (5001)	Replace lost leisure facilities (squash, and space for futsal, pickleball and padel next to the Arena); improve cycle links to Horwich town centre and Horwich Parkway; protect the old trackbed route to Rivington Chase. The councillor also asked for Horwich Parish to be extended to include the development sites between Horwich and Bolton.	Policy INF7 permits the loss of a sports facility only where the tests in national policy are satisfied and requires replacement provision to preserve or improve public community access, and supports new and improved facilities that meet an identified need. Policy BSA06 requires active travel links to the train station, retail park, stadium and Rivington Chase, and Policy CB04(4)(D) supports the continued regeneration of the former Horwich Loco Works as Rivington Chase. Parish boundaries are outside the scope of the Local Plan.

Ref	Raised by	What was said	Council response
3.7.94	Prescot Business Parks Ltd (PBP) (8010)	Prescot Business Parks: over 1,000 homes possible; a street-based setting should not apply to every site given the objective of efficient land use. Prescot Business Parks supported the identification of Middlebrook as an area of change and the key consideration of adding housing and employment alongside its retail and leisure role. It said the table on page 53 of the Direction of Travel gives no target figure for residential delivery at Middlebrook and that one would be appropriate, its own land being capable of more than 1,000 homes as part of a substantial mixed use scheme. It set out the extant outline permission on the wider site, reference 89159/12, first reported to Planning Committee in June 2014 and granted in March 2023 following agreement of the Section 106, for a grand arc of buildings up to seven storeys with food and drink, office, sports and leisure floorspace, a hotel of up to 60 rooms and up to 200 residential apartments, so that the principle of residential development is established on part of the land, and noted that the land is less than a ten minute walk from Horwich Parkway station.	Policy SP1 identifies Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination and supports its transition to a mixed-use offer with a residential component, with Burnden Way allocated as Policy BSA06 for homes, offices and local community uses. Policy BSA06 requires a street-based layout with active frontages and high-quality public realm in accordance with Policy PQ1, and Policy PQ3 allows a density higher than the minimum where the site, the scheme design and the capacity of local services and infrastructure can accommodate it. Policy PQ3 permits tall buildings for residential and mixed use in Density Zone A, which includes Middlebrook, subject to the tests in that policy.
3.7.95	Orbit (8019)	Orbit supported the identification of Central Bolton and Middlebrook among the six most important areas in the borough. It said Middlebrook is more than its retail and leisure components: over 40 years of investment has made it a sustainable settlement with homes at The Meadows and office floorspace at Parklands, Futura Park and Northgate Close, with up to 1,700 homes coming forward nearby at the former Horwich Loco Works. It asked the Council to weigh carefully the economic effects of further governing the scale of development and the uses permitted at Middlebrook, which it said performs a relatively	Support noted. Policy SP1 identifies Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination and supports its transition over the Plan period to a mixed-use offer with a residential component. Burnden Way is allocated as Policy BSA06 for a minimum of 1,000 homes, around 2,500 sqm of offices and local community uses, at a minimum net density of 120 dwellings per hectare.

Ref	Raised by	What was said	Council response
		unique sub-regional function and is a significant generator of employment, and asked for flexible policies sensitive to the pressures on retail and leisure from online trading. It said the Plan should reflect any relaxation of the sequential test for main town centre uses. It did not object in principle to extending Middlebrook's sports and leisure focus, but asked that any such work be shaped by the key stakeholders there and that it be able to discuss the matter further as the Plan advances.	
3.7.96	Harworth (8004)	Harworth agreed that public transport and the walking and cycling environment need improving to connect Middlebrook better with nearby neighbourhoods and with rail services. It said connectivity improvements to the Wingates area south of the M61 would strongly support the anchored option by enabling sustainable and active travel between the services and facilities at Middlebrook, Horwich Parkway station and the employment area west of Wingates, and additional housing or mixed use development on the land it promotes south of the De Havilland Way roundabout.	Policy SP1 identifies Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination and supports its transition to a mixed-use offer with a residential component, with Burnden Way allocated as Policy BSA06 for homes, offices and local community uses. Policy BSA06 requires safe, direct and convenient access by active travel and public transport linking the train station, retail park, stadium and Rivington Chase, and a contribution towards enhanced bus services. Policy INF1 requires development to provide routes from the site to local facilities, nearby settlements, bus stops and stations.
3.7.97	Residents 1013, 1015, 1025	Middlebrook should complement, not compete with, the town centre: limit further large retail units and keep the town centre the priority; one said constant investment at Middlebrook is damaging the town.	Policy SP4(7) confirms that Middlebrook is not a defined centre and that proposals for main town centre uses there must comply with national policy and Policy EC4, including the sequential test and impact assessment. Policy SP1(8) requires commercial development at Middlebrook to

Ref	Raised by	What was said	Council response
			complement regeneration in Central Bolton and not to have a significant adverse impact on any defined centre, and Policy EC4(9) requires an impact assessment for retail and leisure uses over 300 sqm at Middlebrook.
3.7.98	Woodland Trust (7007)	The Woodland Trust: trees will make it a place people stay longer.	Policy PQ1(6) requires new streets to be tree-lined unless there are clear, justifiable and compelling reasons otherwise, and Policy ENV3 sets an Urban Greening Factor of at least 0.4 for predominantly residential and 0.3 for predominantly commercial major development.
3.7.99	National Highways (3017)	National Highways: non-typical retail and leisure peaks at Junction 6 must be built into modelling.	Policy INF1(5)(C) requires Transport Assessments to test development against reasonable future scenarios agreed with the Council and Transport for Greater Manchester, and Policy INF1 applies to development with high trip-generating characteristics including larger retail and leisure uses.
3.7.100	Lancashire Wildlife Trust (7004)	The Wildlife Trust: Red Moss SSSI must not be surrounded.	Policy SP6 identifies Red Moss as a Site of Special Scientific Interest within the borough's Strategic Ecological Network and Policy ENV4(1)(A) requires development to avoid harm to it. Policy BSA06 requires green infrastructure delivery to align with the Greater Manchester Local Nature Recovery Strategy, to respond to the sensitivity of the nearby Red Moss SSSI and to

Ref	Raised by	What was said	Council response
			support connectivity with the wider green infrastructure network.
3.7.101	Historic England (3004)	Historic England supports whichever option conserves and enhances the historic environment, heritage assets and their settings, with screening and heritage impact assessment of any allocation informing the site policy so that the Plan meets the tests of soundness at examination.	Noted. Policy BSA06 and the other allocation policies require a heritage impact assessment, and Policy PQ4 sets the tests for development affecting heritage assets.
3.7.102	Sport England (3009)	Sport England sees an opportunity to apply its Active Design principles at Middlebrook and welcomes new sport and leisure facilities as support for the health and wellbeing objectives, with decisions on where facilities go resting on an up-to-date Playing Pitch and Outdoor Facilities Strategy and Built Facilities Strategy.	Noted. Policy PQ2 requires the health effects of proposals to be identified and acted on, with a Health Impact Assessment for larger schemes addressing access to open space, opportunities for physical activity and active design principles. Policy INF7 supports new and improved playing pitches and sports facilities that meet an identified need, informed by consultation with Sport England.
3.7.103	CPRE Lancashire (7001)	CPRE said good urban design can mix housing and other uses so they support one another, at densities that make public transport and active travel infrastructure viable and reduce the need to use greenfield sites to meet assessed need, with active travel infrastructure linked to green infrastructure to support biodiversity and the healthy and active lifestyle goals.	Policy SP1 identifies Middlebrook as the borough's principal out-of-centre retail, leisure and sporting destination and supports its transition to a mixed-use offer with a residential component, with Burnden Way allocated as Policy BSA06 for homes, offices and local community uses. Policy PQ3 places Middlebrook in Density Zone A at a minimum of 120 dwellings per hectare, and Policy BSA06 requires a street-based mixed-use layout with active frontages, support for low car

Ref	Raised by	What was said	Council response
			ownership, and green infrastructure aligned with the Local Nature Recovery Strategy.
3.7.104	NHS Greater Manchester ICB (3005)	The ICB noted the key consideration of exploring opportunities for more housing and employment alongside the retail and leisure role of Middlebrook, welcomed future opportunities to discuss the primary care requirements, and asked to be kept informed on progress with the Infrastructure Delivery Plan.	Policy BSA06 requires a contribution to healthcare services, and Policy INF3(4) requires residential development of 50 or more dwellings to contribute to primary care and community health capacity. The Infrastructure Delivery Strategy will set out the infrastructure required, with indicative costs and funding.
3.7.105	Friends of Harwood and Longsight Park (7002)	Very good public transport links for all new builds, since there is a risk of decentralising Bolton altogether if people cannot get into the centre easily; high design values so that pavements suit wheelchairs and pedestrians; native flora only on builds backing onto green space; and parking to match car ownership with visitor spaces.	Policy BSA06 requires access by active travel and public transport linking the train station, retail park, stadium and Rivington Chase, and a contribution towards enhanced bus services. Policy PQ1(3) requires a public realm usable by people of all ages and mobilities, Policy ENV4(2)(D) requires species-appropriate planting, and Policy INF2 sets the parking standards that apply.
3.7.106	Bolton and Bury Swifts Conservation Group (7003)	Bolton and Bury Swifts Conservation Group said development at Middlebrook has already removed banks of mature trees and that local people have contacted it about the loss to nature. It asked that development follow ecological surveys by knowledgeable surveyors and that developers be required to engage ecologists or local conservation groups from conception to completion, because enhancements are often forgotten or installed so that wildlife cannot use them, swift bricks fitted upside down and bird boxes fitted too close together being its	Policy ENV4 requires an ecological assessment proportionate to the scale of development and the sensitivity of the site where habitats or species of ecological value are present, harm to protected species to be avoided, existing trees and hedgerows to be retained with replacement planting at a ratio of at least 2:1 where removal is justified, and integrated swift bricks and features

Ref	Raised by	What was said	Council response
		examples. It said there is a dire lack of enforcement in the planning system locally, especially for ecological enhancements, and that specific cases it raised with planners have brought no response or action.	for bats and hedgehogs in accordance with the advice of the Greater Manchester Ecology Unit.

3.8 Number of Homes Planned for

What was said is set out in Table 17.

Table 17. Number of homes planned for: what was said

Ref	Raised by	What was said	Council response
3.8.1	United Utilities Property Services (3006); Peel (8002); HBF (8006); Bellway Homes (8007); Bloor Homes (8008); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); Persimmon (8023); Charles Church (8026)	The Places for Everyone requirement of 787 homes a year (13,379 to 2042, around 892 a year over 15 years on the HBF's reading) is out of date. The standard method gives 1,236, a 56% to 57% uplift or 156% of the PfE figure, and Peel put it at 95% above actual completions; the requirement to 2042 should be 17,087 or, over 15 years from adoption, 18,540. Miller put the annual increase at 397 homes. Peel cited the PfE Inspectors' Report (paragraphs 161 to 167, 790 to 793 and 802) as confirming that full local need was left to the Local Plan, and Rowland that PfE assumes a supply of 13,911 homes. Charles Church broke the 13,911 down as 2,729 from greenfield SHLAA sites and 1,396 from allowances for windfall and demolitions, equating to 818 a year over the 17-year Places for Everyone period 2022 to 2039, and cited paragraph 62 of the Framework	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. A full review of sites has been undertaken to inform the Plan, and the

Ref	Raised by	What was said	Council response
		for meeting local housing need on the latest standard method. Barratt and David Wilson gave local housing need as 1,236 a year as at January 2026, 57% above the Places for Everyone requirement, and said the plan should carry at least four further years of the Places for Everyone requirement, an additional 3,148 dwellings, or more appropriately four years of local housing need, an additional 4,944 dwellings. The HBF gave the Homes and Neighbourhoods objective's at least 13,379 homes, page 7 of the Direction of Travel for the 15 year period, and around 892 a year; it said Places for Everyone was adopted in March 2024, before the December 2024 Framework, so its figure does not correspond to the latest, stock-based, standard method, and cited paragraph 62 of the Framework for the Plan meeting local housing need of at least 1,236 a year as a minimum if it is to be found sound. Rowland gave the date of Places for Everyone's adoption as April 2024, before the December 2024 Framework introduced the new standard method, put the change from 787 to 1,236 a year at 156% of the adopted figure, and cited paragraph 62 for planning for the elevated requirement rather than cascading from the constrained Places for Everyone figure; in a footnote it gave the 787 as an annual requirement across the 17 year period 2022 to 2039, and gave the 1,236 as including 2024 affordability ratios and stock data. Peel gave the average of 640 new homes a year built between 2021/22 and 2023/24 as the base for its 95%, said the 1,236 is over 50% above the Places for Everyone average of 787, and said the Plan must not plan only for minimum needs that will be out of date by adoption, which the Local Development Scheme puts at 2027.	evidence supporting it will be published alongside the Regulation 19 Plan.

Ref	Raised by	What was said	Council response
3.8.2	Keepmoat (8000); Bellway Homes (8007); Bloor Homes (8008); Barratt & David Wilson Homes North West (8011)	Keepmoat set out the relationship between Places for Everyone and the Local Plan: Places for Everyone was adopted with effect from 21 March 2024 and runs from 2022 to 2039; paragraph 1.26 describes its role as identifying housing, office, industrial and warehousing need, setting thematic policies and allocating large sites outside the urban area; and paragraph 1.56 states that all its policies are strategic, that local plans must be consistent with it and neighbourhood plans in general conformity with it, and that where a local plan looks beyond 2039 the minimum requirement figures in Policies JP-J3, JP-J4 and JP-H1 should inform local plan targets, the Table 7.2 averages under JP-H1 being treated as a minimum for each year after 2039. It cited paragraphs 14 to 16 of the Places for Everyone Inspectors' Report for the point that each authority must prepare a local plan within the strategic policies of Places for Everyone and identify housing sites in addition to its allocations, it not being the role of Places for Everyone alone to identify sufficient land for all objectively assessed needs, and paragraph 234(c) of the Framework for the Local Plan being examined under the relevant previous version of it. Bellway quoted the same paragraphs 14 to 16 of the Inspectors' Report, which it dated 14 February 2024, and the same paragraph 1.56, and cited Footnote 2 for the point that where a local plan looks beyond 2039 the annual average figure for 2022 to 2039 in Policy JP-H1 Table 7.2 should be treated as a minimum requirement for each year after 2039. Bloor quoted the same paragraphs 14 to 16 and paragraph 1.56 and cited the same Footnote 2, and dated the Inspectors' Report to 14 February 2024. Barratt and David Wilson quoted paragraphs 1.56 and 1.57 of Places for Everyone, the second recording that	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

Ref	Raised by	What was said	Council response
		the evidence underpinning it will also inform district plans but that districts continue to produce their own local plans with more detailed strategic and non-strategic policies, and that Appendix A lists the district policies Places for Everyone replaces. It quoted paragraphs 14 to 18 of the Inspectors' Report, including the finding that main modifications were required to paragraphs 1.26, 1.57 and 1.58 to make the relationship between the joint plan and local plans clear, and drew from it the point that the Inspectors did not review or validate any authority's claimed housing land supply position, so the Council must not rely on the Places for Everyone trajectory without further evidence. It also cited paragraph 234(c) of the Framework.	
3.8.3	Keepmoat (8000); Oltech (8003); Caddick (8014); Miller Homes (8016); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	Others put the figure differently: 1,184 a year and 20,128 over 17 years (Miller), 1,239 a year as the latest published local housing need figure (Anwyl, Seddon), 20,927 (Caddick), and 15,740 to 2042 by extending the Places for Everyone figures with the standard method applying from 2029 (Keepmoat). Keepmoat took Policy JP-H1 as its starting point, gave the standard method figure as 1,236 a year applying from March 2029, two years after the planned adoption of the Plan, and put the requirement for 2029 to 2034 at 6,489 including a 5 per cent buffer that could rise to 20 per cent. Miller said the requirement will rise from 787 to a mandatory 1,184 a year when Places for Everyone is five years old, applying both to the five year supply and as a minimum in plan making. Anwyl and Bradford Estates and Seddon and Global Land, in identical terms, said retaining the Places for Everyone figure would embed a deficit of around 7,684 homes	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan. From July 2026 a 20% buffer is required where annual average housing

Ref	Raised by	What was said	Council response
		and risk the Plan being found unsound for not being positively prepared.	requirement in plans published before December 2024 is less than 80% of the most up to date standard method. For April 2026 the total PfE requirement was still above 80% of PfE. Notwithstanding the trajectory (Appendix 4 of the plan document errs on the side of caution and assumes a 20% requirement from 2027.
3.8.4	Bellway Homes (8007); Bloor Homes (8008); Peel (8002)	With adoption expected in winter 2027 and Places for Everyone out of date by March 2029, the Plan would be current for only about a year and a half and would cover only 14 full years. Peel said a Plan running into the early 2040s that rigidly meets the Places for Everyone minimums will be rapidly out of date.	The Plan period runs from 2022 to 2042 and Chapter 1 explains that it runs three years beyond Places for Everyone, carrying the Policy JP-H1 requirement of 787 homes a year forward to 2042. National policy and the regulations require the Council to review the Plan at least every five years from adoption.
3.8.5	Bellway Homes (8007); Bloor Homes (8008)	An immediate review of Places for Everyone Policy JP-H1 was asked for, reflecting the standard method figures for all nine Greater Manchester authorities, with the Bolton plan then aligning with the revised Places for Everyone policy. Both said the Plan should be prepared on the basis of the Council's actual need rather than a figure they put at around 57 per cent lower.	The review of Places for Everyone is a matter for the nine authorities that prepared it rather than for this Plan. The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and Policy SP3 applies the adopted Policy JP-H1 requirement of 787 net additional homes a year to 2042.
3.8.6	Keepmoat (8000)	Redistribution of Bolton's requirement to other Greater Manchester authorities through a review of Places for Everyone in 2029 is unlikely, because local housing need has risen across	Policy SP3 applies the Places for Everyone Policy JP-H1 requirement in full and identifies a supply that provides headroom above the residual requirement. A full review of sites has been

Ref	Raised by	What was said	Council response
		the other boroughs under the standard method as well, so Bolton is likely to have to meet its own need in full.	undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.8.7	Barratt & David Wilson Homes North West (8011)	Pursuing the Places for Everyone requirement is acceptable in the short term to 2029 but no further, citing paragraph 34 of the Framework and Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 for the five year review, and paragraph 78c for the point that from 1 July 2026 the Council must show a five year supply with a 20 per cent buffer because the Places for Everyone requirement is less than 80 per cent of local housing need, so that planning for it would expose the Council to speculative applications from day one after adoption.	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and Policy SP3 applies the adopted Policy JP-H1 requirement, with the trajectory at Appendix 2 of the Plan demonstrating how a five-year supply of deliverable sites is maintained from adoption. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan. From July 2026 a 20% buffer is required where annual average housing requirement in plans published before December 2024 is less than 80% of the most up to date standard method. For April 2026 the total PfE requirement was still above 80% of PfE. Notwithstanding the trajectory (Appendix 4 of the plan document errs on the side of caution and assumes a 20% requirement from 2027.
3.8.8	Peel (8002)	Places for Everyone will be time expired by March 2029 or earlier and a new Spatial Development Strategy for Greater Manchester, reflecting higher rates of growth and increased housing requirements, will be in place by or before then. Peel said Places for Everyone set minimum requirements for some	Policy SP7 records that longer-term needs beyond the Plan period will be addressed through the Spatial Development Strategy for Greater Manchester, and Policy SP2 establishes Bolton's employment requirement through the borough's

Ref	Raised by	What was said	Council response
		but not all types of development and does not accommodate the full needs of particular areas.	own evidence where Places for Everyone sets no Bolton-specific figure.
3.8.9	Miller Homes (8016)	The significant increase in the requirement from 2029 and the current lack of supply require a pragmatic and proactive approach to growth, focused on and adjacent to the borough's main urban area.	Policy SP1 directs growth to the growth anchors and Policy SP3 distributes the remainder across seven parts of the borough, favouring sites near train stations and local centres. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.8.10	United Utilities Property Services (3006); Peel (8002); HBF (8006); Bellway Homes (8007); Bloor Homes (8008); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); Persimmon (8023);	The plan period must run at least 15 years past adoption. With adoption in 2027 and an end date of 2042 there is no buffer for delay, and the period should extend to 2043, 2044 or 2045; Peel asked for at least 2044 to allow for modest slippage. Both cited paragraph 22 of the Framework, which also expects a vision looking at least 30 years ahead where larger scale development forms part of the strategy. Charles Church said the Council may need to look beyond 2042 if the 2027 adoption date is at risk of	The Plan period runs from 2022 to 2042, three years beyond the Places for Everyone period, and Chapter 1 explains that relationship. Policy SP1 includes a section on the period beyond 2042, identifying capacity for up to 2,000 further homes in Central Bolton and around 330 at Health Innovation Bolton as long-term capacity rather than a commitment within the Plan period. The

Ref	Raised by	What was said	Council response
	Charles Church (8026); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	slipping. Hulme Trust Estates asked for the period to run to 2045 as a minimum with flexibility built in from the outset, gave the Cheshire East Local Plan Strategy at over three years, the Halton Delivery and Allocations Plan at two and the Charnwood Local Plan submitted in December 2021 and still not adopted as examples of protracted examinations, noted that Places for Everyone itself had to be amended during examination, and cited the Wiltshire Local Plan Inspectors' letter of 27 February 2025 and the Shropshire Local Plan Inspectors' letter of 10 December 2024, that plan having been withdrawn from examination partly for this reason. Rowland likewise said the Council may need to look beyond 2042 if the 2027 adoption date looks at risk of slipping. Peel cited the Local Development Scheme's submission in winter 2026 and adoption in winter 2027 for the 14 full years.	appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.8.11	Jones Homes (8027); Keepmoat (8000); United Utilities Property Services (3006); Bellway Homes (8007); Bloor Homes (8008); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021); Oakmere Homes (8024); Barratt & David Wilson Homes North West (8011); Barratt David Wilson and Jones Homes (8015)	Bolton has not met its requirement in any year since 2008, has a Housing Delivery Test score of 94 per cent, has not published an action plan since 2021 and, unlike other Greater Manchester districts, has a flat trajectory under Places for Everyone Table 7.2, so every shortfall counts immediately rather than being recovered later in the plan period. Places for Everyone allocates no housing sites in Bolton. Respondents said the Core Strategy target of 694 a year was missed throughout and the position worsened once the requirement rose to 787, and that the Delivery Test score triggers the need for an action plan under paragraph 79 of the Framework. Barratt David Wilson and Jones Homes said the only conclusion is that the spatial strategy in the adopted Core Strategy has failed, and that this places additional emphasis on the need for a robust supply of deliverable sites.	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. Policy SP3 sets out the five sources of supply and Appendix 2 of the Plan provides the housing trajectory in five-year

Ref	Raised by	What was said	Council response
		Anwyl and Seddon put the consequences at 22,467 households on the housing register in March 2024 and a deficit of around 7,684 homes against local housing need.	tranches, demonstrating how a five-year supply of deliverable sites is maintained from adoption. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.8.12	Charles Church (8026); Rowland Homes (8009)	Charles Church said the emerging plan will need to revise its strategic policies and depart from the adopted Places for Everyone position, because the Council cannot demonstrate a five year supply, because the emerging plan will have to allocate housing sites when Places for Everyone allocates none in Bolton, and because a Green Belt assessment will be required as part of the evidence base, the last two acknowledged at page 68 of the Direction of Travel. It added that the Issues and Options document recorded delivery falling short of targets in every year since 2011. Rowland made the same argument: the Council accepts it cannot demonstrate a five year supply, page 68 of the Direction of Travel acknowledges that the emerging plan will need to allocate housing sites when Places for Everyone allocates none in Bolton, and the same page acknowledges that a Green Belt Assessment will be required.	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. Policy SP3 allocates six strategic or key housing sites totalling 5,715 homes, and Policy SP7 alters the Green Belt boundary at four locations where exceptional circumstances are demonstrated. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.8.13	Keepmoat (8000)	Keepmoat set out why delivery has fallen short: reliance on small and medium brownfield sites of 20 to 50 homes that fall between the capacity of national developers and local builders, high	Policy SP3 records that brownfield sites carry significant remediation, viability and assembly challenges, that earlier phases therefore lean on

Ref	Raised by	What was said	Council response
		upfront costs for remediation and infrastructure, low sales values in parts of the borough, and a long-standing policy not to release Green Belt; the last Housing Delivery Test action plan was in July 2021.	more readily deliverable sites while brownfield and town centre regeneration build momentum, and that Green Belt alterations have been necessary to maintain a five-year supply of deliverable sites. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.8.14	Rowland Homes (8009); Oltech (8003); Rosedale (8018); Regent Park Golf Course (8012); Persimmon (8023); Charles Church (8026); Barratt Homes Manchester (8029); Hulme Trust Estates (8030); Keepmoat (8000); Miller Homes (8016)	The Council cannot demonstrate a five year supply and has underdelivered for years; the Plan should allocate deliverable sites for the first five years with a clear trajectory. Rosedale gave the Council's latest Authority Monitoring Report, 2019/20, as its source for a supply of 3.7 years. Regent Park Golf Course gave the Authority Monitoring Report 2023/24 Volume 2, Housing Land Requirements and Supply, of April 2024, and enclosed appeal decision APP/N4205/W/25/3365804 of 12 January 2026, in which the Inspector recorded the supply as 3.7 years as at April 2025 and noted that the Housing Delivery Test 2023 measurement indicated an improving position with no buffer the following year. Persimmon cited the same appeal decision. Charles Church cited the same appeal decision for a supply of 3.7 years at April 2025, and paragraphs 787 to 789 of the Places for Everyone Inspectors' report for the point that responsibility for maintaining a five year supply rests with individual authorities and their local plans. Hulme Trust Estates enclosed the same decision and said the plan should provide a five year supply on adoption as a central component of the strategy. Keepmoat cited the same appeal decision, of 12 January 2026, for the Council's confirmed supply of 3.7 years, and said that the absence of a five	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. Appendix 2 of the Plan provides the housing trajectory in five-year tranches and demonstrates how a five-year supply of deliverable sites is maintained from adoption. A full review of sites has been

Ref	Raised by	What was said	Council response
		year supply makes it more pressing that the Local Plan is progressed and sufficient land to meet housing need planned for. Oltech gave the Housing Delivery Test Action Plan of 2021 as the latest available evidence, putting the supply at 3.9 years, 73% of the required amount, and said that even with the housing allocations in Places for Everyone the Council cannot demonstrate a five year supply, so its current Local Plan is out of date. Rowland gave the Council's acceptance of a 3.7 year supply at April 2025 in appeal APP/N4205/W/25/3365804 of 12 January 2026, and cited paragraphs 787 to 789 of the Places for Everyone Inspectors' report for the responsibility for maintaining a five year supply resting with individual authorities and their local plans. Miller Homes referred to the current accepted lack of a five year supply and to Places for Everyone making no housing allocations in Bolton that would contribute to supply through the plan period, and said the Council should identify deliverable sites that can ensure delivery both immediately, to address the lack of supply now, and early in the plan period through allocation.	undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan. From July 2026 a 20% buffer is required where annual average housing requirement in plans published before December 2024 is less than 80% of the most up to date standard method. For April 2026 the total PfE requirement was still above 80% of PfE. Notwithstanding the trajectory (Appendix 4 of the plan document errs on the side of caution and assumes a 20% requirement from 2027.
3.8.15	Regent Park Golf Course (8012)	Places for Everyone, adopted in March 2024, commits Bolton to at least 13,379 homes over the period 2022 to 2039, and paragraph 61 of the Framework requires a sufficient amount and variety of land to come forward where it is needed. Regent Park Golf Course said the Plan must therefore allocate a significant amount of housing land, ensure allocated sites are deliverable, developable and available, and build in a degree of flexibility and contingency in case assumptions about site delivery do not materialise.	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3

Ref	Raised by	What was said	Council response
			identifies a supply that provides headroom above the residual requirement. Policy SP3 allocates six strategic or key housing sites and sets criteria at SP3(7) for housing on suitable unallocated and windfall sites. Policy SP3 also states that the site capacities are the minimum expected within the Plan period and that proposals must meet the minimum densities in Policy PQ3.
3.8.16	Rowland Homes (8009); Persimmon (8023); Charles Church (8026); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	The 4% headroom in the Places for Everyone supply is too small; the minimum should be treated as a floor not a ceiling, with over-provision welcomed for affordability. Rowland, Persimmon and Charles Church put the requirement at 18,540 over 15 years against a realistic supply of around 9,820, a gap of about 8,720 homes; Barratt said the five-year supply must carry a 20% buffer from 1 July 2026; Hulme Trust noted net completions fell in 2023/24. Charles Church put the headroom at 532 homes on a supply of 13,911, and said Pegasus had questioned the deliverability of much of that supply at the Places for Everyone examination on viability grounds flagged by its own evidence base. Hulme Trust Estates gave the figures behind the fall in completions: Table 5.1 of the December 2024 Places for Everyone Annual Monitoring Report shows net completions in Bolton falling to 575 in 2023/24 from 737 in 2022/23, so the position is unlikely to improve in the near future. Rowland gave the same breakdown of the 13,911, 2,729 from greenfield SHLAA sites and 1,396 from allowances for windfall and demolitions, at 818 a year over 2022 to 2039 with headroom of 532 or 4%, said it had questioned the deliverability of much of	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and the housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year rather than by the standard method. Policy SP3 applies that figure across the Plan period 2022 to 2042, and Chapter 1 explains that the Plan period runs three years beyond Places for Everyone and carries the JP-H1 figure forward. Policy SP3 identifies a supply that provides headroom above the residual requirement. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

Ref	Raised by	What was said	Council response
		that supply in its representations to Places for Everyone on viability grounds flagged by that plan's own evidence base, noted the Issues and Options document's record of delivery falling short every year since 2011, and said the 8,720 further homes will require significant Green Belt release or grey belt windfall delivery.	
3.8.17	Residents 1011, 1015	Residents asked how the housing need was calculated, said the town already feels overcrowded, and questioned whether 2,000 homes at Farnworth would create jobs or simply import employed people.	The housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year, which Policy SP3 applies to 2042. Chapter 2 sets out the borough's household growth, affordability and affordable housing shortfall. Policy BSA02 at Health Innovation Bolton provides around 200,000 sqm of employment-led health innovation and health and community floorspace alongside its homes, and Policy EC3 requires Employment and Skills Plans that reach Bolton residents, with local labour targets and reporting on workforce residence.
3.8.18	HBF (8006); Miller Homes (8016); Seddon and Global Land (8021)	Small and medium sites deliver faster and give smaller builders a route in; the HBF asked for at least 10% of allocated sites to be under one hectare. The HBF cited paragraph 73 of the Framework for the requirement that at least 10% of the housing requirement be on sites no larger than one hectare, said those sites should be allocated, and said a strategy should provide a mix of brownfield and greenfield land in different sizes and in suitable and sustainable locations so that need can be met wherever it arises. Miller Homes said allocating a small number	Policy SP3 identifies five sources of supply including windfall sites and sites identified through the Council's assessment of land availability, and states that a mix of sites in a range of sizes is expected to ensure continuous delivery. Policy HS2(6) supports self-build and custom homes on windfall sites and on suitable sites identified in the Council's assessment of land availability. A full review of sites has been undertaken to inform the

Ref	Raised by	What was said	Council response
		of large strategic sites would backload supply beyond the first five years of the Plan and leave the Council relying on brownfield sites for an up to date five year supply on adoption, which given the existing shortfall is unlikely to be sufficient, so the allocation of sites available and deliverable within the first five years needs to be a critical consideration if the Plan is to be positively prepared and meet the tests of soundness. Seddon and Global Land said smaller sites in existing settlements can be delivered in the short term on existing infrastructure, without the long lead-in times of major regeneration schemes, and that a balanced approach including them is essential to maintain supply, meet diverse needs and keep the Plan positively prepared and resilient to delivery risks.	Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.8.19	Regent Park Golf Course (8012); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	The Renewal Area is largely built up; it should be widened, other protected open land reviewed and larger sites considered. Hulme Trust Estates pointed to page 37 of the Direction of Travel for the extent of the renewal areas, said the only opportunity for development of any significant scale lies in land designated Green Belt, and questioned how smaller-scale infill housing alone would support the investment required to drive regeneration.	Policy SP3(7) supports housing on suitable sites identified through the Council's assessment of land availability and on windfall sites within existing built-up areas, and Policy SP7 alters the Green Belt boundary at four locations where exceptional circumstances are demonstrated. A full review of sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.
3.8.20	Bolton NHS Foundation Trust (3000)	The Foundation Trust said developers are building what people want to buy and are leaning towards smaller schemes rather than large-scale development, and that the Plan needs to reflect housing needs and demand.	Policy SP3 states that a genuine mix of tenures, sizes and types is essential and that a mix of site sizes and locations is needed for continuous delivery, and Policy HS2 sets the recommended mix of dwelling sizes by tenure. A full review of

Ref	Raised by	What was said	Council response
			sites has been undertaken to inform the Plan, and the evidence supporting it will be published alongside the Regulation 19 Plan.

3.9 Homes people here can afford

Consultation Question 4a

Affordable housing. Should the Council focus on social rent? Reduce the threshold from 15 to 10 homes? Keep the 35% greenfield and 15% brownfield split or use zones? When should off-site provision be accepted?

Table 18. Homes people here can afford: what was said

Ref	Raised by	What was said	Council response
3.9.1	Residents 1008, 1010, 1011, 1018, 1019, 1023, 1025, 1027; Resident 1013	New homes are priced beyond local wages: on £35,000 you cannot get on the ladder; what is built is 4 and 5 bedroom detached; rents outstrip incomes and young people stay with parents; £400,000 houses on Green Belt land do not count as affordable; one asked why more affordable housing is not delivered on brownfield sites. Resident 1013 put Bolton's house price to earnings ratio at around 5.5 to 6 times median earnings, so that most first-time buyers need large deposits or family help, and cited a local MP's figures of around 20,000 people on the Homes for Bolton waiting list and 800 to 900 bids for a typical three-bedroom house.	Policy HS1 requires tenure blind affordable housing on site from developments of 10 or more dwellings or sites of 0.5 hectares or more, at a level set by value zone and informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement in Bolton Town Centre, and a higher requirement applies to land within or released from the Green Belt. Of the affordable homes provided, at least 53 per cent must be social rent, no more than 21 per cent affordable rent and no more than 26 per cent

Ref	Raised by	What was said	Council response
			intermediate. Policy HS2 sets the recommended mix of dwelling sizes by tenure, with 50 to 60 per cent of affordable and social rented homes at one or two bedrooms and 30 to 35 per cent at three. Policy SP3 sets out how supply is distributed across the borough.
3.9.2	Residents 1000, 1015	New builds sit empty or unsold because they are too expensive; help first-time buyers into existing older homes instead of building on greenfield.	Policy SP3 identifies windfall sites, including conversions and cleared plots within existing settlements, as one of the five sources of supply, and Objective 2 includes making the best use of and improving the quality of the existing housing stock. Policy ENV1(1)(F) requires conversion and reuse of existing buildings to maximise opportunities to improve environmental performance.
3.9.3	Residents 1000, 1006, 1012, 1017, 1019	More council and social rented homes, protected from Right to Buy, with 360 people waiting; replace the council housing that was sold.	Policy HS1 requires tenure blind affordable housing on site from developments of 10 or more dwellings or sites of 0.5 hectares or more, at a level set by value zone and informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement within the Central Bolton policy area, and a higher requirement applies to land within or released from the Green Belt. Of the affordable homes provided, at least 53 per cent must be social rent, no more than 21 per cent affordable rent and no

Ref	Raised by	What was said	Council response
			more than 26 per cent intermediate. Policy HS1(4) requires developers to work with Bolton Housing Partnership and to liaise with Bolton Community Homes at the earliest opportunity. The Right to Buy is set by national legislation and is outside the scope of the Local Plan.
3.9.4	Residents 1000, 1010	Rents should be capped and monitored in both the social and private sectors.	Rent levels in the social and private rented sectors are set by national legislation and regulation and are outside the scope of the Local Plan. Policy HS1 secures affordable housing as defined in national policy, with at least 53 per cent of it social rent, and Policy HS1(7) requires build-to-rent development to provide affordable private rent units at a discount of no less than 20 per cent below market rent, secured in perpetuity.
3.9.5	Resident 1019; Bolton and Bury Swifts (7003)	More actual affordable and social housing, with green space and play; affordable housing is crucial.	Policy HS1 requires tenure blind affordable housing on site from developments of 10 or more dwellings or sites of 0.5 hectares or more, at a level set by value zone and informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement within the Central Bolton policy area, and a higher requirement applies to land within or released from the Green Belt. Of the affordable homes provided, at least 53 per cent must be social rent, no more than 21 per cent affordable rent and no

Ref	Raised by	What was said	Council response
			more than 26 per cent intermediate. Policies INF5 and INF6 require open space and play space provision at 3 hectares of Accessible Greenspace and 0.55 hectares of children's play areas per 1,000 population, with on-site provision expected from 50 dwellings.
3.9.6	Residents 1006, 1017, 1026	Bungalows and homes for older people, disabled people and downsizers, and homes for young single people and the homeless.	Policy HS3 requires all new homes to meet Building Regulations Part M4(2) and 4.7 per cent of dwellings on schemes of 10 or more to meet M4(3). Policy HS3 also supports specialist housing for older, vulnerable and disabled people within 800 metres of essential services, with stair-free access and walkable terrain, and Policy HS6 supports homes for looked after children and care leavers. Policy HS2 sets the mix of dwelling sizes by tenure.
3.9.7	Cllr, Bolton Council (5000)	"Affordable" at 80% of market rent is not affordable in Rumworth, where incomes are below regional and national averages; social rent should be the primary tenure, 2 to 5 bedroom family homes prioritised, and affordable homes delivered on site.	Policy HS1 requires tenure blind affordable housing on site from developments of 10 or more dwellings or sites of 0.5 hectares or more, at a level set by value zone and informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement within the Central Bolton policy area, and a higher requirement applies to land within or released from the Green Belt. Of the affordable homes provided, at least 53 per cent must be social rent,

Ref	Raised by	What was said	Council response
			no more than 21 per cent affordable rent and no more than 26 per cent intermediate. Policy HS1(1) requires on-site provision, with off-site provision or payment in lieu accepted only in exceptional circumstances under Policy HS1(5). Policy HS2 sets the recommended mix by tenure, with no fewer than 30 per cent of affordable and social rented homes at less than three bedrooms.
3.9.8	Resident 1013	Asked for a borough-wide policy with tenure targets from up-to-date evidence, land values adjusting to policy rather than the reverse, Council land and GMCA funding used for social rent, and delivery monitored with the power to tighten policy. The resident said social rent and genuinely affordable rent should be the backbone of the offer rather than discounted market units, that affordable homes should be focused on Central Bolton and the Renewal Areas and be energy-efficient, and that major development in every Local Area of Change should contribute to affordable and social housing, not only the easiest sites.	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.9.9	Resident 1021	A resident who is also a private landlord said rents are high because regulation, taxation and the Renters' Rights Act are driving small landlords out, and new town centre apartments exceed Local Housing Allowance rates.	Noted. The regulation and taxation of the private rented sector are set by national legislation and are outside the scope of the Local Plan. Policy HS1 secures affordable housing within new development, with at least 53 per cent of it social rent.
3.9.10	CPRE Lancashire (7001)	CPRE supports genuinely affordable housing and advocates affordable housing in rural areas; it said increasing supply alone	Policy HS1 requires tenure blind affordable housing on site from developments of 10 or more

Ref	Raised by	What was said	Council response
		is unlikely to resolve affordability without stronger policy intervention.	dwelling or sites of 0.5 hectares or more, at a level set by value zone and informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement within the Central Bolton policy area, and a higher requirement applies to land within or released from the Green Belt. Of the affordable homes provided, at least 53 per cent must be social rent, no more than 21 per cent affordable rent and no more than 26 per cent intermediate. Policy HS1(3) applies the requirement proportionately where a site has been sub-divided below the threshold or is partly within the Green Belt.
3.9.11	NHS Greater Manchester ICB (3005)	The ICB asked for affordable housing for NHS staff and others employed by health and care providers, since most staff must be anchored to a workplace or a geography and recruitment and retention suffer where they cannot afford to live within reasonable commuting distance. It asked the Council to engage NHS partners including the ICB, NHS Trusts and Integrated Care System partners, to factor the need into housing needs assessments and other evidence, and to reflect it in site selection and allocation policies, particularly on sites near large healthcare employers.	Policy HS1 secures affordable housing across the borough by value zone, and Policy EC3 requires Operational Employment and Skills Plans for office, research and development and industrial and warehousing floorspace above the stated thresholds. Affordable housing for particular employers is not defined as a separate tenure in national policy, but Policy HS1(4) requires developers to work with Bolton Housing Partnership and Bolton Community Homes on delivery.
3.9.12	Bolton NHS Foundation Trust (3000)	Existing homes should be improved alongside new development because poor-quality social housing harms health; more	Objective 2 includes making the best use of and improving the quality of the existing housing stock.

Ref	Raised by	What was said	Council response
		affordable homes through rent-to-buy or registered providers to reduce reliance on substandard private renting; affordable housing distributed fairly across all areas including rural locations, not only town centres.	Policy HS1 applies across the borough by value zone rather than to town centres alone, and sets a tenure split of at least 53 per cent social rent.
3.9.13	United Utilities Property Services (3006); HBF (8006); Bellway Homes (8007); Bloor Homes (8008); Rowland Homes (8009); Caddick (8014); Barratt David Wilson and Jones Homes (8015); Anwyl and Bradford Estates (8020); Jones Homes (8027); Seddon and Global Land (8021); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	Developers accepted social rent as a priority but asked for flexibility on tenure where other products suit a site or a registered provider cannot be found, and for off-site contributions where on-site provision is proven unviable. United Utilities, Bellway and Bloor pointed to the Framework's 15 per cent affordable housing uplift on grey belt land and the flexibility it allows on the at least 50 per cent requirement where viability testing shows a scheme would not come forward, and asked that the same flexibility be carried into the Plan and supported by a viability appraisal consulted on at a future stage. Barratt David Wilson and Jones Homes said affordable housing requirements are among the most significant factors affecting viability, so the policy needs clear and proportionate viability caveats tailored to Bolton's market, since overly rigid requirements risk discouraging development in more challenging market areas. Anwyl and Bradford Estates and Seddon and Global Land asked for flexibility in both percentage and tenure mix, warning that social rent adversely affects viability and that an over-concentration of it works against mixed and sustainable communities, and supported other tenures such as shared ownership.	Policy HS1(5) accepts off-site provision or a payment in lieu, or a variance to the tenure split, in exceptional circumstances where the applicant demonstrates why the requirement cannot be delivered on site. Policy HS1(9) to (11) sets out when viability appraisals will be accepted and how they are tested. The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the grey belt provisions or their affordable housing uplift.
3.9.14	Rosedale Property Holdings (8018)	The Plan should plan positively for grey belt sites, which under the Golden Rules make an enhanced contribution to affordable housing and provide new public open space. Rosedale said	The Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, which does not contain the

Ref	Raised by	What was said	Council response
		section 4(a) of the Direction of Travel correctly recognises that enhanced contribution, and cited the Golden Rules at paragraph 155(d) of the Framework and Policy GB8 of the draft Framework, with affordable housing at paragraphs 156(a) and 157 and Policy GB8(a), infrastructure improvements at paragraph 156(b) and Policy GB8(1b), and accessible green space at paragraph 156(c) and Policy GB8(1c).	grey belt provisions or the Golden Rules. Policy HS1 applies a higher affordable housing requirement on land within or released from the Green Belt, set by value zone and informed by viability testing of the Plan, and Policy SP7 requires compensatory improvements to the environmental quality and accessibility of the retained Green Belt where land is released.
3.9.15	Harworth (8004); Barratt & David Wilson Homes North West (8011); Bellway Homes (8007); Bloor Homes (8008)	Harworth, answering the third of the affordable housing questions at page 57 of the Direction of Travel, said the split between greenfield and brownfield land is appropriate, including 35% affordable housing on greenfield sites. It said larger scale allocations, including on greenfield land, have the critical mass to absorb development costs and make significant provision of infrastructure including affordable housing, that viability must in all cases be given careful consideration including the cost of infrastructure improvements and any site-specific abnormal costs, that where infrastructure is essential to sustainable development it may need to be prioritised ahead of the policy proportion of affordable housing, and that it is confident housing it brings forward at any greenfield allocation will meet any reasonable requirement with viability considerations. Barratt suggested ranges rather than fixed percentages. Bellway recorded the Core Strategy requirement as 15% on brownfield and 35% on greenfield, noted that the Direction of Travel proposes no rate to replace it, and agreed that a lower threshold of 10 dwellings would be appropriate so that affordable housing delivery is maximised across the borough. Bloor recorded the	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.

Ref	Raised by	What was said	Council response
		Core Strategy requirement as applying to schemes of 15 dwellings or more, at 15% on brownfield and 35% on greenfield, and noted the Framework's 15% uplift on grey belt land and that neither a proposed rate nor a tenure split is set out in the Direction of Travel. Barratt and David Wilson supported the existing threshold of 15 dwellings as an appropriate trigger, said the 35% greenfield requirement should be imposed only where the viability assessment shows it will not adversely affect the viability of large scale and strategic residential development, and asked that the tenure mix be determined through the emerging Housing Needs Assessment and applied with flexibility.	
3.9.16	Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	Anwyl and Bradford Estates said the 15-home threshold aligns with national policy and supported a modest reduction in the greenfield affordable housing requirement from 35% to 30%, to remain sensitive to viability while supporting delivery. Seddon and Global Land said delivering a total of 50% affordable housing on small sites in the grey belt may not be economically feasible, and proposed the same reduction to 30% with the policy continuing to apply the 15% uplift for grey belt sites, keeping the 15-home threshold.	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.9.17	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	Affordable housing opportunities should be provided through all new housing schemes in Bolton, so that the growth corridors have a mix of sites and tenures and a growth economy is established along the anchors.	Policy HS1 requires tenure blind affordable housing on site from developments of 10 or more dwellings or sites of 0.5 hectares or more, at a level set by value zone and informed by viability testing of the Plan so as to maximise affordable delivery without prejudicing the delivery of individual sites. There is no requirement within the

Ref	Raised by	What was said	Council response
			Central Bolton policy area, and a higher requirement applies to land within or released from the Green Belt. Of the affordable homes provided, at least 53 per cent must be social rent, no more than 21 per cent affordable rent and no more than 26 per cent intermediate.
3.9.18	Oltech (8003)	Oltech said delivering significantly more homes than the current target, particularly in high-demand, attractive locations such as Bradshaw, will improve affordability.	The housing requirement is set by Places for Everyone Policy JP-H1 at 787 net additional homes a year, which Policy SP3 applies to 2042, and Policy HS1 secures affordable housing from qualifying development across the borough.
3.9.19	Keepmoat (8000); Peel (8002); United Utilities Property Services (3006); HBF (8006); Bloor Homes (8008); Rowland Homes (8009); Persimmon (8023); Individual, Lostock (8025); Individual, Westhoughton (8031); Charles Church (8026); Prescott Business Parks Ltd (PBP) (8010); Rowland Homes (8009); Caddick (8014)	Requirements should rest on an up-to-date housing needs assessment and a viability appraisal consulted on before Regulation 19. Several respondents said Bolton's last borough-specific needs assessment dates from 2008 and asked for a new Strategic Housing Market Assessment establishing the quantum, type and tenure of affordable housing needed, with the requirement informed by viability and deliverability and any uplift on Green Belt release sites thoroughly tested. Peel said the Council is required under Core Strategy Policy CS1 to deliver 243 affordable homes a year, that delivery has averaged 40 a year over 16 years, 16 per cent of the target and a shortfall of 3,256 homes, and that the 2013 Affordable Housing SPD is substantially out of date. Keepmoat asked for viability evidence to justify the differing affordable housing rates in the emerging policy, and Caddick said an over-requirement can delay or halt	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.

Ref	Raised by	What was said	Council response
		delivery of all homes, including affordable ones, and so worsen affordability.	
3.9.20	Caddick (8014); Anwyll and Bradford Estates (8020); Seddon and Global Land (8021)	Caddick set out the demand: an average of 360 bids per affordable property, around 20,000 people on the Homes for Bolton waiting list in December 2024, and an 18-month wait for a three-bedroom home; Anwyll and Seddon put the waiting list at 22,467 households in March 2024. Caddick gave page 56 of the Direction of Travel as its source for the 360 bids and a Manchester Evening News report for the 20,000 on the waiting list. It said the requirement on Green Belt release sites must be informed by paragraphs 67 and 68 of the Framework with any uplift thoroughly tested for viability, that its land in the Green Belt is likely to face a significant requirement, which it has allowed for in its design, technical and viability work and is confident it can provide, and that a less constrained greenfield site could deliver many more affordable homes than brownfield sites, where viability difficulties can leave affordable need unmet. Anwyll and Bradford Estates and Seddon and Global Land, in identical terms, gave Table 600, households on local authority housing registers, as the source for the 22,467.	Chapter 2 records the borough's affordability position, including an affordability ratio of around six times median income and a gross annual affordable housing shortfall of 2,259 dwellings, and Policy HS1 sets the affordable housing requirement in response.
3.9.21	Barratt Homes Manchester (8029); Hulme Trust Estates (8030); Oakmere Homes (8024)	Two respondents set out delivery: around 900 affordable homes completed between 2011 and 2018, about 129 a year against the former Core Strategy target of 243, while the 2019 Greater Manchester SHMA puts net need at 496 affordable homes a year and a backlog of 3,261 households needing an affordable home now. Oakmere gave the longer record: 486 homes a year delivered against a target of 694, a cumulative shortfall of 2,280,	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to

Ref	Raised by	What was said	Council response
		with 13,865 households in need and a net requirement of 62 affordable homes a year in the sub-area containing Bromley Cross, a settlement of around 12,700 people with a local centre, schools and a station. Bolton's 496 a year compares with 4,794 a year across Greater Manchester; Barratt and Hulme said the need cannot be met by 100% affordable schemes alone and cited PPG paragraph 67-008-20190722 that an increase in total supply raises affordable delivery. Oakmere's sources were Table 6.5 of the 2016 Housing Needs Assessment, which also gives an annual gross imbalance of 1,594 affordable dwellings across the borough and ranks the sub-area fourth highest for need, and the 2021 Housing Delivery Test Action Plan for the annualised shortfall of 208 dwellings a year.	(11) set out how viability is dealt with at application stage.
3.9.22	Peel (8002)	Peel said the current affordable housing policy is out of date, seeks a type of affordable housing no longer supported by need and has not been achieved for viability reasons, so cannot be rolled forward, and that retaining it would either restrict other important infrastructure or diminish affordable delivery. In NorthFold, where new strategic roads are needed, affordable housing must be balanced against that infrastructure. It proposed a zonal approach: a lower percentage or different tenure split and flexibility in timing in site-specific policies where strategic contributions are known to be required, such as Lee Hall and Park Avenue or Health Innovation Bolton and the Primary Transport Corridor, or the same in the overarching policy for areas such as NorthFold, or off-site provision or a financial contribution in lieu. On tenure it cited the 2021 Census for Bolton's high share of social rented housing and under-	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1 (7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.

Ref	Raised by	What was said	Council response
		representation of affordable home ownership, said a mix focused primarily on social rent will not meet need and will worsen access to ownership, and asked for a flexible policy accommodating a range of tenures and delivery models.	
3.9.23	McCarthy Stone and Churchill Living (8017)	McCarthy Stone and Churchill Living, specialist developers of owner-occupied retirement housing, commented only on that typology. They said the consultation was published without an up-to-date viability study, so it is difficult to judge whether continuing the current affordable housing targets is realistic or deliverable, and that limiting scrutiny of the assessment reduces the opportunity to comment on a crucial element of the evidence base. They said the viability of specialist older persons' housing is more finely balanced than general needs housing: schemes are built around communal facilities on smaller sites and carry extensive non-saleable floorspace, so the typology should be tested separately in the viability assessment, as the planning practice guidance allows. They said generic affordable housing targets are inappropriate to the typology and that a bespoke policy with a reduced requirement is likely to be needed, and that registered providers prefer to manage their own blocks rather than affordable homes within a mixed tenure age restricted development, so the Plan should support off-site contributions in that scenario. They cited adopted and emerging policies elsewhere that exempt older persons housing on viability grounds.	Policy HS3(6) applies Policy HS1 as the starting point for affordable provision in specialist schemes but allows flexibility where a viability appraisal demonstrates the requirement cannot be met, and accepts a payment in lieu where on-site provision is not practicable given the nature of the scheme. Policy HS3(3) to (5) sets the locational and design requirements for specialist accommodation and Policy HS3(7) requires a management plan secured by planning obligation.
3.9.24	Lancashire Wildlife Trust (7004)	Lancashire Wildlife Trust noted that reducing affordable housing can enlarge footprints and squeeze green space.	Policies INF5 and INF6 set open space and play space standards and catchments that apply

Ref	Raised by	What was said	Council response
			irrespective of the affordable housing requirement, and Policy PQ3 requires proposals to make efficient use of land at the density set by the zone. Policy ENV3 sets an Urban Greening Factor for major development.

What was said at the drop-in events

Bolton Market, 9 December 2025. new build is often poor quality; damp in existing properties needs addressing; affordable housing is not affordable.

Farnworth Leisure Centre, 11 December 2025 and 15 January 2026. bungalows are in short supply; concern about empty properties.

3.10 Bolton Town Centre

What was said is set out in Table 19.

Table 19. Bolton town centre: what was said

Ref	Raised by	What was said	Council response
3.10.1	Residents 1011, 1021, 1023, 1026	The town centre needs major improvement: unsafe, neglected and unwelcoming, too many betting and charity shops and eating places, empty units, antisocial behaviour, and no compelling reason to visit.	Policy SP4 places Bolton Town Centre at the top of the hierarchy of centres and promotes it regeneration. Policy EC4 directs retail, leisure and other main town centre uses there first through the sequential test. Policy CB01 gives priority to retail, food and drink, leisure, civic, cultural and community uses on ground floors and resists uses that undermine the vitality of the town centre, and

Ref	Raised by	What was said	Council response
			Policy EC7 controls the location and concentration of hot food takeaways. Policy PQ1(3) requires places designed to be safe, accessible and inclusive with natural surveillance of streets and public spaces.
3.10.2	Residents 1011, 1015, 1021, 1025	Bury was the comparison three residents made; another wanted Bolton to become a city-level destination.	Policy SP4 identifies Bolton Town Centre as a significant sub-regional centre and the primary destination for major retail, leisure, hospitality and cultural investment, and records the civic and cultural assets that support that role. Policies CB01 to CB03 set the framework for renewal.
3.10.3	Residents 1001, 1006, 1015, 1018, 1026	Action on the sites already identified (Church Wharf, Trinity Street, Crompton Place), old buildings restored before new ones built, empty shops repurposed, and the market helped to flourish.	Policy CB01(4) identifies Crompton Place as a priority for transformation, allocated as Policy BSA01 for a minimum of 340 homes and around 10,500 sqm of offices, and Policy CB02(4) identifies Trinity Quarter and Trinity Gateway as priorities for comprehensive mixed-use regeneration, with Church Wharf identified at Policy CB02(5)(B). Policy SP5 supports heritage-led regeneration and the reuse of the borough's historic mills, and Policy SP4 records Bolton Market Food Hall among the schemes already complete.
3.10.4	Bolton NHS Foundation Trust (3000)	The Foundation Trust said the centre has declined with the loss of retailers and employment and needs realism about what will attract organisations and people to live and work there; every	Policy SP1 identifies Central Bolton as the primary location for new office development and a growing residential neighbourhood, and Policies CB01 to

Ref	Raised by	What was said	Council response
		area of change needs transport, leisure, housing, health facilities, green space and employment.	CB03 set the framework for uses, urban design quality, heritage and urban renewal across the three parts of Central Bolton. Policies INF1, INF3, INF5 and ENV3 apply the transport, social infrastructure, open space and green infrastructure requirements.
3.10.5	Residents 1001, 1006, 1012, 1021, 1023, 1026	Parking is poor, expensive and unclear, and the transport hub is a long walk from the shops; free or subsidised parking would help. The free bus was asked for at the Leverhulme Park event.	Policy INF2 places Bolton town centre in Parking Zone 1, where the expected level is a maximum, and sets no expected level for rail stations and park and ride sites, which are determined case by case. Policies CB02 and CB03 require improved pedestrian and cycle connectivity between Bolton Interchange, the Civic and Retail Core and surrounding neighbourhoods, and an enhanced arrival experience at the south entrance to Bolton Station. Parking charges are an operational matter outside the Local Plan.
3.10.6	Residents 1011, 1018	Residents were divided on housing in the centre: one liked the new blocks, another said they looked cheap and would become a slum.	Policy PQ3 places Central Bolton in Density Zone A at a minimum of 120 dwellings per hectare and sets the tests for tall buildings. Policy HS4 sets residential quality standards including space standards, natural light, privacy, outlook, storage and amenity space, and Policy PQ1 requires development to respond to the type and character of its location.

Ref	Raised by	What was said	Council response
3.10.7	Resident 1014	Welcomed Elizabeth Park and the local play equipment but asked for more central play facilities for the new families living in dense housing, and for good lighting and a safer night-time environment.	Policies CB02(2)(E) and CB03(2)(E) require accessible green space and play space to be delivered as part of new development, addressing existing deficits in accordance with Policies INF5 and INF6, particularly in the areas of greatest need. Policy ENV5(6) requires lighting to ensure routes, entrances and public spaces are safe to use after dark without glare or tunnel effects, and Policy PQ1(3) requires natural surveillance.
3.10.8	Bolton Green Umbrella (7000); CPRE Lancashire (7001)	CPRE and Green Umbrella wanted higher densities done well, an SPD on design, and strategic intervention powers (compulsory purchase, mayoral development corporations) used to unlock stalled sites.	Policy PQ3 sets minimum densities by zone, with Central Bolton in Zone A at 120 dwellings per hectare, and Policy PQ1 sets the design framework with Policies CB01 to CB03 tailoring it to Central Bolton. The Plan does not treat design guides and codes as a requirement, but identifies where masterplans are required. Compulsory purchase and mayoral development vehicles sit outside the Local Plan.

What young people said at the Youth Council session, 24 February 2026

The town centre is somewhere they go for errands, not to meet friends: not much to do beyond eating and the library, abandoned shops, no atmosphere in winter, and a sense of being unsafe alone or after dark, so they go in groups or with parents. Middlebrook and Manchester are where they choose to go. They asked for empty units brought back into use, better lighting, more to do, and a centre that grows with them.

What was said at the drop-in events

Bolton Market, 9 December 2025. not enough car parking; the Local Plan should focus on the exterior design of buildings so they fit the area.

Leverhulme Park Community Leisure Centre, 13 January 2026. the town centre needs regenerating; some newer buildings are not nice; comparisons with Bury; the free bus around the town centre should be reintroduced.

Farnworth Leisure Centre, 11 December 2025 and 15 January 2026. interest in the plans for Crompton Place.

3.11 Nature recovery, trees, wildlife and open space

Consultation Question 4d

Open space standards. Should standards vary by density and location? What design and drainage measures are needed? How should contributions fund long-term maintenance?

Table 20. Nature recovery, trees, wildlife and open space: what was said

Ref	Raised by	What was said	Council response
3.11.1	Lancashire Wildlife Trust (7004)	The Plan should drive nature's recovery rather than treat it as mitigation, in line with the Environmental Improvement Plan 2025 targets to halt the decline in species abundance by 2030, to make abundance by 2042 greater than in 2022 and at least 10% greater than in 2030, and to improve the Red List Index for England by 2042 against 2022 levels.	Policy SP6 sets the strategy for protecting and enhancing the natural environment and identifies the Strategic Ecological Network and the green and blue infrastructure network. Policy ENV4 requires development to avoid harm to designated sites and protected species, to contribute to the ecological network, and, within the Greater Manchester Nature Network, to protect the integrity of core local nature sites and restore or create habitat in opportunity areas, with statutory

Ref	Raised by	What was said	Council response
			biodiversity net gain and the off-site hierarchy at ENV4(5).
3.11.2	Lancashire Wildlife Trust (7004)	The Wildlife Trust noted that over 70% of Issues and Options respondents raised protection of the natural environment, and asked for the Greater Manchester Local Nature Recovery Strategy to steer where development goes and at what density, for brownfield biodiversity to be assessed case by case, for priority species, including those listed under Section 41, to be named, and for farmland birds on the Green Belt grasslands at Chequerbent, Wingates and Lee Hall to be compensated with land off site because they cannot be mitigated within a scheme. It cited British Trust for Ornithology figures showing the breeding farmland bird indicator down 62% between 1970 and 2024, with a short-term decline of 11% between 2019 and 2024.	Policy SP6(3) requires the green and blue infrastructure network to be protected and enhanced. Policy ENV4(1)(E) requires an ecological assessment where habitats or species of ecological value are present, which applies to previously developed land, and Policy ENV4(4) applies the Nature Network Map. Policy PQ3 sets minimum densities keyed to accessibility.
3.11.3	Lancashire Wildlife Trust (7004); Natural England (3008)	Natural England and the Wildlife Trust asked for an Urban Greening Factor, the Accessible Greenspace Standard of 3 hectares per 1,000 people within a 15 minute walk, and alignment with the Green Infrastructure Framework, with no net loss or reduction in greenspace capacity across the borough as a whole.	Policy ENV3(5) requires major development to achieve an Urban Greening Factor of at least 0.4 for predominantly residential and 0.3 for predominantly commercial development. Policy INF5(1) sets a standard of 3 hectares of Accessible Greenspace per 1,000 population including a minimum of 0.8 hectares of parks and gardens, with catchments from 100 metres to 1 kilometre by typology, and Policy INF5(6) protects Accessible Greenspace, permitting loss only where a national policy exception applies and equivalent or enhanced replacement is secured.

Ref	Raised by	What was said	Council response
3.11.4	Natural England (3008)	Natural England asked for the Plan to identify, map and safeguard areas for habitat management, restoration and creation set by the Local Nature Recovery Strategy, as paragraph 192(a) of the Framework requires and as the Section 40 duty in the Natural Environment and Rural Communities Act, as amended by the Environment Act 2021, obliges the Council to have regard to, noting that Bolton declared a climate emergency in 2019 and joined the Greater Manchester biodiversity emergency declaration in 2022, to add habitat creation and species recovery to the natural environment objective, and set out how road traffic emissions on habitat sites should be assessed in the HRA, including motorway traffic and the Defra emission factors.	Policy SP6 identifies the borough's designated sites and green and blue infrastructure network and aligns the Plan with the Local Nature Recovery Strategy Nature Network, and Policy ENV4(4) requires development within or adjacent to the Greater Manchester Nature Network shown on the Nature Network Map to protect the integrity of core local nature sites and, within opportunity areas, to restore or create habitat.
3.11.5	Woodland Trust (7007)	The Woodland Trust asked for the Greater Manchester Local Nature Recovery Strategy to be treated as a statutory document embedded in the Plan, for Sites of Biological Importance to be protected and buffered, and for ancient woodland and veteran trees to be protected under paragraph 193c of the Framework, which requires development causing their loss or deterioration to be refused unless there are wholly exceptional reasons and a suitable compensation strategy. It also asked for wood pasture and parkland to be protected, for better buffering of Sites of Special Scientific Interest and the West Pennine Moors in particular, for native-first planting and for tree canopy targets using the Tree Equity Score. It noted that Springfield and Daubhill have the poorest access to trees.	Policy SP6(1)(C) identifies Sites of Biological Importance as part of the Strategic Ecological Network and Policy ENV4(1)(A) requires development to avoid harm to them, with mitigation and compensation where harm is unavoidable. Policy ENV4(1)(B) requires protected habitats to be protected and where possible enhanced, with particular attention to ancient woodland, and Policy ENV4(3) requires trees and hedgerows to be retained with replacement planting at a ratio of at least 2:1 where removal is justified.

Ref	Raised by	What was said	Council response
3.11.6	Bolton and Bury Swifts Conservation Group (7003); Swifts Local Network (7006)	The Swifts groups asked for the text of paragraph 017 of the 2025 Planning Practice Guidance on the natural environment to be included, with a minimum of one integrated nest box per unit across a development on average, noting that swift bricks serve other Red List species, house sparrows in particular, as well as starlings, and for the guidance references it cites, British Standard BS 42021:2022, the Future Homes Hub Homes for Nature guidance and the RSPB guide to nest boxes, and for hedgehog, bat and bird features in new buildings; existing nest sites for building-dependent species must be protected and retained, with mitigation where necessary.	Policy ENV4(2)(D) requires development to include species-appropriate planting and invertebrate habitat and to incorporate integrated swift bricks and features for bats and hedgehogs in accordance with national policy and the advice of the Greater Manchester Ecology Unit. That section applies to new buildings and conversions creating new dwellings.
3.11.7	Lancashire Wildlife Trust (7004); Resident 1023	Red Moss SSSI must not be isolated by development at Middlebrook.	Policy SP6(1)(A) identifies Red Moss as a Site of Special Scientific Interest within the Strategic Ecological Network and Policy ENV4(1)(A) requires development to avoid harm to it. Policy BSA06 requires green infrastructure delivery at Burnden Way to align with the Local Nature Recovery Strategy, respond to the sensitivity of the nearby Red Moss SSSI and support connectivity with the wider network.
3.11.8	Resident 1023	The Bradshaw Valley wildlife corridor through Firwood Fold, Seven Acres and Leverhulme Park should be kept intact.	Policy SP6 identifies the borough's river valley corridors and watercourses as key components of the green and blue infrastructure network, and Policy ENV3(1) and (2) requires development to connect to and enhance the network and prohibits loss, fragmentation or degradation unless enhanced provision, connectivity and functionality

Ref	Raised by	What was said	Council response
			are secured. Policy ENV7 requires undeveloped riparian buffers and prohibits deterioration in the condition of a water body.
3.11.9	Environment Agency (3002)	The Environment Agency supported explicit policies on biodiversity net gain, tree planting and green-blue infrastructure, aligned with the requirement in paragraph 193 of the Framework for net gains, with the Natural Environment and Rural Communities Act 2006 and Article 10 of the Habitats Directive cited on the importance of linked corridors for species movement, clearer wording on wildlife corridors including river, road and rail corridors, and buffer areas and waterside habitats to support species protection.	Policy ENV4 sets the biodiversity and tree requirements, including the off-site biodiversity net gain hierarchy, and Policy ENV4(2) requires development to retain and enhance ecological corridors, connect green and blue infrastructure to features off the site, and avoid hard boundaries and severance features. Policy ENV3 sets the green and blue infrastructure requirements including the Urban Greening Factor, and Policy PQ1(6) requires new streets to be tree-lined.
3.11.10	Sport England (3009)	Sport England did not support a standards-based approach to outdoor sports provision, asking instead for an evidence-based needs assessment meeting paragraph 103 of the Framework, and for a policy securing developer contributions towards sports infrastructure that sets out what is expected on site and what comes through Section 106. It offered its Active Places Power calculators for playing pitches and built facilities to estimate the demand a new population generates, on capital and lifecycle costs over ten years, noting that access is only permitted where the Council has an updated evidence base or is preparing one.	Policy INF7 deals with playing pitches and sports facilities separately from the open space standards in Policy INF5. It permits loss only where the tests in national policy are satisfied, supports new and improved facilities that meet an identified current or future need set out by evidence informed by consultation with Sport England and the relevant governing bodies, requires community access to be secured through a Community Use Agreement or equivalent, and requires provision to be sought from strategic-scale development through on-site provision and developer contributions.

Ref	Raised by	What was said	Council response
3.11.11	Lostock Cricket Club (7005)	Lostock Cricket Club said the scope of the policy needs to be clearer: open space is defined as parks, play areas, green corridors and other space with no reference to recreational and sports provision, which should be included and should cover public and private provision with a focus on outdoor playing facilities. It said the themes do not explicitly cover the protection of sports and recreation clubs or green spaces, which it called an omission, and asked for a section on the protection and provision of active recreation with a suitable range of sites given policy protection. It described itself as a community sports club open to all, providing a site for cricket, football, triathlon and informal recreation and a green space with public access when open, on Chew Moor Lane.	Policy INF7 addresses playing pitches and sports facilities, including outdoor playing facilities, separately from Policy INF5, and applies to all development proposals affecting them. Policy INF5(6) protects Accessible Greenspace and Recreational Space as shown on the Policies Map together with undesignated open space of recreational or amenity value.
3.11.12	United Utilities Property Services (3006); HBF (8006); Bellway Homes (8007); Bloor Homes (8008); Rowland Homes (8009); Barratt & David Wilson Homes North West (8011); Barratt David Wilson and Jones Homes (8015); Jones Homes (8027); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	Developers asked for standards based on the population a scheme generates, credit for nearby existing space, a mix of on and off-site provision, and flexibility because not every site can provide every typology and standards interact with density. Bloor asked for a single set of standards with an accessibility element so that less on-site provision may be appropriate where existing provision is close by. Bellway asked that the policy provide for the multifunctional role of open space while recognising that constrained sites may not deliver every function, and that expectations for long-term management and maintenance contributions be set out clearly so the costs can be factored in. United Utilities Property Services said that in some cases less on-site open space provision may be appropriate if existing provision is located within close proximity of a site. The HBF and Rowland asked that standards be examined for their effect on	Policy INF5(1) sets the standard on the basis of estimated population generated by the development, and Policy INF5(2) sets catchments by typology, with a note that where existing Accessible Greenspace already meets one accessibility standard new provision should where practicable provide a different size or typology. Policy INF5(3) and (4) allows payment in lieu in town centre locations or where the development is adjacent to or within 800 metres of a designated open space, and Policy INF5(8) requires new open space to be multifunctional and to contribute to the wider green and blue infrastructure network.

Ref	Raised by	What was said	Council response
		densities and considered in the round with other policy requirements. Barratt David Wilson and Jones Homes said a uniform mix across all sites is unlikely to be appropriate: a development next to existing playing pitches may be better placed to deliver alternative provision such as community allotments rather than duplicating what is already nearby, so open space should be planned holistically to complement neighbouring sites.	
3.11.13	Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	A tiered system: more public space in high-density areas to compensate for small private gardens, less where suburban layouts integrate green space, with minimum quality benchmarks and Section 106 or CIL funding maintenance. Anwyl and Bradford Estates and Seddon and Global Land, in identical terms, said the current position under Places for Everyone and Core Strategy Policies CG1 and CG3 protects and enhances open space without a quantitative standard, and that standards should vary by density and location: higher-density development in town centres and transport hubs needs proportionately more accessible parks, play areas and civic space to compensate for limited private outdoor space, while lower-density suburban or rural schemes can integrate natural greenspace within the layout, so a tiered approach linked to accessibility, character and scale, with minimum borough-wide benchmarks for quality and accessibility. It said policy should require all new open space to meet design principles of multifunctionality, biodiversity and climate resilience, integrating sustainable drainage such as swales, rain gardens and permeable surfaces, with safe and inclusive layouts connected to walking and cycling networks,	Policy INF5 applies the standard to the estimated population generated, expects on-site provision from 50 dwellings counted cumulatively across phases or successive applications, and allows payment in lieu in town centre locations or within 800 metres of a designated open space. Policy INF5(8) sets quality requirements and Policy INF5(9) to (11) requires long-term management and maintenance arrangements, with Section 106 contributions where the Council takes on management. Policy HS4 sets private amenity space standards, including a 50 sqm garden for houses outside Central Bolton.

Ref	Raised by	What was said	Council response
		provision for play and recreation, and native planting and green corridors, and that Section 106 agreements or a future levy should fund both creation and ongoing maintenance.	
3.11.14	Harworth (8004); Caddick (8014)	Larger sites deliver open space better because they can absorb the cost; the West Pennine Villages promoter offered over 90 hectares including a wetland country park. Harworth fully supported the objective of securing high-quality, accessible and well-maintained open space for all communities, including through provision at allocated sites, said larger allocations allow open space to be better integrated and provided at a scale and quality greater than smaller sites can achieve, and said development it brings forward at any allocation will meet or exceed any reasonable open space standard with viability considerations.	Policy INF5(3) expects on-site provision from developments of 50 or more dwellings, and Policy INF5(7) allows the allocation policies in Chapter 10 to set additional or more specific open space requirements, which they do for each strategic site.
3.11.15	Bolton Green Umbrella (7000); Friends of Harwood and Longsight Park (7002); Woodland Trust (7007); Residents 1006, 1014	Green Umbrella asked for a minimum quality standard for every park so that internal and external funding is shared equally across the borough. Consistent borough-wide park standards so that every area gets the same funding and quality, with all parks reaching Green Flag standard, a programme of footpath repair, and long-used permissive paths upgraded to public rights of way. The Woodland Trust asked for minimum open space standards enforced consistently across the borough and for open spaces to be multifunctional, including sustainable drainage features such as swales, rain gardens and permeable landscapes.	Policy INF5(8) sets quality requirements for new and enhanced open space and Policy INF5(9) to (11) requires long-term management and maintenance arrangements to be secured, including a management plan, named stewardship and funding, with Section 106 contributions for the lifetime of the development where the Council takes on management. The Council's own park investment and maintenance programmes sit outside the Local Plan.
3.11.16	Residents 1000, 1001, 1005, 1008, 1010, 1017,	Residents said remaining green space is vital and cannot be replaced once lost: it supports mental and physical health,	Policy INF5(6) protects Accessible Greenspace and permits loss only where a national policy

Ref	Raised by	What was said	Council response
	1018, 1019, 1021, 1023, 1025, 1026; CPRE Lancashire (7001)	children's play, wildlife and green corridors for mammals, and losing it is short-sighted; one asked what open space will be left, another said the proposals would take away virtually all the open space residents and visitors enjoy, one asked for more nature spaces, one said the ambition makes no mention of wildlife corridors or habitats, and one that developers charge a premium wherever green space is added. CPRE supports good quality open space for health, recreation, amenity and education.	exception applies, with the surplus exception limited by an assessment showing provision would remain above the standards outlined within the relevant evidence study or enhanced replacement secured. Policy SP6 protects the Strategic Ecological Network and green and blue infrastructure network, and Policy PQ1(4) and (5) requires development to conserve open spaces of borough-wide importance and to address gaps in access to open space. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.11.17	Residents 1011, 1017, 1025, 1026	Parks should be well maintained, feel safe and have good play areas, seating, toilets and youth facilities; seating in existing spaces is broken and covered in moss.	Policy INF5(8) requires open space of appropriate size, scale, configuration and typology to support regular use and long-term functionality, and Policies INF5(9) and INF6(6) require management plans, named stewardship and funding for new open space and play space. Policy INF6(5)

Ref	Raised by	What was said	Council response
			requires play provision to follow Fields in Trust guidance and to be accessible, inclusive and designed for safety, natural surveillance and durability. Maintenance of existing parks sits outside the Local Plan.
3.11.18	National Highways (3017)	Where new or improved green space near the strategic road network may attract leisure traffic, the impact should be assessed and mitigated.	Policy INF1(5) requires a Transport Assessment for development with high trip-generating characteristics, identifying and addressing residual network impacts and the means by which mitigation will be secured.
3.11.19	Bolton Green Umbrella (7000); Lancashire Wildlife Trust (7004); Woodland Trust (7007); Resident 1013	Developer-funded long-term management: Green Umbrella asked for 30-year funded plans for buffer zones around protected spaces, and for developments over 20 homes to provide meaningful accessible green and blue space; it also asked for active travel routes between green spaces, coordination with Bury, Salford and Wigan on river valleys and with Blackburn with Darwen on the moors, a sustainable tree planting plan with the Woodland Trust and City of Trees, and to contribute to the Green Belt, blue space and open space studies. The Wildlife Trust said the 30-year management and maintenance plan required for biodiversity net gain should apply to all green infrastructure and natural greenspace, not only where net gain is mandatory, with resources for the Council to monitor and enforce it. Its full response set numbered targets drawn from the GM Local Nature Recovery Strategy and Bolton Green Space Strategy: 15% of the borough designated for nature by 2030, half of designated sites in active conservation management by 2035, 200 hectares of	Policies INF5(9) to (11) and INF6(6) to (8) require long-term management and maintenance arrangements for new open space and play space, including a management plan, named stewardship and funding, with Section 106 contributions for the lifetime of the development where the Council takes on management. Policy INF5(1) and (3) applies the standards from 10 dwellings with on-site provision expected from 50, and Policy ENV3(6) requires stewardship of green and blue infrastructure to be secured by condition or obligation. Policy SP6 aligns the network with neighbouring authorities through Places for Everyone.

Ref	Raised by	What was said	Council response
		new wildlife-rich land by 2035, 3 hectares of accessible green space per 1,000 residents by 2035, 20 hectares disconnected from the combined sewer network by 2030 and tree canopy raised from 15% to 17% by 2035.	
3.11.20	Bolton Green Umbrella (7000); Friends of Harwood and Longsight Park (7002); Bolton and Bury Swifts (7003); Woodland Trust (7007); Resident 1014	Native-only planting where development borders green space, and no invasive species. The Friends group asked for native flora on builds backing onto green space so that garden escapes do not erode the biodiversity value of Bolton's green space. The Woodland Trust asked for a diverse mix of native broadleaf species and warned against rhododendron, leylandii and bamboo, which offer little ecological value.	Policy ENV4(2)(D) requires species-appropriate planting and Policy ENV4(3)(C) requires replacement trees of equivalent or greater ecological value, with species selected for long-term canopy value and climate resilience. Policy ENV4(1)(B) requires protected habitats to be protected and where possible enhanced.
3.11.21	Cllr, Bolton Council (5000)	Rumworth is garden-poor: higher open-space contributions for deprived wards, pocket parks, shaded seating and corridor trees, with funded maintenance rather than one-off works.	Policy INF5(1) sets the Accessible Greenspace standard on the basis of population generated and Policy INF5(2) sets catchments by typology, with Policy INF5(5) requiring off-site provision and financial contributions to address identified deficiencies in quantity, quality, accessibility and value. Policy PQ1(5) requires development to address identified gaps in access to open space and green infrastructure, and Policies CB02(2)(E) and CB03(2)(E) direct provision to the areas of greatest need. Policy INF5(9) to (11) requires funded long-term maintenance.
3.11.22	Resident 1013; Bolton and Bury Swifts (7003)	Every household within a 5 to 10 minute walk of usable green or play space, quality over quantity, and priority for the built-up areas around flats and terraces; the Swifts group cited surveys	Policy INF5(2) requires new Accessible Greenspace to be located so that all dwellings fall within at least one catchment: 100 metres of an

Ref	Raised by	What was said	Council response
		showing most people only use green space within 200 metres of home.	incidental space, 200 metres of a doorstep space, 300 metres of a local space or 1 kilometre of a neighbourhood space. Policy INF6(4) allows payment in lieu where all dwellings are within 700 metres of an existing play space. Policy INF5(8) sets the quality requirements that apply.
3.11.23	Natural England (3008)	Natural England suggested a Plan policy on air pollution affecting habitats sites and sites of special scientific interest: proposals should not significantly delay compliance with environmental thresholds at sites already in exceedance; proposals emitting air pollutants that affect habitats sites must rule out adverse effects on integrity or follow the derogations route; and development requiring Habitats Regulations Assessment or Environmental Impact Assessment should show the measures designed in to minimise air pollution and how air quality has informed the location, layout and distribution of buildings, activities, amenity space and infrastructure. Where a particular source is known to be preventing nature recovery, the policy could set a buffer around a protected site within which new or intensified agricultural proposals would not be permitted other than in exceptional circumstances. Sites at risk are those within 200 metres of a road with increased traffic carrying habitats vulnerable to nitrogen deposition or acidification, and the pollutants covered are ammonia, nitrogen oxides, nitrogen deposition, acid deposition and sulphur dioxide.	Policy ENV5(1) requires development not to cause unacceptable harm to local air quality and to be supported by an air quality assessment proportionate to the scale of development and the sensitivity of the receptors affected, in any case where it is within or close to an Air Quality Management Area. Policy ENV4(1)(A) requires development to avoid harm to Sites of Special Scientific Interest, with mitigation and compensation where harm is unavoidable, and habitats sites are subject to the Habitats Regulations Assessment published alongside the Plan.

3.12 Flooding, water and the ground

Table 21. Flooding, water and the ground: what was said

Ref	Raised by	What was said	Council response
3.12.1	Environment Agency (3002)	Flood risk: the Strategic Flood Risk Assessment should be updated on the national flood risk data (NaFRA2) and the Flood Map for Planning update released in March 2025, with any newer site modelling, the Level 1 and Level 2 SFRAs updated so the Sequential and Exception Tests are applied properly under paragraphs 171 to 175 of the Framework and the review captured in an accompanying topic paper, vulnerable development kept out of the functional floodplain (Flood Zone 3b), and an 8 metre buffer kept from rivers and flood defences.	Policy ENV2(1) requires development to apply the sequential and exception tests as required by national policy, to be safe for its lifetime using the Environment Agency's current climate change allowances, not to increase flood risk elsewhere, and to be supported by a site-specific flood risk assessment covering all relevant sources of flooding where national policy requires it, and also where the site is over or adjacent to a culverted watercourse or a change of use would introduce a more vulnerable use.
3.12.2	Environment Agency (3002)	Sustainable drainage: explicit SuDS policies, with SuDS designed in early for flood reduction, groundwater recharge, pollution control and placemaking, space for water made through naturalised riverbanks, and stronger wording covering risk substitution techniques and grey and rainwater harvesting.	Policy ENV2(2) requires surface water management to be integrated into the design of development using multifunctional, nature-based solutions designed to the National Standards for Sustainable Drainage Systems, managing run-off at site and catchment scale, prioritising naturalised SuDS as the default and permitting engineered or underground solutions only where nature-based options are demonstrably unfeasible. Policy ENV2(3) resists SuDS that provide only limited water management functions without wider environmental or placemaking benefits, and Policy ENV7(5) strongly supports

Ref	Raised by	What was said	Council response
			restoring, naturalising and opening up watercourses.
3.12.3	Environment Agency (3002)	Water quality and watercourses: the Plan must not cause deterioration of any water body under the Water Framework Directive and should have regard to the River Basin Management Plan under Regulation 33 of the Water Framework Directive Regulations; sufficient buffers along watercourses with waterside habitat, removal of modifications such as culverts, and enhancements that improve ecological status.	Policy ENV7 requires development to protect and respond positively to the water environment on a catchment basis having regard to the Northwest River Basin Management Plan, to maintain undeveloped and unobstructed native-planted buffers of at least 10 metres from any Main River (8 metres where 10 is demonstrably impractical) and 5 metres from an ordinary watercourse or the canal, and to be supported by a Water Framework Directive assessment demonstrating no deterioration. Policy ENV7(3) refuses development that would result in deterioration of water quality, ecological status or health of a water body, and Policy ENV7(5) resists enclosure of watercourses and supports restoration and naturalisation.
3.12.4	Environment Agency (3002)	Land contamination: a policy setting out desk study, site investigation, remediation and validation reporting, following the MHCLG and Environment Agency guidance and the National Quality Mark Scheme.	Policy ENV6(1) requires development on land that is or is suspected of being contaminated to be supported by a preliminary risk assessment and, where pollutant linkages are identified, a proportionate site investigation, with a remediation strategy verified on completion before occupation, and requires controlled waters to be protected during ground works and in the completed development.

Ref	Raised by	What was said	Council response
3.12.5	Environment Agency (3002)	Infrastructure needs such as flood resilience, environmental mitigation, water resources and biodiversity should be considered early in the design process on an evidence-led rather than purely design-led basis, and the Plan should set clear, measurable environmental standards. For every area of change the Agency asked for clear design expectations informed by baseline evidence, strong placemaking principles, alignment with wider infrastructure programmes and holistic infrastructure strategies covering the whole development area.	Policies ENV2, ENV3 and ENV4 require flood risk, green and blue infrastructure and biodiversity to be addressed from the earliest stages of design, with Policy ENV3(3) requiring green and blue infrastructure to form a core component of site layout, landscape structure and placemaking rather than late mitigation. The allocation policies in Chapter 10 set site-specific flood risk, drainage, landscape and utility requirements for each strategic site.
3.12.6	United Utilities Water (3036)	United Utilities asked for sustainable drainage and water efficiency designed in from the start, site-specific policies for every allocation, and early sight of sites so sewer and water capacity can be planned; brownfield redevelopment should be prioritised because it reduces surface water discharge to public sewers, and the optional Part G water efficiency standard of 110 litres per person per day should be adopted. Its full response enclosed recommended policy wording and advice across seventeen topics: a spatial strategy delivering growth proportionate to the size of each settlement, since smaller settlements are served by infrastructure proportionate to their size, with a housing trajectory supplied in GIS format and early discussion of any new settlement or major urban extension; support for water and wastewater investment in the Green Belt and at existing utility sites; protection of its assets; coordinating development with infrastructure delivery; site-wide infrastructure strategies for sites in multiple ownership; climate change; flood risk from sewers and reservoirs; foul and surface water drainage	Policy ENV2(2) requires sustainable drainage designed to reduce flood risk at site and catchment scale and to reduce pressure on the combined sewer network, and Policy ENV1(3) requires new dwellings to achieve a maximum water consumption of 110 litres per person per day. Policy INF8 requires an assessment of water supply and wastewater capacity, or the reinforcement required, agreed with the relevant statutory undertaker, and the allocation policies in Chapter 10 set site-specific drainage and utility requirements. Policy SP3 puts brownfield land first, where sites are deliverable.

Ref	Raised by	What was said	Council response
		strategies with discharge at greenfield rates; multi-functional SuDS on every major allocation; landscaping and tree-lined streets integrated with drainage; water efficiency, evidenced by a Strategic Resource Zone supply deficit of 52.6 Ml/d in 2025/26 rising to 314 Ml/d by 2049/50 without intervention; groundwater source protection zones; water catchment land; the agent of change principle near treatment works; self-build and small-builder sites; flexibility for off-site biodiversity net gain around operational infrastructure; and its evaluation of land it owns for renewable energy, on which it asked to discuss the Council's approach and the identification of new sites. It also asked to comment on Call for Sites submissions as early as possible.	
3.12.7	Resident 1023	The sewer system is already discharging into local waterways in the Bradshaw valley.	This is a water quality matter. Policy ENV7(3) refuses development that would result in deterioration of the water quality, ecological status or health of a water body, and Policy ENV7(1) and (4) requires a catchment-based approach having regard to the Northwest River Basin Management Plan and contributions to its objectives. Policy ENV2(2) requires sustainable drainage designed to reduce pressure on the combined sewer network, and Policy INF8 requires wastewater capacity to be demonstrated or reinforcement secured with the statutory undertaker. Operation of the existing network is regulated by the Environment Agency and Ofwat.

Ref	Raised by	What was said	Council response
3.12.8	Coal Authority (3001)	The Coal Authority asked for a policy, or policy criteria, in the Plan requiring consideration of land instability and the addressing of any issues identified. Trading as the Mining Remediation Authority, it offered free GIS layers of the coal mining features making up the Development High Risk Area, including mine entries and coal workings, which it said other authorities have found useful for site allocation and development management. It made no comments on the consultation questions themselves.	Policy ENV6(2) requires development to demonstrate that ground conditions are suitable for the proposed use, to be supported by a coal mining risk assessment within areas affected by historic mining including the Coal Authority's Development High Risk Areas with remedial works completed before construction, and to address risks from made ground, shallow workings, backfilled quarries and former landfill. The allocation policies in Chapter 10 require a coal mining risk assessment for each strategic site.
3.12.9	Residents 1016, 1025, 1029	Ditchers Farm and the West Pennine Villages land flood now and act as natural storage; runoff from the latter would go into the Bessy Brook catchment towards Beaumont Hospital.	Policy ENV2(1) requires development to be safe for its lifetime and not to increase flood risk elsewhere, supported by a site-specific flood risk assessment where required. Policy BSA05 requires Cow Lee Brook to be included within the site design as a blue-green corridor, sustainable drainage to be integrated into the landscape design strategy, and a site-wide drainage strategy using nature-based solutions.
3.12.10	Lancashire Wildlife Trust (7004)	The Wildlife Trust asked for greenfield run-off rates, protection of watercourses from nutrient pollution, and peat soils treated as irreplaceable and rewetted.	Policy ENV2(2) requires run-off to be managed so as to reduce flood risk at site and catchment scale, with naturalised SuDS as the default. Policy ENV7 requires riparian buffers and prohibits deterioration in water body status, and Policy ENV6(4) prohibits draining, excavating or

Ref	Raised by	What was said	Council response
			otherwise disturbing peat soils other than where peat is demonstrated by survey to be incapable of restoration and no alternative layout is available, with peat supporting or capable of supporting priority habitat protected by Policy ENV4.
3.12.11	Bolton Green Umbrella (7000)	Green Umbrella asked for SuDS and natural flood management schemes to be required.	Policy ENV2(2) requires multifunctional, nature-based sustainable drainage as the default approach, designed to deliver biodiversity, amenity and landscape benefits alongside water management, and Policy ENV3(4)(C) requires major development to use nature-based solutions including multifunctional sustainable drainage as the default response to flood risk and urban heat.
3.12.12	United Utilities Water (3036)	United Utilities Water enclosed evidence to justify the optional Part G standard of 110 litres per person per day against the mandatory 125 litres. It accepted that the North West is not classified as an area of serious water stress, and said the Planning Practice Guidance allows the tighter standard where there is a clear local need shown by other primary evidence. It relied on its Water Resource Management Plan 2024 for the period 2025 to 2050, which puts the Strategic Resource Zone supply and demand deficit at 52.6 Ml/d in 2025/26 rising to 314 Ml/d by 2049/50 without intervention, on the projected national shortfall of five billion litres a day by 2050, and on the government commitments to reduce public water supply use per head by 9% by March 2027 and 14% by March 2032 against a 2019 to 2020 baseline, to bring household use down to 122 litres	Policy ENV1(3)(A) requires all new dwellings to achieve a maximum water consumption of 110 litres per person per day, the optional requirement in the Building Regulations.

Ref	Raised by	What was said	Council response
		per person per day by 2038 and to a policy demand target of 110 litres for all households in England by 2050. Water Resources West submitted supporting evidence on the same standard for the North West and the Midlands.	

What was said at the drop-in events

Westhoughton Hub, 15 December 2025. allocations need to take account of flood risk.

3.13 Health, sport and active lives

Table 22. Health, sport and active lives: what was said

Ref	Raised by	What was said	Council response
3.13.1	Bolton NHS Foundation Trust (3000)	The Foundation Trust asked what "improving health" means in practice, for the NHS 10 Year Plan to be referenced, for deprivation and life expectancy gaps to be addressed directly, and for Bolton at Home to be considered as an anchor institution.	Health and wellbeing is the overarching goal the Plan's six objectives serve, and Chapter 2 records the life expectancy gap between the borough's neighbourhoods and the borough's physical inactivity and childhood obesity rates as the picture driving the Plan's most urgent decisions. Policy PQ2 requires a Health Statement on all development except householder development and a Health Impact Assessment for larger schemes, addressing the impact on health inequalities in the affected community and having

Ref	Raised by	What was said	Council response
			regard to the Bolton Health and Wellbeing Strategy and the Joint Strategic Needs Assessment, with findings reflected in the design and delivery of the scheme.
3.13.2	Bolton NHS Foundation Trust (3000)	Bolton has extensive accessible green space and development such as Hulton Park should consider the loss of walking and running routes; new developments should include features that support movement and mobility (paths to transport hubs, outdoor gyms, dog-walking areas), in line with the NHS 10 Year Plan focus on prevention.	Policy PQ1(1)(D) requires development on greenfield sites to retain or reprovide existing public rights of way and enhance their quality, setting and natural surveillance, and Policy PQ1(3) requires retention of rights of way on their existing alignment in preference to diversion. Policy PQ2 requires a Health Impact Assessment to address access to open space and opportunities for physical activity, active travel and active design principles, and Policies INF5 and INF6 set open space and play space standards. Policy SP1 requires any development at Hulton Park to secure the restoration of the Registered Park and Garden.
3.13.3	NHS Greater Manchester ICB (3005)	The ICB supported Health Innovation Bolton and asked to be engaged on healthcare capacity for every significant residential site.	Policy INF3(4) requires residential development of 50 or more dwellings to contribute to primary care and community health capacity. Policy INF3(5) outlines that for larger residential development with 500 or more dwellings, on-site primary care or community health provision will be required. The form and scale of that provision will be set out in the relevant site allocation policy in Chapter 10 or, where no allocation policy applies,

Ref	Raised by	What was said	Council response
			determined at pre-application stage in consultation with the council and the relevant NHS body.
3.13.4	Sport England (3009)	Sport England asked for its ten Active Design principles, produced with Active Travel England and the Office for Health Improvement and Disparities and updated in May 2023, to run across the policies or to form a standalone policy, for new schools to give community access to sports facilities, for decisions on facilities to rest on an up-to-date Playing Pitch and Built Facilities Strategy, and for a developer contributions policy for sport. It supports the Ryder Cup standard course at Hulton Park and expects Westhoughton Golf Club to be protected.	Policy PQ2 requires the health effects of proposals to be identified and acted on, with a Health Impact Assessment for larger schemes addressing access to open space and opportunities for physical activity, active travel and public transport access, access to healthy food and health services, social infrastructure and active design principles. Policy INF7(4) requires community access to new or improved facilities intended to serve community use to be secured through a Community Use Agreement or equivalent legal mechanism, and Policy INF7(3) requires new and improved facilities to meet an identified need set out in the Playing Pitch Strategy or equivalent evidence informed by consultation with Sport England.
3.13.5	Residents 1018, 1027	Walk-in centres around the borough to relieve A&E, and fewer takeaways near the centre.	Policy INF3(6) supports the development, expansion and reconfiguration of health facilities and encourages co-location of primary care with other community services. Policy EC7 permits hot food takeaways in principle within the town, district and local centres subject to concentration and operation requirements, refuses them outside those centres within 400 metres walking distance of a school or youth facility and in wards with the

Ref	Raised by	What was said	Council response
			stated childhood obesity levels, and sets concentration limits within and outside centres.
3.13.6	Resident 1024	NHS dentists, doctors and mental health practitioners.	Policy INF3(6) supports the development, expansion and reconfiguration of health facilities and the co-location of primary care with other community services, and Policy INF4(3) permits the loss of a facility in NHS or NHS-commissioned use only where equivalent provision or better healthcare provision in the locality is demonstrated. The commissioning of NHS services sits outside the Local Plan.
3.13.7	Resident 1014	Better park and footpath standards, and indoor options such as table tennis for bad weather.	Policy INF5(8) requires open space of appropriate size, scale, configuration and typology to support regular use and long-term functionality, and Policy PQ1(3) requires a public realm usable by people of all ages and mobilities, with any diverted right of way at least as convenient and attractive as the route it replaces. Policy INF7 supports new and improved sports facilities, including indoor facilities, that meet an identified need.

3.14 Density of development

Consultation Question 4c

Density of development. Should higher densities be encouraged near public transport even where this changes built form? Where are lower densities justified?

What was said is set out in Table 23.

Table 23. Density of development: what was said

Ref	Raised by	What was said	Council response
3.14.1	Residents 1001, 1006, 1008, 1011, 1015, 1021, 1022, 1025, 1026	New estates feel cramped and overlooked, lack parking and green space, and are built to maximise profit; density should reflect character and higher density suits centres but not congested areas. Farnworth and Over Hulton, Westhoughton and Wingates were named as already too dense; one said it is the view of Winter Hill that makes Westhoughton desirable, not the M61.	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and 35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Policy PQ3(3) allows a lower density where there is clear justification on grounds of heritage, townscape setting, landscape setting, local access constraints or local service and infrastructure capacity. Policy HS4 sets residential quality standards including privacy, outlook and amenity space, Policy PQ1 requires development to respond to the character of its location, and Policy INF2 sets the parking standards that apply in each zone.
3.14.2	Residents 1013, 1014, 1018	Others wanted more density: higher in the centre, Renewal Areas and around stations using 3 to 5 storey flats and	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map:

Ref	Raised by	What was said	Council response
		townhouses, gentle infill in the suburbs, and no low-density sprawl; one said new builds are not dense enough.	120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and 35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Policy PQ3(4) supports a density higher than the minimum where the site, the scheme design and the capacity of local services and infrastructure can accommodate it without harm to heritage assets and their setting or the character of the surrounding area.
3.14.3	Cllr, Bolton Council (5000)	Density should not mean compression: family layouts, shared green and play space within walking reach and streets designed for multi-generational living.	Policy HS4 sets residential quality standards including space standards, natural light, privacy, outlook, storage and private or shared amenity space, with a 50 sqm garden standard for houses outside Central Bolton. Policies INF5 and INF6 set open space and play space standards and catchments, and Policy HS3 requires all new homes to meet Building Regulations Part M4(2) with 4.7 per cent meeting M4(3).
3.14.4	Bolton Green Umbrella (7000); CPRE Lancashire (7001)	CPRE and Green Umbrella: 60 homes a hectare is achievable with good design without cramped housing, where a default of 30 to 40 is often assumed for no particular reason. CPRE illustrated the point: on one hectare, 60 dwellings a hectare houses 60 households while 30 houses half of them, leaving the rest in	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and

Ref	Raised by	What was said	Council response
		hidden households with three generations sharing. It added that much original rural housing is at higher densities than 30 a hectare, often smaller homes that suit downsizers, so character can be a reason for building at higher densities. Town centre density should exceed Places for Everyone, with buildings of at least three or four storeys in designated zones and segregated pedestrian, cycle and vehicle routes, but without tower blocks.	35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Policy PQ3(3) requires proposals to demonstrate that the proposed density makes efficient use of the site, with a lower density accepted only where one of the stated justifications applies.
3.14.5	Lancashire Wildlife Trust (7004)	Wildlife Trust: use the LNRS to steer density away from corridors.	Policy ENV4(4) requires development within or adjacent to the Greater Manchester Nature Network to protect the integrity of core local nature sites and to restore or create habitat in opportunity areas, and Policy ENV3 requires green and blue infrastructure to be retained and connected to the wider network. Policy PQ3(3)(C) allows a lower density where the site lies in a landscape character area assessed as of moderate-high sensitivity in the 2018 Greater Manchester Landscape Character and Sensitivity Assessment.
3.14.6	Woodland Trust (7007)	Woodland Trust: leave room for trees.	Policy PQ1(6) requires new streets to be tree-lined unless there are clear, justifiable and compelling reasons otherwise, Policy ENV4(3) requires existing trees to be retained with long-term space for canopy growth, and Policy ENV3(5) sets an Urban Greening Factor for major development.

Ref	Raised by	What was said	Council response
3.14.7	Transport for Greater Manchester (3021)	TfGM supports minimum density standards in town centres and around transport nodes, because density is what makes frequent public transport viable, with flexibility on brownfield sites.	Support noted. Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and 35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Policy PQ3(3) allows a lower density only where one of the stated justifications applies, which include local access constraints and infrastructure capacity.
3.14.8	National Highways (3017)	National Highways asked for early consultation on housing mix and density because they drive trip rates; higher densities near stations and centres reduce reliance on the Strategic Road Network, and less accessible sites need early transport assessment.	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and 35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Policy INF1 requires a Transport Assessment for development above 80 dwellings or 500 sqm, and Policy INF1(5)(B) requires accessibility to be assessed using tools including GMAL and the DfT Connectivity Tool.

Ref	Raised by	What was said	Council response
3.14.9	Harworth (8004); Bellway (8007); Bloor (8008); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021); Charles Church (8026)	The Places for Everyone Policy JP-H4 minimum of 35 dwellings a hectare should be a starting point only, applied as a guide rather than rigidly, allowing divergence where that would better suit a site's context, constraints and aspirations. Harworth said 35 dwellings a hectare is right outside centres and stations, and Bloor said site-specific constraints such as flood risk, topography and the proximity of surrounding land uses justify different densities where evidenced through the application process.	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A, 70 in Zone B, 50 in Zone C and 35 in Zone D, assigned by proximity to the town centre, the designated centres and rail stations and by GMAL score, and adjusted for significant severance.
3.14.10	Charles Church (8026); Hulme Trust Estates (8030); Rowland Homes (8009); Bloor Homes (8008)	The JP-H4 flexibility for lower densities should be carried over, including where justified by design context or effects on the wider landscape or townscape including heritage assets and green infrastructure, and, Hulme Trust Estates added, where there is a demonstrable need for a type of housing that cannot be delivered at a higher density.	Policy PQ3(3) accepts a lower density where there is clear justification on one or more of five grounds: heritage, townscape setting, landscape setting, local access constraints, and local services and infrastructure capacity.
3.14.11	HBF (8006); Caddick (8014); Rowland Homes (8009); Individuals promoting land through Rutterstone	Any density requirement must be realistic once on-site requirements are taken into account, naming open space, biodiversity net gain, active travel measures, parking, refuse storage, tree planting and sustainable drainage, all of which affect viability and net developable area.	Policy PQ3(2) condition A applies the net residential density to the net developable area and requires applications to set out clearly the basis on which it has been calculated from the gross site area. A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.

Ref	Raised by	What was said	Council response
3.14.12	HBF (8006); Caddick (8014); Hulme Trust Estates (8030)	Density policy should rest on a sound and up to date evidence base covering identified local need, market conditions and the availability and capacity of infrastructure, with the HBF listing the paragraph 129 considerations and Hulme Trust Estates citing paragraphs 129 and 130 on making efficient use of land and on minimum density standards where land for meeting housing need is in short supply.	Policy PQ3(3) requires proposals to demonstrate that the proposed density makes efficient use of the site having regard to the zone that applies, and sets out the grounds on which a lower density will be accepted.
3.14.13	Prescot Business Parks (8010); Anwyl and Bradford Estates (8020); Seddon and Global Land (8021)	Higher densities should be encouraged on brownfield land and at town centre, transport hub and suburban locations with public transport connections, within the context of high quality design, with Prescot Business Parks asking that density be treated as one measure among the criteria for high quality design and efficient use of land.	Policy PQ3(4) supports a density higher than the minimum where the applicant demonstrates that the site, the scheme design and the capacity of local services and infrastructure can accommodate it without harm to heritage assets and their setting or the character of the surrounding area. Density Zones A and B apply in the town centre, around Bolton Interchange, at Middlebrook and in the designated town and district centres.
3.14.14	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	Density can have a direct influence on market absorption and scheme viability, with higher or lower densities in some locations assisting sales values and supporting the delivery of development obligations, so policy should avoid rigid or uniform standards and allow density to be determined through a balanced assessment of context and viability.	Policy PQ3(3) sets the grounds on which a lower density will be accepted and Policy PQ3(4) the basis on which a higher density is supported. A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.

Ref	Raised by	What was said	Council response
3.14.15	Private/Individual Developer (Represented by Cassidy Ashton) (8001)	Housing density should be intensified within District and Local Centres, and all new housing sites around areas of employment should adopt a minimum density standard of 30 to 35 dwellings per hectare, depending on the surrounding infrastructure. Innovative Section 106 requirements may be adopted to support development of this kind.	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and 35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Density Zone B applies within designated town and district centres and Zone C within 400 metres of them.
3.14.16	Environment Agency (3002); Historic England (3004)	The Environment Agency asked for density to reflect resilient placemaking with space for water and species movement; Historic England for density to relate positively to local character and heritage rather than fixed levels, referring the Council to its study Increasing Residential Density in Historic Environments and its themes of design, policy, context, engagement and management.	Policy PQ3 sets minimum net residential densities through four zones shown on the Policies Map: 120 dwellings per hectare in Zone A (Bolton Town Centre, within 400 metres of Bolton Interchange and Middlebrook), 70 in Zone B, 50 in Zone C and 35 in Zone D, with the zones assigned by proximity to the town centre, designated centres and rail stations and by GMAL score, and adjusted for significant severance. Policy PQ3(3)(A) to (C) allows a lower density where the required density and associated heights would harm the significance of heritage assets and their setting, where the existing townscape context is of low density on a site of less than one hectare, or where the site lies in a landscape character area of moderate-high sensitivity. Policy ENV2 requires space for water through nature-based drainage

Ref	Raised by	What was said	Council response
			and Policy ENV4(2) requires connectivity for species movement.

What young people said at the Youth Council session, 24 February 2026

They wanted homes near a bus stop, school and shops but with space, a garden and quiet from the next house; several said they would rather live close to the town centre than in it, and that a home with green on it, a balcony or a bay window mattered to them.

3.15 Houses in multiple occupation

Consultation Question 4b

Houses in Multiple Occupation. How should concentration be managed? What standards should apply? What management and enforcement is needed?

Table 24. Houses in multiple occupation: what was said

Ref	Raised by	What was said	Council response
3.15.1	Residents 1008, 1010, 1011, 1015	Some residents said HMOs should not be allowed or should be severely restricted: Bolton has the highest number in the country, they create cramped conditions and benefit landlords, and converting terraces to HMOs takes homes from people trying to buy, who are outbid by HMO investors.	Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction bringing every HMO proposal through planning for determination under the policy. Policy HS5(1) refuses HMOs in The Haulgh, Farnworth Town

Ref	Raised by	What was said	Council response
			Centre and the area north and east of Bolton School near Queens Park as defined on the Policies Map, where the proposal would result in 10 per cent or more of residential properties within 100 metres being in HMO use, or where it would cause a house in Class C3 use to have an HMO on either side of it.
3.15.2	Cllr, Bolton Council (5000); Residents 1001, 1013, 1017, 1027; Bolton NHS Foundation Trust (3000)	Others supported control with standards: a 10% concentration threshold, limits on adjacency, mandatory space, ventilation and waste standards, room sizes, cycle parking, fire safety and proactive inspection and enforcement. Resident 1013 said HMOs are an important part of the mix for single people, young workers, students and people whose lives have changed, but asked that Article 4 Directions limit conversions of family houses near schools and parks, that conversion of vacant upper floors above shops be encouraged instead, that larger properties have management plans, and that demand be planned with universities, colleges and major employers.	Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction bringing every HMO proposal through planning for determination under the policy. Policy HS5(1)(B) sets the 10 per cent concentration threshold within 100 metres and Policy HS5(1)(C) limits adjacency, with Policy HS5(2) requiring regard to the number and proximity of existing HMOs and those with extant permission. Policy HS5(3) requires the minimum gross internal floor areas in the Nationally Described Space Standards, scaling up where bedrooms exceed those standards, and Policy HS5(4) requires reasonable outlook, sufficient daylight, privacy and access to external amenity space. Licensing, inspection and enforcement sit outside the Local Plan.
3.15.3	Residents 1019, 1021, 1023, 1025; Bolton NHS Foundation Trust (3000)	A third view accepted HMOs where well managed: they meet a need for cheaper rooms, work for professionals, and can reduce isolation for older residents if designed with communal areas.	Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction

Ref	Raised by	What was said	Council response
		One landlord respondent said the real problems are waste and tenant turnover rather than parking.	bringing every HMO proposal through planning for determination under the policy. Policy HS5(1) supports HMOs that provide a good standard of living for the occupier and protect the amenities of neighbours, subject to the concentration and quality criteria.
3.15.4	Resident 1012	HMOs should be integrated across new estates rather than concentrated in converted terraces that lack outdoor space and bin storage.	Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction bringing every HMO proposal through planning for determination under the policy. Policy HS5(1)(B) and (C) controls concentration and adjacency across the borough rather than in converted terraces alone, and Policy HS5(4) takes access to external amenity space into account in assessing quality. Policy HS4(1)(D) requires waste and recycling storage appropriately sized and located.
3.15.5	National Highways (3017)	Avoid concentrations on corridors feeding the motorway junctions.	Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction bringing every HMO proposal through planning for determination under the policy. Policy HS5(1)(B) limits concentration to below 10 per cent of residential properties within 100 metres of the site.
3.15.6	Caddick (8014)	High HMO numbers signal a shortage of good homes of different sizes and tenures; new housing reduces the demand for rooms.	Policy SP3 identifies a supply above the housing requirement and Policy HS2 sets the

Ref	Raised by	What was said	Council response
		Caddick added that the fact a policy is proposed implies the Council has identified challenges with HMO provision, though HMO control was not a focus of its representations.	recommended mix of dwelling sizes by tenure, with Policy HS1 setting the affordable requirement. Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction bringing every HMO proposal through planning for determination under the policy.
3.15.7	Residents 1018, 1026; Cllr, Bolton Council (5000)	Residents linked HMOs to parking, rubbish and feeling unsafe; one said they are scary to walk past. A councillor said HMOs should meet need rather than compound overcrowding.	Policy HS5 applies to all proposals for houses in multiple occupation, including Use Class C4 and sui generis HMOs, with Bolton's Article 4 Direction bringing every HMO proposal through planning for determination under the policy. Policy HS5(1) requires HMOs to protect the amenities of neighbours and Policy HS5(3) and (4) sets minimum space standards, outlook, daylight and privacy requirements. Policy HS4(1)(D) requires waste and recycling storage appropriately sized and located, and Policy INF2 sets the parking standards that apply.

What was said at the drop-in events

Horwich Leisure Centre, 9 December 2025. concern about houses in multiple occupation and their impacts. This issue was also raised in the **Westhoughton Hub, 15 December 2025.**

3.16 Design, heritage and character

Table 25. Design, heritage and character: what was said

Ref	Raised by	What was said	Council response
3.16.1	Residents 1006, 1011, 1015, 1025, 1026, 1027	New build quality was criticised: poor design, cheap-looking blocks, bland characterless estates that all look the same, small overlooked gardens, not enough parking (damp was raised at the Bolton Market event).	Policy PQ1 requires development to respond to the type of location in which it is set, including existing residential areas and settlements, greenfield sites and the edge of the Green Belt, and to the character of the location in accordance with the character-based policies in Chapter 10. Policy HS4 sets residential quality standards including space standards, natural light, privacy, outlook, storage and amenity space, with a 50 sqm garden standard for houses outside Central Bolton, and Policy INF2 sets the parking standards that apply.
3.16.2	Residents 1014, 1018, 1021, 1026	New homes should respect local character and historic buildings should be protected and restored rather than left to decline.	Policy PQ1(1)(C) requires development in existing residential areas and settlements to reflect the layout, townscape, massing and materials characteristic of the area, and Policy CB04 sets the character framework for each part of the borough outside Central Bolton. Policy SP5 sets a positive strategy for the historic environment including monitoring the Heritage at Risk register and working with owners to secure repair and beneficial reuse, and Policy PQ4(3) supports proposals securing the repair, reuse and long-term future of assets at risk.

Ref	Raised by	What was said	Council response
3.16.3	Residents 1006, 1017, 1021, 1026	A mix of tenures and types including bungalows and homes for older people, students, professionals and commuters.	Policy HS2 sets the recommended mix of dwelling sizes by tenure and Policy HS1 the affordable requirement and tenure split. Policy HS3 requires all new homes to meet Building Regulations Part M4(2) with 4.7 per cent meeting M4(3), and supports specialist housing for older, vulnerable and disabled people within 800 metres of essential services.
3.16.4	Historic England (3004)	Historic England asked for the spatial portrait to describe the historic environment, a heritage impact assessment before any site is allocated, site policies that reference heritage attributes, and a proper description and assessment of the historic environment, screening and heritage impact assessment for the preferred option, and "protect and enhance" rather than "conserve" in the objective. It highlighted textile mills as key heritage assets whose repurposing can deliver homes, jobs and cultural uses, and asked for an up-to-date evidence base covering the contribution of the historic environment, issues and opportunities, significance beyond the listed sites, cross-boundary impacts and gaps in the records.	Chapter 2 describes the borough's historic environment, and Policy SP5 sets the positive strategy for it, recording the scale and categories of Bolton's heritage assets. Policy PQ4 sets the tests for development affecting listed buildings, conservation areas, registered parks and gardens, scheduled monuments, non-designated heritage assets and archaeology, and requires a heritage statement informed by the Historic Environment Record. Each allocation policy in Chapter 10 requires a heritage impact assessment. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and

Ref	Raised by	What was said	Council response
			programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.
3.16.5	CPRE Lancashire (7001)	CPRE said the role of good design in making places function is underplayed: design should make higher-density development work so that land take is reduced while needs are met.	Policy PQ1 sets the design framework, Policies CB01 to CB04 tailor it to each part of the borough, and Policy PQ3 sets minimum densities by zone with a lower density accepted only where one of the stated justifications applies.
3.16.6	Woodland Trust (7007)	The Woodland Trust asked for natural heritage, Bolton's landscape and ecologically important habitats, to be recognised alongside built heritage in the heritage paragraph and in the heritage and design objective, and for the homes and neighbourhoods objective to commit to neighbourhoods with access to nature and urban green space.	Policy SP5(1)(E) requires the borough's historic landscape character to be conserved and enhanced, including the river-valley mill landscapes identified in the Greater Manchester Landscape Character and Sensitivity Assessment, and Policy SP6 sets the strategy for the natural environment. Objective 5 covers landscapes, habitats and species and green and blue corridors, and Policy PQ1(5) requires development to address identified gaps in access to open space and green infrastructure.

What young people said at the Youth Council session, 24 February 2026

They named the places that feel welcoming to them: the library, local parks, schools, Rivington, Jumbles Country Park, the market place and youth clubs. They asked whether the Plan protects heritage and culture and said the Plan should refurbish what is already there before building new.

3.17 Jobs and the economy

Table 26. Jobs and the economy: what was said

Ref	Raised by	What was said	Council response
3.17.1	Harworth (8004); WUKPG (8005)	Harworth set out around 440,000 sq m of industrial and warehousing at West of Wingates; WUKPG promoted Moss Lane, Blackrod for employment next to the station. WUKPG said a mixed-use employment scheme at Moss Lane would contribute to the Local Plan ambition and objectives and to the Draft Economic Growth and Resilience Plan (November 2024) by creating jobs, improving local people's access to training, raising aspirations, reducing unemployment and increasing household incomes and demand for local goods and services.	Policy SP2 identifies the sources meeting the borough's need for 811,727 sqm of industrial and warehousing floorspace, including 440,000 sqm at West of Wingates allocated by Places for Everyone Policy JPA6, and allocates 44,800 sqm at Blackrod Employment Cluster (BSA07) among the Local Plan allocations.
3.17.2	Residents 1006, 1013, 1022	Residents questioned whether warehousing delivers the jobs promised, especially as automation and AI grow, and asked where the floorspace figures come from; one wanted higher-value sectors and obligations for local jobs and training.	Policy SP2 sets out the borough's employment need and its sources, drawing the industrial and warehousing requirement of 811,727 sqm from the Iceni Employment Study (2026), which includes a 20 per cent margin for flexibility and choice. Policy SP1 directs higher-value employment in health innovation, life sciences, digital and advanced manufacturing to Health Innovation Bolton, and Policy EC3 requires Employment and Skills Plans securing apprenticeships, local recruitment, skills progression and reporting on workforce residence for development above the stated thresholds.

Ref	Raised by	What was said	Council response
3.17.3	Woodland Trust (7007)	Green, treed employment areas are healthier and more competitive.	Policy ENV3 requires green and blue infrastructure to be integrated into major development from the earliest stages, with an Urban Greening Factor of at least 0.3 for predominantly commercial development, and Policy PQ1(6) requires new streets to be tree-lined.
3.17.4	CPRE Lancashire (7001)	CPRE opposed out-of-town employment and wanted growth in the centres.	Policy SP1 identifies Central Bolton as the primary location for new office development and Policy SP2 directs office growth there, with Policy EC4 applying the sequential test to office proposals outside protected employment land. Policy SP2 explains why industrial and warehousing need cannot be met within the urban area alone.
3.17.5	Peel (8002)	Peel put the NorthFold corridor at 13,000 homes and 1 million sq m of employment space, and Health Innovation Bolton at around 8,000 jobs, 4,000 of them for Bolton residents, with a GVA uplift of about £370m a year. Peel said Health Innovation Bolton could deliver 7,000 jobs in the health and innovation sector, growing it by 35% locally and by 26% in Bolton and 2% across Greater Manchester in employment terms, with 5,600 of the 8,000 jobs net additional, and would fill a gap in the north-west of the Greater Manchester network of health innovation clusters, which it said accounts for a quarter of UK life science employment, citing the Modern Industrial Strategy of 2025 and Bolton's manufacturing specialisms in dental technology, medical supplies and clean air. It promoted two employment sites at	Policy SP1 identifies Health Innovation Bolton as a strategic location of regional and potentially national significance and Policy BSA02 allocates around 200,000 sqm of mixed-use health innovation and health and community floorspace alongside 2,225 homes. Policy EC3 requires Employment and Skills Plans with local labour targets and reporting on workforce residence. Land south east of Junction 4 (site 450) is allocated for employment led mixed use as part of Logistics North Extension, Policy BSA08.

Ref	Raised by	What was said	Council response
		Junction 4 of the M61, up to 30,000 and up to 10,000 square metres, as extensions to Logistics North, and said that health and related manufacturing have no sites or land supply in the borough to grow into, the Places for Everyone allocations being for general B2 and B8 development.	

What young people said at the Youth Council session, 24 February 2026

Most of the young people said they intend to leave Bolton for university and work, for experience and because the jobs they want are elsewhere. What would keep them: apprenticeships, career development and promotion, higher pay than minimum wage, a wider variety of sectors, better university courses locally, and a town with a social life. They said young people are not told what jobs exist in Bolton, that employers ask for experience they cannot get, and that some will not hire under-18s.

3.18 The Sustainability Appraisal

Table 27. The Sustainability Appraisal: what was said

Ref	Raised by	What was said	Council response
3.18.1	Historic England (3004)	Historic England, at scoping, asked for clearer recognition of the historic environment, local character, townscape and setting, covering designated and undesignated heritage, conservation areas, heritage at risk, archaeology and historic landscape character, and for a fuller and more consistent baseline with clearer signposting to sources. At the Direction of Travel it said it would not comment on the limited content of the Interim Report,	The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with

Ref	Raised by	What was said	Council response
		given its comments on the Local Plan and its previous responses to the appraisal, and referred the Council to its Advice Note 8 on assessing the historic environment in Strategic Environmental Assessment. It noted that this does not affect its obligation to give further advice and potentially to object to specific proposals arising from this consultation or in later versions of the Plan.	assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. The representations received on the appraisal at each stage, and the changes made to the framework in response, are recorded in the Sustainability Appraisal Report. The matters suggested for addition to the baseline have been included in the Sustainability Appraisal baseline.
3.18.2	Natural England (3008)	Natural England, at scoping, asked for stronger treatment of biodiversity, ecological networks, peat, soils, designated sites, nature recovery and climate resilience; expanded baseline evidence on habitats, air and water quality and climate risk; clearer mapping of green and blue infrastructure and nature recovery areas; and links to the Greater Manchester Local Nature Recovery Strategy. At the Direction of Travel it had no further comments on the Interim Report and was pleased to see its advice reflected in the work, but said the environmental implications considered in the appraisal are not as clearly communicated in the Direction of Travel document itself, and asked for closer alignment so that specific issues and opportunities are better represented, including reference to designated sites, irreplaceable and priority habitats, species and peat, and to the interrelation between biodiversity, climate change and air quality.	The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. The representations received on the appraisal at each stage, and the changes made to the framework in response, are recorded in the Sustainability Appraisal Report. The matters

Ref	Raised by	What was said	Council response
			suggested for addition to the baseline have been included in the Sustainability Appraisal baseline.
3.18.3	Environment Agency (3002)	The Environment Agency said it was unclear what flood risk evidence had informed the Interim Appraisal, noted that the Places for Everyone Level 1 and 2 Strategic Flood Risk Assessment pre-dated the 2025 national flood risk data, and recommended the Strategic Flood Risk Assessment be updated with any newer site modelling.	The Plan and its appraisal are informed by Bolton's own Strategic Flood Risk Assessment, which has been the subject of consultation with the Environment Agency during its preparation and will be published alongside the rest of the evidence base. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base.
3.18.4	Lancashire Wildlife Trust (7004); Woodland Trust (7007); Sport England (3009); Bolton NHS Foundation Trust (3000)	Bodies asked for additions to the appraisal framework and baseline. Lancashire Wildlife Trust commented on Tables 1 to 3 and Figure 3: nature's recovery should be an objective in its own right, peat should be treated as an irreplaceable habitat and rewetted, the species wording should refer to protected and priority species rather than local species with farmland birds named, the Local Nature Recovery Strategy should appear in the biodiversity and river catchment sections, nature-based solutions should be recognised under climate and water, and the legislation list should include the Environment Act 2021, the Environmental Improvement Plan 2025 and the NERC Act. The Woodland Trust supported the Interim Report, asked that it be used as a statutory document, and asked for urban trees and existing natural spaces to be recognised in the framework so that	The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. The objectives, criteria and indicators, and the baseline they draw on, are set

Ref	Raised by	What was said	Council response
		their benefits for air quality, carbon, cooling, flood risk and health are assessed and not eroded by default. Sport England asked that the reference to levels of inactivity at paragraph 2.10 cite its Active Lives Survey. Bolton NHS Foundation Trust welcomed the work done and the use of the fifteen objectives to assess the spatial options, and asked for health economic analysis to understand the impact and demand of the Plan at a granular level and for an employment plan to be shown alongside the housing strategy.	out in full in the Sustainability Appraisal Report. The matters suggested for addition to the baseline have been included in the Sustainability Appraisal baseline. Health is an objective in the appraisal framework, every policy and proposal has been assessed for its health impact, and the health agencies have been consulted on the impacts of the proposals.
3.18.5	Lancashire Wildlife Trust (7004); Anwyl Homes and Bradford Estates (8020); Seddon Homes and Global Land (8021); Caddick (8014); Resident 1013	Respondents questioned how the spatial options had been scored and the method behind it. Lancashire Wildlife Trust asked why the natural environment scored moderate or weak, particularly for the anchored option, when development should be a driver of nature recovery and mandatory net gain should make any preferred option measurably positive, and recommended the Local Nature Recovery Strategy be used to identify the most appropriate locations; it made the same point about the jobs and business objectives scoring uncertain or negative against biodiversity. Anwyl and Bradford Estates, and Seddon and Global Land in the same terms, said the assessment relies on broad, untested assumptions rather than detailed evidence, assuming that central areas inherently offer better accessibility and that greenfield development always carries significant environmental downsides, without transport modelling, accessibility mapping or environmental sensitivity assessment, so that the scoring rests on qualitative judgement and the matrix lacks clarity on how significance was determined; Seddon added that the focus on five options is too narrow, that	Five spatial options were appraised at Direction of Travel stage against all fifteen objectives. The appraisal found that options concentrating growth at existing centres, stations and the growth anchors performed most strongly, that the anchored option offered the most balanced performance, and that the sustainable transport priorities of the public transport led option should be integrated with it, which the Council has done. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report will be published alongside the Regulation 19 Plan and the evidence base. The Sustainability Appraisal Report sets out how the options were appraised, the basis on which significance was judged, and why the preferred strategy was selected.

Ref	Raised by	What was said	Council response
		the appraisal underestimates the benefits of a more flexible approach, and that the framework should be refined to test hybrid strategies combining anchor-led growth with smaller sustainable sites in existing settlements. Caddick pointed to Figure 4 as showing the public transport-led and anchored options to be the best performing, and said the West Pennine Villages proposal could complement both and should be considered favourably. Resident 1013 asked the appraisal to show how it had influenced the preferred option, to strengthen the town centre and public transport corridor version of the anchored option, to be clear about the long-term cumulative impacts of major growth along the M61 in traffic, air quality and carbon, to make distributional impacts explicit by showing how far each option directs growth and infrastructure into the Renewal Areas and other deprived neighbourhoods, to assess how far each option supports the shift to walking, cycling and public transport, and to include measurable indicators for mode share, homes and jobs within walking distance of public transport, housing delivery by tenure, access to green space in deprived neighbourhoods, and air quality and carbon on key corridors.	
3.18.6	Anwyl Homes and Bradford Estates (8020); Seddon Homes and Global Land (8021); United Utilities Property Services (3006); Bellway Homes (8007); Bloor Homes (8008)	Others supported the appraisal and relied on its findings. Anwyl and Bradford Estates, and Seddon and Global Land said the appraisal acknowledges that no option performs well against all objectives and that including deliverable smaller sites in established settlements would address acute housing need, reduce reliance on large-scale Green Belt release and support the housing, health and inclusive communities objectives; they	The housing requirements is established in Places for Everyone. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base.

Ref	Raised by	What was said	Council response
		said smaller sites can integrate green infrastructure, sustainable drainage and biodiversity mitigation more effectively than large strategic allocations. United Utilities Property Services, Bellway and Bloor drew on the appraisal's warning that without a robust Plan the borough faces uncoordinated growth, infrastructure pressure and imbalanced delivery, and said those risks persist if the Plan does not plan for the standard method figure; Bellway and Bloor cited the appraisal for the conclusion that the brownfield-only and dispersed options are likely to perform least well across the full set of objectives.	
3.18.7	Residents 1001, 1010, 1015	Residents asked for greater weight to be given to the long-term loss of green space, biodiversity and air quality, and said development that increases congestion or pollution should not count as sustainable and that development destroying countryside and wildlife can never be sustainable. One resident said it is not an appropriate plan.	The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received. The framework covers green space, biodiversity and air quality among its fifteen objectives, and every option, policy and allocation is assessed against all of them over the short, medium and long term.

3.19 Evidence

Table 28. Evidence and when it is published: what was said

Ref	Raised by	What was said	Council response
3.19.1	HBF (8006); DDML (8013); McCarthy Stone and Churchill Living (8017); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	Without the viability evidence it was impossible to judge whether the objectives or the areas of change were deliverable; a whole-plan viability assessment should be published and consulted on before Regulation 19. DDML said the evidence base for the Regulation 18 plan appears entirely devoid of viability assessments. McCarthy Stone and Churchill Living said the consultation was published without an up-to-date viability study, making it difficult to ascertain whether the affordable housing targets are realistic or deliverable, and that limiting scrutiny of the Local Plan Viability Assessment reduces the opportunity to comment on a crucial element of the evidence base and would leave the Plan less robust; they cited paragraph 58 of the Framework and the planning practice guidance at Paragraph 002, Reference ID 10-002-20190509.	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.19.2	Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	The Council has been operating without an up-to-date Local Plan for too long, and an up-to-date plan would help it demonstrate a five year supply and secure the delivery of high quality and sustainable development. Both cited the Written Ministerial Statement of 30 July 2024, Building the homes we need, which states that the plan-making system is the right way to plan for growth, that only a third of plans have been reviewed in the past five years, and that in the absence of a plan development comes forward piecemeal with less public engagement.	Noted. A new Plan is being prepared, and the full evidence base will be published alongside the Plan at Regulation 19.

Ref	Raised by	What was said	Council response
3.19.3	Rosedale (8018); Charles Church (8026); Barratt Homes Manchester (8029); Hulme Trust Estates (8030)	A Green Belt assessment using smaller parcels should have preceded the spatial options.	The evidence base, including the Green Belt and site selection evidence, is published alongside the Publication draft Plan at Regulation 19 as the regulations require, and is available for comment during the publication period.
3.19.4	Rosedale Property Holdings (8018)	The assessment should have been prepared, published alongside the draft Plan and consulted on at Regulation 18 stage, the Direction of Travel itself recording at page 40 that such an assessment is to be undertaken to inform Local Plan decisions. Rosedale said the Council had put the cart before the horse.	The evidence base, including the Green Belt and site selection evidence, is published alongside the Publication draft Plan at Regulation 19 as the regulations require, and is available for comment during the publication period.
3.19.5	Rosedale Property Holdings (8018)	Rosedale said the Direction of Travel is very light for a final Regulation 18 draft and is supported by limited evidence, and that it was concerned the Local Plan could proceed to Regulation 19 without proper consideration of the spatial strategy and the evidence needed to support it. It reserved the right to comment further at Regulation 19.	The evidence base is published alongside the Publication draft Plan at Regulation 19, as the regulations require, and is available for comment during the publication period.
3.19.6	Barratt & David Wilson Homes North West (8011)	Asked for the site selection methodology and report, viability assessment, initial IDP, Green Belt review and strategic highways assessment to be published ahead of Regulation 19 rather than at examination.	The evidence base is published alongside the Publication draft Plan at Regulation 19, as the regulations require, and is available for comment during the publication period.
3.19.7	Keepmoat (8000)	Keepmoat named three pieces of evidence the Council will need to prepare to underpin later iterations of the Plan: a Green Belt Assessment, a detailed housing land supply trajectory over the plan period, and a Whole Plan Viability Assessment. It asked that	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan

Ref	Raised by	What was said	Council response
		the housing land supply evidence be robust and demonstrate that sites are deliverable in the timescales indicated, with more cautious assumptions recognising the housing delivery and build out challenges facing the sector, and that the assumptions in the viability assessment be realistic so that the policy burden placed on development does not impede the delivery of allocations.	rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.19.8	National Highways (3017)	National Highways expects a transport evidence base with strategic and local modelling, accessibility assessment and cumulative impacts, prepared with TfGM, GMCA and neighbouring authorities in line with DfT Circular 01/2022, whose paragraph 26 expects engagement from the outset, paragraph 28 that allocations do not rely on the strategic road network except for roadside facilities and network-dependent sectors, and paragraph 33 a robust evidence base including demand forecasting that accounts for mitigation shifting demand to less carbon-intensive travel, and with the Transport Evidence Bases in Plan Making and Decision Taking guidance; it expects all tiers of modelling to be used, strategic, micro-simulation and local junction, with the approach, data, calibration and forecasting scenarios agreed early and sufficient time allowed for iteration; the absence of allocations at this stage prevented it from assessing cumulative effects on the Strategic Road Network, and it asked for the Bolton Transport and Movement Study to be shared so implications at Junctions 4 to 6 are understood. It supports a vision-led approach to transport planning that informs site-specific Transport Assessments and Travel Plans, while recognising that logistics uses depend on SRN access.	The transport evidence base has been subject of consultation with National Highways and is to be published alongside the Publication draft Plan at Regulation 19, as the regulations require, and is available for comment during the publication period.

Ref	Raised by	What was said	Council response
3.19.9	Orbit (8019)	Orbit noted that the Direction of Travel states that early evidence indicates a need for 24,500 to 37,600 sq m of office and research and development floorspace over the plan period, and asked for that evidence to be published before or as part of the Regulation 19 consultation so that it can review the findings in detail. It said the scale of the slowing in office demand and the reasons behind it, and the level of existing vacant space in the borough, should be established before targets are set for future office floorspace. It said it had no comments on Section 4 of the Direction of Travel at this stage and reserved the right to revisit those matters at Regulation 19.	The evidence base is published alongside the Publication draft Plan at Regulation 19, as the regulations require, and is available for comment during the publication period. Policy SP2 identifies a minimum need for 16,700 sqm of office floorspace over the Plan period, met from three sources totalling 27,701 sqm.
3.19.10	Historic England (3004)	Historic England asked for a proper description and assessment of the historic environment and heritage impact assessment of the preferred option before the Plan is published.	Policy PQ4 sets the tests for development affecting heritage assets and each allocation policy in Chapter 10 requires a heritage impact assessment. The appraisal published with the Direction of Travel was an interim document, proportionate to the consultation at that stage. A full Sustainability Appraisal Report has been prepared and will be published alongside the Regulation 19 Plan and the evidence base. Its framework comprises fifteen sustainability objectives, each with assessment criteria and baseline indicators, developed from a review of relevant plans and programmes and from the baseline evidence, consulted on with the statutory consultation bodies at scoping and revised in response to the comments received.

Ref	Raised by	What was said	Council response
3.19.11	Natural England (3008)	Natural England asked for road traffic emissions on habitat sites to be assessed in the Habitats Regulations Assessment.	The evidence base is published alongside the Publication draft Plan at Regulation 19, as the regulations require, and is available for comment during the publication period. Habitats sites are addressed through the Habitats Regulations Assessment published alongside the Plan, and Policy ENV5 requires air quality assessment proportionate to the scale of development and the sensitivity of the receptors affected.
3.19.12	Residents 1011, 1013	Evidence of past delivery, honesty about what the Council can control, and clear targets and monitoring; another resident said the growth plan needs more financial detail, including how proposals affect local rates.	Chapter 1 records the Council's commitment to report publicly through its monitoring reports on whether the Plan is delivering what it promises, and Chapter 2 sets out the delivery partners the Plan depends on and the limits of what a development plan controls.
3.19.13	Resident 1022; Bolton Green Umbrella (7000)	Mandatory five-year reviews so that the Plan keeps up with changing national policy; Green Umbrella asked to contribute to the Infrastructure Delivery Plan and for progress to be reviewed every five years.	National policy and the regulations require the Council to review the Plan and this reflected in the Appendix 4 which also highlights the need to review infrastructure delivery
3.19.14	Historic England (3004); HBF (8006); Rowland Homes (8009); Barratt Homes Manchester (8029); Prescot Business Parks Ltd (PBP) (8010)	Policies should be checked against the national decision-making policies in the draft revised National Planning Policy Framework, because policies inconsistent with them risk being redundant as soon as the Plan is adopted. Barratt Homes Manchester pointed to the draft Framework published in December 2025, whose Annex A states that development plan policies in any way inconsistent with its national decision-making policies should be	Chapter 1 records that the Plan is prepared under the 2021 Framework, as established in the transitional arrangements in the 2026 Framework, and that it has also had regard to the August 2026 Framework as the version of national policy current at the time of publication. The Plan's policies have been checked for consistency with

Ref	Raised by	What was said	Council response
		given very limited weight unless examined and adopted against it. Historic England said national development management policies are expected in the near future but that in the interim the Plan is still expected to include detailed policies a decision maker can apply. Prescott Business Parks cited draft policy L1 1a iii of the draft Framework, which proposes minimum residential density standards for town centres and for locations with a high level of connectivity, noted that the consultation runs to 10 March 2026, and picked out three of the twelve key policy changes as directly relevant: a permanent presumption in favour of suitably located development, building homes around stations, and driving urban and suburban densification. The HBF cited the Written Ministerial Statement of 27 November 2025, reference UIN HCWS1104, for the move to a new plan-making system with transitional arrangements, and paragraphs 4 and 8 of Annex A of the draft Framework for the Plan being examined under the December 2024 Framework if submitted under the current regime, adding that the same Annex gives very limited weight to plan policies inconsistent with the new national decision-making policies once the new Framework is published, so the next iteration of the Plan may need to have regard to those policies. Rowland, referring to the HBF's response, made the same point on paragraphs 4 and 8 of Annex A and on the very limited weight to be given to inconsistent plan policies once the new Framework is published.	the national development management policies rather than duplicating them.
3.19.15	Bolton NHS Foundation Trust (3000)	The Foundation Trust asked how the Plan interacts with and links to neighbouring councils' plans.	Chapter 1 sets out the Plan's relationship with Places for Everyone (2024), the joint plan of nine Greater Manchester authorities, which provides

Ref	Raised by	What was said	Council response
			the strategic framework for cross-boundary matters, and Chapter 2 records the Council's continued work with neighbouring districts, the Combined Authority and Wigan Council on NorthFold.
3.19.16	Bellway Homes (8007); Bloor Homes (8008)	Justification and evidence should be provided in support of the proposed policy directions and wording as the policies are worked up, and the future development management policies should be fully evidenced and justified.	The evidence base is published alongside the Publication draft Plan at Regulation 19 and is available for comment during the publication period.
3.19.17	Bellway Homes (8007); Bloor Homes (8008); Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	Flexibility should be built into the wording so that the Plan does not become a restrictor of development, with an appropriate degree of flexibility for site-specific factors including locational requirements and viability. Overly prescriptive policies risk constraining development and could hinder the delivery of homes.	Chapter 1 records that the Plan operates as a whole, that not all policies apply to every proposal, and that the nature and scale of the proposal determine what is relevant. The policies are positively phrased so that developers, landowners and investors can read them and understand what will be supported and on what terms.
3.19.18	Barratt David Wilson and Jones Homes (8015); Jones Homes (8027)	Local Plan policies should be designed to complement, rather than duplicate, the policies set out in Places for Everyone. The respondents had regard to the requirement for new local plans to be examined for compliance with the legal and procedural requirements and for soundness, and said their representation is constructive commentary rather than a test of soundness at this stage.	Chapter 1 sets out the Plan's relationship with Places for Everyone, which is part of the statutory development plan for Bolton. The Plan applies that framework to Bolton's geography and does not restate its policies, and Places for Everyone policies are not cited in the Plan's policy text because they already form part of the development plan.

Ref	Raised by	What was said	Council response
3.19.19	Bellway Homes (8007); Bloor Homes (8008); Prescot Business Parks Ltd (8010); Barratt & David Wilson Homes North West (8011); Oltech (8003); HBF (8006); Caddick (8014); Miller Homes (8016); Orbit (8019); Peel (8002)	Respondents asked to meet Council officers at the earliest opportunity, to engage during plan preparation and to be kept informed of forthcoming consultations. The HBF offered to facilitate discussions with the wider house building industry and encouraged the Council to engage with it on infrastructure provision, Caddick asked to discuss the phasing of infrastructure and open space and improvements to active travel and public transport, Orbit asked to discuss Middlebrook, and Peel welcomed continued discussion about its projects and about the content of a contributions policy.	Representations on the Publication draft Plan should be made during the Regulation 19 publication period, and the Council will continue to engage with promoters, developers and representative bodies through pre-application discussion and through the preparation of the Infrastructure Delivery Strategy.
3.19.20	McCarthy Stone and Churchill Living (8017); Peel (8002)	McCarthy Stone and Churchill Living asked for the opportunity to engage in the preparation of the viability evidence as and when it is prepared, to ensure the assumptions are correct and a workable policy is developed, and Peel's viability advisers asked to engage with the Council's viability advisers as the evidence base progresses.	A whole-plan viability assessment will be published alongside the Regulation 19 Plan for consultation. It is standard for an assessment of this type to be published with a full draft plan rather than with early scoping or direction of travel documents. Policy DEL1(7) and Policy HS1(9) to (11) set out how viability is dealt with at application stage.
3.19.21	Bloor Homes (8008); Miller Homes (8016); Individuals (8028)	Requests were made for specific land to be included as a housing allocation in the Regulation 19 plan, with information offered on the land to inform the Green Belt review and, in Miller's case, an offer to discuss the inclusion of adjoining Council land in a wider development.	The Plan identifies the key site allocations needed to support the strategy, set out in Chapter 10 and Policies SP2 and SP3. Other sites are anticipated to come forward through 'banked' planning permissions or Sites identified through the Council's assessment of land availability, listed in Appendix C of this report. A full review of sites has been undertaken to inform the Plan, and the

Ref	Raised by	What was said	Council response
			evidence supporting it will be published alongside the Regulation 19 Plan.

3.20 The consultation

Table 29. The consultation: what was said

Ref	Raised by	What was said	Council response
3.20.1	Resident 1028	Resident 1028 objected that the Farnworth drop-in on 15 January 2026 was poorly publicised, that a single weekday daytime session excludes many people, and that the document's technical language is hard to follow. They asked for more in-person sessions including evenings and weekends, a plain-English summary with a leaflet or map for each area of change, offline promotion, and stronger engagement before options are fixed.	Two drop-in events were held in Farnworth during the Direction of Travel consultation, supported by plain English explainer boards and telephone follow-ups (see Section 2). Notwithstanding this, the Council has considered the points raised, and materials for Regulation 19 are being prepared, informed by engagement with Farnworth Community Alliance.
3.20.2	Resident 1022	Resident focus groups meeting planners needed regularly over the plan period.	Noted. Chapter 2 of the Plan records residents, town councils, community alliances and residents' groups as delivery partners and the Council's intention to continue working with them. The Statement of Community Involvement sets the framework for ongoing engagement.

Ref	Raised by	What was said	Council response
3.20.3	CPRE Lancashire (7001)	CPRE noted that homeowners responded far more than renters and social renters and asked for a concerted effort to reach them next time.	Noted. Section 2 records the work done with the teams that support seldom-heard groups under the Public Sector Equality Duty and the Council has taken this point into account in planning engagement at Regulation 19.
3.20.4	Lancashire Wildlife Trust (7004)	The Wildlife Trust said the questions did not reflect the weight residents give to green space and biodiversity.	Noted. What was said about green space and biodiversity is recorded at sections 3.11 and 3.12 of this report whether or not it answered a consultation question, and Policies SP6, ENV3, ENV4 and INF5 set the Plan's response.
3.20.5	Bolton West CLP (7008); Residents 1003, 1011, 1015, 1019	One resident and Bolton West CLP said consultation felt pointless because feedback on earlier schemes had been ignored and applications approved on appeal. Others asked that new development be subject to local consultation rather than political bias, that the Council listen to people in the areas where development is proposed, and that there be sufficient time to respond to planning applications.	Noted. This report records what was said at each Regulation 18 stage and the Council's response, and the Regulation 19 consultation is publicised in accordance with the regulations and the Statement of Community Involvement. Planning applications are determined in accordance with the development plan unless material considerations indicate otherwise, and appeals are decided by the Planning Inspectorate.
3.20.6	Rosedale Property Holdings (8018)	Rosedale asked for discussions with Council officers to help inform the Regulation 19 draft.	Noted. The Council engages with promoters and developers through pre-application discussion, and representations on the Publication draft Plan should be made during the Regulation 19 publication period.

What was said at the drop-in events

Horwich Leisure Centre, 9 December 2025. people had not been engaged on the Plan before the event.

Farnworth Leisure Centre, 11 December 2025 and 15 January 2026. the consultation needs to be advertised more widely.

Westhoughton Hub, 15 December 2025. residents feel their concerns are being ignored.

4 Further information



Figure 9. Bolton town centre.

4.1 More information about the Local Plan can be found at: WWW.BOLTON.GOV.UK/PLANNING-POLICY-STRATEGY/LOCAL-PLAN

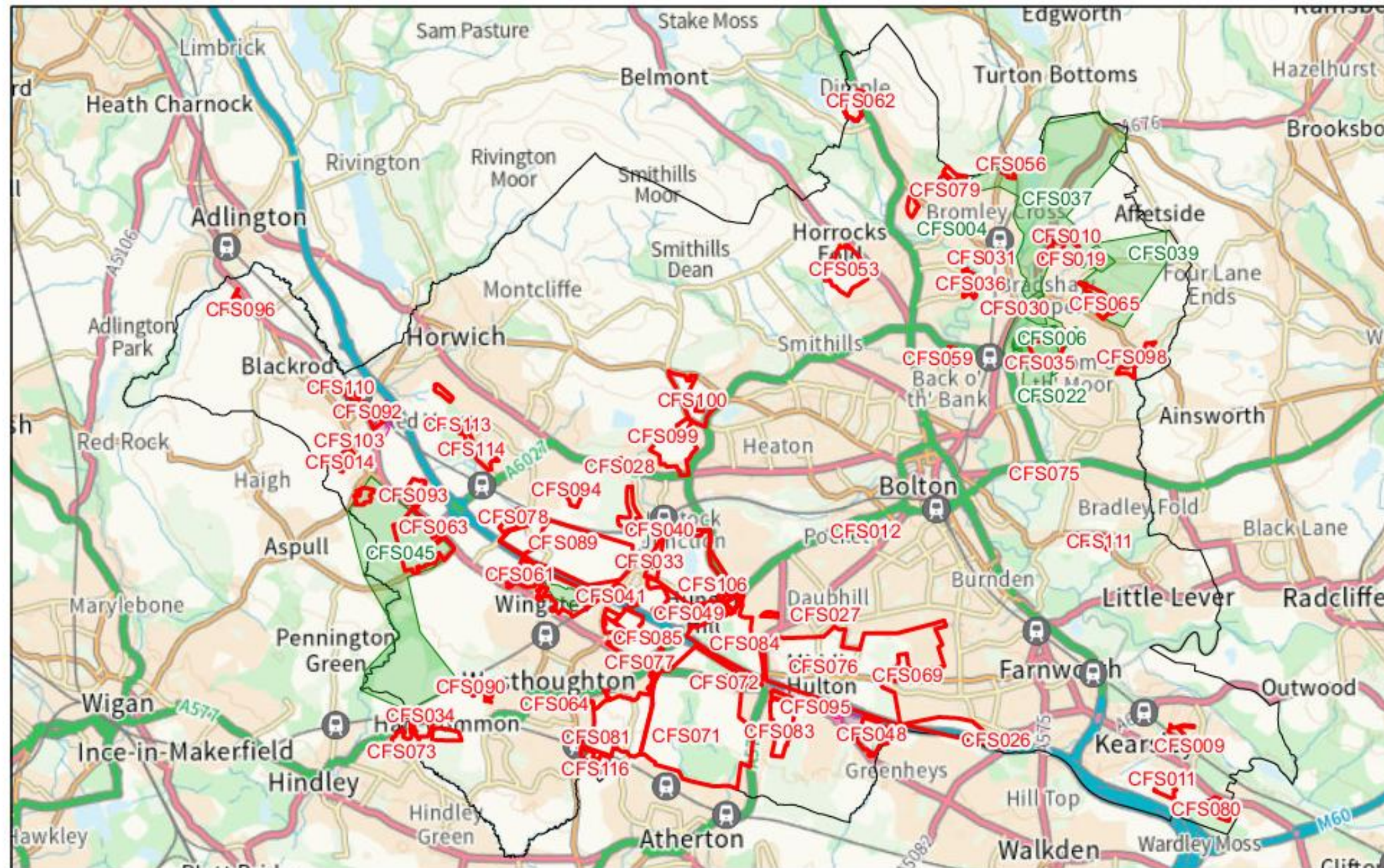
APPENDICES

Appendix A: Index of Written Responses

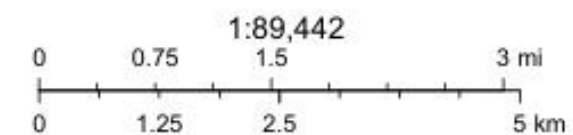
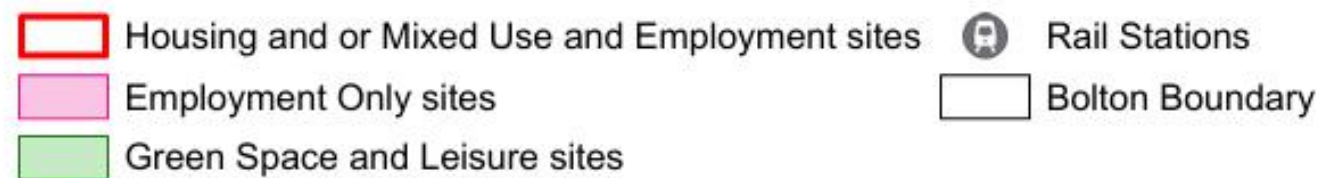
1000 Individual	3001 Coal Authority	8005 WUKPG C/O Moss Lane Blackrod (Industrial) Ltd
1001 Individual	3002 Environment Agency	8006 Home Builders Federation (HBF)
1003 Individual	3003 National Grid	8007 Bellway Homes
1004 Individual	3004 Historic England	8008 Bloor Homes
1005 Individual	3005 NHS Greater Manchester ICB	8009 Rowland Homes
1006 Individual	3006 United Utilities Property Services	8010 Prescott Business Parks Ltd (PBP)
1007 Individual	3007 National Gas	8011 Barratt & David Wilson Homes North West
1008 Individual	3008 Natural England	8012 Regent Park Golf Course
1009 Individual	3009 Sport England	8013 DDML
1010 Individual	3010 Homes England (No comments)	8014 Caddick Land Limited
1011 Individual	3017 National Highways	8015 Barratt David Wilson Homes North West and Jones Homes (North West) Ltd
1012 Individual	3021 Transport for Greater Manchester	8016 Miller Homes
1013 Individual	3036 United Utilities Water	8017 McCarthy Stone and Churchill Living
1014 Individual	5000 Cllr, Bolton Council	8018 Rosedale Property Holdings
1015 Individual	5001 Cllr, Horwich Town Council	8019 Orbit Developments
1016 Individual	7000 Bolton Green Umbrella	8020 Anwyl Homes and Bradford Estates
1017 Individual	7001 CPRE Lancashire	8021 Seddon Homes and Global Land
1018 Individual	7002 Friends of Harwood and Longsight Park	8022 SRH Properties Ltd
1019 Individual	7003 Bolton and Bury Swifts Conservation Group	8023 Persimmon
1021 Individual	7004 Lancashire Wildlife Trust	8024 Oakmere Homes
1022 Individual	7005 Lostock Cricket Club	8025 Individual, Lostock (Developer, Represented by Rutterstone Ltd)
1023 Individual	7006 Swifts Local Network	8026 Charles Church Developments Ltd
1024 Individual	7007 Woodland Trust	8027 Jones Homes (North West) Ltd
1025 Individual	7008 Bolton West CLP	8028 Individuals (Represented by JWPC)
1026 Individual	8000 Keepmoat Homes	8029 Barratt Homes Manchester
1027 Individual	8001 Private/Individual Developer (Represented by Cassidy Ashton)	8030 Hulme Trust Estates
1028 Individual	8002 Peel Land and Peel Retail and Leisure	8031 Individual, Westhoughton (Developer, Represented by Rutterstone Ltd)
1029 Individual	8003 Oltech Group Holding Ltd	
1030 Individual	8004 Harworth Group	
3000 Bolton NHS Foundation Trust		

Appendix B: Map of Call for Sites Submissions

An interactive map can be viewed here: <https://arcg.is/0WKzu41>



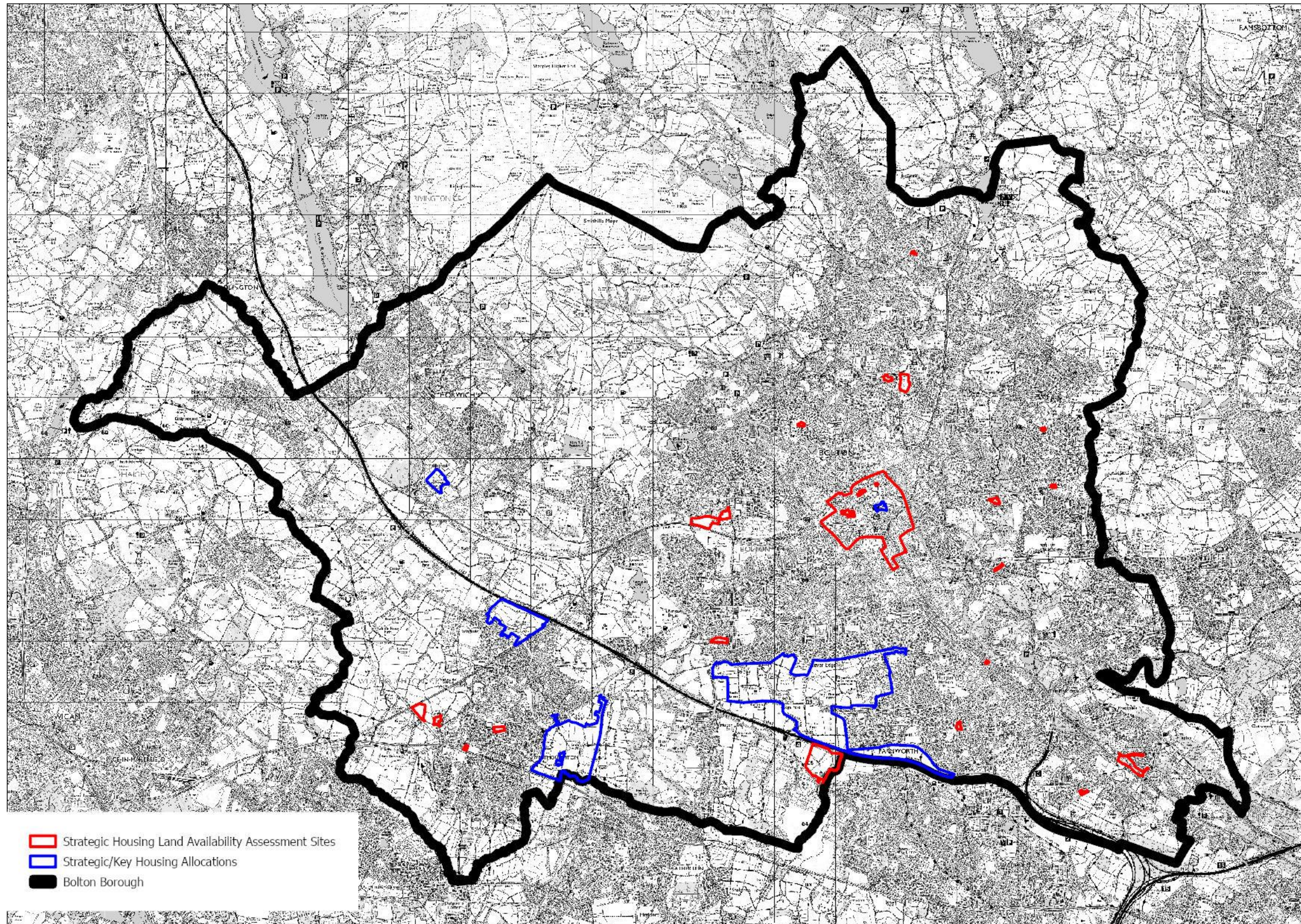
9/15/2026



Appendix C: Housing Sites that have been identified as Suitable, Available and Achievable Housing Sites

The following sites have the potential to be delivered within the Local Plan period but would still be subject to planning approval.

An interactive map can be viewed here: [Housing Land Supply](#)



SITE ID	ADDRESS	WARD	POTENTIAL MINIMUM HOUSING SUPPLY
19	OVERDALE DRIVE, HEATON, BOLTON	HEATON, LOSTOCK & CHEW MOOR	88
21	DARWEN ROAD, BROMLEY CROSS, BOLTON	BROMLEY CROSS	12
29	RADCLIFFE ROAD, DARCY LEVER, BOLTON	LITTLE LEVER & DARCY LEVER	9
31	HOLCOMBE CLOSE, KEARSLEY, BOLTON	KEARSLEY	16
38	CENTURY LODGE, FARNWORTH, BOLTON	FARNWORTH SOUTH	30
49	QUAKERFIELDS, WESTHOUGHTON, BOLTON	WESTHOUGHTON SOUTH	12
55	GAS STREET, BOLTON	QUEENS PARK & CENTRAL	25
61	NEW HOLDER STREET, BOLTON	QUEENS PARK & CENTRAL	31
95	NEWBY ROAD, BREIGHTMET, BOLTON	BREIGHTMET	9
289	BOWLANDS HEY, WESTHOUGHTON	WESTHOUGHTON SOUTH	115
334	BARK STREET, BOLTON	QUEENS PARK & CENTRAL	62
361	MILNTHORPE ROAD, BREIGHTMET, BOLTON	BREIGHTMET	22
399	DOBB BROW ROAD, WESTHOUGHTON, BOLTON	WESTHOUGHTON SOUTH	30
407	EAGLEY BROOK WAY, BOLTON	ASTLEY BRIDGE	108
410	SOUTHFIELD DRIVE, WESTHOUGHTON	WESTHOUGHTON SOUTH	30
417	SOUTH OF DORRIS AVENUE, BOLTON	TONGE WITH THE HAULGH	30
453	WINDYHILL DRIVE, DAUBHILL, BOLTON	HULTON	49
455	WESTPOINT TOWN CENTRE REGENERATION SITE	QUEENS PARK & CENTRAL	82
493	BACK SEYMOUR ROAD, ASTLEY BRIDGE, BOLTON	ASTLEY BRIDGE	42
494	DARLEY COURT, HALLIWELL, BOLTON	HALLIWELL	11
508	TOPPINGS BARN, DARWEN ROAD, BROMLEY CROSS, BOLTON	BROMLEY CROSS	2
515	DOVER STREET, MOSES GATE, BOLTON	FARNWORTH NORTH	14
653	FORMER IKON SITE, CORNER ST GEORGE'S ROAD AND BRIDGE STREET	QUEENS PARK & CENTRAL	17
386	EUROPA WAY, RADCLIFFE, BOLTON	KEARSLEY	95
401	LAND SOUTH OF A6 SALFORD ROAD, OVER HULTON	HULTON	300

NA	TOWN CENTRE REGENERATION AREA BROAD LOCATION	QUEENS PARK & CENTRAL	500
MINIMUM DELIVERABLE CAPACITY			1741

NB: SITE 417, SOUTH OF DORIS AVENUE NOW HAS PLANNING PERMISSION

STRATEGIC/KEY HOUSING ALLOCATIONS			
SITE ID	ADDRESS	WARD	POTENTIAL MINIMUM HOUSING SUPPLY
BSA01	CROMPTON PLACE	QUEENS PARK & CENTRAL	340
BSA02	HEALTH INNOVATION BOLTON	HULTON	1895
BSA03	ANCHOR LANE	FARNWORTH SOUTH	460
BSA04	LEE HALL	WESTHOUGHTON NORTH & HUNGER HILL	1450
BSA05	DITCHERS FARM	WESTHOUGHTON NORTH & HUNGER HILL	570
BSA06	BURNDEN WAY	HORWICH SOUTH & BLACKROD	1000
MINIMUM DELIVERABLE CAPACITY			5715

NB: Proposed Allocation Ref. BSA02 has capacity for 2,225 new homes of which 1,895 are deliverable within the Local Plan period 2022-2042