

# **Local Development Framework**

Bolton's Core Strategy  
Background Document – BD7  
Strong and Confident Bolton  
December 2009

**Shaping the future of Bolton**



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# 1 Introduction

- 1.1 This Background Document is one of sixteen produced by Bolton Council to support the autumn 2009 publication version of the Bolton Core Strategy.
- 1.2 This Background Document covers the **Strong and Confident** theme policies and also policies from the spatial areas, which relate to that theme, from the Core Strategy:
- 1.3 Strong and Confident Theme Policies:
  - **Policy SC1 - Housing**
  - **Policy SC2 – Community Cohesion**
- 1.4 Spatial Area policies that relate to theme policies SC1 and SC2:
  - Policy TC2 – Bolton Town Centre (St Helena)
  - Policy TC5 - Bolton Town Centre (Bolton Innovation Zone - Westbrook)
  - Policy TC6 - Bolton Town Centre (Bolton Innovation Zone – Cultural Quarter)
  - Policy TC8 - Bolton Town Centre (Church Wharf)
  - Policy TC9 - Bolton Town Centre (Little Bolton)
  - Policy TC11 - Bolton Town Centre (Urban Village)
  - Policy RA1 – Renewal Areas (Inner Bolton)
  - Policy RA2 – Renewal Areas (Farnworth)
  - Policy RA3 – Renewal Areas (Broughton)
  - Policy M1 – The M61 Corridor (Horwich Locoworks)
  - Policy M2 – The M61 Corridor (Horwich Locoworks)
  - Policy OA1 – The Outer Areas (Horwich and Blackrod)
  - Policy OA3 – The Outer Areas (Westhoughton)
  - Policy OA4 – The Outer Areas (West Bolton)
  - Policy OA5 – The Outer Areas (North Bolton)
  - Policy OA6 – The Outer Areas (Little Lever and Kearsley)
- 1.5 Each Background Document is structured to provide information, which demonstrates the soundness of the Core Strategy as a whole through:
  - Conformity with national and regional guidance,
  - Specific evidence on which the policy approach is based.
  - How the policy approach was developed at each stage of the plan making process and a summary of representations at each of those stages
  - A statement that shows how the policies contribute to the effectiveness of the Core Strategy as a whole considering deliverability, flexibility and ability to be monitored
  - Information and guidance provided by the sustainability appraisal
  - Conclusions on soundness

- 1.6 In general, evidence is based on the following sources:
- Specific studies prepared to address issues to be covered in the LDF
  - Comments received from consultation responses
  - Information and guidance provided by the Sustainability Appraisal; and
  - Existing national, regional and local policies and strategies such as national planning policy statements or the Sustainable Community Plan
- 1.7 All documents referenced are held within the Public Examination Core Document Library.

## 2 Background

- 2.1 Policies SC1 and SC2 are specified under the Strong and Confident theme to address the provision of housing in order to meet the needs of the Borough and support its growth, whilst supporting associated community facilities and cultural activities within all neighbourhoods. These aims have a major impact on the fabric of the built environment and as such are reflected in the spatial area policies set out below. It is the intention that these neighbourhoods and new housing will be developed in a manner that builds upon existing vibrant and harmonious communities, so that Bolton continues to be a place where people from different backgrounds get on well together.
- 2.2 Policies TC2, TC3, TC4, TC5, TC8, TC9, and TC10 support residential development in particular town centre zones, either as part of mixed-use schemes, or through the specific development of residential schemes.
- 2.3 Policies RA1, RA2 and RA3 support residential development in, Inner Bolton, Farnworth and Breightmet, alongside the development and protection of leisure and recreational facilities in these areas.
- 2.4 Policies M1 and M2 support mixed-use residential development at Horwich Loco Works through a comprehensive phased delivery plan .
- 2.5 Policies OA1, OA3, OA4, OA5 and OA6 provide guidance in relation to the development of new housing in the outer areas of Horwich and Blackrod, Westhoughton, West Bolton, North Bolton and Little Lever and Kearsley. These policies also support the protection and development of cultural and leisure facilities in the areas specified.

### **Links to the Sustainable Community Strategy**

- 2.6 Policies SC1 and SC2 take forward in spatial terms the Strong and Confident priority theme set out in the Sustainable Community Strategy (SCS).
- 2.7 Policy SC1 will contribute directly to the provision of new homes and affordable homes for people on low incomes. This directly supports the drive to narrow the gap between the most and least well off, one of the two main aims of the SCS. More specifically this will be achieved through the provision of 694 dwellings per annum, around 35% of which will be affordable homes targeted at people with low incomes. The provision of new homes will be encouraged within the existing urban area, especially in Bolton town centre, regeneration areas and in mixed use developments on existing older industrial sites, ensuring that development takes place in the communities most in need of new housing stock.
- 2.8 Policy SC2 aims to ensure that that local cultural activities and community facilities are located in the neighbourhoods that they serve, supporting the Community Strategy aim of increasing the number of people who have used and benefited from cultural services. Less directly this will also influence good relations between communities, and provide opportunities for people to become more active and involved in their communities, maintaining harmony.
- 2.9 Spatial area policies are also consistent with the SCS particularly in relation to the emphasis on development in regeneration areas, and associated aims of narrowing the gap.

## **Links to the Strategic Objectives**

- 2.10 The basis of the council's strategic approach and vision is explained in Background Document BD1. Sixteen Strategic Objectives flow from the spatial vision and they are also explained in BD1. The following objectives are relevant to SC1 and SC2.
- Strategic Objective 4 - to create a transformed and vibrant Bolton town centre.
  - Strategic Objective 14 – To provide housing that meets the needs of everybody, reflecting the needs of an ageing population and a growth in the number of households.
  - Strategic Objective 15 – To focus new housing in the existing urban area, especially in Bolton town centre, Council-owned housing areas and in mixed-use developments on existing older industrial sites.
  - Strategic Objective 16 - To develop mixed communities, which encourage community cohesion and ensure access for all to community and cultural facilities.
- 2.11 The Strong and Confident policies have been framed to deliver the achievement of the vision and the Strategic Objectives 4, 14, 15 and 16.



## 3 Context

- 3.1 This section identifies the context against which the Strong and Confident policies have been prepared and the guidance, issues and evidence which have informed the final policies.

### National planning policy statements and guidance documents

- 3.2 The Core Strategy was prepared in the context of national policy PPS3 and PPS12, and the Council believes that policy SC1 is consistent with the key messages set out within PPS3 and PPS12.

#### PPS3 Housing

- 3.3 This document requires local authorities to identify broad locations and specific sites to enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision as set out in the Regional Spatial Strategy. Policy SC1 sets the housing allocation to be met up to 2026. PPS3 seeks to ensure that local planning authorities deliver a mix of household types across the plan area to meet the needs of all members of the community, and set out policies, which address the needs and demands of specific groups. PPS3 also advises on the approach towards providing affordable housing and the priority to be given to achieving the development of previously developed land. These clear directions of approach are reflected in the Core Strategy and Policy SC1.

#### PPS12 Local Spatial Planning

- 3.4 This PPS advises that the Core Strategy should seek to implement the spatial policies of the Regional Spatial Strategy and 'incorporate its housing requirement' (paragraph 2.10). Similarly, PPS3 advises that Regional Planning Guidance will set the overall level of provision to be made in each region, and a distribution to each planning authority.

#### Circular 1/06

- 3.5 In considering the needs of Gypsies and Travellers, the Council has had regard to advice in Circular 1/06, which advises that Core Strategies should set out criteria for the location of gypsy and traveller sites in the relevant Development Plan Document (DPD). PPS3 also identifies that Local Planning Authorities should plan for a mix of housing including the need to accommodate Gypsies and Travellers.

#### CLG Circular 04/2007

- 3.6 In considering the needs of Travelling Showpeople, the Council has had regard to advice in CLG Circular 04/2007. Specifically the Core Strategy should set out criteria for the location of travelling showpeople sites, which will be used to guide the allocation of sites. These criteria should also be used to determine planning applications. Criteria must not be used as an alternative to site allocations where there is an identified need

- 3.7 For both gypsy and travellers and travelling showpeople the need for pitches and plots will be specified through the ongoing partial review of the Regional Spatial Strategy and specific allocations made as necessary through the proposed Allocations Development Plan Document.
- 3.8 The Core Strategy was also produced in the context of National Policy PPS1 and the Council believes that Policy SC2 is consistent with the key messages set out within it.

## **Regional policy and evidence**

### **North West Regional Spatial Strategy**

- 3.9 Policies in this Theme have had full and proper regard to policies set out in the North West of England Plan, Regional Spatial Strategy (RSS) to 2021.
- 3.10 Policy SC1 has been developed to conform with Spatial Principles set out in policies DP1, DP2, and DP4 of the RSS through the promotion of sustainable communities by focusing housing development in the urban areas including Bolton town centre and the regeneration areas of the Borough, with a particular focus on Brownfield land. Communities should have good levels of accessibility, and community facilities should be developed that are easily accessible.
- 3.11 Within the Spatial Framework policy RDF1 establishes that the first priority for growth should be the regional centres of Manchester and Liverpool, followed by the inner areas surrounding those centres. The third priority includes the town of Bolton. Strong and Confident policies fit with the spatial framework set out in MCR1 through supporting sustainable communities in the north of the Manchester City Region. This stresses the need to develop housing that is accessible to areas of economic growth by public transport, and in the inner areas. Provision of high quality housing to replace obsolete stock is encouraged as is the refurbishment of existing stock where appropriate.
- 3.12 Strong and Confident policies have been developed to reflect the RSS Living in the North West policies L1, L2 L4 and L4, which set out the approach on culture and housing, which seeks to promote cohesive, mixed and thriving communities, where people will want to live now and in the future. They aim to deliver the objective of ensuring that everyone can have a decent home, which they can afford
- 3.13 The Strong and Confident Policies aim to develop sustainable communities through the provision of an appropriate level of quality homes, a proportion of which will be affordable and developed on brownfield land. The Core Strategy aims to deliver 80% of new housing unit on previously developed land in accordance with the NWRSS. This is supported through encouraging the development of community facilities and cultural opportunities all of which are in line with the NWRSS.
- 3.14 SC1 and SC2 will have been developed in order to be flexible enough to accommodate and respond to the findings of the RSS Partial Review 2009, and the emerging policy on gypsies and travellers and travelling showpeople. This includes possible site-specific criteria and proposed pitch and plot provision figures for inclusion in LDFs.

- 3.15 Policy provision within SC1 of the Core Strategy is based on the housing allocation set out in RSS, augmented to take account of Bolton's increased role in housing provision 2008-2017 as part of the Greater Manchester Growth Point, outlined in the Core Strategy. Bolton's annual housing target within RSS is 578 units per annum, although the target set out in the Core Strategy is 694 units per annum. This represents a 20% increase on the basic RSS target in order to meet with the Growth Points requirement.

## Other plans, strategies and evidence

### **Greater Manchester Strategic Housing Market Assessment**

- 3.16 The Association of Greater Manchester Authorities commissioned a county-wide strategic housing market assessment (SHMA). The Assessment identified four housing market areas, with Bolton being included in the North Western area with Bury, Wigan and part of Salford. This study built on our Bolton SHMA described below.

### **Greater Manchester Strategic Flood Risk Assessment**

- 3.17 Greater Manchester Authorities decided to collaborate through AGMA on the Strategic Flood Risk Assessment (SFRA) for Greater Manchester, published in 2008. The SFRA demonstrates that Bolton is at relatively low risk from fluvial flooding. In addition all the Priority 1 and 2 sites identified in the SHLAA exist in areas that occupy land away from flood risk zones. A local study will be undertaken at Level 1 and Level 2 SRRA to fully identify risks. This will include a sequential approach to identifying sites and exception test work to identify relevant mitigation measures.

### **Greater Manchester Gypsy and Traveller Accommodation Assessment**

- 3.18 The Greater Manchester Gypsy and Traveller Accommodation Assessment (GMGTAA) 2007/8 was commissioned by the Greater Manchester local authorities to undertake a comprehensive assessment of the accommodation and wider service needs of Gypsies, Travellers and Travelling Showpeople in the Greater Manchester sub region. The research findings have informed the partial review of the RSS, which will in turn set district targets for the future provision of Gypsy and Traveller and Travelling Showpeople accommodation including Bolton.

### **Bolton Strategic Housing Land Availability Assessment**

- 3.19 The Strategic Housing Land Availability Assessment (SLHAA) published by Bolton Council and Roger Tym and Partners (2008), was carried out in order to identify specifically deliverable sites and assess their potential for housing, taking into account physical and policy constraints, and market issues. Following consultation within the Council and with stakeholders a final list was reached followed by a subsequent update in 2009 that identified 373 sites over 0.25 hectares in size. The sites were placed into three categories ranging from sites that performed best in the assessment and are most deliverable to those with severe constraints.

The key findings were as follows:

- Altogether the SHLAA sites would yield 26,728 dwellings; 8191 in priority 1; 5228 in priority 2; and 13309 in priority 3.
  - In addition to this there was a supply of 5548 dwellings from all sites with existing planning permission (This figure excludes all completions) at March 2009.
  - Allowing for a non-implementation rate of 20% and for development on sites of less than 0.25ha, there are enough permissions to satisfy a 5 year requirement of housing land at the Regional Spatial Strategy rate of 578 dwellings per annum, and nearly enough at the higher rate of 694 dwellings per annum proposed in the Core Strategy Preferred Options.
  - Taking into account the Priority 1 sites, as well as planning permissions, would give enough housing land to satisfy the 5, 10 and 15 years supply of housing land for either 578 or 694 dwellings per annum.
  - Over the entire 15-year period, the additional land needed to meet the housing requirements of the Borough under the targets prescribed by the emerging RSS, can be provided entirely by sites in Priority 1a. Indeed, the Borough's 15-year housing requirement can be met just using PDL, if the more strategic PDL sites (which are over 10 ha in size) in Priority 2 are also taken into consideration. This supports the 80% development on PDL target set out in SC1.
  - Under the Growth Point scenario, it is still possible to meet the 15-year dwelling requirement without having to dip into Priority 3 sites, or indeed Priority 2 sites. However, if the 15-year requirements were to be met using only PDL sources, a significant number of priority 2 sites would be needed.
  - Additional housing will arise predominantly from four sources: Bolton Town Centre, Council Estates (through the 'Transforming Estates' project), Horwich Loco Works and conversions and redevelopments of Victorian Mills (typically lying within the central regeneration areas).
- 3.20 The Core Strategy has taken account of the SHLAA in identifying an appropriate distribution of future housing development across Bolton. The key areas for development are Bolton Town Centre, the Renewal Areas, Outer Areas and Horwich Loco Works, and the distribution of priority 1, 2 and 3 housing sites across the borough has been designed to reflect this. There is a particular focus on Bolton Town Centre, Renewal Areas (which includes Farnworth, Breightmet, and the inner area) and at Horwich Loco Works

**Table 1. Estimated number of dwellings from Priority 1 SHLAA sites that fall within the key areas for development.**

	Number of Dwellings	%
Bolton Town Centre	685	8
Renewal Areas	3332	41
Horwich Loco	1624	20
Outer Areas	2550	31
Total	8191	100

**Table 2. Supply of dwellings with permission at March 2009 (excluding completions) that fall within the key areas for development.**

	Number of Dwellings	%
Bolton Town Centre	747	13
Renewal Areas	1973	36
Horwich Loco	0	0
Outer Areas	2828	51
Total	5548	100

**Table 3. Combined dwellings from Priority 1 SHLAA sites and Housing Permissions 2009 that fall within the key areas for development.**

	Number of Dwellings	%
Bolton Town Centre	1432	10
Renewal Areas	5305	39
Horwich Loco	1624	12
Outer Areas	5378	39
	13739	100

- 3.21 Table 3 justifies the housing distribution set out in policy SC1, demonstrating that the majority of dwellings with planning permission in 2009 or from the SHLAA Priority 1 sites 2009 fall within the key areas for development. It also suggests that the dwelling

distributions specified between the key areas themselves in the Core Strategy are realistic, reflecting the proportions set out in SC1.

### **Bolton Strategic Housing Market Assessment**

- 3.22 The Strategic Housing Market Assessment (SHMA) published by Bolton Council and David Couttie Associates (2008), aims to enable the Council to understand the nature and level of housing demand and need within the Borough. It is a specific government requirement set out in PPS3 (Housing) and PPS12 (Local Spatial Planning) and will provide a robust evidence base to inform the development of policies within the Core Strategy, as well as informing the development of local housing strategy.
- 3.23 The key findings were as follows:
- There is a need to increase the level of affordable housing to 390 units per annum.
  - Section 106 agreements should seek to provide a proportion of 35% affordable housing on private development sites of 15 dwellings or more;
  - For affordable housing, property size targets should range between 50% smaller units, and 50% three and four-bedroom houses to meet the needs of single, couples and family households;
  - A major housing priority in Bolton is the need for additional social rented dwellings. The scale of need could justify the whole affordable target as social rented units, but a balanced approach is now the core of Government strategy, although a high proportion of units are still required for social rent. The target tenure balance at borough level could be split 75% social rent to 25% intermediate housing;
  - Bolton has a small level of larger family dwellings. It is important that larger family dwellings are available, as well as providing for the increasing number of small households;
  - The success of the Economic Growth Strategy, which should create higher quality jobs, will require more large units built in high-quality environments if Bolton is to attract higher levels of in-migration to support an improving economy, whilst retaining existing households who require larger units within the Borough;
  - The 65 plus age group is forecast to rise by 39.8% to 2027 and the 80 plus age group set to increase by 56.4%. This will increase demand on support services, adaptations and specialist accommodation.
- 3.24 Policy SC1 of the Core Strategy has been developed in relation to the evidence set out in the SHMA. This led to the specification of a 35% affordable housing target of all new dwellings within SC1, subject to the findings of the affordable housing viability study. 75% of these will be socially rented and the other 25% for intermediate housing. The evidence set out in the SHMA has also supported the development of a housing type breakdown within SC1 for market and social rented housing. This specifies that about 50% of dwellings are 3-bedroomed or larger, and no more than 20% (for market housing) or 10% (social rented) are 1-bedroomed, and also seeks to ensure that for intermediate housing about 20% of dwellings are 3-bedroomed, and no more than 40% are 1-bedroomed.

### **Bolton Housing Viability Study**

- 3.25 A viability study is being undertaken by A.P. Sheehan & Co to further assess the thresholds and targets for affordable housing provision. Policy SC1 is flexible enough to accommodate the findings of this study, which is due to report in late autumn 2009.

### **Bolton Council (2008) Housing Strategy 2008-2011**

- 3.26 The Bolton Housing Strategy aims to make certain that Bolton's homes and housing services meet residents' needs and aspirations, and set a clear vision for housing in Bolton. The strategy has been developed through consultation with a range of stakeholders at local and regional level, with priorities developed through the findings of Housing Needs Studies, a Private Sector Stock Condition Survey and the SHMA. The key Strategic Housing Priorities set out in the document are:
- To provide housing that is affordable and provides choice whilst meeting the needs and demands of the future
  - To create and promote communities that are sustainable and inclusive
  - To improve the quality of private sector housing
  - To promote health, well-being and quality of life
  - To strengthen our partnership approach to improve housing, services and communities.

## 4 Council Approach

- 4.1 This section charts the policy and strategy formulation process through the stages in order to demonstrate how the current proposals have been developed.

### Core Strategy Key Issues Report

- 4.2 A series of issues were identified for consideration at the Key Issues stage. Those relating to Strong and Confident policies SC1 and SC2 were:
- S3 Providing good quality affordable housing to meet the needs of local communities.
  - S4 Providing facilities for recreation and sport.
  - EC2 Providing enough land for new housing.
- 4.3 With the publication of the Key Issues Report Bolton Council provided a series of consultation opportunities for local people.
- 4.4 In summary the responses to this consultation concentrated on the development of appropriate good quality housing in the urban areas of the borough, at a range of affordability, whilst ensuring that plans are flexible and policies not detrimental to the involvement of developers. There were also responses relating to the provision of recreation, sport, community and cultural facilities across the Borough that are accessible to all. These issues were taken into consideration in the development of Strong and Confident Policies SC1 and SC2 in the Core Strategy.
- 4.5 The consultation responses at Key Issues stage also include responses made in relation to an abandoned Housing DPD. These were merged and carried forward into the Issues and Options report.

### Core Strategy Issues and Options

- 4.6 Background Document BD1 describes the Issues and Options report process and outcomes.
- 4.7 At the Issues and Options stage no options were put forward for housing because this was to be set down in the impending Regional Spatial Strategy.
- 4.8 In response to consultation on the Issues and Options Report the following main issues were taken into consideration in the development of Strong and Confident Policies SC1 and SC2 in the Core Strategy:
- Build on brownfield rather than Greenfield
  - Improve town centres and regeneration areas
  - General support against building in more rural areas
  - Opposition to take up green land in residential areas



- Many negative responses in relation to apartment style accommodation in town centres
- Improved provision of cultural and community facilities.

## **Core Strategy Preferred Options**

- 4.9 Following the Issues and Options stage, policies were drafted under the Strong and Confident theme, and consulted upon throughout the Preferred Options.
- 4.10 The Council's preferred spatial option is for concentrated urban development, with an element of peripheral development consisting of Green Belt land at Cutacre.
- 4.11 The Preferred Option's approach to housing reflects this emphasizing the concentration of development in the existing urban area, specifically in town centres, in regeneration areas and at Horwich Loco Works.
- 4.12 In response to consultation on the Preferred Options Report the following main issues were identified and taken into consideration in the development of Strong and Confident Policies SC1 and SC2 of the Core Strategy:
- Need to consider flood risk and results of SFRA Level 2 before allocating sites.
  - Support for development in urban areas and renewal areas.
  - Some consideration of Greenfield development, but general preference for brownfield.
  - Need for realistic affordable housing target.
  - Develop a housing trajectory and phasing plan.
  - Some specific consideration required in relation to large development at Horwich Loco Works.

## **Sustainability Appraisal**

- 4.13 Following a sustainability appraisal of the Preferred Spatial Option the following comments were made in relation to SC1 and SC2, contributing to their development:
- The LDF seeks to provide housing that meets everybody's needs. The LDF should include appropriate affordable housing policies. This links in with the 'Transforming Estates' work and other work to provide shared ownership and mixed tenure developments. By providing mixed tenure and different house types; people can choose where to live.
  - The LDF can help to support the voluntary and community sector by providing community spaces. The LDF will not encourage volunteering opportunities, but the consultation process will encourage people to get involved in decision making.
  - Development has the potential to impact on local communities. Clearly different interest groups and communities have conflicting needs and wishes for development. Although it is not always possible to avoid these conflicts; extensive

consultation and engagement with local communities can ensure that development is sited in the most suitable location.

- The preferred option promotes development in the Renewal Areas, which should improve the fabric of these neighbourhoods. It is assumed that development generally, will provide more cultural opportunities, but this will greatly depend on what development comes forward and what is developed. Transport policies should be in place to ensure cultural opportunities are available to all.

4.14 The Sustainability assessment identified the following key tensions in relation to SC1 and SC2:

- There may be tensions between the objectives of 'Cleaner and Greener' Bolton and Strategic Objective 11 'to provide housing that meets the needs of everybody reflecting the needs of an ageing population and a growth in the number of households'. This is due to the pressure on the environment through the building of houses.

## 5 Conclusions

### Summary of policy formulation

- 5.1 Policy SC1 was generated through the requirement to deliver a housing target as set out in the RSS. This target has been subdivided following specific studies to provide an affordable housing element. The distribution of housing set out within the policy has been shaped by SCS objectives together with consultation at the Preferred Options stage and evidence set out in the relevant studies. This favours development in urban and brownfield areas.
- 5.2 Policy SC2 supports SC1 through the encouragement of community facilities and cultural activities to aid cohesion within the urban and deprived areas in line with the SCS.

### Soundness

- 5.3 The council considers Strong and Confident policies SC1 and SC2 and their contribution to the overall Core Strategy sound as they are:

### Consistent with National Policy

- 5.4 This Background Document shows that the spatial vision and objectives are in accordance with national policy.

### Justified

- **Founded on robust and credible evidence base**

- 5.5 This Background Document shows that the policy is based on a robust and credible evidence base including the local and regional Strategic Housing Market Assessments and Housing Land Availability Assessments, and the results of public consultations. Representations have been accounted for and incorporated in to the policy.

- **The most appropriate strategy when considered against the reasonable alternatives**

- 5.6 This Background Document shows that the Council has chosen a policy that best reflects the available evidence. It also shows that the Council has developed this policy through a process of publicly consulting upon the contents of the strong and confident policies, and then adjusting them to reflect consultation responses. The policies have also been objectively assessed through the Sustainability Appraisal and Environmental Impact Assessment.

### Effective

- **Deliverable**

- 5.7 The strong and confident policies will be delivered by Bolton Council through the development control process. Any complaints relating to them will be dealt with by planning enforcement. Changes in levels of house building affected by the recent

unavailability of credit will be managed through the delivery of targets over a long term plan and targets which can be balanced to meet needs over the plan period.

- **Flexible**

- 5.8 The strong and confident policies are flexible because they identify several key areas for development and allow for housing completions figure to vary annually towards meeting the eventual overall target.

- **Capable of being monitored**

- 5.9 Very clear targets have been set for policies SC1 and SC2, with systems already in place to enable their monitoring and subsequent reporting within the Council's AMR.
- 5.10 Bolton Council feels this approach is sound and consistent with the North West Regional Spatial Strategy, the Core Strategy Vision and national planning policy guidance. As a result, the Council believes no changes are necessary to make the plan sound.

<b>Measuring Delivering – Strong and Confident - Housing (SC1)</b>
<b>Strategic Objectives met:</b> SO14, SO15
<b>Indicators (and targets)</b>
Net additional dwellings for the current year (694 per year) Net additional dwellings total subdivided into Bolton Town Centre, Renewals Areas, Horwich Loco Works and Outer Areas Percentage of new and converted dwellings on previously developed land (80%) Percentage of new dwellings completed at more than 30 dwellings per hectare (Gross) Affordable housing completions (243 per year)
<b>Flexibility and phasing</b>
The development of new dwellings should average 694 per year throughout the plan period. The other indicators are also expected to be broadly constant. Monitoring will determine whether this is the case. If the development of new dwellings falls significantly below the target for several years, then the Council will work with other implementation bodies to bring forward more housing. If there is a new target for new dwellings for Bolton in the plan period, for example set in a new regional strategy, then the spatial focus in Bolton will remain the same, unless the target is too great to accommodate within the urban area, in which case a Core Strategy Review will be necessary.

<b>Measuring Delivering – Strong and Confident - Cultural and Community Provision (SC2)</b>
<b>Strategic Objectives met:</b> SO16
<b>Indicators (and targets)</b>
Percentage of residents who feel that people from different backgrounds in their area get along (74% in 2010/11, 75% in 2011/12, 80% in 2017/18)
<b>Flexibility and phasing</b>
Future demand for cultural and community facilities may be variable, but this policy allows for changes in phasing and specific locations