

# Housing

- Introduction
- Strategy, objectives and targets
- Policies and proposals
  - H1 - Housing land provision
  - H2 - Housing environment and design
  - H3 - Incompatible uses in residential areas
  - H4 - Housing needs
  - H5 - Housing improvement

## Introduction

The role of the UDP in meeting the housing needs and demands of the Borough's current and future population, is largely restricted to the allocation of an adequate supply of land to meet new housing requirements, and the setting of criteria to guide the development of housing in the best interests of residential amenity.

Since the late 1960's, Bury has seen substantial residential development in line with the general movement of population from the core of the conurbation to the fringes. Today, Bury is a popular residential area with many people commuting to work outside the Borough.

The Secretary of State's Strategic Guidance for Greater Manchester, following advice from the Association of Greater Manchester Authorities, now places a greater emphasis on the retention of population within the urban areas of the conurbation. This policy has a special focus on the inner areas of the conurbation where the aim is to aid urban regeneration. In this way it is intended to contain future housing development within the urban area as far as possible, whilst avoiding large scale fringe development.

Consequently, Strategic Guidance was specific in setting levels for new house building in all Greater Manchester districts, and in the case of Bury called for a minimum net increase in the housing stock of 4,000 new dwellings between mid-1986 and mid-2001. However, subsequent consideration of Bury's housing requirement by the UDP Inspector has resulted in Bury's net housing requirement now being set at 6,700 new dwellings between mid-1986 and mid-2001. In line with Government national planning advice, the amount of housing land identified in the UDP will not only take account of the net housing requirement, but also the need to provide a housing land supply which allows for flexibility and choice in its development, and also makes provision for the replacement of cleared dwellings.

In controlling the amount of housing development through the UDP, the Council will be especially concerned with ensuring that sufficient accommodation is provided for those in housing need. In common with many other local authorities, the affordability of the housing stock has become an especially important issue. Owing to the restricted ability of the Council to build accommodation itself, the continuing need for low cost and specialist housing will be met in the main by housing associations and the private sector, where appropriate in partnership with the Council.

The UDP also recognises the importance of the existing housing stock and the need for it to be maintained in a good condition. In particular, it is recognised that the improvement and renewal of the older housing stock will make an important contribution to the objective of achieving urban regeneration and will do much to enhance the image of the Borough, not only in the eyes of local residents, but also in the eyes of potential visitors and investors.

## **STRATEGY, OBJECTIVES AND TARGETS**

### **Strategy**

The movement of people to the fringes of the conurbation has in the past brought pressure for the release of large areas of open land for housing in Bury. Such pressure has increasingly come into conflict with the need to preserve the countryside, areas of urban open space and areas of recreational usage.

Over the Plan period, however, it is intended to emphasise the development of new housing within the existing urban area and to resist pressures for the development of open land over and above that already committed.

By limiting new house building in Bury, the Borough will be making an important contribution to the urban regeneration objectives for Greater Manchester as a whole. Restricting "green field" development in Bury will hopefully encourage more development to take place within the inner areas of the conurbation, whilst the reduced loss of open land will bring environmental benefits to the Borough.

Overall, the UDP's housing policies have three important aims. Firstly, they must ensure that sufficient land is available to accommodate housing needs and demands in the Borough in the period up to 2001. Secondly, they must establish policies to protect and enhance residential amenity especially through encouraging high standards of design for all new housing developments. Thirdly, the policies of the UDP need to establish a framework for the improvement of the housing stock and the wider housing environment. Objectives and Targets

To achieve the broad aims for the housing policies set out in the Strategy, a number of more detailed objectives and targets have been identified below. Each of these objectives has been listed, followed by the relevant targets. It should be noted that some of the targets may relate to more than one objective, and where this occurs the target has been listed with what is felt to be the most appropriate objective.

### **Objective 1: To identify sufficient land for housing to meet the housing requirement set for the Borough.**

- Making provision for the building of 7200 dwellings over the period mid-1986 to mid-2001.

### **Objective 2: To develop a housing stock which reflects the guiding principles of Strategic Guidance.**

- The location of residential development within and well related to the urban area.
- The resistance of housing development on protected open space.

### **Objective 3: To develop a housing stock which reflects the needs and demands of the Borough's population.**

- The development of a wide range of housing types and tenures, both on individual sites and in particular locations.
- The identification of sites whose locational characteristics make them especially suitable to needs based housing development.
- The development of joint schemes with the private sector, housing associations and other agencies, through negotiation and agreement.

### **Objective 4: To improve the quality and amenity of residential areas in the Borough.**

- The development of new housing, and the conversion and alteration of residential property, in a manner consistent with Council design guidelines.

- The control of conflicting uses in a manner which minimises the effect on residential amenity.

**Objective 5: To improve housing conditions and the housing environment.**

- The development of Renewal Areas in line with the UDP's policies and proposals.
- The promotion of urban renewal and housing improvement outside Renewal Areas as resources allow.

**POLICIES AND PROPOSALS**

The detailed development control policies and proposals concerning housing are presented below. Following each of the policies there is a reasoned justification. The appropriate general land use policies, or Part I policies which can be found collectively in Part I of the Plan, are included in this section preceding the relevant Part II policies. The reasoned justifications for these policies are also included here.

**H1 - HOUSING LAND PROVISION**

**The Council will ensure that sufficient land is identified to allow for the development of 7,200 new dwellings within the period mid-1986 to mid- 2001.**

**Justification**

The housing land requirements given in this policy have been set in accordance with the principles established by Strategic Guidance for Greater Manchester and the recommendations contained in the UDP Inspector's Report.

In accordance with the findings of the UDP Inspector land is made available to cater for an increase in the housing stock of 6,700 new dwellings between mid-1986 and mid-2001. In addition, an allowance has to be made for the replacement of housing lost through clearance over this period. For Bury it is estimated that this will result in a need to release sufficient land to accommodate an additional 484 dwellings. This figure is based upon 134 dwellings cleared between 1986 and 1991 plus an allowance of 35 dwellings per annum over the period 1991 - 2001.

Thus under Policy H1 the Council will seek to maintain a supply of land sufficient to accommodate 7,200 dwellings (rounded) over the period 1986 - 2001. The current estimated total housing land supply for the period 1986 - 2001 is sufficient to accommodate 7,443 dwellings.

	Dwellings
Land allocated for housing on the Proposals Map (excluding Opportunity Sites)	1,813
Dwelling completions between mid-1986 and mid-1992	3,091
Dwellings available on large sites under construction (mid 1992)	1,029
Expected completions on small sites (less than 0.40 ha) 1992 - 2001 at 107 units per annum	963
Expected completions on sites 0.40 ha.-1.00 ha., 1992-2001 at 40 units per annum	360
Opportunity Sites*	187
<b>Total Housing Land Supply 1986-2001</b>	<b>7,443</b>

\* Within the housing land allocations there are four Opportunity Sites which could be developed for a number of uses, including residential. The figure given here represents the possible contribution to the housing land supply if these sites were to be fully developed for residential use.

The housing supply exceeds the requirement by 243 dwellings. This is considered sufficient to allow for a level of flexibility and choice in the development of housing sites. The development of this

supply will be closely monitored in order to ensure that the requirement can be met and there is provision for a degree of choice.

### **H1/1 - Housing Land Allocations**

Land for residential development on sites of 0.40 hectares (ha.) and above is allocated as follows:

#### H1/1/1 - Land to the North of Carr Street, Ramsbottom (1.25 ha., 25 dwellings).

This part Council and part privately owned site lies within Ramsbottom Town Centre and is suitable for low cost housing. The developer will be required to provide a buffer zone between the housing development and the adjacent lodge to the west of the site to the satisfaction of the Local Planning Authority.

#### H1/1/2 - Carr Street, Ramsbottom (0.60 ha., 13 dwellings).

A privately owned site overlooking Ramsbottom Town Centre. Full planning permission was granted in October 1992.

#### H1/1/3 - Mill Site, Square Street/Kay Brow, Ramsbottom (0.43 ha., 10 dwellings).

This Opportunity Site within Ramsbottom Town Centre is suitable for business (B1), office, leisure, tourism and housing uses. See also Economy Proposal EC1/2/2, and Recreation and Tourism Proposal RT4/1/2.

#### H1/1/4 - Durham Drive, Ramsbottom (1.42 ha., 33 dwellings).

A privately owned area of open land adjoining a residential area, this site received reserved matters approval in October 1992. Any development should not adversely affect an adjoining Site of Biological Importance (SBI).

#### H1/1/5 - Garden City, Holcombe Brook (2.29 ha., 55 dwellings).

This is a slightly sloping site, which is currently used for sheep grazing. The developer will be required to provide and lay out a single recreation area, identified on the Proposals Map as Recreation and Tourism Proposal RT2/1/3, suitable for a playing pitch and ancillary facilities such as car parking and clubhouse, to maintain a landscaped pedestrian link to the Summerseat Lane Recreation Area and to provide pedestrian links to Oak Avenue and to Holcombe Brook Primary School. A Tree Preservation Order exists on part of the site. Public footpath no. 92 crosses the site and public footpath no. 93 abuts the site's northern boundary.

#### H1/1/6 - Holhouse Lane, Greenmount (0.55 ha., 9 dwellings).

A flat grassed site bounded by trees and in private ownership. The site is situated within a good quality residential area and any development will be expected to complement the character of the site's surroundings. Outline planning permission was granted in March 1993.

#### H1/1/7 - Rear of Nailers Green Hotel, Greenmount (1.05 ha., 12 dwellings).

This site comprises an isolated area of farmland and an existing farmhouse within a residential area and is considered suitable for housing development.

#### H1/1/8 - Land Adjacent to Tottington High School, Tottington (1.90 ha., 50 dwellings).

A privately owned site with planning permission. The developer will be required to provide for the replacement of the allotment gardens to the satisfaction of the Local Planning Authority.

#### H1/1/9 - Sunnywood Lane, Tottington (0.77 ha., 10 dwellings).

Consisting of a caravan storage area and vacant land, this site is considered to be suitable for residential development.

#### H1/1/10 - Land off Bury Road, Tottington (3.40 ha., 60 dwellings).

This site comprises an area of undulating grassland currently in agricultural use. Within the site along its south-west boundary lies an area of allotments. The developer will be required to provide for the replacement of all genuine allotment gardens either within the site or to make satisfactory alternative

provision in a suitable location. The dwelling capacity of the site is limited to 60 dwellings, a figure prescribed by the UDP Inspector to reflect access constraints. Development of the site should also take account of the Wildlife Corridor which is identified across part of the site (see Environment Policy EN6/4).

H1/1/11 - Booth Street, Tottington (1.00 ha., 20 dwellings).

A sloping site part of which received outline planning permission in June 1991. Access will be partly over Council owned land on Sycamore Road. A public footpath (No. 88) crosses the site. Any development of this site should have regard to the existence of lock-up garages and small garden areas which lie within the southern part of the site and the possible need for their replacement.

H1/1/12 - Land West of Tottington Road, Bury (0.68 ha., 15 dwellings).

An unused area of land in private ownership. Part of the site has full planning permission for one house which was granted in August 1992. Vehicular access shall be via Dorning Street.

H1/1/13 - Fern Grove, off Rochdale Old Road, Bury (2.50 ha., 62 dwellings).

A privately owned site with a public footpath (No. 50) crossing the site. The site is considered suitable for low cost housing.

H1/1/14 - Fairfield Drive, Bury (1.15 ha., 50 dwellings).

A privately owned site consisting of a former playground and open pasture. Reserved matters for 10 flats on part of the site was approved in May 1993.

H1/1/15 - Newbold Street, Elton, Bury (0.49 ha., 12 dwellings).

A privately owned area of open land which received outline planning permission in September 1991. Access is via an area of land in Council ownership.

H1/1/16 - Dow Lane, Bury (0.54 ha., 16 dwellings).

An area of open land in private ownership. The site received full planning permission for residential development in April 1993.

H1/1/17 - Haig Road Lodge, Bury (0.50 ha., 11 dwellings).

This site is in private ownership and consists of a partially drained lodge. Outline planning permission was granted in November 1991. Filling of the lodge would be required before development could commence.

H1/1/18 - Buller Street, Bury (1.38 ha., 35 dwellings).

This site comprises a rough area of vacant land close to Bolton Road. The site is in part Council and part private ownership, and is suitable for a mixed housing development. The railway cutting, which forms part of the site, includes a proposal for a recreation/cycle route (see Highways and Transportation Proposal HT6/3/2 and Recreation and Tourism Proposal RT3/4/2), and should be retained to help to maintain the existing wildlife corridor. The adjacent SBI should be protected.

H1/1/19 - Southbank Road, Bury (0.65 ha., 20 dwellings).

This site lies within Bury Town Centre and consists of vacant land abutted by the East Lancashire Railway (Heywood Link). Full planning permission for residential development was granted in March 1993.

H1/1/20 - Openshaw Fold Road, Bury (1.50 ha., 38 dwellings).

An area of vacant land in private ownership. This site is considered to contain features of ecological value. Any development should seek to retain these features and incorporate them into any development in line with Environment Policy EN6/3. It should be noted that the layout of any development on this site may also be affected by the presence of a trunk sewer and high pressure gas main, and the proximity of the adjacent Metrolink railway line. The site is considered to be particularly suitable for affordable housing.

H1/1/21 - Land Off Gigg Lane, Bury (6.54 ha., 102 dwellings).

This is an Opportunity Site suitable for employment and/or housing uses. This site is considered to contain features of ecological value. If possible, any development should seek to retain such features as they exist or relocate them within the identified wildlife corridor, which passes through the site. In this respect regard should be had to Environment Policies EN6/3 and EN6/4. Developers will be required to incorporate the river frontage into the design of any development, including the provision of landscaping, in a sensitive manner. In terms of access, public footpaths Nos. 65 and 68 and bridleway No. 67 pass through this site. In accordance with Environment Policy EN10/2, the developer will be required to provide public access along the riverside. This should be designed to form a section of the proposed recreational/cycle route running through the Roch Valley (see Recreation and Tourism Proposal RT3/4/3 and Highways and Transportation Proposal HT6/3/3). See also Economy Proposal EC1/1/11.

H1/1/22 - Gigg Lane, Bury (5.87 ha., 146 dwellings).

A substantial area of Council owned land with potential for a range of house types. In particular, developers will be expected to provide an element of affordable housing. Outline planning permission was granted in October 1992. Owing to its position alongside the River Roch, which forms part of a wildlife corridor (see Environment Policy EN6/4), developers will be required to incorporate the river frontage into the design of any development, including the provision of landscaping, in a sensitive manner. This site is considered to contain features of ecological value. Any development should seek to retain these features and incorporate them into any development in line with Environment Policy EN6/3. Public footpaths Nos. 68 and 69 abut the site. In accordance with Environment Policy EN10/2, the developer will be required to provide public access along the riverside. This should be designed to form a section of the proposed recreational/cycle route running through the Roch Valley (see Recreation and Tourism Proposal RT3/4/3 and Highways and Transportation Proposal HT6/3/3).

H1/1/23 - Heaton Grove, Manchester Road, Bury (1.05 ha., 36 dwellings).

A site containing a Listed Building. Listed Building Consent and full planning permission for the redevelopment of the building and grounds has been granted. A Tree Preservation Order affects part of the site.

H1/1/24 - Land at Hollins Mount Farm, Unsworth, Bury (6.74 ha., 140 dwellings).

This site represents a substantial area of open land in Council ownership. The Council will expect some of the natural features of the site to be retained in any development. The adjacent SBI's should be protected. A public footpath (No. 84) crosses the site. Outline planning permission for residential development was granted in November 1991.

H1/1/25 - Howard Hill/Hollins Lane, Bury (0.70 ha., 15 dwellings).

An area of vacant land in multiple ownership overlooking Bury Golf Course. Outline planning permission for residential development was granted in January 1993.

H1/1/26 - Manchester Road, Bury (1.45 ha., 26 dwellings).

A large area of land in private ownership. Part of the site lies within an important wildlife corridor and this should be taken into account in any development of the site in accordance with Environment Policy EN6/4. Developers should also ensure that public access to the riverside is maintained in line with Environment Policy EN10/2. This access should include a section of the proposed recreational/cycle route running through the Roch Valley (see Recreation and Tourism Proposal RT3/4/3 and Highways and Transportation Proposal HT6/3/3). Vehicular access to the site may require junction improvements on Manchester Road. This site contains archaeological remains including the remains of the old Blackford Bridge. Any development proposals may need to take account of these remains in accordance with Environment Policies EN3/1 and EN3/2.

H1/1/27 - Victoria Mill, Parr Lane, Bury (0.51 ha., 40 dwellings).

Set in a predominantly residential area, this privately owned site has been cleared of its former use. Full planning permission for 40 flats was granted in November 1989.

H1/1/28 - Cemetery Road, Radcliffe (7.20 ha., 183 dwellings).

A privately owned site adjacent to the Withins Park housing development. Phase 1 received full planning permission in May 1992.

H1/1/29 - Bury Street, Radcliffe (0.40 ha., 14 dwellings).

This housing association site received full planning permission in October 1992.

H1/1/30 - Smyrna Street, Radcliffe (1.00 ha., 25 dwellings).

A privately owned site within the Radcliffe Renewal Area. The site was previously occupied by industrial buildings which have been demolished. The development of this site would complement wider redevelopment proposals in the Smyrna Street area. The site is considered to be particularly suitable for affordable housing.

H1/1/31 - Holland Street, Radcliffe (0.72 ha., 31 dwellings).

A site which received full planning permission for a housing association development in November 1992.

H1/1/32 - Seddon Street, Radcliffe (0.52 ha., 13 dwellings).

This privately owned site lies in the Radcliffe Renewal Area and is especially suitable for low cost housing. Owing to its position alongside the Manchester, Bolton and Bury Canal, public access to the tow path will be required. Development should be integrated into the canal corridor, respecting the relatively open and well vegetated character along this particular stretch of canal. This is likely to involve a 3 to 4 metre wide strip of planting along the tow path. As an SBI, the canal should be protected.

H1/1/33 - Bowker Street, Radcliffe (0.60 ha., 15 dwellings).

Lying in the Radcliffe Renewal Area and adjacent to the Manchester, Bolton and Bury Canal, this proposal involves the relocation of the existing industrial uses and redevelopment for residential use. Public access to the tow path is required at the west end of the site. The siting and design of the development should complement its canalside setting. As an SBI, the canal should be protected. This site is considered to be particularly suitable for affordable housing.

H1/1/34 - Bankfield Mill, Pitt Street, Radcliffe (0.57 ha., 20 dwellings).

This site is situated in a residential area. The majority of the site is in private ownership with a small area owned by the Council. Outline planning permission for residential development was granted in March 1991.

H1/1/35 - Land South of Church Street West, Radcliffe (1.64 ha., 54 dwellings).

Part of the Radcliffe Renewal Area, this site is shown on the Proposals Map as an Opportunity Site where more than one type of use is acceptable. Residential use is considered especially suitable; part of the site has full planning permission for a housing association development, approved in October 1992. However, office, business (B1) and retailing uses are also considered suitable. Consequently the site is also allocated under Economy Proposal EC1/2/11 and Shopping Proposal S3/1/19. Owing to its position alongside the River Irwell, developers will be required to incorporate the river frontage into the design of any development, including the provision of landscaping and public access to the riverside in line with Environment Policy EN10/2. The provision of recreational space may also be sought. The site is in part private and part Council ownership. Any development would have to meet a high standard of design at this important gateway to the town centre.

H1/1/36 - Johnson Street, Radcliffe (4.00 ha., 75 dwellings).

A large area of undulating open land overlooking Stand Golf Course. The vast majority of the site is in private ownership. The adjacent SBI's, which lie directly to the east of the site, should be protected in accordance with policies under Environment Policy EN6. The developer will be required to layout the adjoining area as a casual/informal play area in accordance with Recreation and Tourism Proposal RT2/1/9.

H1/1/37 - Lily Hill Street, Whitefield (0.50 ha., 26 dwellings).

A privately owned site in a predominantly residential area. Full planning permission was granted in January 1992.

H1/1/38 - Ribble Drive, Whitefield (0.41 ha., 10 dwellings).

An area of vacant land in a residential area close to local amenities. The site is partly owned by Manchester City Council and partly owned by Bury MBC. Outline planning permission was granted in January 1992.

H1/1/39 - Albert Road, Whitefield (0.50 ha., 24 dwellings).

This privately owned site received full planning permission for residential development in April 1992.

H1/1/40 - Albert Road/Hazel Road, Whitefield (2.26 ha., 55 dwellings).

A former college site now surplus to educational requirements, this site contains existing recreational facilities which are used by the wider community. Developers will be required to safeguard these facilities or provide alternative provision in developing this site. An area of land adjoining this allocation has been identified for alternative provision, see Community Facilities Proposal CF1/1/3.

H1/1/41 - Land South of Albert Road, Whitefield (6.16 ha., 129 dwellings).

A large area of open land in Council ownership. Suitable for a mixed residential development.

H1/1/42 - Hodder Way, Whitefield (1.48 ha., 14 dwellings).

Privately owned, this flat vacant site is constrained by noise levels from the M60 and the need to protect the line of the Haweswater aqueduct which passes through part of the site. It is considered, however, that these constraints can be overcome by the appropriate location of open space in any development.

H1/1/43 - Cedar Avenue, Whitefield (1.25 ha., 20 dwellings).

This site comprises an open field, farmyard and workshops. Outline planning permission was granted in June 1991.

H1/1/44 - St. Margaret's Road, Prestwich (0.70 ha., 27 dwellings).

A level area of land situated in a pleasant residential area, this site received full planning permission for residential development in November 1992.

H1/1/45 - Prestwich Hospital, Prestwich (4.59 ha., 120 dwellings).

A large site which has become available through the proposals for the redevelopment for Prestwich Hospital. Outline planning permission granted in April 1993.

H1/1/46 - Land off Heys Road, Prestwich (0.76 ha., 18 dwellings).

A privately owned area of open land which received full planning permission in December 1989.

H1/1/47 - Kenyon Lane/Henry Street, Prestwich (0.54 ha., 13 dwellings).

Currently an industrial premises set within a predominantly residential area, this privately owned site was granted outline planning permission for residential development in July 1991.

H1/1/48 - Church Lane, Prestwich (0.82 ha., 21 dwellings).

A vacant area of land in Prestwich Town Centre which is an Opportunity Site suitable for housing and employment uses. See also Economy proposal EC5/2/3. A high standard of design is required for this site in the St Mary's Park Conservation Area.

H1/1/49 - Butterstile Lane, Prestwich (1.92 ha, 32 dwellings).

A privately owned area of open land with planning permission for residential development.



### **Justification**

Housing Proposals H1/1/1 to H1/1/49 identify land for 2,000 new dwellings. This represents the supply of land currently available for residential development on large sites (0.40 hectares and over) as identified on the Proposals Map.

### **H1/2 - Further Housing Development**

**The Council will have regard to the following factors when assessing proposals for housing development on sites not identified on the Proposals Map:**

- **the need to direct development towards the urban area;**
- **the availability of infrastructure;**
- **the need to avoid the release of peripheral open land, unless this can be shown to be consistent with urban regeneration;**
- **the suitability of the site in land use terms with regard to amenity, the nature of the local environment and surrounding land uses;**
- **other policies and proposals of the Plan.**

### **Justification**

Apart from those large housing sites identified on the Proposals Map, other potential housing sites will arise over the Plan period. These sites may either be small sites (that is those less than 0.40 ha.), for which an allowance of 107 units per annum has been made in the residential land supply, or large "windfall" sites which are currently unknown. With regard to large "windfall" sites, an allowance of 40 units per annum has been made for sites coming forward in the range of 0.40 - 1.00 hectares. As with the small sites allowance, this has been based on past completions on such sites. The development of sites for housing over and above those allocated in the Plan is, therefore, not precluded. It is important, however, that the development of small sites and large "windfall" sites contributes to the objectives of urban regeneration and concentration, whilst making efficient use of the existing infrastructure. It is particularly important that development allowed under this policy does not damage the local environment or detract from the amenity of existing residential areas or other surrounding land uses.

### **H1/3 - Provision for Gypsies and Travellers**

**The Council will monitor the land use needs of gypsies and travellers, and in considering proposals for new sites, will wish to ensure that they are:**

- **located within a reasonable distance of medical and community facilities;**
- **accessible to public transport;**
- **accessible to infrastructure;**
- **located in such a way as not to have an unacceptable adverse effect on the amenity of neighbouring properties and their occupants.**

### **Justification**

The Council will continue to monitor the land use needs of gypsies and travellers. If a need for a new site is identified, it should meet the criteria expressed above in order to provide a suitable quality of living environment whilst respecting the amenities of adjoining land users.

## **H2 - HOUSING ENVIRONMENT AND DESIGN**

**The Council will encourage good design in all residential development.**

### **Justification**

Where residential development takes place, be it new development, conversions, or alterations to existing properties, it will be important to ensure that it is appropriate to the character and amenity of the surrounding area. It is especially important for new housing developments to be well integrated with the surrounding land uses and well related in their scale and location.

To ensure that future housing development accords with these principles it is necessary for the UDP to establish an appropriate policy framework by setting general criteria which development will be expected to meet. On certain sites the Council may issue development briefs covering such matters as residential character and the type of development considered suitable. Design guidance will also be given on conversions and alterations to existing residential properties. Any guidance issued will be consistent with the Plan and will be cross referenced to relevant policies and proposals. It will be subject to statutory procedures, issued separately and made publicly available so that its status is made clear.

### **H2/1 - The Form of New Residential Development**

**All new residential development will be expected to make a positive contribution to the form and quality of the surrounding area. Factors to be considered when assessing proposals will include:**

- **the height and roof type of adjacent buildings;**
- **the impact of developments on residential amenity;**
- **the density and character of the surrounding area;**
- **the position and proximity of neighbouring properties;**
- **the materials to be used in proposed developments, especially their colour and texture.**

#### **Justification**

This policy is intended to establish a basis for assessing the impact of proposals for new residential development upon the surrounding environment. Such development will be assessed in terms of its relationship to its setting and by reference to the quality and character of the surrounding environment. In addition, it is essential that reasonable standards of privacy and residential amenity are maintained for neighbouring residents. In this way it is hoped that it will be possible to balance the continued demand for housing with the need to improve the quality of life for the Borough's residents.

### **H2/2 - The Layout of New Residential Development**

**New residential development will be required to demonstrate acceptable standards of layout. Factors to be considered when assessing proposals will include:**

- **car parking provision;**
- **access for both vehicles and pedestrians, and provision for public transport;**
- **the possible need for traffic calming measures;**
- **density;**
- **space about and between dwellings;**
- **landscaping and screening;**
- **protection/provision of trees and hedgerows;**
- **open space/children's play areas;**
- **design for safety and security;**
- **access/facilities for the disabled;**
- **the existence of any public rights of way.**

#### **Justification**

This policy is concerned with ensuring that good standards of layout are maintained within residential development in order to provide a good quality residential environment. Many of the factors listed in this policy are considered in detail in other policies of the Plan. In particular, the following policies are considered relevant:- Environment Policies EN1/3 - Landscaping Provision; EN1/5 - Crime Prevention; and EN6/3 - Features of Ecological Value; Recreation and Tourism Policy RT2/2 - Recreation Provision in New Housing Development; Highways and Transportation Policies HT2/4 - Car Parking and New Development; HT3/3 - Design of Roads for Bus Routes; HT5/1 - Access for Those with Special Needs; and HT6/1 - Pedestrian and Cyclist Movement.

It should also be noted that in connection with factor (c), the layout of residential developments should incorporate speed reduction measures where appropriate and in connection with factor (k), the re-routing of public rights of way along estate roads should be avoided in accordance with Department of the Environment Circular 2/93 - Public Rights of Way. Where appropriate, the Council will prepare planning briefs to provide detailed site specific guidance for developers on the factors listed in the Policy.

### **H2/3 - Extensions and Alterations**

**Applications for house extensions and alterations will be considered with regard to the following factors:**

- **the size, shape, design and external appearance of the proposal;**
- **the character of the property in question and the surrounding area;**
- **the amenity of adjacent properties;**
- **visibility for pedestrians, cyclists and drivers of motor vehicles.**

#### **Justification**

This policy is concerned with ensuring that extensions and alterations to residential properties are of a high standard. Extensions and alterations to dwellings, including garden extensions and garages, can be visually intrusive; restrict daylight, privacy and outlook to neighbouring properties; and unacceptably reduce the available garden area. For all these reasons it is necessary to adopt standards to control the design, form and size of proposed extensions and alterations to ensure that they are sympathetic in nature with the original building and surrounding area. The Council will issue more specific guidance on these matters as necessary.

### **H2/4 - Conversions**

**Applications for the conversion of buildings into two or more self contained units, or the conversion of a building into a house of multiple occupation, will be considered with regard to the following factors:**

- **the effect on the amenity of neighbouring property through noise, visual intrusion, the position of entrances, impact of parking areas, extensions and fire escapes;**
- **the general character of the area and the existing concentration of flats;**
- **the amenity of occupants;**
- **the effect on the street scene of any changes to the external appearance of the building;**
- **car parking and servicing requirements.**

#### **Justification**

Given the trend towards smaller households, the conversion of buildings into self contained units and houses in multiple occupation can be an effective way of providing small, relatively low cost accommodation. However, it is necessary to ensure that dwelling standards are maintained and to ensure that, generally, an over provision of such property does not adversely affect the need to maintain a good mix of housing types, or adversely affects the character and amenity of residential areas. The car parking requirements in factor (e) should accord with the Council's car parking standards referred to under Highways and Transportation Policy HT2/4 - Car Parking and New Development and set out in Appendix 4 of the Plan.

### **H2/5 - Conversion of Residential Property to Hotels and Guest Houses**

**Applications for the conversion of dwellings or redevelopment to provide hotels and guest houses will be considered with regard to the following factors:**

- **the effects on residential amenity and the character of the surrounding area;**

- **the provision for car parking and servicing;**
- **the storage and disposal of refuse.**

### **Justification**

The Council acknowledges that hotel and guest house accommodation is required to cater for the needs of short stay visitors, business needs and the needs of tourists. This policy is intended to ensure that proposals for the conversion of existing residential dwellings to such accommodation are sympathetic to the amenity and character of the area in which they are located. The car parking requirements in factor (b) should accord with the Council's car parking standards referred to under Highways and Transportation Policy HT2/4 - Car Parking and New Development and set out in Appendix 4 of the Plan.

### **H2/6 - Garden and Backland Development**

**The Council will not permit proposals which will result in the loss of private gardens and backland for infill development unless such proposals can be shown not to adversely affect the character and amenity of the area.**

**When assessing proposals, special regard will be given to:**

- **the concentration of such development in the surrounding area;**
- **the relative density of the proposal to that of the surrounding area;**
- **the impact on neighbouring properties and the local environment;**
- **access arrangements.**

### **Justification**

Concentrating development within the urban area will create increased development pressures. This is already in evidence within the southern areas of the Borough which now provide relatively few easily developable housing sites. Such pressures can be expressed through the increased development of areas of land such as large gardens and grounds, and landlocked backland sites which are often the subject of infill development or redevelopment. This may lead to unacceptably high densities which over time may significantly alter the character of an area and damage the amenity enjoyed by its residents. The Council will, therefore, ensure that any proposals for infill development on backland and/or gardens are carefully assessed against the above criteria.

### **H3 - INCOMPATIBLE USES IN RESIDENTIAL AREAS**

**The Council will not permit the development of incompatible uses in areas which are primarily residential in nature and where possible will seek to resolve existing conflicts.**

### **Justification**

In aiming to improve residential amenity, not only is it necessary to influence the relationship between new housing development and the surrounding environment, it is also necessary to protect existing residential areas from inappropriate developments and to resolve existing land-use conflicts.

The aim of this policy, therefore, is to establish a framework which allows existing conflicts to be resolved and ensures that the development of apparently conflicting uses is managed in such a way as to minimise or eradicate the effect on residential amenity.

### **H3/1 - Assessing Non-Conforming Uses**

**The Council will assess proposals for the development of non-conforming uses in primarily residential areas and will not permit proposals considered to be incompatible. Factors which will be taken into account when assessing such proposals will include noise, vibration, smell, fumes, smoke, soot, ash, grit, dust, visual intrusion, traffic generation and parking arrangements, and hours of operation.**

## **Justification**

The development of non-residential uses, including changes of use, in a residential area, can be harmful to the amenity of residents. In order to achieve the objective of improving the quality and amenity of residential areas in the Borough, it will be necessary for the Council to ensure that the development of non-residential uses only takes place where residential amenity can be protected. Thus, where planning permission is granted, it is the Council's intention to use planning conditions to minimise the impact on neighbouring residents and to enforce such conditions if they are subsequently found to be contravened. Proposals for extensions to existing industrial and commercial uses within residential areas will be dealt with on this basis.

## **H3/2 - Existing Incompatible Uses**

**Where existing incompatible uses operate within residential areas, the Council will seek to ensure that any existing conflicts are resolved where possible and where opportunities arise.**

**In particular the Council will encourage and, where appropriate, implement measures to:**

- **control future land uses so as to minimise or remove conflicts;**
- **control the intensification or expansion of non-conforming uses where possible;**
- **control the operation of adjacent uses where possible in order to minimise areas of conflict and potential nuisance;**
- **introduce environmental improvements or traffic management schemes where appropriate.**

**Only as a last resort will the Council consider the relocation of incompatible uses.**

## **Justification**

A wide variety of non-residential uses exist in areas which are residential in nature. These uses may include corner shops, doctors' surgeries, community facilities and established industrial/commercial concerns which in their own way provide valuable benefits to the local population. It is necessary, however, to ensure that existing non-residential uses do not detract from the amenity of neighbouring residents by virtue of such factors as hours of operation, parking arrangements, traffic generation, noise and pollution. Where nuisance does occur the Council will seek to ensure that any harmful effects are mitigated through its development control powers and the enforcement of the appropriate regulations, including planning conditions and environmental health standards. In extreme cases it may be necessary for the Council to seek the re-location of the offending use.

## **H4 - Housing needs**

### **Justification**

The Council's role in meeting housing need is currently moving from acting as a provider of housing towards enabling other organisations to provide needs based housing, although this situation may change within the period of the Plan. Such housing will be required to cater for a wide range of groups, including the elderly, the disabled, those leaving institutional care, single parent households, low income groups, the homeless and people who are generally having difficulty entering the housing market as first time buyers.

The Council will seek to increase the development of needs based housing through negotiations and agreements with the private and independent sectors, and will be particularly concerned to use the provisions of PPG3 "Housing", which allows the Council to seek the building of affordable housing as part of substantial housing developments.

The Council will also encourage the development of sites with characteristics which make them particularly suitable for needs based housing, for example those close to town centres, public transport, day centres, places of employment, and other local community facilities.

The development of needs based housing will also be possible where the Council has some interest or control over the site or where there is a legitimate planning advantage arising from development proposals.

In appropriate circumstances, and with regard to public or private land, planning briefs or other guidance may be prepared, or binding agreements between the Council and developers drawn up, to influence the type of housing provided.

#### **H4/1 - Affordable Housing**

**The Council will encourage the provision of affordable housing through negotiation, partnership agreements and the identification of land suitable for such purposes. There will be a particular emphasis given towards encouraging the development of affordable housing as an integral part of large housing developments.**

#### **Justification**

This policy will be implemented in accordance with Government guidance in PPG3 "Housing" and, more particularly, its supplement, Circular 13/96 "Planning and Affordable Housing", which deals specifically with the provision of affordable housing.

In accordance with the above mentioned guidance and for the purposes of implementing this policy, reference to "affordable housing" is defined as encompassing both low-cost market housing and subsidised housing (irrespective of tenure, ownership - whether exclusive or shared - or financial arrangements) that will be available to people who cannot afford to occupy houses generally available on the open market, (Circular 13/96, paragraph 6).

Furthermore, also in accordance with the above mentioned guidance and for the purposes of implementing this policy, reference to "large housing developments" is defined as applying to suitable developments of 40 or more dwellings, or residential sites of 1.50 hectares or more, (Circular 13/96, paragraph 10 b i)).

The ability of the Council to house those unable to purchase housing on the open market has declined over the last decade or so. Increasingly, local authorities throughout the country are looking towards partnership schemes with housing associations and the private sector as a means of providing affordable housing, and for the private sector themselves to provide low cost market housing.

The level of housing association building in the Borough remains relatively low, however, making up approximately 4% of housing completions since 1986. Further, the introduction of the Right to Buy has seen a reduction of the Council's housing stock from 13,387 to 10,337 (23%), with family housing forming the majority of those dwellings lost. As a result there has been a reduction in the level of social housing in the Borough from 13,400 in 1986 to 12,392 in 1993.

Meanwhile, the need for affordable accommodation remains. The number of General Waiting List (GWL) applicants stands at 2,230 and is continuing to rise. Of 2,074 applicants requiring non-sheltered accommodation, 44.4% (921) require family accommodation. An analysis of the allocations over the period 1992 - 1993, however, shows that only 45 families were housed in Council properties and 68 housed under nomination agreements with housing associations. At this rate it would take over 8 years to accommodate those families currently on the GWL. Further, it is recognised that there is a lack of larger housing to meet the needs of extended family networks of some ethnic groups.

Single person accommodation is also highly demanded - forming 55.6% (1,153) of applicants requiring non-sheltered accommodation. The ability of the Council to meet the need is restricted by low relet levels for this type of accommodation. Over the period 1992 - 1993 only 77 single people were housed in Council properties and 8 under nomination agreements with housing associations. At this rate it would take over 13 years to accommodate those single people currently on the GWL.

Further, it is clear that through social change, changes in lifestyle and the move towards independent living, the demand for single person accommodation will continue to be an important issue.

It should also be noted that a third of all GWL applicants are either living with parents or another household and it is these applicants, in particular, who have a high risk of becoming homeless. Between 1992 and 1993, out of a total of 666 households accepted as homeless, 41% belonged to these two categories.

The increase in the number of homeless is a particular area of concern. In 1979, 147 applicants were accepted as homeless, in 1993 this figure had increased to 666. Housing the homeless utilises a significant level of resources and has had a major impact upon the Council's ability to house those on the GWL and those on the transfer list. Over the period 1992 - 1993, out of a total of 682 new allocations, the homeless accounted for 60% (425) and GWL applicants only 40% (257). Further, out of a total of 407 households allocated to family dwellings, 89% were allocated to homeless families.

It is clear that there will be a continuing need to provide affordable family and single person housing in the Borough, not only to cater for the demand from the homeless, but also to allow the Council to increase the allocations to GWL applicants. It is equally clear that in order to meet these needs an increase in the Borough's stock of affordable housing is required.

In order to meet these housing needs the Council is keen to encourage increased housing association development, joint venture schemes with the private sector and low-cost market housing. In particular, the Council will seek to ensure that large housing developments make a contribution to meeting the need for affordable housing in the Borough, with an emphasis on the provision of family and single person accommodation.

In accordance with PPG3 and Circular 13/96, when assessing planning applications, the willingness of the developer to include an element of affordable housing will form a material consideration, although it is the Council's intention to pursue this policy through negotiation.

Research into housing needs in the Borough is continuing and a Borough-wide housing needs survey has been undertaken.

It is important that any housing provided under this policy should be retained as affordable housing and, in order to achieve this, the Council will consider the use of such measures as agreements under Section 106 of the Town and Country Planning Act 1990, agreements giving the Local Authority control over lettings, and arrangements with Housing Associations.

In the light of guidance in Circular 13/96, further research into housing needs in the Borough will be undertaken, particularly to provide a more precise definition of affordable housing based on local incomes in relation to house prices/rents; to establish a plan-wide affordable housing target and site specific targets; and to establish occupancy criteria.

When available it is intended that this information will be published in the form of supplementary planning guidance pending the review of the Bury UDP. Where applicable, housing proposals should have regard to any supplementary planning guidance issued by the Council. Any such supplementary planning guidance will be issued solely for the guidance of applicants and will be consistent with the Plan and subject to Council approval. Where appropriate, public consultation will be carried out.

The Council will encourage the provision of special needs housing. Proposals will be assessed with regard to the following factors:

#### **H4/2 - Special Needs Housing**

- **sites should be conveniently located for local shops, public transport and community facilities;**

- **the location of health care facilities;**
- **the gradient of the site;**
- **the gradient between the site and the public transport network;**
- **the necessary car parking and amenity space (including gardens) should be provided;**
- **the development should be of a high standard in terms of design, layout and landscaping so that a satisfactory environment is achieved.**

### **Justification**

It is expected that over the Plan period there will be a continued need to provide housing for those with special needs, such as the elderly, the mentally and physically handicapped and those leaving institutional care.

Within the special needs category, there will be a particular need to provide accommodation for the very elderly, that is those aged 75 and over. Population projections show a possible increase in the number of very elderly in the Borough of 1,000 over the period 1986-2001; the increase being concentrated in the 80-84 and 85+ age groups which will experience increases of 10% and 45% respectively.

As with all needs based housing, the Council will ensure that the development of such accommodation is encouraged through negotiations and agreements with the private and independent sectors.

Since many of the people requiring specialist accommodation are the most vulnerable members of society, and may require a high degree of care and supervision, it is essential that accommodation is situated close to local amenities, and that the nature of the site offers its residents a pleasant living environment.

## **H5 - HOUSING IMPROVEMENT**

**The Council will continue to support the improvement of the housing stock and its environment.**

### **Justification**

Poor housing conditions adversely affect the quality of life of a significant number of the Borough's residents and represent a key area of concern in the drive for urban regeneration. The Council will, therefore, take every opportunity to make improvements to poor housing environments and older houses. By doing this it will not only extend the life of the properties, but it will also contribute towards improving the quality of life of local residents.

### **H5/1 - Area Improvement**

**The Council will be especially concerned with improving house conditions and the housing environment in the following areas:**

- H5/1/1 - Pimhole, Bury. Although no specific boundary has been identified, it is recognised that the Pimhole area of Bury suffers from a concentration of poor housing conditions. The Council is keen to ensure that the Pimhole area of inner Bury does not decline further and as such it will become another focus of housing improvement as resources allow.
- H5/1/2 - Inner Radcliffe. Owing to a high level of poor housing conditions and a poor housing environment, inner Radcliffe has been identified as a Renewal Area. The boundary on the Proposals Map represents the Renewal Area boundary.

### **Justification**

Within the Borough there is an especially high concentration of poor housing conditions and a poor housing environment in the areas covered by inner Radcliffe and inner Bury; areas which together contain 50% of the Borough's unfit dwellings.



The Local Government and Housing Act 1989 heralded a major change in area improvement policy with the introduction of Renewal Areas, the aim being to change from relatively small area based initiatives to larger areas consisting of between 300 and 3,000 dwellings. Renewal Areas are intended to provide a comprehensive approach to the redevelopment and renovation of the housing stock, and to take more account of social, economic and environmental problems.

Inner Radcliffe has now been declared a Renewal Area and as such will remain the focus for larger scale improvements in house conditions and the housing environment. However, as and when resources become available over and above that required for the Renewal Area, the Council will seek to focus more attention on the Pimhole area of Bury.