



# Bury Council Second Draft Publication Core Strategy Sustainability Appraisal and Strategic Environmental Assessment

Main Report  
September 2012



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Prepared for  
**Bury Council**

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## Abbreviations

AMR	Authority's Monitoring Reports
AONBs	Areas of Outstanding Natural Beauty
AQMAs	Air Quality Management Areas
BAP	Biodiversity Action Plan
BPEO	Best Practicable Environmental Option
BREEAM	Building Research Establishment Environmental Assessment Method
CO <sub>2</sub>	Carbon Dioxide
CSH	Code for Sustainable Homes
DEFRA	Department for Environment, Food and Rural Affairs
DfT	Department for Transport
DPD	Development Plan Document
GHG	Greenhouse Gas
GVA	Gross Value Added
HRA	Habitats Regulations Assessment
IMD	Index of Multiple Deprivation
LAA	Local Area Agreement
LDD	Local Development Document
LSP	Local Strategic Partnership
LTP	Local Transport Plan
NI	National Indicator
NPPF	National Planning Policy Framework
NO <sub>2</sub>	Nitrogen Dioxide
NTS	Non-Technical Summary
ONS	Office of National Statistics
PCC	Per capita consumption
PCT	Primary Care Trust
PDL	Previously Developed Land
RES	Regional Economic Strategy
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SFRA	Strategic Flood Risk Assessment
SEA	Strategic Environmental Assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SO <sub>2</sub>	Sulphur Dioxide
SPA	Special Protection Area
SPD	Supplementary Planning Document
SUDs	Sustainable Urban Drainage systems
WFD	Water Framework Directive

# 1 Introduction

## 1.1 Introduction

1.1.1 URS has been commissioned by Bury Council to undertake independent **Sustainability Appraisal (SA)** of the Borough's emerging Core Strategy. SA is a mechanism for considering the impacts of a draft plan and reasonable alternatives on key elements of the environmental and socio-economic baseline, with a view to 'preventing, reducing or offsetting'<sup>1</sup> adverse impacts and maximising the positives.

1.1.2 In the case of the Core Strategy, it is a legal requirement that SA is undertaken in line with the procedures prescribed by the EU Strategic Environmental Assessment (SEA) Directive.<sup>2</sup> Publication of **this SA Report** for consultation alongside the Second Draft Publication Core Strategy Development Plan Document (DPD) meets the following requirement of the SEA Directive:

*"Where an assessment is required by this Directive, [a]... report should be prepared... identifying, describing and evaluating the likely significant environmental effects of implementing the plan or programme, and reasonable alternatives".*

1.1.3 From this SA Report, it is possible for readers to understand the sustainability justification for selecting the particular approach set out within the Second Draft Publication Core Strategy, and rejecting alternative approaches.

## 1.2 The SA Process

1.2.1 SEA is required by European and English law. It involves the systematic identification and evaluation of the environmental impacts of a strategic action (e.g. a plan or programme). In 2001, the EU legislated for SEA with the adoption of Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the 'SEA Directive'). The aim of the SEA Directive is

*"to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes, with a view to promoting sustainable development".*

1.2.2 The Directive was transposed into English legislation by the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations'), which came into force on 21<sup>st</sup> July 2004. The SEA Regulations apply (with some specific exceptions) to plans and programmes subject to preparation and / or adoption by a national, regional or local authority or those prepared by an authority for adoption through a legislative procedure by Parliament or Government and are required by legislative, regulatory or administrative provisions.

1.2.3 The Government's approach is to incorporate the requirements of the SEA Directive into a broader SA process which covers the wider social and economic effects of plans, as well as the more environmentally-focused considerations in the Directive. The Planning and Compulsory Purchase Act 2004 (PCPA) requires local planning authorities to undertake SA for each of their DPDs. SA (incorporating SEA) is therefore, a statutory requirement for Local Plans.

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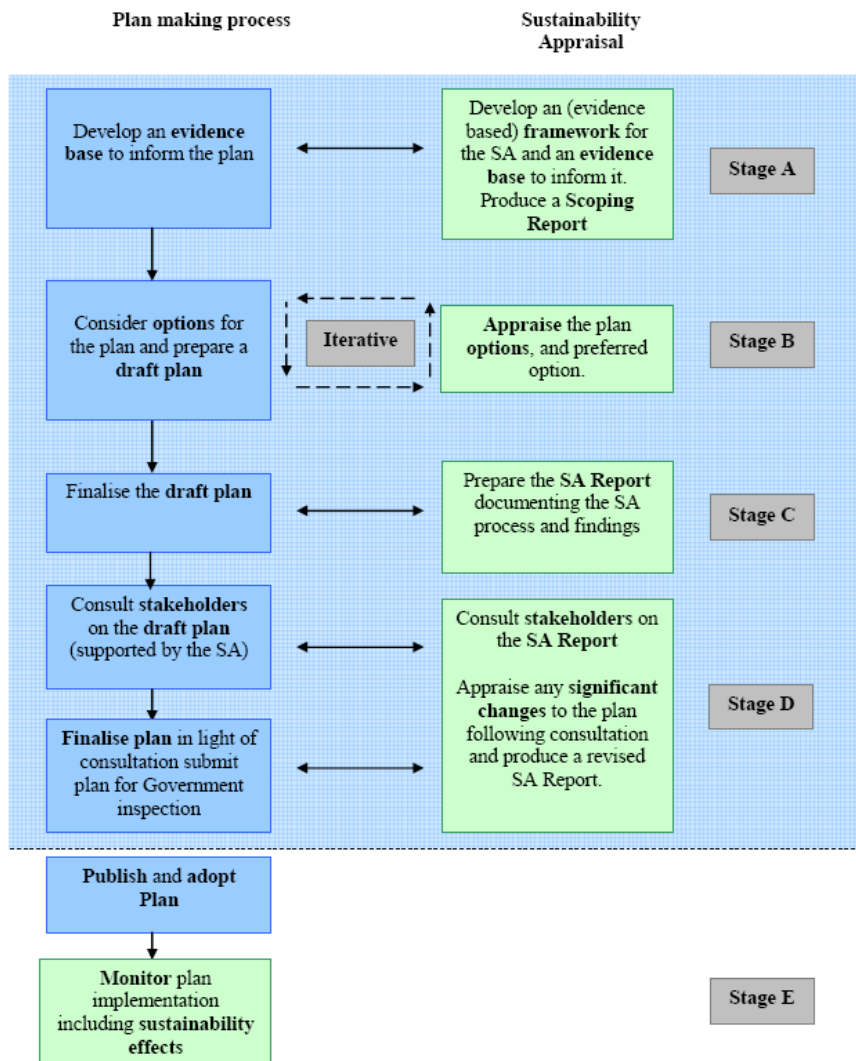
<sup>1</sup> SEA Directive Annex 1(g)

<sup>2</sup> Directive 2001/42 on the Assessment of the Effects of Certain Plans and Programmes on the Environment; as transposed by the Environmental Assessment of Plans and Programmes Regulations 2004



1.2.4 To this end, in November 2005, the Government published guidance on undertaking SA of LDFs that incorporated the requirements of the SEA Directive ('the Guidance')<sup>3</sup>. With the proposed abolition of Regional Spatial Strategies through the Localism Act this guidance has been withdrawn and replaced by guidance contained in the CLG Plan Making Manual<sup>4</sup> alongside the retained guidance on SEA – A Practical Guide to the Strategic Environmental Assessment Directive (2006)<sup>5</sup>. The relationship between the plan making process and SA/SEA is illustrated in Figure 1.1.

**Figure 1.1: Plan Making and SA processes and their Relationship**



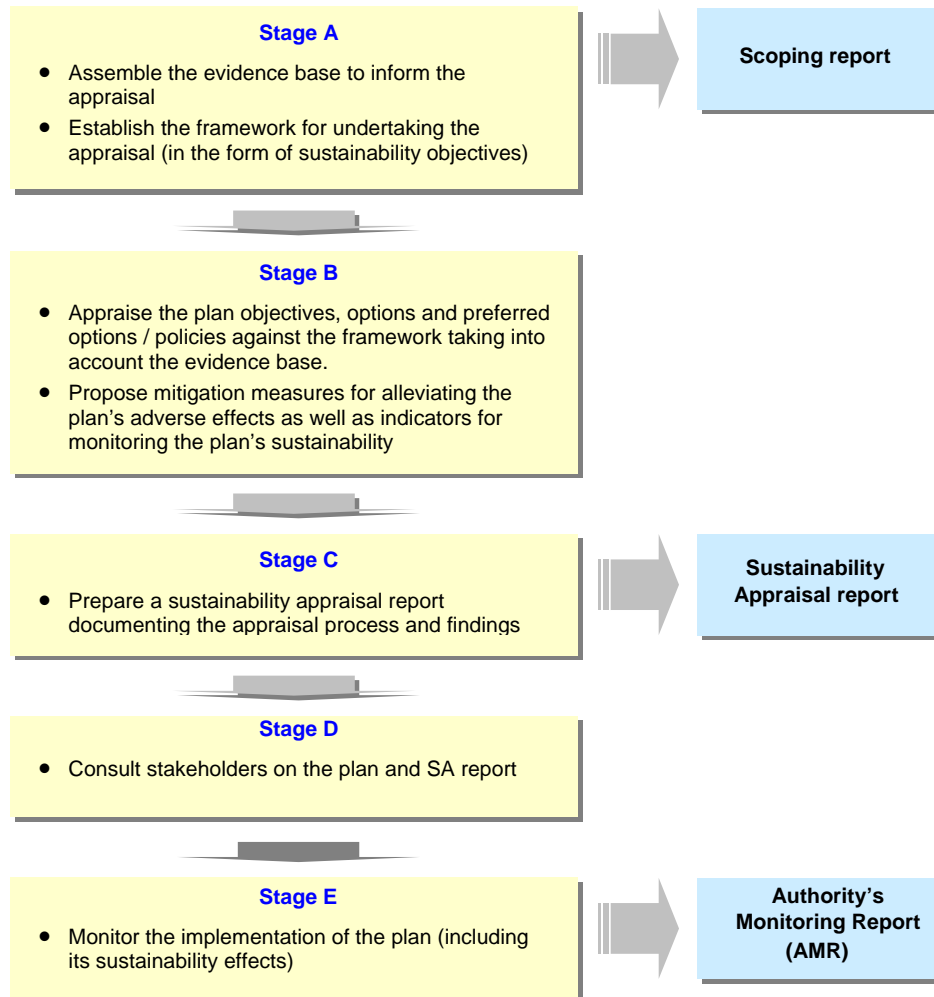
<sup>3</sup> ODPM (2005) Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents, London

<sup>4</sup> <http://www.pas.gov.uk/pas/core/page.do?pagelD=109798> accessed 25/07/2011

<sup>5</sup> <http://www.communities.gov.uk/publications/planningandbuilding/practicalguidesea> accessed 25/07/11

1.2.5 There are five stages in the SEA process, as illustrated by Figure 1.2 on the next page.

**Figure 1.2: SA Process Stages**



1.2.6 Stage A in the SA process develops the framework for undertaking future appraisals – generally this is a set of sustainability objectives; as well as collating an evidence base to inform the appraisal. The framework and evidence base are presented in a ‘Scoping Report’ for consultation with stakeholders, including the statutory consultees (English Heritage, the Environment Agency and Natural England).

1.2.7 An early Scoping Report was prepared by Bury Council in 2005 to be used as the basis for appraisal of the development plan documents that form the Bury Local Plan. The Scoping Report was updated in 2006, 2007 and 2010 to take account of new baseline information. An ‘Updated SA Baseline and SA Framework Review Paper’ was prepared by Scott Wilson in March 2010. The purpose of this review was to update the baseline information to ensure that all of the key sustainability issues in the borough had been identified and subsequently captured by the SA framework. This review resulted in an up-dated framework for future appraisals and has been used in this appraisal.

1.2.8 Stage B in the SA process is the appraisal itself, and is an iterative process. This requires the identification and evaluation of the impacts of the different options open to the plan-makers, as well as those of the preferred options / draft plan policies. Mitigation measures for alleviating

- adverse impacts are also proposed at this stage, together with potential indicators for monitoring those impacts during the plan's implementation.
- 1.2.9 Stage C in the SA process involves documenting the appraisal and preparing the SA Report (this incorporates the material required for inclusion in the Environmental Report under the SEA Directive). Following statutory consultation (Stage D) the SA Report may require updating to reflect changes made in response to representations. Stage E concerns ongoing monitoring of significant effects.
- 1.2.10 A SA Report was published in June 2005 which assessed the Core Strategy first and second stage Issues and Options and this was consulted upon alongside the Core Strategy document. A further SA report was produced to assess the Preferred Options (May 2008) in the same way. As identified above, both these reports used the SA Framework developed in the earlier SA Scoping Report, published in 2005 and updated in 2006 and 2007.
- 1.2.11 A further SA Report was prepared in June 2010 to accompany the Draft Publication Core Strategy which was subject to consultation for a six-week period in July- August 2010. Two SA Review Letters were prepared in November and December 2010 which considered Post-Publication changes to the Core Strategy arising from the consultation and other policy changes.
- 1.2.12 The Council formally submitted the 2010 version of the Core Strategy on 12 January 2011 and a Hearing was opened into its soundness on 12 May 2011. The opening session of the Hearing dealt with legal and procedural matters and during this session concerns were raised by participants about the extent of the Council's proposed changes to the Core Strategy and the associated consultation procedures.
- 1.2.13 At the Hearing it became apparent that consensus could not be achieved between all parties on moving matters forward. Consequently, the Council reluctantly came to the decision to seek a formal direction from the Secretary of State to withdraw the Core Strategy with a view to preparing a revised Publication Core Strategy, re-consulting under Regulation 25 and Regulation 27 before resubmitting the revised plan to the Secretary of State. As a result, the Hearing was formally closed.
- 1.2.14 The formal direction to withdraw the previous Core Strategy was received from the Secretary of State on 27 June 2011. Following this, the Council prepared a revised draft Publication Core Strategy (November 2011), taking into account updated evidence.
- 1.2.15 The Draft Publication Core Strategy (November 2011) was accompanied by further SA work which was the fourth iteration of the Stage C SA Report. The SA Framework which was used in this report was developed in the 'Updated SA Baseline and SA Framework Review Paper' 2010. A separate SA Report was also prepared to assess the Bury Council Draft Publication Core Strategy: Housing Target Options and Employment Growth Scenarios. This report is available to view as part of the Draft Publication Core Strategy evidence base.
- 1.2.16 Consultation on the Draft Publication Core Strategy was undertaken between November 2011 and January 2012 and following comments received, updated evidence and the release of the NPPF, the Council moved on to a Second Draft Publication version of the Core Strategy. This has again been subject to additional SA work which is contained in this latest report. As part of this process the Employment Growth Scenarios have also been updated, and an appraisal of alternative sites for qualitative improvements to employment land provision has also been prepared. These are included within a separate updated Growth Scenarios and Qualitative Employment Site Options Sustainability Appraisal and Strategic Environmental Assessment (September 2012).

## 1.3 SEA Directive Requirements

- 1.3.1 In preparing new or revised Development Plan Documents (DPD), Bury Council must conduct an environmental assessment in accordance with the requirements of the *European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment”*, (the SEA Directive).
- 1.3.2 Following the Scoping Report, there are two levels of SEA appraisal for a DPD: firstly, an appraisal of the DPD objectives (optional) and secondly; iterative appraisals of the content of the DPD – the options put forward during frontloading consultation, the preferred options and, finally, any additional options that need to be worked up in finalising the publication DPD. Mitigation and enhancement measures for alleviating adverse effects and maximising positive effects, as well as potential indicators for monitoring the plan’s sustainability are also identified at this stage. The SEA Directive and Environmental Assessment Regulations require the public and the SEA Consultation Bodies to be given “*an early and effective opportunity within appropriate time frames*” to express their opinions on the draft plan and the accompanying environmental report. When consulting on the Draft Publication DPD, LPAs must also invite comments on the SA report.
- 1.3.3 SA reports, that meet the SEA Directive requirements to prepare an ‘environmental report’, have been prepared to accompany consultation documents on Bury’s Core Strategy first and second stage Issues and Options (June 2006), Preferred Options (May 2008) and Draft Publication document (2010) for the Bury Core Strategy and the revised draft Publication Core Strategy (2011). This most recent report accompanies and assesses the revised Second Draft Publication Core Strategy document (2012).
- 1.3.4 Table 1.1 and the table in Appendix 1 set out a procedural ‘quality assurance’ checklist for evaluating SA reports, based on questions and criteria derived from the SEA Directive, the regulations implementing the SEA Directive in England and the government’s guidance on undertaking SA for LDDs.

**Table 1.1: Meeting the requirements of the SEA Directive**

Questions for Each Topic	Key requirement of the SEA Directive
What’s the policy context?	<i>“an outline of the contents, main objectives of the plan or programme and <b>relationship with other relevant plans and programmes</b>” (Annex I(a))</i>
What are the key sustainability objectives we need to consider?	<i>“<b>the environmental protection objectives, established at international, community or member state level, which are relevant to the plan or programme</b> and the way those objectives and any environmental considerations have been taken into account during its preparation” (Annex I(e))</i>
What’s the situation now?	<i>“the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme” (Annex I(b))</i>  <i>“<b>any existing environmental problems which are relevant to the plan or programme</b> including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directive 79/409/EEC and 92/43/EEC”</i>

Questions for Each Topic	Key requirement of the SEA Directive
	<i>[NB problems relating to European sites are addressed through the HRA/AA] (Annex I(d))</i>
What will the situation be without the plan?	<i>“the relevant aspects of the current state of the environment and <b>the likely evolution thereof without implementation of the plan or programme</b>” (Annex I(b))</i>
What will the situation be under the Second Draft Publication Core Strategy?	<i>“<b>the likely significant effects (1) on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors</b></i>  <i>(1) <b>These effects should include secondary, cumulative, synergistic, short, medium and long term permanent and temporary, positive and negative effects</b>” (Annex I(f))</i>
Recommendations for mitigation and/or enhancement	<i>“<b>the measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme</b>” (Annex I(g))</i>  <i>“<b>The environmental report...shall take into account during the preparation of the plan or programme and before its adoption or submission to the legislative procedure</b>” (Article 8)</i>

## 1.4 Structure and Layout of this Report

1.4.1 This report sets out the findings of the SA of the Bury Second Draft Publication Core Strategy. The report is structured as follows:

- **Chapter 1** introduces the report and sets out the key requirements of the SEA Directive and how it has been transposed into this report.
- **Chapter 2** sets out the changing planning policy context.
- **Chapter 3** outlines any updates to the baseline evidence.
- **Chapter 4** sets out our **methodology** for undertaking the SA.
- **Chapter 5** relates to the assessment of the **Vision and Strategic Objectives** and how it has been transposed into this report. It also sets out how **alternative options** have been considered.
- **Chapters 6-13** set out the **SA findings and recommendations** in relation to the following key issues:
  - **Chapter 6 – Heritage and Landscape**
  - **Chapter 7 – Biodiversity**

- **Chapter 8 – Water and Land Resources**
- **Chapter 9 – Climatic Factors and Flooding**
- **Chapter 10 – Transportation and Air Quality**
- **Chapter 11 – Social Equity and Community Services**
- **Chapter 12 – Local Economy and Employment**
- **Chapter 13 – Housing**
- **Chapter 14** sets out the **SA conclusions and our recommendations** for the Bury Second Draft Publication Core Strategy.
- **Chapter 15** describes the **consultation** to be undertaken on the report.

## 1.5 Bury, the Bury Local Plan and the Core Strategy

- 1.5.1 The Borough of Bury is located in the North West of England, situated within the Greater Manchester metropolitan area. As an integral part of Greater Manchester, Bury has an important role to play in accommodating the spatial priorities for the North West region. Bury also has strong links with parts of Lancashire located, towards the north, via the M66 corridor and Irwell Valley. Bury is bounded to the south by the authorities of Manchester and Salford, to the east by Rochdale, to the west by Bolton and to the north by Rossendale and Blackburn and Darwen.
- 1.5.2 The Borough has an overall population of 185,100<sup>6</sup>. There was an overall population increase of 1.6% over the ten year period from mid 2000 to mid 2010 and the population is forecast to increase by a further 8.5% over the period mid-2010 to mid-2020, which equates to an additional 15,800 people<sup>7</sup>. Bury benefits from good transport links with the rest of Greater Manchester and beyond, which has led to the Borough's attractiveness as a commuter area. The M60, M62 and M66 motorways run through the Borough, which provide access to the regional and national motorway network, along with easy access to Manchester Airport. The Borough also benefits from the Metrolink, which runs from Bury town centre, travelling through the south of the Borough to Manchester City Centre, Altrincham and Salford Quays.
- 1.5.3 The Borough lies broadly within the valley of the River Irwell to the north of Manchester City Centre. The landscape and urban character in the north of the Borough derives from the traditional industrial role of the area, with many stone built terraces and traditional industrial buildings surrounded by the upland areas of the West Pennine Moors. Towards the south of the Borough, the built environment epitomises nineteenth and early twentieth century suburban Manchester and contains gentler, lower lying countryside. Towards the middle of the Borough lies the two main towns of Bury and Radcliffe, which both have their origins in industries such as textiles, paper and engineering.
- 1.5.4 Within Bury, there are 50 Sites of Biological Importance (SBIs), of which five are designated as Local Nature Reserves. There is also one Site of Special Scientific Interest within the Borough at Ash Clough near Radcliffe. Furthermore, approximately 60% of the Borough is classed as open land and the majority of this has been designated as Green Belt since the 1980's. This also includes areas of moorland fringe and a network of river valleys and corridors. The existing Green Infrastructure broadly encompasses:
- The Upper Irwell Valley;

<sup>6</sup> Source: ONS 2011 Census

<sup>7</sup> Source: ONS 2010-based population projections. Population change is based on the indicative projected population for 2010 used in the 2010-based projections, rather than the mid-2010 population estimate.

- The Roch Valley;
  - Irwell Bank (i.e. along the River Irwell between Bury and Radcliffe);
  - The Lower Irwell Valley;
  - Urban Fringe areas; and
  - The urban area; where smaller scale assets such as areas of open space and trees etc. contribute towards the wider network.
- 1.5.5 Bury Council's Local Plan is the name for the collection of planning documents that govern future land use and development in the borough.
- 1.5.6 The Bury Local Plan will include the following documents and when adopted will replace the existing Unitary Development Plan:
- Core Strategy
  - Site Allocations
  - Gypsies, Travellers and Travelling Showpeople Plan
  - Adopted Policies Map
  - GM Joint Waste Plan
  - GM Joint Minerals Plan
- 1.5.7 Other supporting documents include the Statement of Community Involvement (SCI), the Local Development Scheme (LDS), the Authority's Monitoring Report (AMR) and Supplementary Planning Documents (SPD).
- 1.5.8 Central to the Local Plan is the Core Strategy, which will provide the overarching spatial planning framework for Bury for the period to 2029. The Second Draft Publication Core Strategy (October 2012) builds on earlier consultation documents, including the Issues and Options (2007), the Preferred Options (2008) and the Publication (2010) and the revised first Draft Publication (2011). It builds on the feedback received from these consultations and on new evidence, making it more relevant and up to date. The Second Draft Publication Core Strategy presents a set of proposed policies and the preferred approach to future development and growth in Bury.
- 1.5.9 The Second Draft Publication Core Strategy document contains several key components, including:
- **A Spatial Vision and Strategic Objectives:** The vision sets out the aspirations for the development of the Borough by 2029 and overarching objectives for policy development to achieve this.
  - **The Strategy:** which sets out a series of '*spatial policies*' highlighting how much development should be delivered and broad locations for accommodating it, as well as areas of the Borough where built development will be restrained. This is accompanied by a series of '*development management policies*' that will be used to inform decisions on specific planning applications.
  - **Key Diagram:** This presents the main elements of the Spatial Development Strategy in diagrammatic form and supports this with a set of 'place-shaping' Township Frameworks.
  - **Monitoring:** This section sets out a framework for monitoring the effectiveness of the Core Strategy's policies.

- **Supporting Documentation:** The Second Draft Publication Core Strategy report is supported by a wide range of evidence, including a Strategic Housing Land Availability Assessment (SHLAA), Greater Manchester Strategic Housing Market Assessment (SHMA), Employment Land Review, Bury Retail Study, Strategic Flood Risk Assessment (SFRA), and Greenspace Strategy. This Second Draft Publication Core Strategy SA Report is among the most important of the supporting documents.

1.5.10 The Second Draft Publication Core Strategy primarily follows five key themes that, together, contribute towards a sustainable approach to planning for the future growth and development of the Borough. These five key themes are:

- Delivering High Quality Development in Sustainable Locations;
- Delivering a Competitive and Diverse Local Economy;
- Promoting Strong, Vibrant and Healthy Communities;
- Improving and Managing the Borough’s Environment; and
- Improving Transport and Connectivity.

1.5.11 A list of the Second Draft Publication policies appraised in this report is included in Table 1.2 below:

**Table 1.2: Second Draft Publication Core Strategy (incorporating Development Management Polices)**

<b>SF1 – BURY’S SPATIAL FRAMEWORK</b>
<b>CP1 – DELIVERING HIGH STANDARDS OF DESIGN AND LAYOUT IN NEW DEVELOPMENT</b>
<b>Delivering a Competitive and Diverse Local Economy</b>
<b>EC1 – Protecting Existing and Providing for New Employment Opportunities</b>
<b>EC2 – Employment Generating Areas</b>
<b>EC3 – Employment Land and Premises Outside Employment Generating Areas</b>
<b>EC4 – Creating Thriving Key Centres</b>
<b>EC5 – Managing the Location and Scale of Town Centre Uses Accommodating New Retail Development</b>
<b>EC6 – Accommodating New Retail Development</b>
<b>EC7 – Primary Shopping Areas and Shopping Frontages</b>
<b>EC8 – Managing the Loss of Retail Uses in All Other Areas</b>
<b>EC9 – Developing Attractive Tourism and Cultural Assets</b>
<b>Promoting Strong, Vibrant and Healthy Communities</b>
<b>CO1 – Delivering Choice of Quality Housing for Everyone</b>
<b>CO2 – Managing ‘Windfall’ Housing Development</b>
<b>CO3 – Managing the Density of New Housing</b>
<b>CO4 – Meeting Housing Needs</b>
<b>CO5 – Providing for Affordable Housing</b>
<b>CO6 – Meeting the Needs of Gypsies, Travellers and Travelling Showpeople</b>
<b>CO7 – Addressing the Needs of Our Regeneration Areas</b>
<b>CO8 – Supporting the Development of Sustainable Communities</b>
<b>CO9 – Safeguarding and Improving Community Facilities</b>
<b>CO10 – Open Space, Sport and Recreation Provision in New Housing Development</b>
<b>CO11 – Protecting and Enhancing Open Space, Sport and Recreation Provision</b>



<b>Improving and Managing the Borough's Environment</b>
<b>EN1</b> – Green Belt
<b>EN2</b> – Development in the Green Belt
<b>EN3</b> – Creating and Enhancing a Network of Green Infrastructure
<b>EN4</b> – Protecting and Enhancing the Green Infrastructure Network
<b>EN5</b> - Conserving an Ecological Network and Promoting Ecological Enhancement
<b>EN6</b> – Conserving and Enhancing the Borough's Natural Assets
<b>EN7</b> – Managing Flood Risk
<b>EN8</b> – New Development and Flood Risk
<b>EN9</b> – Surface Water Management and Drainage
<b>EN10</b> – Moving Towards a Zero Carbon Borough
<b>EN11</b> – Reducing Carbon Emissions from new Buildings
<b>EN12</b> – Decentralised, Low and Zero Carbon Energy Infrastructure
<b>EN13</b> - Built Heritage Assets and Landscape Character Areas
<b>EN14</b> - Conserving and Enhancing the Borough's Built Heritage and Landscape Character
<b>EN15</b> – New Development and Contaminated and Unstable Land
<b>EN16</b> – Managing Mineral Resources
<b>EN17</b> – Sustainable Waste Management
<b>EN18</b> – Pollution Control
<b>Improving Transport and Connectivity</b>
<b>T1</b> – Better Connecting Places and Improving Accessibility
<b>T2</b> – Transport Requirements in New Development
<b>DEL1</b> – DELIVERING SUSTAINABLE DEVELOPMENT

## 1.6 The SA Scoping Report: Summary

- 1.6.1 As described in paragraph 1.1.5, an SA/SEA Scoping Report for the Core Strategy was prepared in 2005, which was subsequently updated in 2006 and 2007. An Updated SA baseline and SA Framework Review Paper was prepared by Scott Wilson in March 2010. The Scoping Report examined in detail the policy context, set out baseline information and projected trends in the future baseline, identified sustainability issues, and, on this basis, developed a number of SA objectives – the SA Framework.
- 1.6.2 The purpose of the 2010 review was to update the baseline information to ensure that all of the key sustainability issues in the Borough have been identified and subsequently captured by the SA Framework. The review of the baseline evidence produced since April 2007 (when the previous SA Framework was developed) indicated that there had been limited change in key sustainability issues in the Borough between 2007 and 2010. Only flood risk and the vitality and viability of local services in the Borough have emerged as key sustainability issues which required a stronger prominence in the SA Framework.
- 1.6.3 It was recommended in the review paper that the revised 2010 SA Framework (contained within section 1.7 of this report) should replace the SA Framework put forward in the 'Scoping Report SA Framework: Update' for the Bury LDF published in April 2007. It was intended that the 2010 SA Framework would be applied flexibly to suit to the particular LDD being tested.

The revised SA Framework was designed to ensure that for any LDD the SA is rigorous and provides a sound analysis of how the document might perform in sustainability terms.

## 1.7 The Sustainability Appraisal Framework

1.7.1 As described above, following the preparation of the 2010 SA Framework Review Paper, an updated SA Framework has been produced. The new SA Framework is reproduced below, with key objectives and locally distinctive sub-criteria.

**Table 1.3: The Sustainability Appraisal Framework**

SA Objective (high level objective)	Locally Distinctive Sub Criteria
1. To reduce poverty and social exclusion	Reduce poverty and social exclusion including access to employment opportunities and health and educational facilities in those areas most affected?
	Lower dependence on welfare benefits?
2. To improve physical and mental health and reduce health inequalities	Improve access to high quality health facilities?
	Promote healthy lifestyles?
	Reduce inequalities in health between different groups?
	Improve access to wildlife and greenspaces?
3. To improve the education and skills of the overall population and to provide opportunities for life long learning	Improve qualifications and skills of young people?
	Promote good access to educational and training opportunities for all sectors of the population, particularly amongst deprived communities?
4. To improve access to good quality, affordable and resource efficient housing	Ensure that all new development meets the lifetime homes standards?
	Reduce homelessness?
	Increase the range and affordability of housing for all social groups, particularly the provision of intermediate housing?
5. To reduce crime, disorder and the fear of crime	Reduce the actual levels of crime and social disorder?
	Reduce the fear of crime?
	Promote design that discourages crime?
6. To offer everybody the opportunity for quality employment	Reduce overall unemployment and provide job opportunities for all?
	Help to improve earnings?
	Reduce long-term unemployment?

SA Objective (high level objective)	Locally Distinctive Sub Criteria
7. To improve accessibility for all to essential services and facilities	Provide improved physical access to education, skills and training facilities, health and leisure facilities on foot, cycle and by public transport?
	Protect the shopping and community services function of local service centres in the Borough?
8. To reduce the need to travel, improve choice and use of sustainable transport modes and encourage efficient patterns of movement in support of economic growth	Reduce the rate of traffic growth?
	Reduce out commuting and the need to travel to work?
	Increase the proportion of journeys using modes other than the car?
	Reduce car dependency by providing services and facilities accessible by sustainable modes of transport, particularly in rural areas?
	Reduce the effect of traffic congestion on the economy?
	Provide new employment opportunities close to key transport interchanges and improve accessibility to work by public transport, walking and cycling?
9. To protect and improve the quality of controlled waters in Bury and to sustainably manage water resources	Improve the quality of controlled waters?
	Ensure efficient use and management of water resources throughout the Borough.
	Promote sustainable design and construction measures that reduce water consumption and result in decreased run-off of polluted water (including during construction phase).
10. To protect and improve air quality	Maintain and improve local air quality?
	Address the cause of poor air quality in AQMAs?
11. To protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features	Conserve and enhance natural / semi-natural habitats?
	Conserve, enhance and restore species diversity by targeting species in decline and addressing habitat fragmentation?
12. To protect and enhance and make accessible for enjoyment, the diversity and distinctiveness of landscapes, townscapes, the countryside and the historic environment	Reduce the pressure for new development in the countryside?
	Protect and enhance sites, features and areas of historical, archaeological, landscape and cultural value in both urban and rural areas?

SA Objective (high level objective)	Locally Distinctive Sub Criteria
	Ensure that all new development meets high standards in terms of quality of design, safety, security and accessibility and relates well to the character of existing development and the public realm?
13. To reduce contributions to and promote adaptation to the impacts of climate change	Promote new development that minimises the emission of greenhouse gases.
	Reduce domestic, industrial and commercial consumption of gas and electricity.
	Seek to provide a built environment and green infrastructure network that will minimise health impacts associated with climate change?
14. To reduce vulnerability to and sustainably manage and adapt to flood risk in Bury	Mitigate any residual flood risk through appropriate measures including through design?
	Take a catchment wide approach to minimise the risk of flooding from river and water courses to people and property?
	Ensure new development incorporates SUDs?
15. To minimise the requirement for energy use, promote efficient energy use and increase the use of energy from renewable resources.	Promote high sustainable design and construction standards for housing and non-housing development, in order to ensure that Bury meets the Government target of all new residential development being zero carbon by 2016?
	Clear guidelines and support for the use of renewable energy sources in new and existing developments to increase renewable energy production in the Borough?
16. To manage waste sustainably, minimise waste, its production and increase re-use, recycling and recovery rates?	Promote the integration of waste management facilities to enable efficient recycling and energy from waste as part of new developments.
	Minimise the production of waste?
	Reduce the amount of residual waste sent to landfill?
17. To conserve soil resources and reduce land contamination	Ensure new development will not result in contamination of land and promote the remediation and regeneration of the large areas of existing contaminated land?
	Develop brownfield sites where these can support wider sustainability objectives (e.g. reduce travel by car, improve the public realm, avoid loss of biodiversity, gardens, etc.)?
	Protect and enhance soil quality in Bury?

SA Objective (high level objective)	Locally Distinctive Sub Criteria
18. To support a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth across Bury	Encourage inward investment and promote growth in key sectors of the economy?
	Support rural diversification and encourage the growth of rural business?
	Reduce economic disparities within the Borough and with other parts of the Manchester city region?
	Increase employment opportunities particularly in areas of most need?
	Maintain and enhance the vitality and viability of local service centres in the Borough particularly Radcliffe and Prestwich?
	Dispel any negative perceptions and stereotypes and create a positive and strong local identity, promoting the role of the Borough in the Manchester City Region?
	Provide support for economic development that reduces out-commuting by developing strategic economic infrastructure and identifying land and property for development?

## 1.8 A “Whole Plan” Assessment

- 1.8.1 This Second Draft Publication Core Strategy SA will be undertaken as a “whole plan” assessment. This means that the combined effect of all of the policies together will be assessed in terms of their impact on each of the topic areas contained within the report and listed in Figure 1.3. This approach is considered to be more holistic, with only the policies that are likely to have a significant effect on SA Objective(s) within a particular topic area, being assessed in detail.
- 1.8.2 Policies are assessed together so as to ascertain their impact in combination on the appropriate topic area, hence reflecting the reality of the policies of the plan being adopted and implemented together. Recommendations for enhancing the positive effects and mitigating the negative effects of individual policies on the overall sustainability of the plan are identified as a result of the assessment, together with general improvements that could be made to the policies to make them more sustainable.

## 1.9 Topic Areas and the Sustainability Appraisal Framework

- 1.9.1 The matrix set out below explains how the objectives contained within the SA Framework have been allocated to the topics appraised within the SA Report.

**Figure 1.3: Topic Areas and SA Framework Objectives**

Topic Area	Applicable SA Framework Objective(s)
<b>Heritage and Landscape</b>	12. To protect and enhance and make accessible for enjoyment, the diversity and distinctiveness of landscapes, townscapes, the countryside and the historic environment
<b>Biodiversity</b>	11. To Protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features
<b>Water and Land Resources</b>	9. To protect and improve the quality of controlled waters in Bury and to sustainably manage water resources 11. To Protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features 16. To manage waste sustainably, minimise waste, its production and increase re-use, recycling and recovery rate 17. To conserve soil resources and reduce land contamination.
<b>Climatic Factors and Flooding</b>	13. To reduce contributions to and promote adaptation to the impacts of climate change. 14. To reduce vulnerability to and sustainably manage and adapt to flood risk in Bury. 15. To minimise the requirement for energy use, promote efficient energy use and increase the use of energy from renewable resources.
<b>Transportation and Air Quality</b>	8. To reduce the need to travel, improve choice and use of sustainable transport modes and encourage efficient patterns of movement in support of economic growth. 10. To protect and improve air quality
<b>Social Equality and Community Services</b>	1. To reduce poverty and social exclusion 2. To improve physical and mental health and reduce health inequalities 3. To improve the education and skills of the overall population and to provide opportunities for life long learning 5. To reduce crime, disorder and the fear of crime. 7. To improve accessibility for all to essential services and facilities.
<b>Local Economy and Employment</b>	6. To offer everybody the opportunity for quality employment 18. To support a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth across Bury.
<b>Housing</b>	4. To improve access to good quality, affordable and resource efficient housing.

## 2 Changing Planning Policy Context

2.1.1 Since the 'Updated SA Baseline and SA Framework Review Paper' was prepared in 2010 there have been a number of important developments in national and regional planning policy. Relevant changes are summarised below.

### **National Planning Policy Framework (NPPF)**

2.1.2 The National Planning Policy Framework was published on 27 March 2012. The NPPF is a key part of the Government's reforms to make the planning system less complex and more accessible, to protect the environment and to promote sustainable growth. It replaces previous policy set out in various Planning Policy Statements and Guidance.

2.1.3 The NPPF includes a presumption in favour of sustainable development which means that proposals should be approved promptly unless they would compromise the key sustainable development principles set out in the Framework.

2.1.4 In terms of housing, one of the key objectives within the NPPF is to significantly boost housing supply. In doing so, local authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area (paragraph 47).

2.1.5 Authorities should ensure that they identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% to ensure choice and competition in the market (paragraph 47).

2.1.6 Whilst there is a clear emphasis on increasing the supply of housing across the country, there is also a clear emphasis on protecting local environmental assets and Green Belt boundaries. The NPPF maintains protection for Areas of Outstanding National Beauty (AONB) and designated environmental areas. It also sets out a procedure for the designation of Local Green Spaces, giving an additional tier of protection for valuable open areas. It also requires that there is recognition of the intrinsic character and beauty of the countryside.

2.1.7 From an economic perspective, the NPPF reflects the Government's commitment to securing economic growth in order to create jobs and prosperity. The NPPF specifies that the planning system should do everything it can to support sustainable economic growth and that significant weight should be placed on the need to support economic growth through the planning system.

2.1.8 *"In drawing up Local Plans, local planning authorities should ensure that they:*

- *set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;*
- *set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
- *support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate requirements not anticipated in the plan and to allow a rapid response to changes in economic circumstances;*
- *plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries*

- *identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and*
- *facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.” (paragraph 21).*

2.1.9 There is also a continuing requirement for Sustainability Appraisal under the NPPF which specifies that ‘A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integrated part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors” (paragraph 165).

### **The North West of England Plan – Regional Spatial Strategy (RSS) to 2021 and its proposed revocation**

2.1.10 The RSS for the North West is the North West Regional Plan and was adopted September 2008. The Localism Act received Royal Assent in November 2011 and one of its measures includes the intended revocation of all Regional Spatial Strategies. However, until such time that RSS is formally revoked, RSS remains part of the development plan for Bury.

2.1.11 Bury’s housing requirement under the North West RSS is for at least 9,000 net additional dwellings over the plan period 2003-2021, providing an annualised provision figure of 500 dwellings, of which at least 80% should be built on previously developed land.

2.1.12 The RSS sets out sub-regional requirements for the quantitative provision of employment land to 2021. In Greater Manchester, the RSS requirement is **917ha** (allowing for 20% flexibility). This sub-regional requirement was not disaggregated to individual district level. In May 2009, Nathaniel Lichfield and Partners (NLP) were commissioned by the Association of Greater Manchester Authorities (AGMA) to work with the districts and other partners to agree the disaggregation of this land requirement within the sub-region. The NLP study was satisfied with what was then a level of basic need for 77 hectares of employment land that was identified in the Bury Employment Land Review at that time (March 2009).

2.1.13 With the proposed removal of RSS, it will fall on the local authority to determine appropriate housing and employment targets; but these must be able to meet the tests of soundness in terms of being positively prepared, justified, effective and consistent with national planning policy.

### **The Localism Act and Neighbourhood Planning**

2.1.14 The Government is committed to promoting decentralisation and democratic engagement and giving new powers to local councils, communities, neighbourhoods and individuals<sup>8</sup>. The Localism Act devolves planning powers to communities to enable them to shape the place they live in, especially through the introduction of Neighbourhood Plans. The onus will be on communities to research, consult on and produce their own plans, whilst local authorities will have a ‘duty to support’, providing technical advice at various stages of the process. Through Neighbourhood Plans there is potential for communities to plan for more housing and employment growth in their neighbourhood than is set out in the Core Strategy, provided the Neighbourhood Plan is in general conformity with the strategic policies of the Core Strategy.

<sup>88</sup> HM Government (2010). *The Coalition: our programme for government* [online] available at: [http://www.cabinetoffice.gov.uk/sites/default/files/resources/coalition\\_programme\\_for\\_government.pdf](http://www.cabinetoffice.gov.uk/sites/default/files/resources/coalition_programme_for_government.pdf) (accessed 1 February 2011).



## 3 Baseline Update

- 3.1.1 The collection of baseline information is a key component of the SA process and a legal requirement under the SEA Directive. Baseline information helps to provide a basis for predicting and monitoring effects and assembling baseline data helps to identify sustainability problems.
- 3.1.2 A baseline data review was undertaken of the SA framework in March 2010. This review ensured that any new baseline information was accounted for, and an updated SA framework was prepared as a consequence. Any key and relevant updates to the baseline since the 'Updated SA Baseline and SA Framework Review Paper' was completed in 2010 are set out in Table 3.1.
- 3.1.3 The key sustainability issues in the Borough were identified in the SA Scoping Report, published in 2005 and updated in 2006 and 2007 and in the 'Updated SA Baseline and SA Framework Review Paper' 2010. The key sustainability concerns for Bury are outlined below:
- The need to accommodate future housing targets; including provision for special needs and affordable housing;
  - The need to support and locate new development in locations which reduce reliance on the private car and minimise the distance people have to travel, recognising the high levels of out-commuting in the borough;
  - The need to increase job density and encourage high quality and paid employment opportunities in the Borough;
  - The need to respond to the forecasted decline in manufacturing employment and vulnerability to public sector cuts;
  - The need to develop the Borough's knowledge economy and capitalise on the well educated resident workforce;
  - The need to respond to rising levels of worklessness;
  - The need to improve the existing supply of employment land and respond to significant pressures to redevelop existing employment land and premises;
  - The need to improve tourism, cultural and 'lifestyle' amenities and respond to varying levels of vitality and viability within the Borough's centres;
  - The need to adapt to the impacts of climate change;
  - The need to align targets for reducing carbon with Bury Council's targets of 35% reduction by 2014;
  - The need to reduce carbon emissions from all sources, especially the built environment and transport;
  - The need to manage flood risk from all sources; and to improve flood risk mitigation, adaptation and management in the Borough;
  - The need to strive towards improved water quality;

- The need to improve air quality in those areas of the Borough where recognised standards are not met;
- The need to conserve ecological and geological assets and retain and enhance the Borough's landscape character and built heritage;
- The need to ensure the sustainable management of waste and minerals resources;
- The need to improve pockets of poor health and deprivation within the Borough and variations in educational attainment within the Borough;
- The need to improve life expectancy in the Borough which is lower than the national average and reduce standardised mortality rates which remain higher than the national average;
- The need to address variations in the quantity, quality and accessibility of open space, sport and recreation within the Borough;
- The need to address issues concerning fear of crime, particularly at the night time and in town centres, despite the Borough having lower levels of crime than Greater Manchester;
- The need to ensure equal access to housing, employment and services for all the community through an integrated public transport network;
- The need to contribute towards ensuring alternatives to the car are attractive and reliable, particularly for residents who live in the north of the Borough. A significant amount of the Borough's residents travel to work by private motor vehicle and use of public transport throughout the Borough is low.

**Figure 3.1: Recent updates to the 2010 Baseline**

Evidence Topic	Date of Publication	Summary of Scope	Summary of Conclusions and New Baseline
Bury Employment Land Review	October 2012	<p>Bury's Employment Land Review (ELR) was originally published in March 2009 and has been the subject of a number of subsequent updates. The latest of which is October 2012 which has been updated to take account of updated evidence and the most recent (April 2012) monitoring of employment land availability and updates to the potential supply</p> <p>The 2012 Employment Land Review comprises three component parts:</p> <ul style="list-style-type: none"> <li>• Part A – Background and Context;</li> <li>• Part B – Employment Land Needs and Supply; and</li> <li>• Part C – Existing Employment Land and Premises</li> </ul>	<p>Bury's 2012 Employment Land Review sets out the Borough's existing suitable supply (32.15ha) and potential additional supply (28.91 ha) of employment land across the Borough as at 1<sup>st</sup> April 2012. Together, the combined supply amounts to 61.06 ha.</p> <p>The 2012 Review identifies an anticipated quantitative need for 56.17 hectares of employment land over the plan period. This includes a 20% flexibility allowance to allow for developer choice and the delivery of local economic aspirations.</p> <p>It also identifies that from a qualitative perspective, the Borough has traditionally lacked relatively large-scale development opportunities with good access to the motorway and concludes that a site at Gin Hall has the characteristics to meet this need and improve the quality of the land supply.</p>
Strategic Housing Land Availability Assessment – Summary Annual Latest update April 2012	April 2012	<p>This summary document provides a snapshot picture of both the committed and potential housing supply in the Borough up to 2028/29 at 1st April 2012. The results of the SHLAA will primarily be used to inform work on the Local Plan, including both the Core Strategy and Site Allocations Development Plan Documents. In particular, it will play an important role in providing robust and credible evidence to help determine an appropriate housing target for the Borough now that housing targets will no longer be set by regional spatial strategies.</p>	<p>The SHLAA indicates that 7,231 residential units could be delivered in the Borough on identified sites between 2012 and 2029, with a further 1,125 expected to come forward on unidentified sites as windfalls in the plan period. These figures illustrate that the Local Plan will be able to deliver the housing target of 6,800 units up to 2029.</p>

Housing Need and Demand Assessment (HNDA)	May 2012	The Council commissioned consultants DCA to carry out the HNDA to identify the level of housing need and demand across the Borough for the next five years.	<p>The HNDA identified that there is a need for additional market and affordable housing units across the whole of the Borough. The housing need is for both larger family properties as well as for smaller properties to meet the growing trend for smaller households. It suggested that 60% of future provision should be for smaller properties, with 40% being for larger properties.</p> <p>It suggested that there was an annual need for 290 affordable housing units per annum to meet the need in the Borough and also for an additional 773 properties to meet market demand (total of 1,063 units). It should be noted that the HNDA recognised that the demand for new housing does not represent a level of need that has to be met, as it includes a households aspirations to move to a larger property when their current property may be sufficient to their needs.</p> <p>The HNDA recommended that the Local Plan includes a policy for 25% of new housing to be affordable to help meet affordable housing needs. It recognised that this would not meet local needs but that this is very common in most districts across the country. It also stated that a higher target is likely to cause viability issues.</p>
Bury Retail Capacity Study	November 2011	The Bury Retail Study has been prepared to assess need/capacity for additional retail floorspace in the Borough focussing on each of the Borough's town centres.	<p><b>Bury</b></p> <p>There is identified capacity for additional convenience and comparison goods floorspace within Bury. Identified qualitative needs support the quantitative provision identified in Tables A and B above although do not justify substantial amounts of floorspace in addition to these levels. For convenience goods, additional floorspace should be provided in a manner that supports the centre's sub-regional status and potentially acts as an anchor to complement the draw of The Rock taking account of the need to sustain and enhance the long term health of the town centre as a whole. Identified comparison goods capacity should ideally be directed to reduce vacancies over the short term although proposals that result in the modernisation or reconfiguration of floorspace and / or improvements to linkages between the various parts of the town centre should be supported. Bury Town Centre should be encouraged as the first choice comparison goods shopping destination for residents of the Borough to support its sub-regional status.</p> <p><b>Ramsbottom</b></p> <p>There is a limited amount of identified convenience goods capacity within Ramsbottom and no identified comparison goods capacity. There is a small degree of qualitative need for additional retail units within the centre in comparison goods terms given the low vacancy rate and low</p>

comparison goods market share, however, any additional provision should not detract from the character of the centre, including and its tourist role and function.

### **Prestwich**

There is no overriding quantitative or qualitative need for additional retail floorspace within Prestwich over the short to medium term in addition to the Longfield Centre regeneration proposals. The Longfield redevelopment or one along similar lines would be important in improving the attractiveness of the centre and providing more modern retail units and community facilities. Bury Council should resist development that would prevent the delivery of this scheme although if it is demonstrated that these proposals are not viable, the Council should consider alternative proposals, within the centre as first preference, to meet the qualitative and quantitative needs identified within Prestwich.

### **Radcliffe**

There is both quantitative and qualitative need to support new retail floorspace within Radcliffe. This would ideally take the form of a development with a 'Discounter' foodstore, new or improved markets and other modern retail units. This would improve consumer choice for residents of Radcliffe and improve the vitality and viability of the centre. This could be achieved through a development in line with the previous Sun Quarter proposals, or indeed a re-working of the opportunity that this site presents reflecting market considerations.

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- 3.1.4 Following the review of the updated baseline information, no further sustainability issues have been identified since the previous evidence base review in 2010. Therefore the SA Framework that was revised in the 2010 SA Framework Review Paper does not need updating for this appraisal of the Second Draft Publication Core Strategy document.

## 4 Methodology

### 4.1 Summary of SA/SEA appraisal to date

- 4.1.1 An initial LDF Scoping Report was prepared in 2005 and formally consulted on between 20 June and the 25 July 2005. Taking into account comments from the statutory consultees, the finalised SA Scoping Report was used to assess the Core Strategy Issues and Options document. An SA/SEA report documenting this assessment was published for consultation in June 2006, alongside the Issues and Options document. A Second Stage Issues and Options report was prepared in July 2007 and this was subject to an SA/SEA assessment which was consulted on between July and August 2007.
- 4.1.2 On the basis of the findings of the Second Stage Issues and Options SA/SEA assessment, and in response to comments received on the Second Stage Issues and Options consultation document, a Preferred Options Core Strategy document was drawn up. This was published for public consultation between May and June 2008. A summary of the SA of the two stages of Issues & Options and their findings is included in Section 6 of this Preferred Option SA report. The SA reports for these stages can be accessed from the Council's website<sup>9</sup>.
- 4.1.3 The Preferred Options was accompanied by a further SA/SEA Report using the same SA framework and methodology. An SA Report was prepared in June 2010 to accompany the previous Draft Publication Core Strategy which was subject to consultation for a six-week period in July - August 2010. Two SA Review Letters were prepared in November and December 2010 which reviewed Post-Publication changes to the Core Strategy.
- 4.1.4 Following the withdrawal of the Core Strategy in June 2011, the Council prepared a revised first draft Publication Core Strategy (November 2011) and this was subject to further SA work. Following consultation on the first draft, a second draft Publication Core Strategy was prepared (October 2012); and the results of the SA of this second draft are set out in this report.

### 4.2 Methodology

- 4.2.1 As identified in Section 1.8 above, a "whole-plan" assessment approach has been used, which considers the effects of the plan as a whole on each SA objective, by highlighting those policies that will have effects on the objective and discussing how they will combine to affect the SA objective. Broadly speaking, this requires three over-arching sections in the SA Report.
- 4.2.2 The first section includes the introduction and this methodology chapter, followed by a chapter where the testing of the Plan Vision & Objectives against the SA Objectives is reported. A summary matrix demonstrates which policies have "significant effects", "less significant effects" or "little or no effect" against each of the SA objectives, and this is included in Appendix 2.
- 4.2.3 The second section of the report documents the assessment stage. This has been done on a topic by topic basis. Each SA objective has been assigned to the most relevant topic to avoid repetition between topic chapters, as some objectives have links to more than one topic. The detailed methodology for the topic chapter assessments is set out below.
- 4.2.4 The third section of the report provides a "Summary Conclusions" chapter, that draws together the findings of the individual topic chapter assessments to identify the key effects on the plan as a whole and summarises the recommendations made. This chapter also identifies the cumulative effects which arise across objectives and the cumulative effects in combination with

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<sup>9</sup> [www.bury.gov.uk/5437](http://www.bury.gov.uk/5437)

other plans and programmes, existing and proposed. Finally, the monitoring chapter sets out the Council's approach to monitoring the implementation of the Core Strategy and its effects.

## Topic Chapter Assessments

4.2.5 Set out below is a quick description of the main components of the topic based assessments.

### *(i) Introduction*

The topic is introduced with a brief overview.

### *(ii) What is the policy context?*

This section is linked to the context review information collected in the Scoping Report. The main findings of the context review as they relate to each topic are summarised.

### *(iii) What is the situation now?*

This section details the key baseline sustainability issues identified in the Scoping Report (and any updated baseline information) that are relevant to the assessment (e.g. those components likely to be affected by the plan). The existing planning policies (and any other relevant Council policies) are also referred to, where they have an effect on the current situation.

### *(iv) What will the situation be without the plan?*

This section reports on the 'business as usual scenario', as required in the ODPM SA Guidance. The effect of the existing planning policies (and any other relevant Council policies) are considered in terms of how they will affect the future situation – this is usually a declining effect, as policies become out of date and are replaced.

### *(v) What will the situation be under the Second Draft Publication Core Strategy?*

This section identifies those policies that have an impact on the SA objective, as identified in the matrix in the introductory section. A basic table is used to present this information, using the following key, as set out below:

**Table 4.1: Example of table used in 'What will the situation be under the Second Draft Publication Core Strategy' section**

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

Section	Core Strategy Policy Title	Degree of Impact Rating
<b>Heritage and Landscape</b>	Bury's Spatial Framework	
	Protecting Existing and Providing for New Employment Opportunities	
	Accommodating Retail Development	
	Developing Attractive Tourism and Cultural Assets	
	Delivering a Choice of Quality Housing for Everyone	



The matrix is used to 'screen out' those policies which have little or no effect on this topic / objective. This allows the assessment to focus on those policies with a significant effect and, to a lesser degree, the policies with a less significant effect.

The assessment is narrative in nature, and looks at policies in combination, rather than in silo's. So, for example, the discussion considers the effects of the plan (by which we mean those policies identified as having a significant or less significant effect on this specific topic) in a cumulative and synergistic manner. This includes long / medium / short term effects and whether the policies have any effects specifically on certain spatial areas.

*(vii) Recommendations for mitigation and/or enhancement*

This section records the changes required to mitigate and enhance effects. This approach ensures that the 'whole plan' assessment does not miss some of the subtleties that in-depth policy appraisal allows, without replicating the disjointed assessment that results from considering policies in silos.

*(viii) Summary of Impacts*

A summary table sets out the type of impact (short to medium, long term, permanent versus temporary, secondary), the areas most likely to be affected, the results of the assessment of the Second Draft Publication policies, and the in-combination effects with other plans and programmes.

The "Summary of Impacts" chapter deals with all of the requirements of the SEA Directive and tells the story of the predicted effects, both positive and negative. If and where effects may vary between different parts of the Borough, this has been identified. A discussion on the relative spatial sustainability of the plan is provided. Secondary effects are also required to be identified by the SEA Directive. These will mainly be the "less significant effects" but the key concept is that they are indirect impacts. A section has been included that identifies the secondary factors required to reach sustainable outcomes. For example, a healthy population depends on several factors including:

- Provision of adequate housing;
- Thriving economy;
- Low pollution and access to open space;
- Lack of flooding; and
- Adequate social infrastructure.

This section ties together the sustainability effects identified in the summary tables. A brief section is also included to discuss changes through the lifetime of the plan and beyond this, addressing the temporal nature of effects. The summary of cumulative and synergistic effects looks at both the performance of the policies together (the 'plan assessment') (see Figure 4.2), as well as the performance of the plan in combination with other initiatives undertaken in the wider sub region (e.g. promoted in the transport plan etc) (see Figure 4.2). A table is used to present this information for each SA objective.

**Figure 4.2: Example of table used to assess cumulative effects of policies together**

	Situation under the Second Draft Publication Core Strategy	Situation with neighbouring adopted Core Strategy	Situation in combination with the local transport plan	Etc
<b>To protect, enhance and manage biodiversity</b>	<b>Better management of environmental resources, development contained in specific areas, adequate space for recreation etc.... should allow recovery of sites etc</b>	<b>Neighbours have a lack of open space and no biodiversity features but high growth – People likely to use space in Bury</b>	<b>LTP includes a proposal for a major new road by a key biodiversity site</b>	

**Figure 4.3: Example of table used to assess the performance of the plan in combination with other initiatives**

	Plan policy 1	Plan policy 2	Plan policy 3	Plan policy 4
SA Objective 1				
SA Objective 2				
SA Objective 3				

## 4.3 Difficulties Encountered

- 4.3.1 The SEA Directive requires an acknowledgement of any difficulties - such as technical difficulties or data gaps - encountered in undertaking the assessment and in compiling the required information.
- 4.3.2 A baseline data review was undertaken of the SA framework (March 2010). This review ensured that any new baseline information would be accounted for, and an updated SA framework was prepared as a consequence. This updated baseline and SA framework were used as the basis of this assessment. Updates to the evidence base since March 2010 have been considered in section 3 of this report. As a consequence of the baseline evidence reviews no difficulties were encountered during the appraisal in terms of data gaps.
- 4.3.3 A key issue in undertaking the appraisal of the plan is the strategic nature of the Core Strategy, the uncertainty surrounding precisely how the strategic direction will be implemented in practice and the degree to which objectives will be delivered (particularly since many different partners are involved in its delivery). A key assumption has been made that the policies in the Core Strategy will be fully implemented (i.e. they have been taken at 'face value'). However, having identified this, where tensions between priorities are evident or it appears clear that full implementation will be problematic, or involve trade-offs, this has been highlighted.
- 4.3.4 There remains a significant element of uncertainty in relation to whether the policies in the Second Draft Publication Core Strategy will be a significant enough response to the challenges which are faced in relation to adaptation to climate change, and the fundamental change which is required to achieve a low carbon economy and society. The policies in the Strategy have yet to be tested, and close monitoring will be required to see whether this response will be sufficient. This is an issue not just for Bury, but for every local authority.

## 5 Assessment of Core Strategy against SA Framework and Consideration of Alternatives

### 5.1 Introduction

5.1.1 This section tests the compatibility of the Core Strategy's objectives against the SA framework (Task B1). This section also describes how alternatives to meeting these objectives have been developed by the Council through the plan making process and how these have been appraised (Task B2).

5.1.2 The key tool in any Sustainability Assessment (SA) is the SA Framework, which sets out the SA Objectives against which the Plan or Programme will be assessed. The Bury SA Framework established by the Updated SA Baseline and SA Framework Review Paper 2010 includes 18 SA Objectives, which have been divided and grouped into 8 "topics" which provide a more readily comprehensible assessment. However, the actual assessment is still relevant to the SA Objectives that sit within each topic.

5.1.3 At the start of this assessment, it is useful to assess the Second Draft Publication Core Strategy against the SA Framework at a very strategic level, to aid the more detailed subsequent assessment. This chapter sets out that "high-level" assessment, firstly looking at the Spatial Vision and Strategic Objectives of the Core Strategy and then, secondly, considering which policies will affect which SA Objectives. This latter aspect enables the topic chapters to focus on those policies which most affect the SA Objectives within it, essentially "screening out" those policies that have little or no effect.

### 5.2 Testing the Spatial Vision and Strategic Objectives

5.2.1 As a first step in assessing the sustainability of the Second Draft Publication Core Strategy, the over-arching Spatial Vision and Strategic Objectives that set the tone of the Core Strategy must be assessed.

#### The Spatial Vision

5.2.2 The basis, or key aim, of the Core Strategy Spatial Vision lies within the Bury Sustainable Community Strategy 2008-2018, which aims:

*"To make Bury a great place in which to live, work, visit and study."*

5.2.3 This basis is sustainable in that it seeks to improve Bury as a Borough socially, environmentally and economically, addressing the three pillars of sustainability.

5.2.4 The Spatial Vision itself adds a spatial dimension to this over-arching aim, identifying where certain aspects of sustainability should be promoted within the Borough and what role Bury can play in the wider sub region, including:

- Seeking to achieve the wider objectives and aspirations of the Manchester City Region;
- The north and south of the Borough will make an increased contribution towards the Borough's overall economic strength;
- Locating most retail and town centre development within Bury supported by Radcliffe, Prestwich and Ramsbottom;
- Promoting the Borough as a tourist destination focusing on the East Lancashire Railway and the West Pennine Moors and other areas of historical and architectural interest;

- Locating most housing development in Radcliffe and Bury.
- Promoting social and physical regeneration in East Bury, Inner Radcliffe, Besses and Rainsough;
- Preserving the Borough's character;
- Minimising the cause and effects of climate change including measures to minimise flood risk; and
- Maintaining and developing a coherent network of green infrastructure.

5.2.5 In relation to the SA Framework, this Spatial Vision is compatible with many aspects of the framework and establishes a helpful spatial understanding of where the Core Strategy is seeking different types of development. In accordance with national and regional policy there is clear focus on minimising the cause and effects of climate change.

### **The Strategic Objectives**

5.2.6 The Strategic Objectives provide more depth and measurable targets to the Spatial Vision. The matrix in Appendix 2 provides the assessment of these objectives against the SA Framework. Each Strategic Objective is consistent with at least one topic area (and therefore SA Objective) and, similarly, each topic area covers at least one Strategic Objective, meaning that, as a whole, the Strategic Objectives address the SA Framework.

5.2.7 It is clear from the matrix that several Strategic Objectives address many of the topic areas, particularly Social Equality and Community Services, Water and Land, Local Economy and Employment and Housing. This reflects the implicit consideration given to environmental, economic and social factors throughout the Core Strategy policies.

## **5.3 Assessing the Policy Impacts**

5.3.1 The matrix in Appendix 3 sets out which topics each policy has “significant”, “less significant” and “little or no” effect upon, based upon what the policy text includes and how likely this is to effect the SA Objectives within each topic. This is not an assessment of whether the effects are positive or negative, but purely a consideration of the likely significance of any effect of a policy on a given topic. This will allow the topic chapter assessments that follow this chapter to focus on those policies that actually affect the topic in their “whole-plan” assessment.

### 5.4 Consideration of Alternatives (Task B2)

Figure 5.1: The Iterative SA / Plan-Making Process



5.4.1 The Council's preferred approach – as set out within the Second Draft Publication Core Strategy – has been developed and refined over several years, through a process of evidence gathering, options appraisal and consultation.

5.4.2 The SA has contributed to the appraisal of options. As shown in Figure 5.1 on the previous page, there have been four stages of appraisal (including this current stage). At each stage, the appraisal has either:

- considered a number of options with a view to informing the selection of a preferred option; or
- considered a proposed approach, with recommendations made relating to modifications to the approach to improve sustainability, or more wholesale change (i.e. the selection of an alternative approach).

### Appraisal Stage 1

5.4.3 The first stage of appraisal involved a consideration of five options for delivering growth throughout Bury over the plan period – see Table 5.1. An SA commentary was prepared, which considered the performance of each approach in terms of the sustainability context, baseline and key issues. This document was consulted on alongside the Core Strategy First Stage Issues and Options. Appendix 5 presents the appraisals findings from this stage.

**Table 5.1: First stage options for delivering growth throughout Bury**

Options for Delivering Growth throughout Bury	Description
Option 1 (Business as Usual Approach)	This option is based on a continuation of existing Bury UDP policies and trends.
Option 2 (Focus on Economic Growth)	This option puts the emphasis on developing the local economy as a means of reducing reliance on out-commuting and seeks to maximise the growth of the economy across all parts of the Borough.
Option 3 (Concentrated Growth)	This option is based on the proposition that growth and development should be concentrated in areas of high accessibility and that restraint should be exercised in the remaining parts of the Borough, particularly where environmental factors are important.
Option 4 (Focus on Residential Growth)	This option accepts that the Borough will increasingly become a dormitory area for people working outside the Borough.
Option 5 (Bury as a sustainable Borough)	This option would adopt a pro-active rather than a reactive approach and would aim to promote the highest standards of accessibility, inclusion, environmental protection and safeguards, whilst balancing the housing and socio-economic needs of the Borough in the most sustainable manner possible.

## Appraisal Stage 2

- 5.4.4 Consultation on the Core Strategy First Stage Issues and Options Report brought forward concerns with regard to the format and approach used in developing options. Perhaps most fundamental of these was that the previous report did not give sufficient consideration to all available options from a spatial perspective, i.e. there was not enough emphasis placed on the implications of each option for specific areas of the Borough. As a result, a Second Stage Issues and Options Report was prepared, which considered broad directions for the future growth of the Borough.
- 5.4.5 The second stage of the appraisal involved a consideration of three further options, which considered broad directions for the future growth of Bury – see Table 5.2. These growth options were the subject of an ‘SA Commentary’ report, which was presented to the Council prior to publication of the Core Strategy Preferred Options, so that it might inform their choice of preferred broad direction for the future growth of the Borough. Appendix 6 presents a summary of the broad directions for future growth options SA commentary.

**Table 5.2: Second stage options for broad directions for the future growth of the Borough**

Broad Directions for the future growth of the Borough	Description
Option 1 (Focus Growth on Regeneration Areas)	Primarily concentrates economic and housing growth in locations that are accessible to the Borough’s most deprived neighbourhoods.
Option 2 (Spread Growth Throughout the Borough)	Seeks to create a more balanced distribution of economic and housing growth
Option 3 (Concentrate Growth in the South with Restraint in the North)	Seeks to focus development in the southern parts of the Borough which are generally more accessible by a range of transport modes.

- 5.4.6 In assessing the impacts of each of the options, Option 2 was identified as being the most sustainable of the three options, due to its compatibility with the Core Strategy Objectives, national and regional planning policy and the ambitions of the Community Strategy. Furthermore, 45% of respondents to the consultation exercise supported the spatial distribution of growth set out under Option 2. Option 2 was therefore taken forward as the preferred option.

## Appraisal Stage 3

- 5.4.7 The Core Strategy Preferred Options report set out the Council's intended approach towards the future development of the Borough and culminated in a series of spatial (option 2 from the Core Strategy Second Stage Issues and Options report), core and development management policy directions. Appendix 7 presents a summary of the appraisal findings and recommendations from the Preferred Options SA report.

#### **Appraisal Stage 4**

- 5.4.8 An SA Report was prepared in June 2010 to accompany the Draft Publication Core Strategy which was subject to consultation for a six-week period in July- August 2010. Two SA Review Letters were prepared in November and December 2010 which reviewed Post-Publication changes to the Core Strategy.
- 5.4.9 The Council formally submitted a previous version of the Core Strategy on 12 January 2011 and a Hearing was opened into its soundness on 12 May 2011. At the opening session of the Hearing concerns were raised by participants about the extent of the Council's proposed changes to the Core Strategy and the associated consultation procedures. As a result the Council came to the decision to seek a formal direction from the Secretary of State to withdraw the Core Strategy with a view to preparing a revised Publication Core Strategy. The formal direction to withdraw the previous Core Strategy was received from the Secretary of State on 27 June 2011 and the Council prepared a draft Publication Core Strategy taking into account updated evidence. The SA Report that accompanied the Draft Publication Core Strategy in June 2010 was superseded by a revised SA report. Therefore, the findings of this earlier report are not presented here.

#### **Revised Appraisal Stage 4**

- 5.4.10 In October 2011, URS Scott Wilson appraised a revised first version of the Draft Publication Core Strategy Document. This version of the Core Strategy was subject to consultation between November 2011 and January 2012. An assessment of Housing Target Options and Employment Growth Scenarios was also prepared at this stage as part of the SA/SEA process and published as a separate report (October 2011).

#### **Further Revised Appraisal Stage 4**

- 5.4.11 As a result of consultation responses to the first Draft, updated evidence and changes to national planning policy, the Council prepared a revised Second Draft Publication. This involved significant restructuring as well as other changes to take account of the NPPF. This second draft was, therefore, subject to further updated SA work which is contained in this report.
- 5.4.12 An updated assessment of Housing Target Options, Quantitative Employment Growth Scenarios and Options for Qualitative Improvements to the Supply of Employment Land (September 2012) has also been prepared at this stage and published as a separate report. The report updates the previous Housing Target and Employment Growth Scenarios SA report (October 2011) to take account of the latest evidence base, and also considers alternative options for the provision of additional employment land to meet qualitative needs.

### **5.5 Changes between First and Second Draft Publication Policies**

- 5.5.1 The SA of the First Draft Publication Core Strategy included an appraisal of changes between the Policy Directions developed in the Core Strategy Preferred Options Report (2008) and the First Draft Publication version. As mentioned previously, there have also been further changes incorporated into the Second Draft Publication Core Strategy and the development of policies between the first and second drafts of the Core Strategy and changes to policy numbers are illustrated in Table 5.3.
- 5.5.2 Any significant changes made following consultation on the Second Draft Publication Core Strategy will be subject to further SA.



**Table 5.3: Development of Second Draft Core Strategy policies from First Draft Core Strategy**

<b>Spatial Development Strategy</b>	
SDS1 - Delivering Development in Sustainable Locations	SF1 – Bury’s Spatial Framework EC4 – Creating Thriving and Competitive Key Centres CO7 – Addressing the Needs of Our Regeneration Areas EN1 – Green Belt EN2 – Development in the Green Belt EN7 – Managing Flood Risk EN13 – Built Heritage Assets and Landscape Character Areas
SDS2 - Protecting and Providing for New Employment Opportunities	EC1 – Protecting Existing and Providing for New Employment Opportunities
SDS3 - Creating Thriving Retail Centres	EC6 – Accommodating New Retail Development
SDS4 - Developing Attractive Tourism and Cultural Assets	EC9 – Developing Attractive Tourism and Cultural Assets
SDS5 - Delivering a Choice of Quality Housing for Everyone	CO1 – Delivering Choice of Quality Housing for Everyone
SDS6 - Supporting the Development of Sustainable Communities	CO8 - Supporting the Development of Sustainable Communities
SDS7 - Moving Towards a Zero Carbon Borough	EN10 – Moving Towards a Zero Carbon Borough
SDS8 - Creating and Enhancing a Network of Strategic Green Infrastructure	EN3 – Creating and Enhancing a Network of Green Infrastructure
SDS9 - Conserving an Ecological Network and Promoting Ecological Enhancement	EN5 – Conserving an Ecological Network and Promoting Ecological Enhancement
SDS10 - Managing Minerals Resources	EN16 – Managing Mineral Resources
SDS11 - Sustainable Waste Management	EN17 – Sustainable Waste Management
SDS12 - Connecting Places and Improving Accessibility	T1 – Better Connecting Places and Improving Accessibility
<b>Development Management</b>	
DM1 - Delivering High Standards of Design and Layout in New Development	CP1 – Delivering High Standards of Design and Layout in New Development EN18 – Pollution Control
DM2 - Employment Generating Areas	EC2 – Employment Generating Areas
DM3 - Employment Land and Premises Outside Employment Generating Areas	EC3 – Employment Land and Premises Outside Employment Generating Areas
DM4 - Managing the Location and Scale of Town Centre Uses	EC5 – Managing the Location and Scale of Town Centre Uses
DM5 - Primary Shopping Areas and Shopping Frontages	EC7 – Primary Shopping Areas and Shopping Frontages
DM6 - Managing the Loss of Retail Uses in All Other Areas	EC8 – Managing the Loss of Retail Uses in All Other Areas
DM7 - Managing ‘Windfall’ Housing Development	CO2 – Managing ‘Windfall’ Housing Development

DM8 - Managing the Density of New Housing	CO3 – Managing the Density of New Housing
DM9 - Meeting Housing Needs	CO4 – Meeting Housing Needs
DM10 - Providing for Affordable Housing	CO5 – Providing for Affordable Housing
DM11 - Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	CO6 – Meeting the Needs of Gypsies, Travellers and Travelling Showpeople
DM12 - Safeguarding and Improving Community Facilities	CO9 – Safeguarding and Improving Community Facilities
DM13 - Open Space, Sport and Recreation Provision in New Housing Development	CO10 – Open Space, Sport and Recreation Provision in New Housing Development
DM14 - Protecting and Enhancing Open Space, Sport and Recreation Provision	CO11 – Protecting and Enhancing Open Space, Sport and Recreation Provision
DM15 - Reducing Carbon Emissions from New Buildings	EN11 – Reducing Carbon Emissions from New Buildings
DM16 - Decentralised, Low and Zero Carbon Energy Infrastructure	EN12 – Decentralised, Low and Zero Carbon Energy Infrastructure
DM17 - Protecting and Enhancing the Strategic Green Infrastructure Network	EN4 – Protecting and Enhancing the Green Infrastructure Network
DM18 - New Development and Flood Risk	EN8 – New Development and Flood Risk
DM19 - Surface Water Management and Drainage	EN9 – Surface Water Management and Drainage
DM20 - Conserving and Enhancing the Borough's Natural Assets	EN6 – Conserving and Enhancing the Borough's Natural Assets
DM21 - Conserving and Enhancing the Borough's Built Heritage and Landscape Character	EN13 – Built Heritage Assets and Landscape Character Areas EN14 – Conserving and Enhancing the Borough's Built Heritage and Landscape Character
DM22 - New Development and Contaminated and Unstable Land	EN15 – New Development and Contaminated and Unstable Land
DM23 - Transport Requirements in New Development	T2 – Transport Requirements in New Development
<b>Delivery</b>	
DEL1 - Contributions to Infrastructure Requirements	DEL1 – Delivering Sustainable Development

## 6 Heritage and Landscape

### 6.1 Introduction

- 6.1.1 The various townscapes and landscapes that characterise much of the Borough offer environments that greatly enhance Bury's local distinctiveness. The rural landscapes throughout Bury are one of the defining features of the Borough. The character of the Borough is split between the edge of the Manchester conurbation in the south and the Pennine Village valleys in the North.
- 6.1.2 Landscapes can be areas designated for their natural beauty and/or ambience but can also be 'ordinary' places that are not given statutory protection. Urban landscapes have an important role to play in the quality of people's lives, therefore acknowledging and enhancing 'townscapes' is important.
- 6.1.3 The Borough also has a rich and varied heritage. Heritage can be considered to include a number of aspects<sup>10</sup> including monuments (architectural works, works of monumental sculpture and painting etc.), groups of buildings (groups of separate or connected buildings) and sites (works of man or the combined works of nature and man).
- 6.1.4 Green Infrastructure<sup>11</sup> is a strategically planned and delivered network of high quality green spaces and other environmental features, which will be considered as part of this topic.

#### Identification of the Applicable SA Objectives Identified by the SA Scoping Report

- 6.1.5 The following Sustainability Objective has been identified as the most relevant to the Heritage and Landscape topic area:

SA Objective	Locally Distinctive Sub Criteria
12. To protect and enhance and make accessible for enjoyment, the diversity and distinctiveness of landscapes, townscapes, the countryside and the historic environment.	Reduce the pressure for new development in the countryside?
	Reduce and enhance sites, features and areas of historical, archaeological, landscape and cultural value in both urban and rural areas.
	Ensure that all new development meets high standards in terms of quality of design, safety, security and accessibility and relates well to the character of existing development and the public realm.

### 6.2 What is the policy context?

- 6.2.1 There is a range of policy guidance in relation to heritage and landscape at the national, regional and local level. The key policy documents are set out below.

<sup>10</sup> UNESCO (1972) CONVENTION CONCERNING THE PROTECTION OF THE WORLD CULTURAL AND NATURAL HERITAGE, Article 1 Available at: <http://whc.unesco.org/en/conventiontext/>. Accessed on the 7th March 2010

<sup>11</sup> A detailed description of the concept of Green Infrastructure can be found on the Natural England website. Available at <http://www.naturalengland.org.uk/ourwork/planningtransportlocalgov/greeninfrastructure/default.aspx>. Accessed on 3rd June 2010

## National Policy

### **Heritage Protection Review White Paper (2007)**

- 6.2.2 The paper sets out a vision of a unified and simpler heritage protection system which will have more opportunities for public involvement and community engagement. Some of the key objectives within the document include the need to develop a unified approach to the historic environment, maximise opportunities for inclusion and involvement and supporting sustainable communities by putting the historic environment at the heart of an effective planning system.

### **National Planning Policy Framework (2012)**

- 6.2.3 The National Planning Policy Framework (NPPF) sets a core planning principle which recognises the need to take account of the different roles and character of areas, protection of the Green Belt and of the intrinsic character and beauty of the countryside. Another key principle is to conserve heritage assets in a manner appropriate to their significance.
- 6.2.4 The Government attaches great importance to Green Belts. The aim is to prevent urban sprawl by keeping land permanently open. The essential characteristics of Green Belts are their openness and their permanence. Inappropriate development is by definition harmful to the Green Belt and should not be approved except in very special circumstances.
- 6.2.5 Local Plans should set a positive strategy for the conservation and enjoyment of the historic environment, taking into account the benefits of sustaining, enhancing and making the best use of historic assets and of their effect on the character of places.
- 6.2.6 The NPPF argues that the planning system should protect and enhance valued landscapes and should set criteria based policies against which proposals for any development on or affecting landscape areas should be judged.
- 6.2.7 Local planning authorities should also plan positively for the creation, protection, enhancement and management of networks for green infrastructure.

## Regional Policy

### **The North West of England Plan Regional Spatial Strategy to 2021 (2008)**

- 6.2.8 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.
- 6.2.9 The RSS is committed to protecting and enhancing the region's environmental assets. The RSS states that plans, strategies, proposals and schemes should deliver an integrated approach to conserving and enhancing the landscape, natural environment, historic environment and woodlands of the region.

## Local Policy

### **Conservation Area Appraisals and Management Plans for various locations**

- 6.2.10 The purpose of a conservation area appraisal is to describe and review the elements that contribute to the special character and historic interest of that conservation area. The purpose of a management plan is to cover issues of development and enhancement in a conservation area.
- 6.2.11 A series of conservation area appraisals and management plans have been prepared by Bury Council for Ainsworth Village, All Saints, Mount Pleasant, Poppythorn, St Marys Park and Ramsbottom & Tanners & Bury New Road.

### **Bury Heritage Strategy (2002)**

- 6.2.12 Bury Heritage Strategy (prepared by Bury Council) identifies a series of objectives that are important for ensuring that key heritage assets in the Borough are protected. The strategy recognises and promotes the Borough's heritage resource as a continually evolving asset and as a focus for area based regeneration. The strategy also identifies the need to develop initiatives to secure a viable future for heritage resources and to secure effective management.

### **Bury Landscape Character Assessment (2007)**

- 6.2.13 The Landscape Character Assessment (prepared by Bury Council) sets out the different landscape character areas located throughout the Borough. The broad landscape character areas include the Manchester Pennine Fringe, the South Pennines and the Manchester Conurbation.

### **Bury Green Infrastructure Assessment (2010)**

- 6.2.14 The Association of Greater Manchester Authorities (AGMA) commissioned TEP consultants to carry out a study examining the role of Green Infrastructure in supporting the economic growth of the region, delivering new housing, climate change adaptation and the creation of sustainable communities.
- 6.2.15 Following on from this, Bury Council (in conjunction with Natural England and our AGMA partners) commissioned TEP to provide advice on developing an approach to Green Infrastructure (GI) planning that was locally focused but clearly placed Bury within the wider Greater Manchester context.
- 6.2.16 The study reviewed the underlying evidence base for green infrastructure including studies relating to flood risk and biodiversity, and identified policy directions and 4 action areas for Irwell Bank, the upper and lower Irwell Valley and Roch Valley.

## **6.3 What is the situation now?**

### **Heritage**

- 6.3.1 Bury has a rich and varied heritage and exhibits the origins of settlements from prehistory through to the impact of industrial expansion during the 18th and 19th centuries. There are 12 conservation areas designated in the Borough. Eight of these are located in the north of the Borough and have been designated in order to preserve the older, stone-built features and settlements<sup>12</sup>. There is one designation in Ainsworth Village (north Radcliffe) and 3 in Whitefield and Prestwich.
- 6.3.2 There are four Ancient Monuments and 215 listed buildings<sup>13</sup> throughout Bury. In addition, the council have compiled a draft 'local list' that contains approximately 375 buildings or structures which have local historic and architectural significance<sup>14</sup>. Within the Borough, there is 1 listed buildings at risk of decay<sup>15</sup>.

### **Landscape**

- 6.3.3 5,902 ha of the Borough (around 60%) is classed as open land, with the majority being designated as Green Belt. The Borough does not contain any landscapes of national

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<sup>12</sup> Information taken from the Draft Environment Topic Paper (August 2011)

<sup>13</sup> The figures for listed buildings are based on English Heritage data, which records the number of listings, rather than local data used previously which counted individual properties (which may include separate adjoining properties counted under one listing).

<sup>14</sup> Information taken from the Draft Environment Topic Paper (August 2011)

<sup>15</sup> Information taken from the Bury Council Annual Monitoring Report (2010)

importance but there are a number of distinctive landscape types. These include the moorland hills, moorland fringe, settled pastures and industrial river valleys.

### **Green Infrastructure**

- 6.3.4 The Rivers Roch and Irwell are key green infrastructure assets in the Borough. The Irwell valley is a critical green infrastructure asset for the city region.
- 6.3.5 The Borough has 11 parks that are of 'Green Flag' status. Heaton Park just over the Borough boundary in Manchester is one of Greater Manchester's flagship parks. The 'Green Flag' parks are evenly distributed around the Borough with all of the main settlements served by a quality park, although they vary in size with the 2 largest located to the north of Bury town centre at Clarence Park and Burrs Country Park. The Borough also has 4 Local Nature Reserves.

### **Effect of existing policies on current situation**

- 6.3.6 There are a number of saved policies within the Bury Unitary Development Plan (UDP) that address the need to protect landscape and heritage features within the Borough. Valued landscape areas and heritage features are afforded a great deal of protection by the saved UDP policies. These policies seek to protect, preserve and enhance the character, appearance and amenity of the Borough's built environment, including conservation areas, listed buildings and areas of local historic importance (saved policies EN1 – Built Environment and EN2 – Conservation and Listed Buildings). Saved policy EN9 (Landscape) identifies the need to protect, conserve and improve landscape quality and encourages the enhancement of landscapes.

## **6.4 What will the situation be without the plan?**

- 6.4.1 The following section sets out the likely future evolution of the baseline information on heritage and landscape without the Bury Core Strategy.
- 6.4.2 The built heritage and landscapes of Bury currently face variable pressure from new development. Restrictive covenants imposed by heritage designations and planning controls should ensure that the character of Bury is retained. In the absence of an up-to-date plan, the NPPF will become the main source of planning policy in this regard. One of the main core planning principles of the NPPF recognises is the need to take account of the different roles and character of areas, protection of the Green Belt and of the intrinsic character and beauty of the countryside. Where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted.
- 6.4.3 The saved UDP policies afford some protection to existing heritage and landscape features. Without the plan these policies are likely to be sufficient enough to protect *existing* sites of heritage and landscape value. However, potential new sites that could be identified as having value over the plan period may require additional protection that is not available in the existing local plan. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.
- 6.4.4 Bury Council are currently in the process of preparing conservation area appraisals and management plans for each of the twelve conservation areas. Conservation area appraisals and management plans have already been completed for six areas (see paragraphs 6.2.10). Conservation area appraisals and management plans will be prepared for: Holcombe Village; Bury Town Centre, Brooksbottoms/Rowlands, Summerseat, Pot Green and Walmersley in the

near future. The appraisals and management plans will help ensure that heritage management issues are identified and a robust evidence base put in place.

## 6.5 What will the situation be under the Second Draft Publication Core Strategy?

6.5.1 The Second Draft Publication Core Strategy will have an impact on Heritage and Landscape features in the Borough in a variety of ways. The following table describes the degree of impact of each of the policies on the theme of Heritage and Landscape.

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	

EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

## General Comments

- 6.5.2 Overall, the policies within the Second Draft Publication Core Strategy will have a positive impact on protecting and enhancing key heritage and landscape assets in the Borough. A number of the policies will have a particularly positive impact on developing and enhancing the green infrastructure network in the Borough.

## Protecting Heritage and Landscape Assets

- 6.5.3 The overarching policies within the Second Draft Publication Core Strategy which aim to conserve the Borough's heritage and landscape assets is policy EN13 (Built Heritage Assets and Landscape Character Areas) and EN14 (Conserving and Enhancing the Borough's Built Heritage and Landscape Character). Policy EN13 sets the spatial approach for conserving, protecting and enhancing the built environment and landscape character. Policy EN14 sets out the Council's approach to planning applications that could affect the Borough's built heritage and landscape character, giving a series of considerations that will help to ensure that inappropriate development is avoided. The supporting text to policies EN16 (Managing Mineral Resources) and EN17 (Sustainable Waste Management) include a cross-reference to policy EN13 and EN14, this will help ensure that the need to conserve the Borough's built heritage and landscape assets, (alongside other natural assets) is considered as part of any new minerals and waste development proposals within the Borough.
- 6.5.4 Policy CP1 (Delivering High Standards of Design and Layout in New Development), Policy EN2 (Development in the Green Belt) and Policy DEL1 (Delivering Sustainable Development) have a positive impact on the heritage and landscape topic. Policy CP1 requires proposals in the Borough to pay specific and careful attention to protecting landscape and townscape, including built heritage assets, requires visual amenity to be taken into account especially where development may impact on public views of landscape or townscape features, and stipulates that proposals for telecommunications masts should be sympathetically designed to minimise visual impact and should explore the potential for utilising existing structures beforehand. Policy EN2 requires developments within the Green Belt to respect the visual amenities of the Green



- Belt by ensuring these are retained and not compromised by design and layout. Policy DEL1 identifies the potential to seek contribution to infrastructure including heritage and archaeological assets, the public realm and green infrastructure.
- 6.5.5 A number of policies in the Second Draft Publication Core Strategy direct new development to urban areas within Bury. These policies include SF1 (Bury's Spatial Framework), EC4 (Creating Thriving and Competitive Key Centres), EN1 (Green Belt), EN2 (Development in the Green Belt), CO7 (Addressing the Needs of Our Regeneration Areas), CO1 (Delivering a Choice of Quality Housing for Everyone) and CO2 (Managing 'Windfall' Housing Development). These policies will have an indirect positive impact on protecting areas of rural landscape value by ensuring that development is directed towards the key centres within Bury.
- 6.5.6 Core Strategy policy CO1 prioritises development on previously developed land and this will help to maintain and protect the quality of the countryside. On the other hand, delivering new housing will result in increased land-take which will undoubtedly have an impact on the environment, including areas of landscape value through increased disturbance and recreation pressure.
- 6.5.7 Core Strategy policy CO1 promotes the reuse of existing buildings for housing. Any projects involving a change of use should seek to adopt sustainable measures including the conservation and enhancement of landscape and townscape.
- 6.5.8 Core Strategy policy CO6: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople provides for these communities to be specifically catered for. The policy incorporates a series of site-selection criteria, which consider accessibility to community facilities and planning issues such as the impact on residential amenity and flood risk. The sustainability of the policy could be increased by ensuring that sites do not impact on the natural and historic environment to ensure that new sites do not generate undesirable impacts. The implementation of this policy is important, as failing to allocate sites may lead to unauthorised encampment, which leads to an increased possibility of environmental damage and could also have a negative impact on the image of the Borough.
- 6.5.9 Policy EC9 (Developing Attractive Tourism and Cultural Assets) specifically identifies the need to protect heritage and landscape assets in the Borough, this will help protect the Borough's landscapes and historic environment.
- 6.5.10 Policy EN2 (Development in the Green Belt) notes that the policy approach in the UDP of protecting land formerly designated as 'Other Protected Open Land' will not be carried forward in the Local Plan as this land offers the only realistic opportunity to accommodate development beyond the urban fringe. Whilst this may be judged to have a significant adverse impact on landscape features, it should be noted that many of these sites have other policy constraints such as designations of Sites of Biological Importance (SBIs) and Local Nature Reserves (LNRs) and may therefore be unsuitable for development.

### **Green Infrastructure Network**

- 6.5.11 Policies EN3 (Creating and Enhancing a Network of Green Infrastructure) and EN4 (Protecting and Enhancing the Green Infrastructure Network) promote the development of the Green Infrastructure Network within Bury and will have a positive impact on protecting and enhancing the diversity and distinctiveness of landscapes and the countryside within the Borough (SA objective 12). Policy EN2 encourages the positive use of land in the Green Belt by making a better contribution to the Green Infrastructure network, by retaining and enhancing landscape character or improving damaged or derelict land.
- 6.5.12 It is anticipated that new housing development will have a positive impact on the provision of green infrastructure in the Borough, with Policy CO10 requiring developers of all new housing

to make provision for additional or enhanced open space, sport and recreation to meet the needs of the prospective residents.

### **Impacts of Low and Zero Carbon Infrastructure development on heritage and landscape**

- 6.5.13 A number of the policies within the Second Draft Publication Core Strategy identify requirements to develop a zero carbon infrastructure within the Borough (policies EN10, EN11 and EN12). The reduction in carbon emissions that will be delivered as part of these policies will have an indirect positive impact on heritage assets as there will be a decrease in pollution in the Borough. This will reduce the potential for acid erosion of key heritage features. In particular, policy EN12 (Decentralised, Low and Zero Carbon Energy Infrastructure) will have an added positive impact as it requires energy solutions to provide a balance between conservation values and a reduction in carbon emissions. Importantly, policy EN12 requires proposals for new energy infrastructure to consider the impacts of development individually and cumulatively on the historic environment and visual amenity within the local area. Policy EN12 also requires wind energy developments to be assessed in the context of landscape impacts, this will have a positive impact on SA Objective 12 which seeks to protect and enhance landscapes, the countryside and the historic environment.

### **Protecting the Green Belt**

- 6.5.14 Policy EN1 has the approach of generally maintaining the Green Belt throughout the Borough and identifies the locations where development within the Green Belt may be acceptable including the village settlements and large previously-developed sites, and seeks to resist inappropriate forms of development. Policy EN2 provides further advice on development that may be appropriate in the Green Belt including agricultural workers' dwellings, equestrian development and development which respects the visual amenities of the Green Belt. It is considered that Policies EN1 and EN2 have a positive impact on heritage and landscape in protecting the wider countryside from urban sprawl and inappropriate development.
- 6.5.15 Policy EC1 seeks to encourage economic growth by protecting existing sources of employment and making provision for employment land of sufficient quantity, quality and spatial distribution. In order to improve the quality and spatial distribution, Policy EC1 identifies potential additional employment land provision at Gin Hall on Junction 1 of the M66. This 13.5 hectare site is designated as Green Belt and the Core Strategy is clear in that development will only be supported where an applicant can demonstrate 'very special circumstances' as required by national policy. Should these very special circumstances be demonstrated, this additional provision would have a negative impact on Green Belt in this area of the Borough and therefore have some negative impact on the Heritage and Landscape objective. However, even if this site were to be developed, in Borough-wide terms, the majority of employment land needs can be accommodated within the existing urban area when considering the approach of Policy EN1 in protecting the general extent of the Green Belt and the collective approaches of Policies SF1, EC4, EN2, CO1, CO2 and CO7 in directing development towards the urban area. It is therefore concluded that this impact would not be significant.

## **6.6 Recommendations for mitigation and/or enhancement**

- 6.6.1 This section identifies ways in which negative impacts can be mitigated and positive impacts can be enhanced in relation to the heritage and landscape theme.

### **Mitigation of Negative Effects**

- 6.6.2 The implementation of the Core Strategy is not expected to have negative impacts on heritage and landscape due to the high level of protection and appropriate mitigation provided to

heritage and landscape assets in the Borough by a number of policies. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies. Negative impacts have been identified as a result of the potential provision of additional employment land at Gin Hall, which is located in the Green Belt. Any specific application on this site would need to demonstrate very special circumstances to allow this development to proceed, and incorporate design features to minimise visual impact.

### Enhancement of Positive Effects

6.6.3 Potential positive impacts on the topic area of heritage and landscape can be summarised as follows:

- Policies CP1, DEL1, EN2, EN13 and EN14 strengthen the requirements for conserving the Borough's heritage and landscape assets within the Second Draft Publication Core Strategy.
- Policies SF1, EC4, EN1, EN2, CO7, CO1 and CO2 identify the need to locate new development in urban areas, which will help to retain key areas of landscape value in the Borough.
- Policy CO2 identifies that 'windfall' housing development will be acceptable provided that they do not have a detrimental impact on the local environment,
- Policy EN1 and EN2 identify the need to protect land classified as Green Belt.
- Policies EN3 and EN4 have a positive impact on developing and managing a Green Infrastructure Network in the Borough. Policy EN2 encourages the positive use of Green Belts and has links to other environmental policies such as that on Green Infrastructure (EN3 and EN4).
- Policies EN10, EN11 and EN12 encourage the development of a zero carbon infrastructure and carbon reduction throughout the Borough. This will have a positive impact on conserving key heritage and landscape assets. In particular, policy EN12 aims to ensure that development of the zero carbon infrastructure is directed towards areas that will not have a detrimental impact on areas of heritage and landscape value.

## 6.7 Monitoring

6.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- Grade I and II\* listed buildings at risk of decay;
- Number of planning permissions refused on the basis of design;
- Number of up-to-date Conservation Area appraisals;
- Number of refusals due to impact on landscape character/designation.

## 6.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	<p>The Second Draft Publication Core Strategy considers the wider context and setting for the development of Bury. The impact of the Core Strategy upon heritage and landscape is considered to be very positive.</p> <p>Policies SF1 (Bury's Spatial Framework), EN13 (Built Heritage Assets and Landscape Character Areas) and EN14 (Conserving and Enhancing the Borough's Built Heritage and Landscape Character) are particularly important in relation to the heritage and landscape topic area.</p>	<p>There is expected to be a positive impact from the combination of the Core Strategy and other plans and programmes on heritage and landscape.</p>
<b>Long term (beyond 2029)</b>	<p>The importance of protecting, enhancing and managing places, landscapes and assets of heritage value is well recognised and these features will be well managed into the longer term.</p>	<p>Emerging plans, programmes and strategies recognise the value of proactive management of key features.</p>
<b>Areas likely to be significantly affected</b>	<p>Listed buildings and conservation areas within the Borough are predominantly concentrated in the main urban areas of Bury Town Centre, Whitefield, Prestwich and Ramsbottom. These areas are also those proposed to accommodate most new development in the borough. It is therefore likely that the landscape/townscape and heritage values of these areas will be most affected.</p>	
<b>Permanent vs. Temporary</b>	<p>Effects on heritage and landscape features can be immediate upon the development of new uses nearby and are usually permanent, as the landscapes/townscapes and, especially, the heritage assets cannot always recover from the negative effects, at least not without great cost once the development is removed.</p>	
<b>Secondary</b>	<p>Development in the vicinity of areas of heritage and landscape value could have negative secondary effects through the indirect effects caused by additional traffic / congestion and reduction in air quality (pollutants can cause damage to building structures). Furthermore, any negative effect in climatic factors and flooding may pose an increased risk to heritage and landscape assets within Bury.</p>	

# 7 Biodiversity

## 7.1 Introduction

7.1.1 Biodiversity is the term given to the diversity of life on Earth. This includes the plant (flora) and animal (fauna) species that make up our wildlife and the habitats in which they live. It also includes micro-organisms and bacteria. Formally, the Convention on Biological Diversity (CBD) defines biodiversity as:

*The variability among living organisms from all sources including terrestrial, marine and other aquatic ecosystems, and the ecological complexes of which they are part, this includes diversity within species, between species and ecosystems<sup>16</sup>.*

7.1.2 As well as being important in its own right, we value biodiversity because of the ecosystem services it provides, such as flood defence and clean water; and the contribution that biodiversity makes to our wellbeing and sense of place.

7.1.3 The following chapter assesses the sustainability of the Second Draft Publication Core Strategy in relation to biodiversity.

### Identification of the Applicable SA Objectives Identified by the SA Scoping Report

7.1.4 The following Sustainability Objective has been identified as the most relevant to the Biodiversity topic area:

SA Objective	Locally Distinctive Sub Criteria
11. To protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features	Conserve and enhance natural/semi-natural habitats?
	Conserve, enhance and restore species diversity by targeting species in decline and addressing habitat fragmentation?

## 7.2 What is the policy context?

7.2.1 There is a range of policy guidance on biodiversity at the national, regional, sub-regional and local level. The key policy documents are set out below.

### National Policy

#### National Planning Policy Framework (2012)

7.2.2 National policy seeks to minimise impacts on biodiversity and provide net gains for nature to help halt the overall decline. As part of this, resilient ecological networks should be established to ensure they can respond to current and future pressures.

7.2.3 Local Plans should set criteria-based policies for proposals affecting areas of biodiversity and geodiversity with distinctions made between international, national and locally designated sites.

7.2.4 Local planning authorities should also plan positively for the creation, protection, enhancement and management of networks of biodiversity.

<sup>16</sup> CBD (no date). *Convention on Biological Diversity* [online] available at: <http://www.cbd.int/> (accessed 21 January 2010).

### **Circular 06/2005 (2005)**

- 7.2.5 The NPPF has replaced all Planning Policy Statements, although associated guidance such as Circular 06/2005 is still valid until a further announcement is made on which advice notes will be retained or replaced.
- 7.2.6 The Circular provides guidance on the application of the law relating to planning and nature conservation and covers Special Protection Areas, Special Areas of Conservation, Ramsar sites and Sites of Special Scientific Interest. There are also further sections on nature conservation outside designated sites and the conservation of species.

### **Natural Environment and Rural Communities Act 2006**

- 7.2.7 The Natural Environment and Rural Communities Act is the legislation for the protection of the natural environment in Britain. More specifically, it sets out the legislation in relation to nature conservation, wildlife, sites of special scientific interest, National Parks and Broads, rights of way and inland waterways.

### **Guidance for Local Authorities on Implementing the Biodiversity Duty (2007)**

- 7.2.8 This guidance note was prepared by DEFRA to assist local authorities in fulfilling their Biodiversity Duty, introduced originally by the NERC Act. The document stresses the importance of compiling a good evidence base for biodiversity to enable the development of well-informed spatial planning policies and provide a basis for assessing planning applications.

### **The Natural Choice - Natural Environment White Paper (2011)**

- 7.2.9 The White Paper was published in response to the Lawton Report 'Making Space for Nature' of September 2010 which revealed that England's wildlife sites are fragmented and not equipped to respond to climate change and other pressures.
- 7.2.10 The document aims to improve the quality of the natural environment across England by halting the decline in habitats and species and strengthening the connection between people and nature. Measures include the new Nature Improvement Areas, Local Nature Partnerships and the concept of biodiversity offsetting.

## **Regional Policy**

### **Action for Sustainability – Regional Sustainable Development Framework**

- 7.2.11 Action for Sustainability (AFS) is the North West's Regional Sustainable Development Framework and is used to inform SAs of regional plans and strategies. It is an important tool in determining sustainable objectives of regional policy development and assessing the likely impact of policies against those objectives. Some of the relevant objectives in relation to biodiversity, flora and fauna identified in the framework include:
- Conservation of the natural environment;
  - Improve and protect local environmental quality;
  - Protect and enhance the biodiversity, the local character and accessibility of the landscape; and
  - Protect and enhance endangered species, habitats and sites of geological importance.

## **The North West of England Plan – Regional Spatial Strategy (RSS) to 2021**

- 7.2.12 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.
- 7.2.13 The RSS for the North West forms the land use and development planning framework at the regional level. Some of the key policies identified in the plan in relation to biodiversity, flora and fauna include to identify, protect, maintain and enhance natural features that contribute to the character of landscapes and places within the North West.

### **Sub Regional Policy**

#### **Greater Manchester Biodiversity Action Plan (2003)**

- 7.2.14 The Greater Manchester Biodiversity Action Plan is an over-arching document for biodiversity across all ten districts. The overall aim of the Greater Manchester Action Plan is "To promote the conservation, protection and enhancement of biological diversity in Greater Manchester for current and future generations." There are currently 13 action plans covering a range of habitats and species occurring in Greater Manchester which require action to conserve them in the future. A further five action plans are in the process of being updated/created.

#### **Greater Manchester Ecological Framework (2008)**

- 7.2.15 The Greater Manchester Ecological Framework aims to conserve and enhance biological diversity by informing efforts to repair and connect habitats, promote pro-active nature conservation and contribute to the national and sub-regional land-use planning obligations. The study sets out a methodology and identifies six 'biodiversity opportunity areas' which include natural and semi-natural habitats, private gardens and species-specific hotspots.

### **Local Policy**

#### **Bury Wildlife Strategy (1993)**

- 7.2.16 The Bury Wildlife Strategy (prepared by Bury Council in 1993) sets out a series of measures aimed at protecting valuable wildlife habitats and species from adverse developments, protecting and improving the wildlife corridor network of the Borough and encouraging the management of habitats in a way which enhances their value for wildlife. The strategy also aims to promote the enjoyment of wildlife by making suitable areas of wildlife interest accessible to all people in the Borough.

## **7.3 What is the situation now?**

- 7.3.1 Bury has a variety of habitats that provide a home for flora and fauna. The emerging Second Draft Publication Core Strategy policies will be required to continue to protect and enhance the existing habitats and species that have been identified in Bury and promote the extension and creation of new habitats.

### **Biodiversity Designations**

- 7.3.2 Although there are no Natura 2000 sites<sup>17</sup> located within the Borough, there are four located on the outskirts of the Borough that could be impacted upon by the policies within the Second Draft Publication Core Strategy. These include the South Pennines Special Area of

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<sup>17</sup> Natura 2000 is an ecological network of protected areas in the territory of the EU. Further information in relation to Natura 2000 sites is available on the European Commission website. Accessed on 04/06/10 at [http://ec.europa.eu/environment/nature/index\\_en.htm](http://ec.europa.eu/environment/nature/index_en.htm).

Conservation (SAC), Rochdale Canal SAC (located 4Km to the south east) the Manchester Mosses SAC and the Peak District Moors Special Protection Area (SPA).

7.3.3 The only Site of Special Scientific Importance (SSSI) is Ash Clough on the Boundary between Bury and Bolton. It is a river cliff and is important for the geology exposed. The site is protected by Acts of Parliament such as the 1981 Wildlife and Countryside Act and the 2000 Countryside and Rights of Way Act<sup>18</sup>.

7.3.4 Sites of Biological Importance (SBIs) are one of the non-statutory designations used locally by the Greater Manchester local authorities to protect locally valued sites of biological interest. There are currently 50 SBIs in Bury which best represent Bury's flora and fauna<sup>19</sup>. Furthermore, Bury currently has five declared Local Nature Reserves (LNRs), at Kirklees, Philips Park, Chesham, Hollins Vale and Redisher Woods<sup>20</sup>.

7.3.5 There is a significant concentration of semi natural Ancient Woodland (approximately 93 hectares)<sup>21</sup> located in steep sided valleys within Ramsbottom, Whitefield and Prestwich, coupled with more recent plantation woodland located along the M60 motorway and river flood plain.

### Habitats

7.3.6 There are a number of species present within the Borough that are protected by European and National legislation. They include Great Crested Newts, Bats and Badgers. There are also a number of wildlife corridors and links within the Borough by which species migrate or extend their territory<sup>22</sup>.

### Effect of existing policies on current situation

7.3.7 There are a number of policies within the saved Bury UDP policies that address the need to protect biodiversity assets within the Borough. Policy EN6 (Conservation of the Natural Environment) identifies the need to retain, protect and enhance the natural environment, with a specific focus on areas of ecological and wildlife importance. It specifically identifies the need to protect SSSIs, SBIs and LNRs. Policy EN8 (Woodlands and Trees) supports the retention of trees, woods, copses and hedgerows and replacement tree planting throughout the Borough. Policy EN10 seeks to improve the environmental quality of the Borough and gives priority to an ongoing environmental improvement programme.

## 7.4 What will the situation be without the plan?

7.4.1 The following section sets out the likely future evolution of the baseline information on biodiversity without the Bury Core Strategy.

7.4.2 In the absence of an up-to-date plan, the NPPF will become the main source of planning policy in this regard. The NPPF seeks to minimise impacts on biodiversity and provide net gains for nature to help halt the overall decline. The key difference would be that NPPF policies would encourage enhancement, whereas the saved UDP policies focus purely on protection. Where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted.

<sup>18</sup> Information taken from the 'Wildlife Conservation' section of the Bury Council website. Accessed on 11/05/10 at <http://www.bury.gov.uk/Environment/LandAndPremises/Conservation/WildlifeConservation/default.htm>

<sup>19</sup> Information taken from the Bury Council Core Strategy Draft Publication (2010). Accessed on 04/06/10 at <http://www.bury.gov.uk/Environment/LandAndPremises/Conservation/Woodland/default.htm>

<sup>20</sup> See footnote 6

<sup>21</sup> Source: Bury's Draft Environment Topic Paper, August 2011).

<sup>22</sup> See footnote 6



- 7.4.3 The existing saved UDP policies mentioned in the previous section (policies EN6 and EN8) afford a reasonable level of protection to key biodiversity sites within the Borough. These policies may offer sufficient protection to existing biodiversity sites in the future, however they would not provide for the need for habitat drift or shift that might arise in the future from the impacts of climate change. If new sites of biodiversity value are identified in the future, the existing saved UDP policies may not offer sufficient protection. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.
- 7.4.4 Bury's housing requirement under the North West RSS is for a total of 9,000 dwellings over the plan period (2003-2021), of which 3,679 had already been delivered at 2012. Without the plan, the pressure to develop on Greenfield sites and other vacant sites will be increased, which could potentially lead to a loss in biodiversity value and damage important links between habitats. The increase in housing and the projected population growth in Bury could also increase pressure on the existing transport infrastructure and demand on natural areas for outdoor leisure and recreation.

## 7.5 What will the situation be under the Second Draft Publication Core Strategy?

- 7.5.1 The Second Draft Publication Core Strategy will have an impact on Biodiversity in the Borough in a variety of ways. The following table describes the degree of impact of each of the policies on the theme of Biodiversity.

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	

CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

## General Comments

- 7.5.2 Overall, the Second Draft Publication Core Strategy has a positive impact on the Biodiversity topic area. Policies EN5 (Conserving an Ecological Network and Promoting Ecological Enhancement) and EN6 (Conserving and Enhancing the Borough's Natural Assets) afford significant protection and potential enhancement to areas of biodiversity value within the Borough.
- 7.5.3 The improvement in air quality that is likely to be delivered as a result of policies EN10 (Moving Towards a Zero Carbon Borough), EN18 (Pollution Control), T1 (Better Connecting Places and Improving Accessibility), EN11 (Reducing Carbon Emissions from New Buildings) and EN12 (Decentralised, Low and Zero Carbon Energy Infrastructure) will have a positive (but less significant) impact on sites of biodiversity value.

## Protecting Biodiversity Assets

- 7.5.4 The overarching policies within the Second Draft Publication Core Strategy that set out the need to protect biodiversity assets in Bury are EN5 (Conserving an Ecological Network and Promoting Ecological Enhancement) and EN6 (Conserving and Enhancing the Borough's Natural Assets). EN5 identifies the need to retain and, where possible, enhance features of ecological value in the Borough. The identification of specific areas for ecological enhancement in the Borough within policy EN5 provides a proactive spatial response which recognises the different needs across the borough. EN6 sets out a series of issues that need to be considered in relation to the potential impact of a development on natural assets including biodiversity.
- 7.5.5 A number of policies in the Second Draft Publication Core Strategy set out the need to locate new development in urban areas within Bury. These policies include SF1 (Bury's Spatial Framework), EC4 (Creating Thriving and Competitive Key Centres), EN1 (Green Belt), EN2 (Development in the Green Belt), C07 (Addressing the Needs of Our Regeneration Areas), CO1 (Delivering a Choice of Quality Housing for Everyone) and CO2 (Managing 'Windfall' Housing Development). These policies will have an indirect positive impact on protecting areas of ecological value outside urban areas by directing development towards the key urban centres within Bury.
- 7.5.6 Core Strategy policy CO1 prioritises development on previously developed land and this will help to maintain and protect the quality of the countryside, including any ecological value. On the other hand, delivering new housing will result in increased land-take which will undoubtedly have an impact on the environment, including areas of biodiversity value through increased disturbance and recreation pressure.
- 7.5.7 Core Strategy policy CO1 promotes the reuse of existing buildings for housing. Any projects involving a change of use should seek to adopt sustainable measures including the conservation and enhancement of biodiversity.
- 7.5.8 The supporting text of policies EN16 (Managing Mineral Resources) and EN17 (Sustainable Waste Management) both include a cross reference within the supporting text to policy EN6 and EN5; this will help ensure the conservation and protection of the Borough's biodiversity is considered when developing proposals for minerals and waste development within the Borough. Policy EN18 is applicable to all forms of pollution (including that associated with air, noise, light, odour, water, land contamination, litter and vibration) and highlights measures to avoid potentially unacceptably adverse impacts including impacts on sensitive natural resources (which may include protected species and habitats).
- 7.5.9 Policy EN2 encourages the positive use of land in the Green Belt and directs applicants to consider the objectives of other environmental policies in the Core Strategy such as those that relate to biodiversity.
- 7.5.10 Policy EN2 also notes that the policy approach in the UDP of protecting land formerly designated as 'Other Protected Open Land' (OPOL) will not be carried forward in the Local Plan as this land offers the only realistic opportunity to accommodate development beyond the urban fringe. Whilst this may be judged to have a significant impact on biodiversity, it should be noted that many of these sites have other policy constraints such as designations of Sites of Biological Importance (SBIs) and Local Nature Reserves (LNR) and may therefore be unsuitable for development. Any sites previously designated as OPOL which are proposed as housing land in the Site Allocations Plan and involve policy constraints, will be subject to the relevant policies such as Policy EN6 on Natural Assets and ~~Policy EN4 on Green Infrastructure~~. Therefore it is considered there will not be a significant adverse impact on the biodiversity objective in this regard.

## **Green Infrastructure Network**

- 7.5.11 The retention and enhancement of the Green Infrastructure Network that is promoted as part of policies EN3 (Creating and Enhancing a Network of Green Infrastructure) and EN4 (Protecting and Enhancing the Green Infrastructure Network) will have a positive impact on protecting and enhancing biodiversity features within Bury. More specifically, policy EN3 will have a significantly positive impact as it identifies the Upper Irwell Valley and the Lower Irwell & Roch Valleys as areas where emphasis will be placed on enhancing biodiversity.

## **Impacts of Low and Zero Carbon Infrastructure development on biodiversity**

- 7.5.12 Three policies within the Core Strategy (EN10 – Moving Towards a Zero Carbon Borough, EN11 – Reducing Carbon Emissions from New Buildings and EN12 – Decentralised, Low and Zero Carbon Energy Infrastructure) identify the need to develop the low and zero carbon infrastructure within Bury and to reduce carbon emissions from new buildings. This will have an indirect positive impact on ensuring that the biodiversity assets in the Borough are protected by maintaining air quality.
- 7.5.13 Importantly, policy EN12 requires proposals for new energy infrastructure to consider the impacts of development individually and cumulatively on biodiversity and nature conservation. Policy EN12 also requires wind energy developments to be assessed in the context of biodiversity impacts, this will have a positive impact on SA Objective 11 which seeks to protect enhance, restore biodiversity and flora and fauna in the Borough.

## **7.6 How can we mitigate/enhance effects?**

- 7.6.1 This section identifies ways in which negative impacts can be mitigated and positive impacts can be enhanced in relation to the biodiversity theme.

### **Mitigation of Negative Effects**

- 7.6.2 The implementation of the Core Strategy is not expected to have any negative impacts on biodiversity in the Borough due to the high level of protection and appropriate mitigation provided to biodiversity assets in the Borough by a number of policies. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.

### **Enhancement of Positive Effects**

- 7.6.3 Potential positive impacts on the topic area of biodiversity can be summarised as follows:
- Policies EN5, EN6 and EN18 strengthen the requirements for conserving the Borough's biodiversity assets within the Second Draft Publication Core Strategy.
  - Policies SF1, EC4, EN1, EN2, CO7, CO1 and CO2 identify the need to direct development towards the key urban centres within Bury.
  - Policies EN3 and EN4 have a positive impact on developing and managing a Green Infrastructure Network in the Borough, which will have a positive impact on protecting key biodiversity assets in the Borough.
  - Policy EN2 encourages the positive use of Green Belts e.g. by retaining and enhancing natural assets and has links to other environmental policies such as Biodiversity (EN5 and EN6).

- Policies EN10, EN11 and EN12 encourage the development of a zero carbon infrastructure and carbon reduction throughout the Borough, which will have indirect positive impacts on biodiversity by maintaining air quality,

## 7.7 Monitoring

7.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- Change in areas of populations of biodiversity importance, including (i) change in priority habitats and species by type and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, sub-regional or local significance.
- % of area of land designated as SBIs within the local authority in favourable condition.
- No. of developments including landscaping schemes to benefit biodiversity.
- Loss of designated habitat.

## 7.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	<p>The policies identified within the Second Draft Publication Core Strategy generally strive to meet the sustainability objective identified in the SA framework on the topic of Biodiversity, Fauna and Flora.</p> <p>Policies EN5, EN6 and EN18 will have a positive effect on ensuring that sites of biodiversity value within the Borough are protected and enhanced.</p>	<p>Very positive effects are created by the implementation of other locally strategic plans and programmes such as the National Planning Policy described earlier. Additionally, a number of other plans and programmes (particularly the Greater Manchester Biodiversity Action Plan) will help to ensure that key biodiversity features throughout the borough are protected</p>
<b>Long term (beyond 2029)</b>	<p>Biodiversity flora and fauna can be affected by a combination of environmental considerations such as air pollution, recreational pressure, land take, renewable energy developments and climate change therefore it is difficult to predict the impact of the Core Strategy. Although the delivery of the Core Strategy policy options would result in a continuing positive effect on biodiversity, fauna and flora in Bury if all mitigation identified is delivered.</p>	<p>As above</p>
<b>Areas likely to be significantly affected</b>	<p>Areas that could be affected include the SBIs in and around the key urban centres in the Borough (the majority of these are in Bury and around Ramsbottom and Radcliffe). However, if developments are planned and managed appropriately in these areas and strong mitigation is put in place for any negative effects, the effect on biodiversity could be reduced.</p>	
<b>Permanent vs. Temporary</b>	<p>Providing that the pressures from increases in population and demand for housing can be accommodated on sites within the urban area which do not have a high biodiversity value, the policies should have a positive effect which would be permanent for biodiversity.</p>	
<b>Secondary</b>	<p>New development can have a number of secondary effects on biodiversity, through a reduction in air, water and soil quality, loss of habitat, increased disturbance and recreational pressure.</p>	

## 8 Water and Land Resources

### 8.1 Introduction

8.1.1 In the UK, access to clean water is generally taken for granted, yet large quantities are used for domestic purposes, for cooling, rinsing and cleaning in industry, and for irrigation in agriculture. Such activities place a heavy burden on water resources in terms of both quality and quantity. Water resources include precipitation, surface water (lakes, rivers, etc.), soil (near-surface) water and groundwater. Water resources are valued in a number of different ways, for example:

- Surface waters and adjacent land often have high landscape and recreational value;
- Navigable waters have economic importance; and
- River flood plains often contain valuable agricultural land owing to replenishment of sediments during flooding. Flood plains have long been a focus for settlement, resulting in them often containing important archaeological features, and being extensively urbanised.

8.1.2 Some of the key environmental problems affecting the quality of local water resources include diffuse pollution, floodplain development pressures, and low flows. The Council should therefore aim to maintain and improve the quality of surface and groundwater, secure the long-term availability and use of water resources, and reduce the risk and likelihood of flooding.

8.1.3 The use of land resources is a key component of sustainable development. Geodiversity is the variety of rocks, fossils, minerals, landforms and soils, along with the natural processes that shape the landscape. Land resources in this context include the production of waste and its disposal.

#### Identification of the Applicable SA Objectives Identified by the SA Scoping Report

8.1.4 The following Sustainability Objectives have been identified as the most relevant to the Water and Land resources topic area:

SA Objective	Locally Distinctive Sub Criteria
9. To protect and improve the quality of controlled waters in Bury and to sustainably manage water resources	Improve the quality of controlled waters?
	Ensure efficient use and management of water resources throughout the Borough.
	Promote sustainable design and construction measures that reduce water consumption and result in decreased run-off of polluted water (including during construction phase).
11. To protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features	Conserve and enhance natural/semi-natural habitats?
	Conserve, enhance and restore species diversity by targeting species in decline and addressing habitat fragmentation?
16. To manage waste sustainably, minimise waste, its production and increase re-use, recycling	Promote the integration of waste management facilities to enable efficient recycling and energy from waste as part of new developments.
	Minimise the production of waste?

SA Objective	Locally Distinctive Sub Criteria
and recovery rates	Reduce the amount of residual waste sent to landfill?
17. To conserve soil resources and reduce land contamination	Ensure new development will not result in contamination of land and promote the remediation and regeneration of the large areas of existing contamination land?
	Develop brownfield sites where these can support wider sustainability objectives (e.g. reduce travel by car, improve the public realm, avoid loss of biodiversity, gardens, etc.)?
	Protect and enhance soil quality in Bury?

## 8.2 What is the policy context?

8.2.1 There is a range of policy on water and land resources at the national, regional, sub-regional and local level. The key policy documents are set out below.

### National Policy

#### *Land Resources*

#### **National Planning Policy Framework (2012)**

8.2.2 National policy on minerals considers it an essential resource to support sustainable growth and therefore their efficient use and maintenance of a sufficient supply is of considerable importance. Great weight should be given to the benefits of mineral extraction, including to the economy.

8.2.3 Minerals planning authorities are required to plan for a steady and adequate supply of aggregates and industrial minerals. Local Plans should identify and include policies for mineral extraction and define Minerals Safeguarding Areas.

#### **Waste Strategy for England (2007)**

8.2.4 The Waste Strategy for England promotes the Best Practicable Environmental Option (BPEO), the waste hierarchy and the proximity principle. Within the strategy, a number of key objectives are set. These include the need to: decouple waste growth from economic growth and put more emphasis upon waste prevention and re-use; secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and get the most environmental benefit from investment through increased recycling of resources and recovery of energy from residual waste.

#### **PPS 10: Planning for Sustainable Waste Management (2006)**

8.2.5 PPS 10 promotes driving waste management up the waste hierarchy. Some of the key objectives within the PPS include: to provide sufficient and timely provision of waste management facilities that meet the needs of their communities; to ensure waste is disposed of as near as possible to the place of production; to protect the Green Belt; and to recognise that some types of waste management facilities have wider environmental and economic benefits.

8.2.6 The Government have stated that PPS10 will remain in force until the policies within the forthcoming National Waste Management Plan replace it.



## ***Water***

### **National Planning Policy Framework (2012)**

- 8.2.7 The NPPF states that the planning system should enhance the natural environment by preventing both new and existing development from contributing to or being put at risk from water pollution.
- 8.2.8 Planning policies and decisions should ensure new developments are appropriate for their location, and therefore the effects of pollution on health, natural environment or general amenity should be taken into account.

### **Water Act (2003)**

- 8.2.9 The Water Act requires that all surface water bodies meet “good” ecological status and “good” chemical status by 2015. Water conservation is a priority within the Act and water abstraction/impoundment must not be done in an unsustainable manner or one that contributes to the deterioration of water resources.

### **Future Water – The Government’s Water Strategy for England (2008)**

- 8.2.10 The vision for water policy and management set out within the strategy is one where, by 2030, there is: improved quality of the water environment and the ecology which it supports; and continued high levels of drinking water quality from taps.

## **Regional Policy**

### **The North West of England Plan – Regional Spatial Strategy (RSS) to 2021**

- 8.2.11 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.
- 8.2.12 The RSS for the North West forms the regional land use and development planning framework. Some of the key targets identified in the plan in relation to the land resources theme include:
- 40% of household waste to be reused, recycled or composted by 2010; 45% by 2015; and 55% by 2020;
  - Recycle 35% of all commercial and industrial wastes by 2020.
- 8.2.13 The RSS also contains a key objective to promote, protect and enhance environmental quality including coastal and inland waters.

## **Sub-Regional Policy**

### ***Water***

### **Local Environment Agency Plan – Roch/Irk/Medlock Action Plan (1998)**

- 8.2.14 The purpose of the Roch/Irk/Medlock Action Plan is to make use of integrated catchment management planning in order to take a holistic approach to the protection and enhancement of the environment. Amongst the main objectives of the plan is the need to: manage water resources; conserve land; and manage waste.

## ***Land Resources***

### **Greater Manchester Derelict Land Strategy (2003)**

- 8.2.15 The Greater Manchester Derelict Land Strategy sets out how derelict land within the Greater Manchester area will be managed. It identifies the need to secure major improvements in the image and competitiveness of the conurbation via environmental enhancements of both urban and rural areas. It also identifies the need to promote sustainable urban regeneration and assist in bringing forward high quality sites for inward investment, including both employment development and new housing, and thereby, reducing pressure to release Greenfield land for development.

### **Greater Manchester Waste Management Strategy (2007)**

- 8.2.16 The Greater Manchester Waste Management Strategy sets out a commitment to move waste up the waste hierarchy, based on the descending options of waste reduction, re-use, recovery and disposal, according highest priority to waste reduction and minimisation. The Strategy also adopts a commitment to recycling and composting with no restriction to the development of recycling and composting facilities. It also highlights the need to develop an approach to waste management that takes account of new and emerging technologies.

### **Greater Manchester Joint Waste DPD**

- 8.2.17 The ten unitary authorities in Greater Manchester adopted a joint waste development plan document (JWDPD) for Greater Manchester on 1 February 2012.
- 8.2.18 The JWDPD includes detailed development control policies and the identification of sites and preferred areas for a range of waste management facilities required up until 2027.

### **Greater Manchester Minerals DPD**

- 8.2.19 The ten Greater Manchester Authorities are working together to prepare a joint Minerals Plan. The Minerals Plan will provide a sound, sub-regional, planning policy framework that provides a clear guide to minerals operators and the public about:
- The locations where mineral extraction may take place;
  - The safeguarding of sensitive environmental features and of mineral resources with potential for future extraction; and
  - All aspects of environmental and resource protection including the sustainable transportation of minerals.
- 8.2.20 An independent examination took place in February 2012 and the Inspector has allowed for an extension to allow for representations to be made in the light of the publication of the final NPPF. The DPD is scheduled for adoption in April 2013.

## **Local Policy**

### **Brownfield Land Strategy (2010)**

- 8.2.21 The Brownfield Land Strategy seeks to address the obstacles to the development of brownfield sites and help to bring vacant and underused brownfield land back into a beneficial use. The strategy illustrates the historical context, key issues and constraints to redeveloping brownfield land in the Borough, and sets out the supporting evidence base and council strategies in place that will endeavour to reuse brownfield land sites to their full potential.

## 8.3 What is the situation now?

### Water<sup>23</sup>

- 8.3.1 The Borough is home to a number of river systems and watercourses, including the Hollins Brook, the River Irwell, the Mersey and Irwell Navigation, Parr Brook, the River Roch, the Manchester canal, the Bolton canal and the Bury canal. These are an important part of the Borough's natural environment as they support amphibians, fish and many plant species, as well as a variety of invertebrates. Rivers can also form important links between otherwise fragmented habitats, acting as wildlife corridors.
- 8.3.2 The Environment Agency's River Basin Management Plan (December 2009) identifies the existing ecological status of the Irwell and its tributaries in the Borough as mostly 'moderate', the chemical status of the Irwell and Roch upstream of Bury Waste Water Treatment Works to be 'good' (although the Prestwich Clough's are 'failing to achieve good') and the chemical status of the Borough's groundwater as 'poor'.
- 8.3.3 There is a major aquifer located in Whitefield and Prestwich along a seam of Upper Permian sand stone. A section of this aquifer outside the Borough has been designated as a Source Protection Zone (SPZ) by the Environment Agency.

### Land Resources

- 8.3.4 The target for new dwellings on previously developed land in Bury is set in the North West RSS at 80%. Every year since 2003/04, this target has been exceeded, with 96% of new and converted dwellings built in 2010/11 being built on previously developed land.
- 8.3.5 Within the Borough, recycling and composting rates in 2010/11 were 23.1% and total waste arisings have fallen by 3% during 2010/11. In the past year the Council has introduced a new managed waste collection service which is expected to increase recycling rates.
- 8.3.6 The Borough contains significant areas of existing mineral workings. These include sites at Fletcher Bank, Ramsbottom (sandstone/gritstone) and Pilsworth (sand). An extensive area of search for further mineral deposits is identified in the Bury Unitary Development Plan<sup>24</sup>. Additionally, Bury's industrial past has resulted in sites of potential contaminated land in numerous locations throughout the Borough.
- 8.3.7 In terms of agricultural land, most of the Borough north of Radcliffe is classified as a less favoured area (disadvantaged) for farming. This is notably due to high rainfall, low temperatures, infertile soils and steep gradients and this land is financially less viable than other parts of the country. Best and most versatile soils are limited to the south eastern parts of the Borough with relatively small pockets in north Radcliffe, Fairfield and Unsworth.

### Effect of existing policies on current situation

- 8.3.8 There are a number of saved policies within the Bury Unitary Development Plan (UDP) that address the need to protect and maintain water quality in the area and protect key land resources. Saved policy OL5 (River Valleys) sets out measures to control development that occurs in the Borough's river valleys and in the riverside and canal side urban areas. Saved policy EN7 (Pollution Control) seeks to ensure that development will not be permitted where it would have an adverse impact in terms of pollution of the Borough's water courses and groundwater resources. The policy also requires the need for waste water management as part of new developments.

<sup>23</sup> All information in relation to Water in the Borough is taken from the Draft Environment Topic Paper (August 2011)

<sup>24</sup> Information on mineral workings in the Borough is contained within the Bury Council Draft Publication Core Strategy (2011)

- 8.3.9 In terms of protecting key land resources in the Borough, saved policy OL2 (Other Protected Open Land) states that the council will seek to retain the existing predominant use and character of areas of open land outside of the urban area, but not within the Green Belt and/or river valleys. Saved policy EN6 (Conservation of the Natural Environment) aims to ensure that sites of geological importance within the Borough are retained, protected and enhanced. Furthermore, saved policy OL4 (agriculture) seeks to protect both farming activities and the best and most versatile agricultural land in the Borough.

## 8.4 What will the situation be without the plan?

- 8.4.1 The following section sets out the likely future evolution of the baseline information on water and land resources without the Bury Core Strategy.
- 8.4.2 In the absence of an up-to-date plan, the NPPF will become the main source of planning policy in this regard. The NPPF sees minerals as an essential resource to support sustainable growth and that water pollution should be prevented from affecting new and existing development. Where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted.
- 8.4.3 Whilst the saved policies within the Bury UDP mentioned above have an impact on protecting water and land resources at the moment, it is likely that they will need updating in the future. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.
- 8.4.4 Population projections for the Borough identify that there will be an increase of 3.8%% from mid-2010 to mid-2020, which equates to an additional 6,900 people and a projected total population of 189,200<sup>25</sup>. The population is forecast to continue growing to 195,000 in 2028. This is likely to lead to an increase in the volume of waste produced in the Borough, which will increase the need to provide suitable facilities to dispose of and recycle waste. The effects of climate change, especially flooding, are a particular threat to land resources within the Borough. Without new policies to tackle climate change the risk to soils and geodiversity assets may increase further.
- 8.4.5 Population growth within the Borough will increase the need for water within the Borough. This could potentially place additional pressure on water resources located within the Borough.
- 8.4.6 Without the plan, the pressure to develop on Greenfield sites and other vacant sites will be increased. This could potentially increase the pressure placed upon important land resources within Bury.

## 8.5 What will the situation be under the Second Draft Publication Core Strategy?

- 8.5.1 The Second Draft Publication Core Strategy will have an impact on water quality and land resources in a variety of ways. The following table describes the degree of impact of each of the policies on the theme of water quality and land resources.

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<sup>25</sup> Information in relation to population projections in Bury is contained within the Bury Council Core Strategy Draft Publication (November 2011)

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	

EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

## General Comments

- 8.5.2 Overall, the Second Draft Publication Core Strategy has a positive impact on the water and land resources topic. Policies SF1 (Bury's Spatial Framework), EC4 (Creating Thriving and Competitive Key Centres), EN1 (Green Belt), EN2 (Development in the Green Belt), C07 (Addressing the Needs of Our Regeneration Areas), EC1 (Protecting Existing and Providing for New Employment Opportunities), EC6 (Accommodating New Retail Development), CO1 (Delivering a Choice of Quality Housing for Everyone) and CO2 (Managing Windfall Housing Development) direct development towards key urban centres and previously developed land, which will have a positive impact on preserving soil resources and geology/geomorphological features through preventing further land take up within the Borough.

## Overarching policies in relation to Water and Land Resources

- 8.5.3 Policy SF1 (Bury's Spatial Framework) sets out the need to ensure that development is directed towards key urban centres within the Borough. It also identifies a requirement for the measures in policy DP4 of the North West RSS<sup>26</sup> to be considered when locating new development. Under the Environment theme, Policy SF1 promotes opportunities for the reclamation and beneficial use of derelict land. All these measures contribute towards a positive impact on the water and land resources theme as they will direct new development towards locations within the Borough that will not have a detrimental impact on valued water and land resources.
- 8.5.4 Policy EN6 (Conserving and Enhancing the Borough's Natural Assets) sets out a series of measures that will ensure that geological/geomorphological features, natural water resources, soil resources and the best and most versatile agricultural land located within Bury will be protected as part of any new development.
- 8.5.5 Policy EN15 (New Development and Contaminated and Unstable Land) seeks to ensure that new development will not result in the contamination of land or land stability concerns and, where appropriate, will require a developer to take steps to remediate existing contaminated land and/or land stability issues. Policy EN18 is applicable to all forms of pollution, including that associated with water and land contamination, and highlights measures to avoid potentially unacceptably adverse impacts including impacts on sensitive natural resources which may include best and most versatile agricultural land or water resources.
- 8.5.6 A common theme throughout the Second Draft Publication Core Strategy is that new development within the Borough will be directed towards existing urban centres and previously developed land. The policies that specifically identify this requirement include EC6 (Accommodating New Retail Development), CO1 (Delivering a Choice of Quality Housing for

<sup>26</sup> Policy DP4 of the North West RSS sets out a series of points that need to be considered when locating new development in order to ensure that existing resources and infrastructure is used appropriately. The North West RSS is available from [http://www.4nw.org.uk/articles/article.php?page\\_id=457](http://www.4nw.org.uk/articles/article.php?page_id=457)

Everyone) and CO2 (Managing Windfall Housing Development). Development in existing centres should ensure that there is sufficient infrastructure in place to ensure water can be supplied to new developments. Furthermore, development on previously developed land will ensure that soil resources, water courses and geological/geomorphological features are protected through preventing further land take up within the Borough.

### **Contaminated Land**

- 8.5.7 Policy EN15 (New Development and Contaminated and Unstable Land) seeks to ensure that new development will not result in the contamination of land or land stability concerns. For sites where land contamination is known or likely to be present, or where the proposed development would be particularly vulnerable or sensitive to contamination, the local planning authority will require a desk study assessment and site reconnaissance, and possibly investigation, to be carried out prior to the application being determined. Similarly, Policy EN18 (Pollution Control) includes provision for the consideration of the impacts of development on land contamination. The implementation of Policies EN15 and EN18 will have a very positive impact on SA Objective 17 which seeks to reduce land contamination throughout the Borough. Policy DEL1 (Delivering Sustainable Development) also sets out the need to take mitigation of contamination into account in determining the scale of any planning obligation, site specific condition and material considerations.

### **Managing Mineral Resources and Sustainable Waste Management**

- 8.5.8 Policies EN16 (Managing Mineral Resources) and EN17 (Sustainable Waste Management) identify the need to manage mineral resources and waste sustainably within Bury. More specifically, policy EN17 sets out the need to ensure that additional waste management facilities within the Borough are located in appropriate locations and will contribute to ensuring that waste is managed sustainably.
- 8.5.9 Increased housing densities will result in an increase in waste production and disposal. This could have significant negative effects. The implementation of policy EN17: Sustainable Waste Management will help mitigate against these effects, this policy will be complemented by policy DEL1 in terms of the potential requirement for contributions for waste recycling facilities.

## **8.6 How can we mitigate/enhance effects?**

- 8.6.1 This section identifies ways in which negative impacts can be mitigated and positive impacts can be enhanced in relation to the water and land resources theme.

### **Mitigation of Negative Effects**

- 8.6.2 The implementation of the Core Strategy is not expected to have any negative impacts on water and land resources due to the focus for growth on PDL and water efficiency and appropriate mitigation provided for land and water resources in the Borough by a number of policies. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.

### **Enhancement of Positive Effects**

- 8.6.3 Potential positive impacts on the topic area of water and land resources can be summarised as follows:
- Policies SF1, EC4, EN1, EN2, C07, EC1, EC6, CO1 and CO2 identify the need to direct development towards existing key urban centres, derelict and previously developed land. This will have a positive impact on protecting key land resources in the Borough.

- Policy EN15 seeks to ensure that new development will not result in the contamination of land or land stability concerns.
- Policy EN18 is applicable to all forms of pollution, including that associated with water and land contamination, and highlights measures to avoid potentially unacceptably adverse impacts including impacts on sensitive natural resources.
- Policy EN6 sets out the need to ensure geology/geomorphological, water and soil resources are protected in the Borough.
- Policy CO6 aims to ensure that Gypsy, Traveller and Travelling Showpeople sites are located in areas that are well supported by sewage and waste disposal facilities and water supplies.

## 8.7 Monitoring

8.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- River water quality
- Daily domestic water consumption (per capita consumption)
- Number of planning permissions granted contrary to the advice of the EA on water quality grounds
- No. of applications including Sustainable Drainage Systems
- The volume of household waste collected and the proportion recycled
- Amount of municipal waste arising and managed by management type
- Capacity of new waste management facilities by type
- No. of new developments incorporating recycling facilities
- New homes built on previously developed land
- Amount of floorspace by employment type, which is on previously developed land
- % of development on Greenfield sites & Brownfield sites
- % of contaminated land reclaimed in total

## 8.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	Overall, the Second Draft Publication Core Strategy has a positive impact on the water and land resources topic. A number of the policies direct development towards key urban centres and previously developed land, which will have a positive impact on preserving soil resources and	<b>Water</b> The Core Strategy builds upon the regional and local plans that address the need to protect water sources, and should together deliver the improvements required by the Water Framework Directive and help to conserve water resources.



Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
	geology/geomorphological features.	<p><b>Land Resources</b></p> <p>Other plans and programmes that promote growth will have a negative effect on land resources. However, very positive effects will be created through the implementation of the Waste Strategy for England and the Greater Manchester Waste Management Strategy.</p>
<b>Long term (beyond 2029)</b>	<p><b>Water</b></p> <p>In the longer term, if development within the Borough has led to growth, there will be a need for continual monitoring and mitigation of water quality and resource issues.</p> <p><b>Land Resources</b></p> <p>In the longer term, the location of growth will require innovative thinking. As the portfolio of previously developed land gets increasingly smaller due to redevelopment, pressure on Greenfield sites will increase.</p>	<p><b>Water</b></p> <p>An emphasis on water quality and resource management will continue to be prevalent in all documents. It is necessary for Bury to maintain a long term commitment to promoting water efficiency in all new developments.</p> <p><b>Land Resources</b></p> <p>Targets set out for waste management are likely to change as more land becomes developed within Bury. It is likely that the area will be left with a core of previously developed land that is not economically viable to remediate. At this point Greenfield land will be the only options.</p>
<b>Areas likely to be significantly affected</b>	<p>The qualities of watercourses located throughout the Borough are likely to be maintained.</p> <p>In relation to waste, the impacts will be felt throughout the Borough, particularly in areas where new waste management facilities will be located.</p> <p>Previously developed land within the key centres in the Borough will be positively impacted by the Core Strategy as these areas will be brought back into use.</p>	
<b>Permanent vs. Temporary</b>	<p>If water consumption increases unchecked then there are likely to be permanent negative outcomes on water resources located in and around the Borough.</p> <p>As the development of land is considered a permanent arrangement, both the positive and negative effects will be permanent.</p>	
<b>Secondary</b>	<p>Negative effects in relation to use of land resources (e.g. increased hard standing areas or pollution of ground water through industrial development) and climate change and flood risk may have indirect effects on water quality and resources as run off could lead to pollution of the Borough's waterways and groundwater system. However, these potential impacts will be considered through the pollution control policy EN18.</p>	

Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
	<p>A potential significant secondary or indirect effect on land resources is the impact increased development (especially residential development) could have on land resources if the waste produced by those new developments is not minimised, re-used or recycled.</p>	

## 9 Climatic Factors and Flooding

### 9.1 Introduction

- 9.1.1 Climate change is recognised as one of the most serious and important challenges facing the UK. Climate change issues must be addressed at the national, regional and local level. In recent decades evidence has accumulated to demonstrate that an unprecedented rise in global temperatures has occurred over the last century or so. Scientific consensus attributes this change to emissions of greenhouse gases, primarily carbon dioxide from combustion of fossil fuels for energy generation or transport. The major contributing factor to increased greenhouse gases and climate change is human activity.
- 9.1.2 Floods can occur anywhere and at anytime. They are caused by rising ground water levels, burst or overloaded waste or stormwater infrastructure, hillside run-off as well as flooding from rivers and the sea. Bury suffers from quite severe flood risk concerns in several key areas, most notably in Radcliffe, the area adjacent to the River Irwell channel between Radcliffe and Bury, and in Ramsbottom. Climatic factors and flooding are being considered as one because the impacts of climate change can lead to flooding.
- 9.1.3 The impact of the Second Draft Publication Core Strategy on the need to minimise energy use and promote its efficient use is considered as part of this chapter also.
- 9.1.4 In considering this topic, it is important to recognise that this topic is related to two other topics. The impact of air pollutants on climate change means that there is overlap with the Air Quality topic and the impact of climate change on flooding and flood risk means that there is overlap with the Water and Land Resources topic.

#### Identification of the Applicable SA Objectives Identified by the SA Scoping Report

- 9.1.5 The following Sustainability Objectives have been identified as the most relevant to the Climatic Factors and Flooding topic area:

SA Objective	Locally Distinctive Sub Criteria
13. To reduce contributions to and promote adaption to the impacts of climate change	Promote new development that minimises the emission of greenhouse gases
	Reduce domestic, industrial and commercial consumption of gas and electricity
	Seek to provide a built environment and green infrastructure network that will minimise health impacts associated with climate change?
	Develop strategic transport and communication infrastructure.
14. To reduce vulnerability to and sustainably manage and adapt to flood risk in Bury	Mitigate any residual flood risk through appropriate measures including through design?
	Take a catchment wide approach to minimise the risk of flooding from river and water courses to people and property?
	Ensure new development incorporates SUDS?
15. To minimise the requirement for energy use and increase the use of	Promote high sustainable design and construction standards for housing and non-housing development, in order to ensure that Bury meets the Government target of

SA Objective	Locally Distinctive Sub Criteria
energy from renewable resources	all new residential development being zero carbon by 2016?
	Clear guidelines and support for the use of renewable energy sources in new and existing developments to increase renewable energy production in the Borough?
	Increase energy efficiency and make use of new and clean technologies?

## 9.2 What is the policy context?

9.2.1 There is a range of policy in relation to climatic factors and flooding at the national, regional, sub-regional and local level. The key policy documents are set out below.

### National Policy

#### Planning and Energy Act (2008)

9.2.2 The Act allows local councils in England and Wales to set reasonable requirements in their development plan documents for: a proportion of energy used in development to be energy derived from renewable sources in the locality of the development; similarly, a proportion of energy used be low-carbon energy; and for development in their area to comply with energy-efficiency standards that exceed the energy requirements of the current Building Regulations.

#### Climate Change Act (2008)

9.2.3 The Climate Change Act makes the UK the first country in the world to adopt legally-binding carbon emission targets. Under the Climate Change Act, the government will have to adhere to five year carbon budgets and will be required to provide annual reports on its progress towards these.

#### National Planning Policy Framework (2012)

9.2.4 The NPPF states that local planning authorities should adopt proactive strategies to mitigate and adapt to climate change, taking full account of flood risk. New development should be planned to avoid increased vulnerability to the range of impacts arising from climate change. The policy supports the move to a low carbon future, through planning for new development in locations and ways which reduce greenhouse gas emissions and supporting energy efficiency improvements to existing buildings. When setting any local requirement for a building's sustainability, local authorities should do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards. Local planning authorities should also plan for the increasing use and supply of renewable and low carbon energy.

9.2.5 The NPPF also sets out key steps to ensure that flood risk is taken into account at all stages in the planning process, and to direct development away from areas at highest risk of flooding. Further Technical Guidance to the National Planning Policy Framework (2012) has been prepared which sets out how flood risk should be assessed, mitigated and managed.

### Regional Policy

#### The North West of England Plan – Regional Spatial Strategy (RSS) to 2021

9.2.6 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.

- 9.2.7 The RSS for the North West forms the land use and development planning framework at the regional level. The RSS seeks to promote a more integrated approach to delivering a better environment through land and water management, including a better relationship of new development to water resources, flood risk and adaptation to the impacts of climate change.

#### **North West Sustainable Energy Strategy (2006)**

- 9.2.8 The North West Sustainable Energy Strategy sets out how the region can contribute towards the development of renewable energy and greater take up of energy efficiency. The key relevant objective is to set the region on a course to reduce greenhouse gas emissions by at least 60% by 2050.

#### **Sub - Regional Policy**

#### **Greater Manchester Strategic Flood Risk Assessment (2008)**

- 9.2.9 The Greater Manchester Strategic Flood Risk Assessment (SFRA) provides a key element in the evidence base to inform each of the Greater Manchester District's Local Development Frameworks. The SFRA provides a sub-regional strategic overview of flood risk for the Greater Manchester area. The SFRA also details the flood risk issues present within Bury and how this relates to neighbouring authorities.

#### **Greater Manchester Decentralised and Zero Carbon Energy Planning (2010)**

- 9.2.10 The study was commissioned in response to the need to deliver zero carbon buildings and decentralised energy in Greater Manchester. Some of the strategic objectives of the study included the need to: provide strategic evidence to enable Core Strategies to set minimum targets for low and zero carbon energy in new developments; and clearly set out the spatial planning actions required to deliver this 'new' critical infrastructure, supported by targets for low and zero carbon energy.

#### **GM Climate Change Strategy (2011)**

- 9.2.11 The ambition for Greater Manchester is to make a rapid transition to a low carbon economy, with a 48% reduction in carbon emissions by 2020, to prepare for and actively adapt to a rapidly changing climate, and to embed 'carbon literacy' in the culture of organisations, lifestyles and behaviours.

#### **Local Policy**

#### **Climate Change Strategy for Bury (2002)**

- 9.2.12 The strategy identifies a series of objectives in relation to tackling climate change, including: compiling an inventory and forecast of greenhouse gas emissions; establishing an emission reduction target; preparing, adopting and implementing a local action plan to achieve reductions; and monitoring and reporting of actions and measures.

#### **Bury, Rochdale and Oldham Strategic Flood Risk Assessment (2009)**

- 9.2.13 The Level 1 and Level 2 SFRA for Bury, Rochdale and Oldham were published in 2009. The objective of the Level 1 SFRA was to provide a spatial assessment of flood risk within key urban areas within Bury, Rochdale and Oldham, building on the work done at the sub-regional level. The Level 2 SFRA provides additional information in relation to specific areas at risk of flooding within Bury, Rochdale and Oldham that is required to undertake the exception test.

## 9.3 What is the situation now?

### Climate Change

- 9.3.1 Climate change is a significant challenge that is facing the Borough in the future. Information provided by the UK Climate Impact Projections (2009) shows that the North West's climate could change variably under different global greenhouse gas emission reduction scenarios. Under the medium scenario, by 2050 there is a high probability that mean summer temperatures could increase by 4.1°C and winter rainfall by 26%.

### Carbon Emissions

- 9.3.2 Both residential development and high levels of car usage make a significant contribution to carbon emissions in Bury. Within Bury domestic emissions per capita are one of the highest in Greater Manchester and account for one third of direct carbon emissions. In 2009 domestic emissions accounted for 35% of CO<sub>2</sub> emissions, industry and commerce accounted for 29% and road transport accounted for 37% of total CO<sub>2</sub> emissions<sup>27</sup>. Commercial renewable energy generation within the Borough is limited to landfill and sewage gas.
- 9.3.3 Within Bury, 77% of emissions are associated with buildings (all buildings within the Borough) and, of these, 52% are from children's services (including schools) and 11% are from leisure services. The area with the highest emissions is Bury Town Centre. The Council has set a target of reducing its own carbon emissions by 35% by 2014. This will be achieved through new developments/rebuild, retrofitting of technologies and behaviour change.<sup>28</sup>

### Flood Risk

- 9.3.4 Bury Council along with Rochdale and Oldham Councils have undertaken a joint Level 1 and Level 2 Strategic Flood Risk Assessment (SFRA). The SFRA confirmed that the main source of flood risk in Bury is from the River Irwell and its tributaries, including Holcombe Brooke, Pigs Lee Brook, Kirklees Brook and the River Roch. The SFRA identified that three areas in particular face flood risk from rivers. These are Ramsbottom, an area to the west of Bury Town Centre and an area along the River Irwell between Bury and Radcliffe, although in Ramsbottom there are flood defences that help manage the risk. Surface water is also a significant risk with 5,910 properties at risk (the 9<sup>th</sup> highest in the north west, based on DEFRA data, 2009).

### Effect of existing policies on current situation

- 9.3.5 There are a number of saved policies within the Bury Unitary Development Plan (UDP) that address climate change and flood risk. UDP policy EN4 (Energy Conservation) sets out the need to encourage development that contributes to energy conservation in the Borough, particularly the use of renewable energy resources. The incorporation of energy efficiency measures in built development and the transport system are encouraged within the policy. Policy EN7 (Pollution Control) identifies the need to minimise pollution levels associated with development by limiting the environmental impact of air pollution.
- 9.3.6 In terms of addressing flood risk in the Borough, Policy EN5 (Flood Protection and Defence) seeks to control development in a manner consistent with flood protection objectives and the maintenance of flood defence systems.

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<sup>27</sup> Source: DECC 2009 Carbon Dioxide Emissions at LA and Regional Level  
[http://www.decc.gov.uk/en/content/cms/statistics/climate\\_stats/gg\\_emissions/uk\\_emissions/2009\\_laco2/2009\\_laco2.aspx](http://www.decc.gov.uk/en/content/cms/statistics/climate_stats/gg_emissions/uk_emissions/2009_laco2/2009_laco2.aspx)

<sup>28</sup> Source: assessment undertaken as part of the Carbon Management Programme, 2009

## 9.4 Bury Second Draft Publication Core Strategy Sequential Test (2012)

9.4.1 A revised Second Draft Publication Core Strategy Sequential Test was prepared in September 2012. The Sequential Test considered the suitability of the proposed development in each Township identified in the Second Draft Publication Core Strategy.

9.4.2 For the purposes of the Sequential Test, these areas were grouped as follows:

- **Ramsbottom, Tottington and North Manor** – which covers the north of the Borough and incorporates Ramsbottom town centre and Tottington district centre;
- **Bury West** - which comprises the residential neighbourhoods to the west of Bury town centre and the Western Waterside, development area;
- **Bury East** – which includes Bury Town Centre, Chamberhall, Pilsworth Employment Development Area (EDA) and the East Bury Regeneration Area;
- **Radcliffe** - which includes Radcliffe town centre, Inner Radcliffe Regeneration Area and Irwell Bank EDA;
- **Whitefield and Unsworth** - which includes Whitefield district centre and Besses Regeneration Area; and
- **Prestwich** - includes Prestwich town centre, Rainsough Regeneration Area and the Bury South EDA.

9.4.3 The Sequential Test demonstrated that in terms of housing development, Bury West and Radcliffe Townships both have a significant number of Strategic Housing Land Availability Assessment (SHLAA) sites located within Flood Zones 2 and 3. Vulnerability of SHLAA sites to surface water flooding is higher in Bury West than in Radcliffe, with 32.9% of sites in Bury West classified as having intermediate or high vulnerability to surface water flooding compared to 11.0% in Radcliffe.

9.4.4 The Sequential Test has demonstrated that 54.1% of the total area of employment sites in Ramsbottom, Tottington and North Manor is within Flood Zones 2 and 3 (41.8% within Flood Zone 3a) and 57.4% has a high or intermediate vulnerability to surface water flooding.

9.4.5 The test has also indicated that 40.8% of the total area of employment sites in Bury East is within Flood Zones 2 and 3 (20.7% within Flood Zone 3a) and 33.1% of the total area of employment sites has high vulnerability to surface water flooding. A significant proportion of employment land proposed for the Radcliffe Township is also located in Flood Zones 2 and 3 (25.4%).

### Strategic Overview

9.4.6 From a strategic point of view, the test identified many reasons why development should be considered within Flood Zones 2 and 3 in Bury:

- Developing outside Flood Zones 2 and 3 in the Borough will not assist the regeneration of deprived areas.
- Developing outside Flood Zones 2 and 3 in the Borough would not achieve development aims of importance to the local and wider sub-regional economy and community.
- Not developing sites in Flood Zones 2 and 3 in the Borough for housing will work against the objective of providing new better quality affordable housing in mixed tenure communities and may result in Bury failing to meet their housing target, as it is unlikely that enough suitable sites will become available by 2029 solely in Flood Zone 1.
- Not developing sites in Flood Zones 2 and 3 in the Borough for employment uses and industry will work against the objective of supporting business creation and growth and

improving access to jobs for local people. It may also prevent the development of important services required by the local community.

- Even where sites are and do become available in Flood Zone 1, their development capacity is likely to be generally limited, given the low level of transport access and more greenfield / Green Belt nature of these areas.

9.4.7 Spreading growth and development throughout the Borough is a key aim of the Core Strategy's locational approach and has been found to be consistent with the Core Strategy's strategic objectives, national and regional planning policy and the ambitions of the Community Strategy. It is considered that developing outside Flood Zones 2 and 3 would not achieve development aims of importance to the Bury-wide and wider sub-regional economy and community.

9.4.8 This is not to say that all development in Flood Zones 2 and 3 will be appropriate and should be permitted. All applications in flood risk areas will need to provide site specific Flood Risk Assessments which set out in detail the arguments for locating that particular scheme in Zones 2 and 3. In particular they will need to set out how the development has been located and laid out to minimise the probability and consequences of flooding. More vulnerable uses will also need to meet the three criteria of the Exceptions Test, as set out in the Technical Guidance to the NPPF and outlined in the next section.

### **Exception Test**

9.4.9 The purpose of the Exception Test is to ensure that new development is only permitted in medium and high flood risk areas, where flood risk is clearly outweighed by other sustainability factors and where the development will be safe during its lifetime, considering climate change.

9.4.10 The Exception Test comprises two criteria, both of which must be satisfied before a development may be considered appropriate within an area of medium or high flood risk. The Council have identified the factors that need to be considered for part a) for sites in Bury, Radcliffe, Ramsbottom and Tottington, however part b) of the Exception Test must be demonstrated through a site specific Flood Risk Assessment by the developer.

9.4.11 It is recommended that the Sequential Test be applied within the Borough in areas of flood risk, to ensure sites of lowest flood risk are developed first. Where necessary, the Exception Test would provide a valid means of justifying sustainable 'exceptional' development in flood risk areas, to ensure that the development is safe for its lifetime, will not increase flood risk elsewhere, and where possible will reduce risk overall.

### **Summary of Findings**

9.4.12 All types of future development within Prestwich are sequentially appropriate in accordance with NPPF.

9.4.13 The Ramsbottom, Tottington and North Manor, Bury West, Bury East, Radcliffe and Whitefield and Unsworth Townships are located in Flood Zones 1, 2 and 3. The majority of areas proposed for new development are located in Flood Zones 1.

9.4.14 Alternative areas have been considered, to accommodate the development proposed for those areas in Flood Zones 2 and 3. However it has been demonstrated that whilst the Townships identified for growth in the Core Strategy contain some sites that are not sequentially preferable sites in flood risk terms, the delivery of these sites have a vital role to play in ensuring that residential and employment land requirements are met in the Borough and to help achieve mixed and balanced sustainable communities in Bury.

9.4.15 The Sequential Test results also indicate that given the Green Belt constraints in Bury and the limited availability of alternative regeneration sites in urban areas, directing development onto



previously developed land in the identified urban areas offers the most sustainable approach to development in the Borough.

- 9.4.16 Overall, the results of the Sequential Test provide strategic justification for why development in Bury needs to occur within areas at risk of flooding.
- 9.4.17 However, in the light of the flood risk posed to the Ramsbottom, Tottington and North Manor, Bury West, Bury East, Radcliffe and Whitefield and Unsworth Townships it is highly likely that passing of both elements of the Exception Test will be required for a number of future development sites within these areas.

### Summary of Recommendations

- 9.4.18 From a strategic viewpoint it has been demonstrated that there are no suitable alternative areas of low flood risk (Flood Zone 1) that can address the important social, economic and environmental issues within the Borough and achieve mixed and balanced sustainable communities in Bury in line with national policy.
- 9.4.19 It is clear that virtually all available land in the Borough is required to meet the targets for residential and employment development and so it will be difficult to find suitable alternative sites outside areas of flood risk, without developing on greenfield or Green Belt land. As such, as much as 21% of new residential and employment development could ultimately be located within Flood Zones 2 or 3, meaning flood mitigation will become crucial. However, it is recommended that those sites not in Flood Zones 2 or 3 should be prioritised for development, allowing time for other options to come forward to replace those sites in Flood Zones 2 and, in particular, Flood Zone 3.
- 9.4.20 Where sites do come forward in Flood Zone 2 or 3, the Exception Test should be carried out, in order to demonstrate that the development will be safe in the event of a flood and that the benefits of the development outweigh the flood risk. The Exception Test will have to be passed to permit development.
- 9.4.21 Within each flood zone, new development should be directed to sites with the lowest probability of flooding. In addition, the flood vulnerability of the intended use should be matched to the flood risk of the site, e.g. higher vulnerability uses should be situated in those parts of the site with the lowest probability of flooding.

## 9.5 What will the situation be without the plan?

- 9.5.1 The following section sets out the likely future evolution of the baseline information on climatic factors and flooding without the Bury Core Strategy. If greenhouse gases, for instance CO<sub>2</sub>, are emitted worldwide at current levels then global temperatures are predicted to rise by up to 6°C by the end of the century. This is enough to make extreme weather events like floods and droughts more frequent in the future. Without the Core Strategy, this trend is likely to continue as new development will not necessarily occur in sustainable locations, which could potentially lead to increases in CO<sub>2</sub> emissions throughout the Borough.
- 9.5.2 In the absence of an up to date local plan, the NPPF will become the main source of planning policy in this regard. One of the overarching principles of the NPPF is to support the transition to a low carbon future in a changing climate, taking full account of flood risk, and encourage the reuse of existing resources and the use of renewable resources, which will have a positive impact on climatic factors and flooding. However where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted.

## 9.6 What will the situation be under the Second Draft Publication Core Strategy?

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	

EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

## General Comments

- 9.6.1 In general, the policies in the Second Draft Publication Core Strategy have a positive impact on the climatic factors and flooding theme. Policies SF1 (Bury's Spatial Framework), EC4 (Creating Thriving and Competitive Key Centres), CO1 (Delivering a Choice of Quality Housing for Everyone), EN17 (Sustainable Waste Management), CO2 (Managing 'Windfall' Housing Development) and CO6 (Meeting the Needs of Gypsies, Travellers and Travelling Showpeople) all aim to deliver development in sustainable locations, which are accessible by sustainable transport methods. This will help to reduce carbon emissions from transport and have a positive impact on tackling the contributors to climate change. The Core Strategy also contains policies that address the need to avoid inappropriate development in locations that are at risk of flooding, in particular Policies EN7 (Managing Flood Risk) and EN8 (New Development and Flood Risk). As part of encouraging improvements to the Strategic Green Infrastructure Network, Policy EN4 commits to increasing woodland cover wherever opportunities exist, which will therefore have a positive (but less significant) impact on climatic factors. Policies CO1 and EN17 would be improved through incorporating measures to consider risk of flooding throughout the Borough either within the policy wording or supporting text. Policy EN18 is applicable to all forms of pollution, including that associated with air pollution, and highlights measures to avoid potentially unacceptably adverse impacts.

## Development of zero carbon infrastructure

- 9.6.2 A number of policies within the Second Draft Publication Core Strategy set out the need to move towards a zero carbon borough and to develop a low/zero carbon energy infrastructure. These policies include EN10 (Moving Towards a Zero Carbon Borough), EN11 (Reducing Carbon Emissions from New Buildings) and EN12 (Decentralised, Low and Zero Carbon Energy Infrastructure). All of these policies will help to reduce contributions to and promote adaption to the impacts of climate change throughout Bury (SA objective 13). In combination, these policies will help to promote efficient energy use and increase the use of energy from renewable sources (SA objective 15).

## Managing flood risk

- 9.6.3 The Second Draft Publication Core Strategy incorporates a number of policies that address the issue of flood risk within the Borough. Policy SF1 (Bury's Spatial Framework) sets out a series of measures that will ensure that the vulnerability of new developments to flood risk will be considered. Policy EN8 (New Development and Flood Risk) clearly sets out requirements to consider the need to sustainably manage and adapt to flood risk within Bury and EN9 (Surface Water Management and Drainage) sets out the need to manage surface water through the incorporation of appropriate drainage methods in order to alleviate flood risk where possible. All

of these policies will have a significant positive impact on managing the need to deliver development in the context of flood risk issues within the Borough.

- 9.6.4 In addition to the policies mentioned above, cross references are included across the Core Strategy to the need to consider flood risk to help ensure that highly vulnerable forms of development is avoided in areas at risk of flooding. Policies CO2 (Managing 'Windfall' Housing Development) and CO6 (Meeting the Needs of Gypsies, Travellers and Travelling Showpeople) both include sections that ensure that flood risk is considered as part of locating new housing development in Bury. EN17 (Sustainable Waste Management) also cross references policy EN8 to ensure that flood risk is considered in proposals involving Waste Management. Policy EN3 identifies river valleys as being key components of the Strategic Green Infrastructure network and Policy EN4 requires that new developments alongside rivers and canals will be expected to contribute towards the improvement of the functioning of the network. Policy DEL1 supports this by including waterside improvement as part of the potential developer contributions. The above contributes to the positive impact of the Second Draft Publication Core Strategy on the climatic factors and flooding topic.

### **Development in Sustainable Locations**

- 9.6.5 A key theme throughout a number of the policies in the Second Draft Publication Core Strategy is the need to direct new development towards key urban centres within the Borough and previously developed land. The policies that specifically identify this requirement include SF1, CO1, EN17, CO2 and CO6. They will help to ensure that new development within the Borough is located in sustainable locations, which will reduce the need to travel. This reduction in travel will help to reduce the amount of carbon emissions, which will have a positive impact on reducing one of the main contributors to climate change.
- 9.6.6 Additionally, policy CO8 (Supporting the Development of Sustainable Communities) highlights that support will be given to the co-location of community facilities to enable linked trips to a range of services and facilities provided within a single site or concentrated area. This will further encourage development in sustainable locations within the Borough and will lead to a reduction in the need to travel. This will contribute towards reducing the carbon emissions from vehicles, which will contribute to the positive impact of the Second Draft Publication Core Strategy on climatic factors.

### **Sustainable Transport**

- 9.6.7 Policies T1 (Better Connecting Places and Improving Accessibility) and T2 (Transport Requirements in New Development) both encourage the development and use of sustainable forms of transport throughout the Borough, including public transport use, walking and cycling. Both have a positive impact on the climatic factors topic as they will help to ensure that carbon emissions originating from transport are reduced throughout the Borough. These Policies will be supported by Policy EN18 which includes measures to avoid potentially unacceptably adverse impacts from pollution.

## **9.7 How can we mitigate/enhance effects?**

- 9.7.1 Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on climatic factors and flooding, and seeks to avoid or mitigate the potential negative effects of growth and development.

### **Enhancement of Positive Effects**

- 9.7.2 Potential positive impacts on the topic area of climatic factors and flooding can be summarised as follows:

- EN10, EN11 and EN12 promote the consideration of a decentralised, low and zero carbon infrastructure throughout the Borough.
- SF1, EN4, EN7, EN8, EN9, EN17, CO1, CO2, CO6 and DEL1 all highlight the need to deliver development in the context of flood risk issues present within the Borough.
- SF1, EC4, CO1, CO8, EN17, CO2 and CO6 will all help to ensure that development is targeted towards sustainable locations (within key centres and on previously developed land) throughout the Borough.
- T1 and T2 encourage the development and use of sustainable forms of transport throughout the Borough.
- EN18 highlights measures to avoid potentially unacceptably adverse impacts arising from air pollution.

## 9.8 Monitoring

9.8.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- CO<sub>2</sub> emissions by sector and per capita emissions
- Average annual domestic consumption of gas and electricity (kwh)
- Renewable energy capacity installed by type
- % reduction of the per capita CO<sub>2</sub> emissions in the Local Authority area
- Number of planning permissions granted contrary to the advice of the Environment Agency on flood defence grounds
- Number of approvals incorporating EA advice on flood mitigation guidelines
- Properties at risk of flooding
- % of commercial buildings meeting BREEAM Very Good standard
- Amount of energy produced by renewable energy sources
- Energy efficiency – the average SAP rating of local authority owned dwellings (1-highly inefficient, 100-highly efficient).

## 9.9 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	The policies in the Second Draft Publication Core Strategy will have a positive impact on tackling the impacts of climate change in terms of locating development in sustainable locations, ensuring public transport is promoted, through developing low/zero carbon infrastructure and through seeking to control pollution.	A number of plans and programmes at all spatial levels in the UK, including the Climate Change Act (2008), the Planning and Energy Act (2008) and NPPF will strengthen the impact of the Second Draft Publication policies and emphasise the importance of this topic area.

Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
	In terms of the impacts of flooding, the Second Draft Publication Core Strategy will have a positive impact in all areas of Bury.	
<b>Long term (beyond 2029)</b>	<p>In the long term the Core Strategy policies relating to climatic factors and flooding may have less of an impact as new guidance and legislation is introduced.</p> <p>However, by ensuring that new development in Bury is directed towards the most sustainable locations in terms of access to public transport and key services, there is likely to be a positive impact on the Borough.</p>	Over the long term national and regional legislation and guidance may emerge which will strengthen the targets for carbon emissions reductions and will ensure that environments are adaptable. This may supersede the Core Strategy policies.
<b>Areas likely to be significantly affected</b>	All areas throughout the Borough could be impacted by climatic factors. The areas of the Borough that are most susceptible to flooding (Radcliffe and Bury) are likely to be positively affected by the policies within the Second Draft Publication Core Strategy.	
<b>Permanent vs. Temporary</b>	The majority of impacts relating to climatic factors and flooding will be permanent, especially in terms of reducing carbon emissions; ensuring developments are adaptable to climatic shifts and locating development away from flood risk.	
<b>Secondary</b>	Aside from the direct effects that new development can have on climatic factors and flooding, any negative effects in relation to air quality and transportation may have indirect effects. A reduction in air quality or an increase in travel (especially by car) throughout Bury could make the local effects of climate change even worse. However, the Core Strategy does include provision for controlling pollution.	

# 10 Transportation and Air Quality

## 10.1 Introduction

- 10.1.1 Transportation networks play a critically important role in the sustainable development of a Borough, enabling people and goods to move around. Bury's transportation networks are vital for those living, working and visiting the area, providing local accessibility to key locations as well as connectivity to wider, sub-regional networks.
- 10.1.2 Ensuring that residents and visitors have a choice of sustainable modes of travel, including public transport, walking and cycling, helps to increase accessibility to key employment, education, training and leisure opportunities as well as improving health and well-being through more active lifestyles.
- 10.1.3 Similarly, many businesses require an efficient local transport network, so ensuring that new development is located centrally or is accessible by a variety of transport modes helps to increase accessibility to goods, services and amenities and to secure the viability of their operations.
- 10.1.4 Therefore, it is important to ensure that transport infrastructure is able to safely and efficiently cope with demand and provide choice of transportation, thereby reducing the impact of congestion on the Borough's roads.
- 10.1.5 The effects on health of transport-related air pollution are among the leading concerns about transport. The increased intensity of private motorised transport has led to greater emissions of air pollutants and greater exposure of people to hazardous pollution that causes serious health problems.
- 10.1.6 When air pollution is present in high concentrations it can cause various health effects ranging from irritation of the eyes, nose and throat, to the worsening of lung and heart diseases. In addition to impacts on human health, annual levels of nitrogen dioxide (mainly from traffic) and sulphur dioxide (mainly from industry) can impact on vegetation and ecosystems. Air pollutants can also lead to the soiling and corrosion of buildings.
- 10.1.7 In recent years there has been a growing body of evidence to suggest that poor air quality may have a cumulative effect, which may be chronic for sensitive individuals.
- 10.1.8 Actions to reduce air pollution are also often actions to tackle climate change, for example through reducing local emissions from transportation, tackling outputs of local pollutants as well as those of greenhouse gases. Therefore, there is some overlap between this topic and the topic on climatic factors and flooding.

### Identification of the Applicable SA Objectives

- 10.1.9 The following Sustainability Objectives have been identified as the most relevant to the Transportation and Air Quality topic area:

SA Objective	Locally Distinctive Sub Criteria
8. To reduce the need to travel, improve choice and use of sustainable transport modes and encourage efficient patterns of movement in support of economic growth	Reduce the rate of traffic growth?
	Reduce out commuting and the need to travel to work?
	Increase the proportion of journeys using modes other than the car?
	Reduce car dependency by providing services and

SA Objective	Locally Distinctive Sub Criteria
	facilities accessible by sustainable modes of transport, particularly in rural areas?
	Reduce the effect of traffic congestion on the economy?
	Provide new employment opportunities close to key transport interchanges and improve accessibility to work by public transport, walking and cycling
10. To protect and improve air quality	Maintain and improve local air quality?
	Address the cause of poor air quality in AQMAs?

## 10.2 What is the policy context?

### National Policy

#### Air Quality

##### The Air Quality Standards Regulations (2007)

10.2.1 The Regulations transpose into UK law set standards (binding limit values) and assessment criteria for air quality as required by the EU Air Quality Directive and Daughter Directives.

##### Air Quality Strategy for England, Scotland, Wales and Northern Ireland (2010)

10.2.2 The Government's revised strategy - required under the Environment Act 1995 - sets out plans to improve and protect air quality in the UK. It considers ambient air quality only, leaving occupational exposure, in-vehicle exposure and indoor air quality to be addressed separately.

10.2.3 The strategy sets health-based objectives for nine main air pollutants. The pollutants covered are: Benzene; 1,3-butadiene; carbon monoxide (CO); Lead; nitrogen dioxide (NO<sub>2</sub>); Ozone; Particles (PM<sub>10</sub>); sulphur dioxide (SO<sub>2</sub>); and polycyclic aromatic hydrocarbons. Performance against these objectives is monitored where people are regularly present and might be exposed to air pollution.

#### National Planning Policy Framework

10.2.4 Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence and impact of new development on Air Quality Management Areas.

#### Transportation

10.2.5 The key national policy documents that set the context for transportation are:

- The National Planning Policy Framework
- Local Transport White Paper: Creating Growth, Cutting Carbon. Making Sustainable Local Transport Happen (DfT, 2011)

#### National Planning Policy Framework

10.2.6 The NPPF seeks to promote sustainable transport, and support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport. Planning policies should aim for a balance of land uses so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities, and promote mixed uses in larger scale residential developments. Local authorities should work



with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development, and all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment and a Travel Plan.

#### **Local Transport White Paper: Creating Growth, Cutting Carbon. Making Sustainable Local Transport Happen (DfT, 2011)**

- 10.2.7 The Local Transport white paper sets out the Government's vision for a sustainable local transport system that supports the economy and reduces carbon emissions. It promotes local solutions to encourage people to travel sustainably, by providing people with the options to choose sustainable modes for everyday local transport choices. The Government also considers that improving access to sustainable transport modes can enable growth by improving access to work, and to shops and other services while also cutting carbon and tackling climate change. The white paper promotes active travel (walking and cycling) and improvements to the walking and cycling environment; making public transport more attractive; and managing traffic to reduce carbon emissions and tackle congestion. The White Paper also introduces the Local Sustainable Transport Fund.

### **Regional Policy**

#### **Air Quality**

##### **The North West of England Plan Regional Spatial Strategy to 2021 (2008)**

- 10.2.8 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.
- 10.2.9 The RSS provides a regional framework for development and investment up to 2021, and is currently part of the statutory land use and development plan for the North West region. Within the North West of England plan, the protection of air quality is a key environmental objective.

#### **Transportation**

##### **The North West of England Plan Regional Spatial Strategy to 2021 (2008)**

- 10.2.10 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.
- 10.2.11 The main source of regional policy on transport issues is the RSS. The RSS includes policies that seek to:
- Integrate the management and planning of transport systems;
  - Secure a shift towards the use of more sustainable modes of transport and secure safe and efficient access between residential areas and key destinations, including schools, employment, shops and other services;
  - Reduce the adverse impacts of transport, in terms of safety hazards, climate change, environmental degradation, residential amenity and social exclusion;
  - Ensure that major new developments are located where there is good access to public transport, backed by effective provision for pedestrians and cyclists to minimise the need to travel by private car;

- Reduce private car use through the introduction of 'smarter choices' and other incentives to change travel behaviour, which should be developed alongside public transport, cycling and pedestrian network and service improvements;
- Give priority to providing access from rural hinterlands to key service centres but maintain the tranquillity of the countryside and reflect local character, including landscape and conservation, in proposing transport and highways improvements;
- Urge local plans and strategies for managing traffic to focus on improving road safety, reducing traffic growth and maintaining a high quality environment, through mitigating the impacts of road traffic on air quality, noise and health, with traffic encouraged to use the most appropriate routes wherever possible; and
- Urge Local Authorities to work with partners to develop integrated networks of continuous, attractive and safe routes for walking and cycling, to widen accessibility and capitalise on their potential environmental, social and health benefits, especially routes linking residential areas with employment areas, transport interchanges, schools, hospitals and other community services.

## Local Policy

### Air Quality

#### **The Greater Manchester Air Quality Action Plan (2006)**

- 10.2.12 The Greater Manchester Air Quality Action Plan aims to deliver improved air quality, particularly in those areas designated an Air Quality Management Area (AQMA).

### Transportation

#### **Greater Manchester's third Local Transport Plan (LTP3), 2010/11 – 2015/16 (2011)**

- 10.2.13 As required by the Local Transport Act, 2008, this third Local Transport Plan contains the policies of the Integrated Transport Authority (in the case of Greater Manchester, since April 2011, the Transport Authority has been known as 'Transport for Greater Manchester') for the provision of safe, integrated, efficient and economic transport to, from and within their area. Although these policies build on the overall direction of transport strategy set out in the previous Local Transport Plans, LTP3 now replaces and supersedes LTP1 (2001-2006) and LTP2 (2006-2011).

- 10.2.14 The key objectives set out within LTP3 are:
- To ensure that the transport network supports the Greater Manchester economy to improve the life chances of residents and the success of business;
  - To ensure that carbon emissions from transport are reduced in line with UK Government targets in order to minimise the impact of climate change;
  - To ensure that the transport system facilitates active, healthy lifestyles and a reduction in the number of casualties and that other adverse health impacts are minimised;
  - To ensure that the design and maintenance of the transport network and provision of services supports sustainable neighbourhoods and public spaces and provides equality of transport opportunities; and
  - To maximise value for money in the provision and maintenance of transport infrastructure and services.

## **Bury's Sustainable Community Strategy 2008 – 2018**

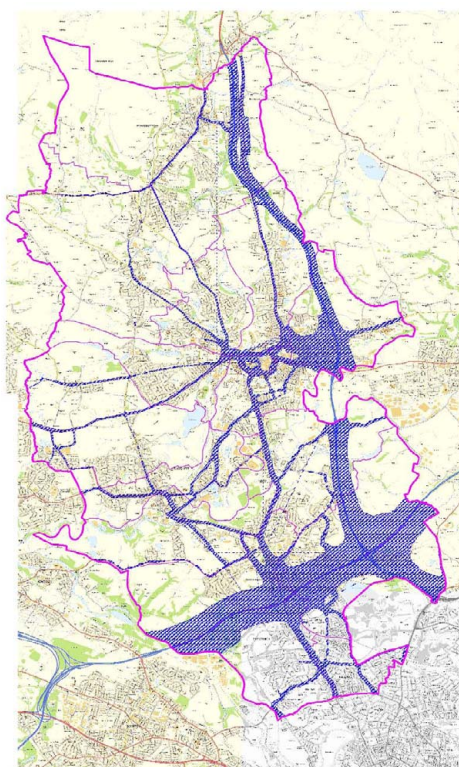
10.2.15 Bury's Sustainable Community Strategy 2008 – 2018 aims to develop a high quality public transport infrastructure.

### **10.3 What is the situation now?**

10.3.1 Key issues drawn from the baseline are as follows:

- The need to support and locate new development in locations which reduce reliance on the private car and minimise the distance people have to travel;
- High levels of out-commuting, particularly by private motor vehicle;
- The need to adapt to the impacts of climate change;
- The need to align targets for reducing carbon with Bury Council's targets of 35% reduction by 2014;
- The need to reduce carbon emissions from all sources, especially the built environment and transport;
- Air quality in some areas of the Borough fails to meet recognised standards.
- The need to ensure equal access to housing, employment and services for all the community through an integrated public transport network;
- The need to contribute towards ensuring alternatives to the car are attractive and reliable, particularly for residents who live in the north of the Borough;
- A significant amount of the Borough's residents travel to work by private motor vehicle;
- Use of public transport throughout the Borough is low;
- The need to promote walking and cycling through an enhanced network of pedestrian and cycle routes, including safer routes to schools; and
- The need to contribute towards ensuring alternatives to the car are attractive and reliable, particularly for residents who live in the north of the Borough.

**Figure 10.1: Bury Air Quality Management Area 2007**



- 10.3.2 Since December 1997 each local authority in the UK has been carrying out a review and assessment of air quality in their area. This involves measuring air pollution and trying to predict how it will change in the next few years. The aim of the review is to make sure that the national air quality objectives will be achieved throughout the UK by the relevant deadlines. If a local authority finds any areas where the objectives are not likely to be achieved, it must declare an Air Quality Management Area (AQMA) there. Figure 10.1 illustrates the Air Quality Management Area (AQMA) in Bury; this is an area encompassing most of the major roads in the Borough and some larger areas in the vicinity of the M62, M66 and A58. The AQMA exceeds an annual mean nitrogen dioxide NO<sub>2</sub> of 35ug/m<sup>3</sup>.

## 10.4 What will the situation be without the plan?

- 10.4.1 The following section sets out the likely future evolution of the baseline information on Transportation and Air Quality without the Bury Core Strategy. Without new policies that promote sustainable transport, improved accessibility and a greater choice in modes of transport, the numbers of cars on the roads in Bury will increase. This will have an inevitable knock-on effect on congestion (and therefore air quality) and on road safety.
- 10.4.2 Ultimately, the most significant drawback going forward without any new planning policy on sustainable transport is that the saved UDP would begin to become out of date as new issues in relation to transport arise in the future that cannot be dealt with by existing policy. In the absence of an up to date local plan, the NPPF will become the main source of planning policy in this regard. Without a spatial strategy for the Borough, development will not necessarily be focussed on the most sustainable locations, thereby increasing the need to travel, and failing to maximise the use of sustainable modes of transport. As such, it would not only be unsustainable to attempt to move forward without new policy, it would make the Borough unattractive for new development and limit progress on addressing social inequality and promoting economic development.

10.4.3 Without the plan, there could be a decrease in air quality in the Borough; and given that a large area of the Borough forms part of an AQMA, this could have adverse effects on health in the Borough.

## 10.5 What will the situation be under the Draft Publication Core Strategy?

10.5.1 The Second Draft Publication Core Strategy will have an impact in a variety of ways. The following table identifies the significance of impact of each of the policies on the theme of transportation and air quality.

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	

EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

10.5.2 The following discussion is an assessment of the likely impacts of the Second Draft Publication Core Strategy on the sustainability theme of transportation and air quality.

### General Comments

10.5.3 Generally, the Second Draft Publication Core Strategy has a positive impact on air quality mainly via indirect impacts. Policies SF1, T1 and T2 detail the need to locate new development sustainably and promote public transport provision within Bury, which will have a positive impact on air quality. The Second Draft Publication Core Strategy also promotes renewable energy schemes as part of a low carbon economy and seeks to actively control the adverse impacts of pollution (Policy EN18), which is likely to have a positive impact on air quality.

10.5.4 A large number of the policies within the Second Draft Publication Core Strategy significantly and directly affect transportation in the Borough. All new development has to be accessible and creates changes in transport and movement patterns; therefore any policy proposing new development will have at least a "less significant" effect. Other policies concern transportation, movement and access proposals themselves and will clearly have a "significant" effect (in particular Policies CP2, T1 and T2).

10.5.5 The overall effect of the Second Draft Publication Core Strategy on transportation sustainability is positive.

### Location of New Development

10.5.6 Policy SF1 sets the overall context as to where the main areas of new development in Bury will be. It highlights Bury town centre and Radcliffe, supported by Ramsbottom and Prestwich as the key locations for new development. This is sustainable in that they are the largest centres, with reasonable existing access to services and public transport.

10.5.7 Overall, policy SF1 aims to improve accessibility by concentrating most new development in the urban areas of the Borough where it is accessible by public transport, walking and cycling

- and by seeking to retain and improve the range of services available in local centres and villages, improving local accessibility and reducing the need to travel.
- 10.5.8 Policy EC1 seeks a more balanced spatial distribution of employment land, and supports opportunities for home working in order to reduce the need to travel. The strategy seeks to increase the level of employment provision in both the north and south of the Borough to provide local access to jobs, however the majority of employment growth will be in the Bury Central (27%) and Irwell Bank (35% areas). Bury Central is a highly accessible location, and although Irwell Bank is currently served by frequent bus services, the Core Strategy identifies the need for bus services to be enhanced and walking and cycling provision enhanced in order to provide sustainable access to this area. The Core Strategy requires transport issues for new employment development to be resolved through travel plans and an appropriate sustainable transport infrastructure. Policy EC1 also seeks to accommodate the majority of new office development in and around key centres, which are accessible locations. It also supports opportunities for home working; this is likely to reduce the need to travel to places of employment in the Borough, at least for some individuals. This, in turn, may contribute to a reduction in congestion and improve air quality.
- 10.5.9 Policy EC1 also provides for additional employment provision at Gin Hall, subject to very special circumstances to justify development in the Green Belt. Additional quality employment provision will potentially allow for a reduction in the levels of out-commuting but because the site is located adjacent to a motorway junction, this may encourage access by the private car. The provision of additional employment land would be likely to result in increased traffic locally. However the site is accessible by alternative means which could potentially reduce the reliance on the car and reduce the overall number and length of car-borne journeys to work, particularly if the quality of employment opportunities is further improved, which could help attract those residents who currently commute to higher paid jobs outside the Borough. Policy T2 will ensure that the transport requirements of any new development on this site are addressed as part of any specific proposal for this site.
- 10.5.10 Policy EC4 encourages a range of uses in the Borough's Key Centres. These are the most accessible locations within the Borough, and encouraging a range of uses in these areas will enable linked trips and opportunities for sustainable transport.
- 10.5.11 Policy CO1 addresses housing provision in Bury. The Core Strategy housing policies identify Bury town centre and Radcliffe as the key locations for new housing development supported by Ramsbottom and Prestwich. These areas are the most sustainable locations in which to accommodate growth and have the best level of services and facilities, which will help reduce the need to travel and therefore have a positive impact on air quality. Policy CO3 also stipulates that sites within key centres and close to public transport nodes will accommodate high density development.
- 10.5.12 Policy CO6 includes reference to areas of preference for sites for Gypsies, Travellers and Travelling Showpeople and their accessibility needs. Such sites will make a minor contribution to movement patterns, be they by private vehicle, public transport or walking / cycling, and so will have a less significant effect on the sustainability of transportation, but the effect of implementing this policy would be positive, given the requirement that such sites should be accessible to local services by sustainable modes of transport.
- 10.5.13 Policy EN2 covers proposals for new agricultural workers' dwellings in the Green Belt where applicants can satisfy criteria on functional needs and requirements. This policy will have a positive impact on reducing the need to travel for two reasons. Should proposals meet the criteria, this will allow agricultural workers to live in close proximity to their place of work. Also, the policy requires the applicant to consider other suitable existing dwellings or other accommodation in the area which may represent more sustainable locations.

## Transportation Proposals

- 10.5.14 Policy T1 outlines the key transport proposals for the Borough, including:
- The capacity and frequency of Metrolink services are increased, particularly at peak periods;
  - Local Transport Plan priorities, which aim to deliver improved local bus services are supported, particularly along the Quality Bus Corridors which run along the A56/A665 from Bury to Manchester and along the A58 – Rochdale to Bolton corridor, and improve the connections between these corridors and the Metrolink stations in Bury town centre, Whitefield and Prestwich;
  - Innovative and adaptable approaches to public transport, such as the Local Link service which currently provides door-to-door public transport from Ramsbottom through Holcombe Brook, Affetside and Bury Interchange are developed in the rural areas of the Borough and other appropriate locations;
  - Land is safeguarded along the East Lancashire Railway corridor for combined use as a commuter and heritage railway operation, with land at Buckley Wells protected as a potential Metrolink station.
  - Accessibility and social inclusion are improved, through the provision of integrated pedestrian and cycle networks which link to key destinations. In particular, upgrade and extend cycle routes into and within Town Centre's;
  - Capacity is increased at Radcliffe, Whitefield and Prestwich Metrolink park and ride; and
  - Proposals for new development in AQMA will be expected to provide details of the potential impact on local air quality and identify measures to mitigate these impacts.
- 10.5.15 These proposals will have a positive impact on the sustainability of transport in the Borough. In particular, given the high level of out-commuting in the Borough, the proposals involving the East Lancashire Railway are especially positive and will hopefully ease congestion at peak times in the Borough. A reduction in congestion would have a positive impact on the local and sub-regional economy, air and noise pollution reduction and is likely to result in safer environments for cyclists, walkers and road users, thereby improving health and well being within the Borough.
- 10.5.16 Similarly, the proposals for improving bus services and facilities in policy T1 are positive. The implementation of this policy is likely to improve choice and use of sustainable transport modes. The policy may also contribute to improving the satisfaction of local people with their neighbourhood as a place to live, such as by providing safe passage for children to walk and cycle and by reducing the impacts of congestion on local amenity.
- 10.5.17 Policy CP1 is a positive policy in that it encourages walking and cycling by prioritising improvements to street design and safety; and requires new development proposals to pay specific attention to the environmental performance of a development arising from the incorporation of sustainable and environmental design techniques. Policy CP1 also requires car parking and servicing to be provided which is appropriate to the development. Whilst this area of the policy caters for the private car it is not considered to have a negative impact as the requirement to meet set standards could alleviate congestion and parking problems overall. This policy is likely to have an indirect positive impact on air quality.

## Delivering Development and its affect on Transportation and Air Quality

- 10.5.18 Existing transport infrastructure is safeguarded under Policy T1 including the East Lancashire Railway and integrated pedestrian and cycle networks which link to key destinations. This will



have a positive impact as recognised operational routes will be protected from future development.

- 10.5.19 Policy T2: Transport Requirements in New Development, is the principle policy in the Second Draft Publication Core Strategy that guides what issues are relevant for consideration in preparing and deciding transport issues associated with planning proposals. The general ethos of the policy promotes improved accessibility and encourages the use of more sustainable forms of transport. The policy seeks to reduce the need to travel by car, promotes the use of travel plans and encourages developer contributions towards improving existing or providing new pedestrian and cycling networks. The implementation of this policy is likely to have a positive impact on reducing the need to travel, improving choice and use of sustainable transport modes and therefore an indirect impact on improving air quality in the Borough. The policy also requires that all proposals for development which will generate demand for travel will, where appropriate, be expected to utilise low emission fuels and vehicle technologies to improve air quality.
- 10.5.20 Policy DEL1 provides scope for utilising developer contributions for transportation infrastructure improvements and therefore is positive with regards to the transportation SA objective.
- 10.5.21 Policies EN10, EN11 and EN12 seek to deliver carbon reductions in the Borough moving towards an objective of achieving zero carbon development by 2019. These policies will help to ensure that low carbon forms of energy production are developed across Bury, which will in turn have a positive impact on air quality. Furthermore, policy EN12 requires proposals for Biomass to minimise any conflict with air quality management objectives. In addition, Policy EN18 includes measures aimed at giving due consideration to the potential impact of air pollution.
- 10.5.22 Policy EN4 (Protecting and Enhancing the Green Infrastructure Network) will have a positive impact on air quality as green infrastructure helps to filter air.
- 10.5.23 It should be noted that growth within the Borough proposed in the Second Draft Publication Core Strategy could potentially have a negative effect on air quality due to the increase in development and population growth. However, the transport policies within the Core Strategy which seek to strengthen sustainable transport links within the Borough and support a modal shift should help mitigate the impacts on air quality.

## 10.6 Recommendations for mitigation and/ or enhancement

- 10.6.1 The following sections explain how the potential negative effects of the Draft Publication Core Strategy could be mitigated and positive effects enhanced.
- 10.6.2 Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on transportation and air quality.

### Enhancement of Positive Effects

- 10.6.3 Potential positive impacts on the topic area of Transportation and Air Quality can be summarised as follows:
- T1 and T2 seek to direct new development to sustainable locations, enhance sustainable transport opportunities and address transport impacts of new development.
  - EN18 highlights measures to avoid potentially unacceptably adverse impacts arising from air pollution.

## Mitigation of Negative Effects

- 10.6.4 Overall, the negative effects of the Second Draft Publication Core Strategy on transportation are limited to the general effect of new development increasing the burden on the transport network, but many of the policies are formulated in such a way as to limit this effect by proposing improvements to the transport network that will potentially off-set any negative effect, provided they are implemented, and ensuring development is focussed on areas which have good access to sustainable modes of transport.

## 10.7 Monitoring

- 10.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- Estimated traffic flows for all vehicle types (million vehicle km)
- % of the resident population who travel to work a) by private motor vehicle; b) by public transport; c) on foot or cycle
- Out-commuting – % of residents working outside the Borough
- Distance travelled to work
- The percentage of the resident population travelling over 20 km to work
- Heavy goods mileage intensity
- Public and private investment in public transport, walking and cycling
- Amount of completed non-residential development complying with local car parking standards
- Amount of new residential development within 30 minutes public transport time of a GP, a hospital, a primary school, a secondary school, areas of employment and a major retail centre
- Vehicle ownership in the Borough
- % of new development located in Key Service Centres and Local Service Centres
- % of development outside key service centres and local service centres
- Number of days per year when air pollution is moderate or high for PM10
- Number and total extent of Air Quality Management Areas
- CO<sub>2</sub> emissions per annum in the Borough
- Annual average nitrogen dioxide concentration

## 10.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	<p>The Second Draft Publication Core Strategy strives to meet the sustainability objectives identified in the SA framework on the topic of transportation and air quality. Overall the policies proposed should have a positive impact on transportation.</p> <p>The policies set out in the Second Draft Publication Core Strategy are likely to have a positive impact on air quality in the short/ medium term. Although growth proposed within the Core Strategy may have a negative impact on air quality, measures within other policies (including the sustainable location of development, promotion of public transport, pollution control and renewable energy schemes) would help to address this.</p>	<p>The Greater Manchester Local Transport Plan 3 is the key transport plan covering Bury and many of the proposals for improvements to the transport network in the Draft Publication are consistent with proposals in the LTP.</p> <p>The LTP also provides further guidance on how Authorities should address transport-related issues such as congestion, which provides some background to the transport policies within the Draft Publication.</p> <p>Future iterations of the LTP should provide a similar role.</p> <p>Overall, plans and activities dealing with air quality issues, along with the Core Strategy, should ensure that sustainability in terms of air quality should not be negatively affected.</p>
<b>Long term (beyond 2029)</b>	<p>In the long-term, the effects of the Second Draft Publication Core Strategy on the sustainability of transportation and air quality will still be positive, but less so. This is because the specific improvements proposed will have been delivered and meeting the increased demand of the new development delivered as part of the Core Strategy but there will be new demands from new developments, possibly in different locations, emerging that no specific proposals will have been established to address.</p> <p>The more general policy wording in the Second Draft Publication Core Strategy that requires developments to be more sustainable in relation to transportation and air quality or require developers to mitigate for the negative effects they have on the transport network will continue to have positive effects.</p>	<p>The LTP should continue to be updated and provide a decision making context for development decisions in the Borough, as well as identifying further specific transport improvements in the future - and therefore will consolidate the positive long-term effect of the Core Strategy.</p> <p>Emerging plans, programmes and strategies, including likely continuation of air quality management at local level, would be likely to effectively continue the emphasis on protecting air quality.</p>

Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
	<p>In the longer term, should expected growth have been achieved, there will be a need for continual monitoring and mitigation of air quality issues.</p> <p>If suggested mitigation measures are adopted in the Core Strategy, it should support the monitoring and mitigation of air quality issues.</p>	
<b>Areas likely to be significantly affected</b>	<p>In terms of transportation the areas likely to be significantly affected by the Core Strategy are Bury town centre and to a lesser extent the main towns of Radcliffe, Prestwich and Ramsbottom. The main urban areas in the Borough and settlements close to the main transport routes are most likely to be significantly affected by air quality issues although these will be given due consideration as part of the development management process. In addition areas that incorporate sensitive ecosystems and habitats could also be adversely affected by air quality issues.</p>	
<b>Permanent vs. Temporary</b>	<p>In terms of transport most of the impacts will be permanent as new development will inevitably be permanent, as will many physical improvements to the transport network. However, there will be a temporary variation in effects as the Plan is implemented in either a positive or negative way, depending on whether new development or transport proposals are implemented first.</p> <p>The implementation of the Core Strategy should result in an improvement in the state of air quality within the Borough; this should then represent a permanent trend. However, there is scope for air quality to worsen suddenly, perhaps due to a new development affecting a local area negatively. Additionally, there could be a further temporary negative impact if an extreme event occurs in the Borough (e.g. major fire) which would impact on air quality. Furthermore in the coming decades, road transport is likely to remain a significant contributor to air pollution. Therefore, it will be important to ensure that there is a continual focus on ensuring high air quality (through delivering development in sustainable locations), particularly in and near to residential areas, community facilities and town centres.</p>	
<b>Secondary</b>	<p>Effects on other sustainability factors and issues do not generally have indirect, secondary effects on transportation, although there is the potential for the adverse effects of climate change to affect transportation indirectly in the long-term, through disruption caused by extreme weather events.</p> <p>The main secondary / indirect effect on air quality is where proposals / policies could lead to an increase in traffic levels, especially congestion. This, in turn, will lead to reduced air quality. The Core Strategy seeks to limit the impact on air quality from increased traffic, predominantly by reducing traffic levels and congestion.</p> <p>The development of renewable energy technology could have a secondary positive effect on air quality, as it provides a sustainable form of energy production. Over time, the reduction in emissions generated by other forms of energy production would improve air quality in Bury.</p>	

# 11 Social Equality and Community Services

## 11.1 Introduction

- 11.1.1 Health and equality, safe communities, access to open space, leisure and education are all fundamental contributors to the quality of life and well being of people living in Bury. The major priority of the Council and its partners is to ensure that people living in Bury enjoy a good quality of life.
- 11.1.2 Planning can make a positive difference to people's lives and can help to deliver homes, jobs, and better opportunities for all. The Core Strategy has a significant role to play in delivering social inclusion and preventing exclusion, through setting the pattern of urban growth; developing new facilities (or improving existing ones); ensuring that a choice of affordable transport is available to maximise accessibility; and dealing with crime and safety issues through good design.
- 11.1.3 Concepts of Sustainable Communities have developed markedly over the last two decades from an emphasis on physical redevelopment to a holistic understanding which has emphasised the organic nature of communities and the strong inter-relationships between the key elements of the built environment, the social and cultural fabric of communities, their governance, equity, services, economy and connectivity.
- 11.1.4 Communities across the UK are increasingly diverse in make-up in terms of the variety of racial, cultural and religious identities. There is also an emphasis on recognising other forms of diversity within communities, including age, gender, sexuality and disability. Where a particular group or section of community suffers disadvantage, this can give rise to social inequities.
- 11.1.5 A key challenge in creating a sustainable community is therefore to ensure that all groups and individuals have equal access to opportunities and services, and that the benefits of development are distributed equally among various groups that make up a community.

### Identification of the Applicable SA Objectives

- 11.1.6 The following Sustainability Objectives have been identified as the most relevant to the Social Equality and Community Services topic area:

No.	SA Objective	Locally Distinctive Sub Criteria
1	To reduce poverty and social exclusion	Reduce poverty and social exclusion including access to employment opportunities and health and educational facilities in those areas most affected?
		Lower dependence on welfare benefits?
2	To improve physical and mental health and reduce health inequalities	Improve access to high quality health facilities?
		Promote healthy lifestyles?
		Reduce inequalities in health between different groups?
3	To improve the education and skills of the overall population and to provide opportunities for life long learning	Improve qualifications and skills of young people?
		Promote good access to educational and training opportunities for all sectors of the population, particularly amongst deprived communities?

5	To reduce crime, disorder and the fear of crime	Reduce the actual levels of crime and social disorder?
		Reduce the fear of crime?
		Promote design that discourages crime?
7	To improve accessibility for all to essential services and facilities	Provide improved physical access to education, skills and training facilities, health and leisure facilities on foot, cycle and by public transport?
		Protect the shopping and community services function of local service centres in the Borough?

## 11.2 What is the policy context?

### National Policy

#### National Planning Policy Framework (2012)

- 11.2.1 National planning policy states that the planning system has a social role, in addition to that of the economic and environmental roles, and this helps to support strong, vibrant and healthy communities with accessible local services that reflect the community's needs and support its health, social and cultural well-being.
- 11.2.2 Planning policies and decisions should plan positively for the provision and use of community facilities, guard against their unnecessary loss, ensure facilities can develop and modernise in a sustainable way and pursue an integrated approach for considering the location of housing, economic and community uses.
- 11.2.3 Planning policies should be based on robust and up-to-date assessments of the needs for recreation facilities. Existing recreational facilities should be protected unless it can be proved they are surplus or better replacement provision can be provided or the loss will be replaced by alternative recreation facilities that would outweigh the loss.

### Regional Policy

- 11.2.4 Building sustainable communities is a regional priority. Communities should meet the diverse needs of existing and future residents, promote community cohesion and equality and diversity, be sensitive to the environment and contribute to a high quality of life.

#### Investment for Health: A Plan for the North West of England (2003)

- 11.2.5 Investment for Health: A Plan for the North West of England (2003) seeks to achieve significant reductions in health inequalities between groups and areas in the North West, within a framework of sustainable development that supports economic, social and environmental regeneration.
- 11.2.6 The strategy as a whole is underpinned by four key principles:
- The primacy of prevention, on the basis that interventions which prevent the causes, and reduce the consequences of health inequalities, will have the greatest long term impact;
  - Ensuring that mainstream services are responsive to the needs of disadvantaged populations;
  - Using targeted interventions to test innovative approaches, or to tackle specific problems and to reach particular priority groups; and

- Using mainstream planning, performance management and monitoring of services to support local and national action.

**The North West of England Plan Regional Spatial Strategy to 2021 (2008)**

- 11.2.7 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.
- 11.2.8 The North West of England Plan Regional Spatial Strategy to 2021 (2008) seeks to ensure that there is provision for all members of the community for:
- The full spectrum of education, training and skills provision, ranging from childcare and pre-school facilities, through schools, to further and higher education and to continuing education facilities and work-related training;
  - Health facilities ranging from hospitals down to locally based community health facilities; and sport, recreation and cultural facilities.

**The North West Plan for Sport and Physical Activity 2004-2008 (2004)**

- 11.2.9 The North West Plan for Sport and Physical Activity 2004-2008 (2004) outlines a number of key objectives and targets:
- Increased participation;
  - Widening access (by demographics) especially to the countryside;
  - Increased success at all performance levels;
  - Two hours of quality PE for 75% of children in every school by 2006 (government target);and
  - Increasing Life Expectancy (Regular physical activity reduces the risk of dying prematurely).

**Local Policy**

**Bury Community Safety Plan**

- 11.2.10 At the local level the Bury Crime and Disorder Reduction Partnership's- Burysafe Partnership Plan 2008-2011/ the Bury Community Safety Plan sets out a number of priorities to address:
- Crime and the fear of crime;
  - Antisocial behaviour, including damage and arson;
  - Domestic violence and hate crime;
  - Drugs and alcohol harm;
  - Managing offenders;
  - Road safety; and
  - Engage and develop communities.

**Bury Council Community Strategy 2008-2018**

- 11.2.11 The Bury Council Community Strategy 2008-2018 overarching ambitions include:
- The place to live in Greater Manchester;
  - An area where people feel Safe and Secure;

- Healthiest Borough in the North West;
  - Popular visitor destination;
  - Premier retail town in the North of Greater Manchester;
  - Centre of excellence for education and training in the North West;
  - Each township thriving;
  - An area with first class services; and
  - Quality jobs for Bury people.
- 11.2.12 The vision for the Joint Strategic Services Development Plan for Bury NHS and Tameside and Glossop Primary Care Trust (PCT) is:
- “To deliver person centred care and services – by redesign and relocation where appropriate. This care should be patient focused, locally accessible and responsive such that it maximises health and wellbeing, promotes self-care and increases the amount of choice for individuals.”*
- 11.2.13 The agreed vision is based on the need to:
- Match the needs of individuals/patients to the correct level of help, care and support;
  - Ensure that help, care and support are available as early as possible to prevent illness and conditions becoming more serious;
  - Ensure individuals/patients can move smoothly through the help, care and support pathways as their needs increase or decrease; and
  - Ensure health promotion and wellbeing.
- 11.2.14 The strategic objectives of the Bury Neighbourhood Renewal Strategy 2008-2018 are:
- Improving intelligence - developing partnership resources to create and sustain a comprehensive dataset to inform priority-setting and decision-making.
  - Engaging with communities - fully involving local residents and communities in assessing, understanding and making decisions about their local areas.
  - Tackling complex, multiple and severe deprivation - prioritising holistic action in our two areas of most severe deprivation: Bury East and Radcliffe.
  - Tackling small areas of severe deprivation - focussing priority action on small areas experiencing severe deprivation.
  - Tackling thematic hot spots - ensuring key issues within all neighbourhoods are identified and tackled.

## 11.3 What is the situation now?

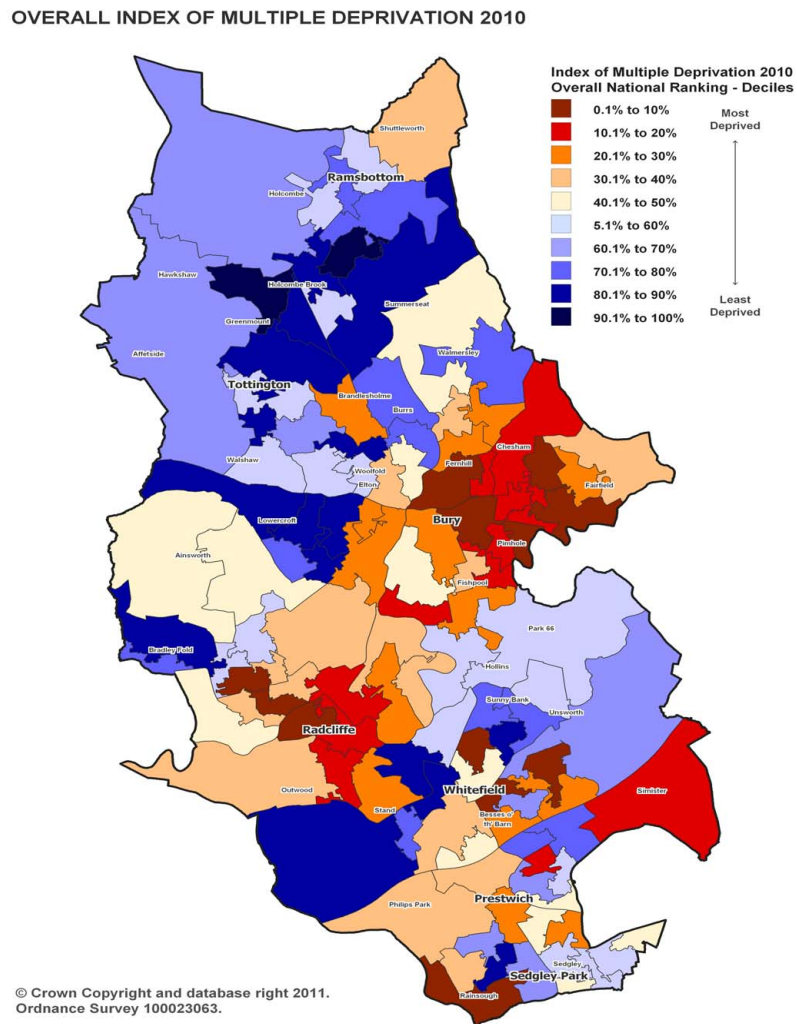
- 11.3.1 There are a range of deprivation indicators that have been developed to assist in assessing and comparing ‘deprivation’ or poverty, at the local, regional or national level. The most up to date Index of Deprivation<sup>29</sup> is the English Indices of Deprivation 2010 (IMD 2010).

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<sup>29</sup> The Index of Multiple Deprivation is the Government’s official measure of multiple deprivation at small area level.



**Figure 11.1: Deprivation in Bury Super Output Areas (Source: Bury Council, Indices of Deprivation 2010)**



11.3.2 Bury's 2010 IMD average score gave it a national rank order of 114th most-deprived district out of 326 in England. This is the third lowest ranking in Greater Manchester with only Stockport (151) and Trafford (167th) displaying lower levels of deprivation at Borough wide level. Despite its relative affluence in comparison to its neighbours in Greater Manchester, Bury does display more acute deprivation at Borough level in certain domains such as income deprivation and employment deprivation, in which Bury is ranked 92nd and 77th respectively. The main concentrations of deprivation are in East Bury, inner Radcliffe, the Besses area of Whitefield and the Rainsough area of Prestwich, as shown in Figure 11.1 on the previous page

11.3.3 Other key issues drawn from the baseline are as follows:

- Life expectancy in the Borough is lower than the national average and standardised mortality rates remain higher than the national average. East Bury and Radcliffe suffer from the most severe health deprivation in the Borough. There are issues of problem drinking in Prestwich and Bury West;
- There are lower levels of crime in the Borough than Greater Manchester but there remains a fear of crime, particularly at the night time and in town centres. Outside of Bury East and Radcliffe, the areas suffering the most crime deprivation are Bury West, Kirklees,

Ramsbottom, Tottington and North Manor, Ramsbottom Centre, Whitefield and Unsworth, Bury New Road/Philips Park and Higher Lane/Bury New Road;

- Variation in educational attainment within the Borough;
- A lack of cultural and 'lifestyle' amenities;
- An ageing population;
- Variations in the quantity, quality and accessibility of open space, sport and recreation within the Borough; and
- The varying levels of vitality and viability within the Borough's centres.

## 11.4 What will the situation be without the plan?

11.4.1 Without the implementation of the Core Strategy, the Saved Policies of the Bury Unitary Development Plan (UDP) (1997) would continue to provide the planning framework for the social equality and community services in the Borough.

11.4.2 In the absence of an up-to-date plan, the NPPF will become the main source of planning policy in this regard. The NPPF seeks to support strong, vibrant and healthy communities with accessible local services that reflect the community's needs and support its health, social and cultural well-being. Where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.

11.4.3 In the short term existing trends would be likely to continue, including low life expectancy and poor health, low skills and educational attainment and poor accessibility to services and provision of open space / play facilities in certain areas of the Borough. Furthermore new development could put pressure on existing open space in some settlements.

11.4.4 Over time, the saved UDP Policies will become out of date, and in some instances, irrelevant as the needs of the Borough are likely to change both now and in the future, beyond the scope of those planned for in the 1997 UDP. The Core Strategy is expected to deliver the needs of the Borough up to 2029 and is informed by a detailed evidence base, which considers long term population forecasts.

11.4.5 The Bury Community Strategy 2008-2018 and the Joint Strategic Services Development Plan for Bury NHS and Tameside and Glossop Primary Care Trust outline a number of objectives and priorities to improve health and accessibility to health facilities within the Borough such as the Age of Opportunities programme. Therefore, in the absence of the Core Strategy, the existing policies of both the Council and its partners would continue to deliver improvements to quality of life and health in Bury. The delivery of the Sustainable Community Strategy, through Local Area Agreements and the Corporate Plan, requires the Council to work with partners to make the necessary quality of life improvements. However, existing trends of worsening health problems may continue unless more significant interventions are made. Potential impacts of a worsening situation for health in Bury include reduced life expectancies and the experience of serious health problems by a wider proportion of the population over a longer period of time. Worsening health will also have a negative impact on the productivity of people living within the Borough.

11.4.6 Population projections for Bury reveal that by the year 2028 the over 65 age group in Bury will increase by 43% compared to the population in 2008, and the over 85 age group will increase

by 100%<sup>30</sup>. This ageing population could create new needs in terms of physical and social infrastructure and service provision.

- 11.4.7 In accordance with the NPPF, the Core Strategy will identify what physical, social and green infrastructure is required to facilitate new development. Without the implementation of the Plan the Council may struggle to align land use planning with infrastructure planning, this could have a negative impact on community health and equality, leisure and education.
- 11.4.8 Although the extent to which the Core Strategy has direct control of facilitating healthy communities and lifestyles is limited, policies can help influence lifestyle behaviour through the provision of open space and social infrastructure such as health and educational facilities as part of planning contributions. The Core Strategy is likely to address some aspects of this, for example, by directing community facility development to locations easily accessible by public transport, foot and cycle.
- 11.4.9 Without the Core Strategy it is likely that community infrastructure may not be located sustainably and it may be more difficult to obtain appropriate contributions to required community infrastructure from other developments. The implementation of the Core Strategy would ensure that access to community facilities and services is taken into account when considering the scope for development in different locations. There is also a need to ensure that existing open space is protected and enhanced, and adequate and readily accessible open space is provided to meet the needs of new development.
- 11.4.10 Without the Core Strategy there may also be less emphasis in addressing spatial disparities in the Borough. For instance, the Core Strategy is likely to target areas in the Borough that suffer from a concentration of deprivation. Without the implementation of the Core Strategy, there may be a reduced emphasis on linking Bury's deprived communities to employment, training or education opportunities in the Borough, through interventions such as local labour agreements or through encouraging life long learning.
- 11.4.11 Additionally, without the Core Strategy, interventions to address crime and fear of crime may not be 'designed in' for new development; this would have a negative impact on the quality of life in the Borough.
- 11.4.12 Ultimately, while there are other Council and partner policies in place that directly influence the implementation of services associated with social equality and community services, without the implementation of the Core Strategy, there would be no up-to-date planning policy to guide such policies in the future as to where services will be needed as development patterns change. The absence of an up-to-date planning policy framework would limit the positive impact on sustainability of other Council and partner policies because, spatially, there would be no guidance for developing such services.

## 11.5 What will the situation be under the Second Draft Publication Core Strategy?

- 11.5.1 The Second Draft Publication Core Strategy will have an impact in a variety of ways. The following table describes the degree of impact of each of the policies on the theme of social equality and community services.

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<sup>30</sup> ONS 2008-based population projections

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	

EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

11.5.2 The following discussion is an assessment of how the Second Draft Publication Core Strategy policies identified are likely to have an impact on the sustainability theme of social equality and community services.

### General Comments

11.5.3 There are a number of policies in the Second Draft Publication Core Strategy that are expected to have a positive cumulative impact on social equality and community services.

11.5.4 The Second Draft Publication Core Strategy seeks to create healthy and liveable urban neighbourhoods which reinforce community identity, address issues of deprivation and ensure that communities are served by a nucleus of community support facilities.

11.5.5 The Second Draft Publication aims to improve access to a range of services and facilities by directing development according to the existing and potential service provision of settlements. By promoting development in the most sustainable locations, the Core Strategy will help to safeguard existing services, and provide community and infrastructure including healthcare. Focusing growth on well connected areas will negate the need to travel to access services.

11.5.6 Providing social infrastructure such as basic health, community and sports facilities, and open space will help to improve the health of the population and also increase community integration. Likewise, those policies that encourage walking, cycling, a reduction in private car use and the creation of green infrastructure are likely to have positive influences on health. In addition, Policy EN18 sets out the Council's approach towards the control of potentially unacceptably adverse impacts of pollution on human health.

11.5.7 By seeking to raise levels of educational attainment the Core Strategy may help in attracting new industry to the employment base; this is likely to encourage young adults to remain in the area to take advantage of increased levels of skilled employment opportunities and may help to reduce high levels of out-commuting. An increase in levels of achievement, self confidence and community involvement could lead to a reduction in the equality gap across different areas within the Borough.

### Accessibility

11.5.8 Several policies in the Second Draft Publication Core Strategy, such as Policies SF1, EC1, EC4, EC6, CO1, CO7, CO8, CO9, CO10, CO11 and T1 collectively improve the accessibility of services and amenities by: providing for them within or adjacent to new development; by locating development close to existing facilities or access routes; or by concentrating development in readily accessible central sites.

- 11.5.9 The Core Strategy sets spatial priorities for concentrating the majority of growth in Bury town centre, supported predominately by Ramsbottom, Radcliffe and Prestwich and sets out to ensure any growth in key service centres is sustainable and proportionate to its size and the facilities available.
- 11.5.10 Policy CO1: Delivering a Choice of Quality Housing for Everyone identifies Bury and Radcliffe as the key locations for new housing development, supported by Ramsbottom, Tottington, Prestwich and Whitefield. These areas are the most sustainable locations in which to accommodate growth and have the best level of services and facilities, which will help reduce the need to travel.
- 11.5.11 The delivery of policies CO4: Meeting Housing Needs and CO5: Providing for Affordable Housing will meet the needs of people who are unable to compete in the general housing market. Mixed developments arising from the application of these policies will help increase social integration.
- 11.5.12 Policy CO6: Meeting the Needs of Gypsies, Travellers and Travelling Showpeople will assist to address social exclusion of Gypsies and Travellers by providing pitches in appropriate locations. The policy seeks to ensure provision of pitches in sustainable locations with good access by foot, cycle or public transport to services, this is likely to have a positive impact on this group's health and wellbeing. Furthermore the delivery of Gypsy and Travellers and Travelling Showpeople sites will help to ensure such communities can remain together, therefore retaining community identity.
- 11.5.13 Policy T1: Better Connecting Places and Improving Accessibility requires new development to be located where possible on sites with high levels of accessibility and to ensure new development is easily accessible by a variety of modes. Policy T1 also seeks to increase the capacity of Metrolink services and facilities and to ensure that services and facilities are linked to integrated pedestrian and cycle networks. The implementation of this policy will clearly have a positive impact on access to employment and community services and facilities. Policy T2: Transport Requirements in New Development aims to promote sustainable travel options which is likely to bring health benefits through improving local air quality and the promotion of walking and cycling. By supporting alternative modes to the private car, the implementation of the Core Strategy will increase the availability of alternatives for those without access to a private car, increasing equality and reducing social exclusion.
- 11.5.14 The implementation of policy EC9: Developing Attractive Tourism and Cultural Assets is likely to increase accessibility to those assets for local residents and will have an indirect positive impact on quality of life in the Borough.
- 11.5.15 The delivery of quality housing for everyone through policy CO1 is likely to have a positive impact on achieving more equitable benefits for Bury's communities.

## **Retail**

- 11.5.16 In accordance with the NPPF, the focus of the retail policies and policies SF1: Bury's Spatial Framework and EC6: Accommodating New Retail Development in the Second Draft Publication Core Strategy is upon the promotion and enhancement of existing centres, with centres fulfilling different roles depending on their position in a defined retail hierarchy. Emphasis is upon improving accessibility and ensuring that new development is well served by a choice of means of transport.
- 11.5.17 Policy EC5: Managing the Location and Scale of Town Centre Uses directs retail development and other town centre uses such as leisure towards the defined town centres and local centres, this is likely to protect and enhance the diversity of uses and services available in the existing town centres and local centres and contribute to the creation of sustainable, mixed communities.

- 11.5.18 Enhancing the vitality and viability of the Borough's town centres should assist to reduce crime, disorder and fear of crime in the town centres. Increased vitality should mean town centres are likely to have increased footfall and surveillance, reducing opportunities for opportunistic crime, and fear of crime, which is predominantly related to night time visits to town centres.
- 11.5.19 Access to services and facilities is a core principle across the whole of the Core Strategy. Overall, the Core Strategy is likely help achieve social inclusion by ensuring individuals and communities can access good schools, quality health care and other community services and facilities in addition to allowing people to participate in community life.

### **Education and Skills**

- 11.5.20 Core Strategy policy CO8: Supporting the Development of Sustainable Communities supports improvements to education provision in the Borough through the modernisation, rebuilding and refurbishment of primary, secondary and special educational needs school provision and the expansion and enhancement of further education. This will benefit residents in the Borough through offering better quality learning environments, boosting participation and attainment.

### **Health and Well-being**

- 11.5.21 Crime and fear of crime has been recognised as having a direct link to levels of social exclusion and can impact negatively on living environments. Policy CP1: Delivering High Standards of Design and Layout in New Development includes principles to protect the amenity of existing areas and to create accessible and safe places, this is likely to have a positive impact on the quality of life for local residents through helping to reduce the fear of crime and reducing opportunities for crime; and by ensuring development can be used by all sections of the community.
- 11.5.22 Core Strategy policy CO8 promotes the creation of healthy and inclusive communities which offer high quality links to key social and community facilities. Policy CO9: Safeguarding and Improving Community Facilities complements policy CO8 by safeguarding and facilitating new and improved community facilities. The promotion and delivery of key social and community facilities, such as health care and education facilities in key centres via the implementation of these policies will help to promote social inclusion and will have a positive impact on quality of life in the Borough. In addition, Policy EN18 sets out the Council's approach towards the control of potentially unacceptably adverse impacts of pollution on human health.
- 11.5.23 Infrastructure planning and provision is an essential factor in ensuring that sustainable growth is delivered in a way that enhances the area and provides access to a wide range of services and facilities. Policy DEL1: Delivering Sustainable Development aims to maximise community benefits from development and ensure that sufficient services and infrastructure will be in place to meet the needs of employment and housing growth. Financial contributions from developers may be needed to invest in existing and new education facilities; this will have a positive impact on the local economy and community by helping to raise the level of educational attainment in the Borough. Delivering physical improvements such as the enhancement of open space and play areas will also have a positive impact on the health of the Borough, as it is likely to help promote active lifestyles.

### **Green Infrastructure**

- 11.5.24 Green spaces can have a positive effect on health in terms of providing somewhere to exercise and relax. The Second Draft Publication Core Strategy has the overall aim of protecting and managing open land in Bury. The Core Strategy also encourages the development and enhancement of the green infrastructure network.
- 11.5.25 Policy EN3 seeks to deliver a green infrastructure network, through consolidating and enhancing the existing network and resisting development that would have an adverse impact

on the network. The implementation of this policy will ensure that the Borough's natural environment is protected and enhanced and that green infrastructure currently being used for recreation and leisure is protected, this will have an indirect positive impact on access to open space and the health and well-being of local people.

- 11.5.26 Policy EN2 encourages the positive use of land in the Green Belt e.g. for outdoor sport and outdoor recreation and directs applicants to consider the objectives of other environmental policies in the Core Strategy such as that of Green Infrastructure.

### **Employment**

- 11.5.27 Policy EC1 will have a positive impact on social equality. The policy seeks to distribute sustainable economic growth in the Borough by protecting existing sources of employment and making provision for a future supply of employment land with a balanced spatial distribution that meets quantitative and qualitative needs across the Borough. Four Employment Development Areas are proposed which include an increase in provision at Bury North and Bury South to take account of the identified spatial imbalance in terms of the existing suitable supply of employment land.

- 11.5.28 Additional provision is also earmarked for the Gin Hall area at Junction 1 of the M66 in the interests of improving the qualitative offer of the Borough's employment land supply and its spatial distribution. This site is in the Green Belt and therefore very special circumstances will need to be demonstrated by the applicant. Policy EC1 demonstrates that the Borough's employment land supply has been lacking a large-scale site with access to the motorway network which will prove attractive to the market and that Gin Hall represents the most appropriate and deliverable opportunity. The site is located adjacent to the motorway, is accessible by public transport and is well-connected to the deprived neighbourhood of East Bury. Consequently, Policy EC1 will have some positive impact for equality in providing accessible quality employment opportunities in all parts of the Borough.

### **Housing**

- 11.5.29 The delivery of specific housing for particular groups in the Borough through policy CO1 is likely to have a positive impact on quality of life, health and general well-being in the Borough and encourage social inclusion. The emphasis of the policy is reflective of the Borough's ageing population, and the needs of those with disabilities in the Borough.
- 11.5.30 Core Strategy policy CO4 encourages social inclusion by requiring all developments for ten or more residential units to produce a statement that sets out how the development will meet local housing needs. This will provide the opportunity to deliver homes which are appropriate for local people and will therefore have a positive impact on equality.
- 11.5.31 Policy EN2 allows agricultural workers to live close to their place of work in new or temporary dwellings within the Green Belt should the Council be satisfied that there is a need and that it could not be fulfilled by an existing dwelling or other accommodation. This policy has some positive effect on social equality as it widens opportunities for agricultural workers should the criteria be met.

## **11.6 Recommendations for mitigation and/ or enhancement**

- 11.6.1 Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on social equality and community services by improving access to community services and facilities including green infrastructure for all members of the Borough's community and by improving the education, skills and qualifications of Bury's population.



## Mitigation of Negative Effects

- 11.6.2 The implementation of the Core Strategy is not expected to have any negative impacts on social equality and community services. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.
- 11.6.3 It will be essential to ensure that new development is designed and built with all equality groups in mind, including disabled and elderly residents, women and ethnic minorities and the very young.

## 11.7 Monitoring

11.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- Household size
- Index of deprivation (including health and crime domain)
- % of a) children and; b) population over 60 that live in households that are income deprived
- % of working age population claiming unemployment benefit
- Life expectancy at birth (male and female)
- Death rates by cause – Standardised Mortality Ratio for all causes
- Age standardised mortality rates for a) all cancers; b) circulatory diseases; and c) respiratory diseases
- Infant mortality
- % of households with one or more person with a limiting long-term illness
- The area of land designated as a local nature reserve per 1,000 population
- Access to a GP
- No. of road accidents per year (to measure community safety)
- Access to local green space
- Doctor / Patient ratio
- Length of cycleways created
- % of adults taking part in sport
- % of half days missed due to total absence in a) primary and; b) secondary schools maintained by the local education authority
- The proportion of young people (16-24 year olds) in full-time education or employment
- The proportion of working-age population qualified to a) NVQ2 or equivalent and; b) NVQ4 or equivalent
- % of Year 11 pupils educated to NVQ levels 2, 3 or 4
- % of Year 11 pupils achieving 5 or more GCSEs grade A-C
- % of the population whose highest qualification is a first degree (or equivalent)
- % of the population with no or low qualifications
- Crime rates: a) overall recorded crime (BCS comparator offences); b) Notifiable offences

- Crime – violence against the person (rate per 1000 population)
- Crime – burglary from a dwelling (rate per 1000 population)
- Crime – theft from a motor vehicle (rate per 1000 population)
- Crime – sexual offences (rate per 1,000 population)
- Fear of crime (through Citizen Panel Questionnaires)
- Design Out Crime layouts included in applications
- No. of developments which meet police crime design awards standard
- Amount of new residential development within 30 minutes public transport time of: a GP; a hospital; a primary school; a secondary school; areas of employment; and a major retail centre(s)
- % of properties within set distances of GP (1000m), primary school (600m), secondary school (1500m), adult education centre (2000m), lower level SOAs with 500 or more jobs (5000m), post office (1000m), local shopping centre (800m), recreation facilities (2000m), identified greenspaces and local nature reserves (2000m), frequent bus/metro stop (400m), major fixed public transport node (town centres excluding Ramsbottom and Tottington)(1500m)
- No. of major & minor planning apps approved which demonstrate suitable access for disabled people
- Amount of completed non-residential development complying with local car parking standards

## 11.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	The Second Draft Publication Core Strategy strives to meet the sustainability objectives identified in the SA framework on the topic of social equality and community services. Overall the policies proposed should have a positive impact on social equality and community services in the Borough.	The role of the Primary Care Trust, National Health Service and other agencies, and their plans, will be particularly important in ensuring that the Core Strategy has the desired effect of addressing local health issues.  Furthermore other plans, programmes and strategies which relate to improving equality, education, service provision and leisure in the Borough will strengthen the positive impacts of the Core Strategy on this topic area.
<b>Long term (beyond 2029)</b>	The positive effects seen in the short / medium term should continue in the long term, especially in terms of increased levels of access to services and facilities.  There may be a need for planning	National Health Service activities will continue to be important to supporting health improvements.  In the long term the Core Strategy will need to ensure that it is in accordance and continues to

Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
	<p>policy to change its emphasis in the future due to these successes, or there may be new problems arising which will need addressing more explicitly, such as the impacts of an increasing ageing population. The Core Strategy should seek to be as adaptable and as flexible as possible to deal with such changes.</p>	<p>support other policy, guidance and plans especially in terms of national and regional guidance which may strengthen the link between social inclusion and spatial planning.</p>
<p><b>Areas likely to be significantly affected</b></p>	<p>All parts of the Borough will benefit from improved access to a range of services, facilities and employment opportunities and from the safeguarding and enhancement of services, community and infrastructure provision including healthcare, but particularly wherever new development takes place. Employment land provision will have a balanced distribution allowing for all parts of the Borough to easily access a range of jobs.</p>	
<p><b>Permanent vs. Temporary</b></p>	<p>Facilities to improve health may be permanent but improving health is dependent on lifestyle choices in some cases and hence subject to change. New health problems may emerge, and the Core Strategy should seek to be as adaptable and as flexible as possible to deal with such changes.</p> <p>Ensuring Bury's communities can sustainably access community services and facilities including health, green infrastructure, and education should have a permanent positive impact for social inclusiveness in Bury.</p> <p>There will be other spatial planning issues in relation to social equality and community services that will evolve over the lifetime of the Core Strategy and beyond which will mean that some affects become temporary. This includes changing economic and social conditions and circumstances.</p>	
<p><b>Secondary</b></p>	<p>Other areas of sustainability are explicitly linked to social equality and community services, including those relating to the physical environment (air quality, housing provision, open space,) and to the economic environment (employment and local economy) and as such, these can have a number of secondary impacts on social equality and community services.</p> <p>For example, the provision of affordable and supported housing can increase social integration through mixed communities and can have secondary positive impacts on quality of life.</p> <p>Likewise, the provision of sustainable travel options can have secondary impacts on community health and equality, leisure and education, through the improvement of local air quality and the promotion of walking and cycling, which can bring health benefits alongside increasing equality through increased accessibility to service and facilities.</p> <p>In addition, the design and layout of development can have secondary impacts on community health and well-being. Adopting principles to protect the amenity of existing areas and to create attractive places that are accessible and safe, can have positive secondary impacts on the quality of life for residents through reducing the fear of crime and reducing opportunities for crime in the local environment and by ensuring development can be used by all sections of the community.</p>	

## 12 Local Economy and Employment

### 12.1 Introduction

12.1.1 The performance of the economy has a fundamental bearing on the achievement of sustainable development. Economic growth can help tackle deprivation and support regeneration. The economy provides employment and generates wealth, but can as a result generate adverse effects, such as waste or pollution from industry or traffic.

12.1.2 A healthy economy can be characterised by:

- A range of employment opportunities;
- Access to skills training and education;
- Economic growth;
- Inward investment;
- New business start-ups;
- A diverse range of business sectors;
- Low unemployment;
- Job satisfaction; and
- Resource use efficiency.

12.1.3 Planning policy can support inward investment and new business formation through the supply of land allocated for employment development. The Core Strategy will provide a framework to protect and enhance existing employment areas and support appropriate new employment land.

12.1.4 The Core Strategy will need to take a spatial approach to the location of new employment. New economic development will need to be located in sustainable locations that are accessible to residential areas and well served by public transport.

#### Identification of the Applicable SA Objectives

12.1.5 The following Sustainability Objectives have been identified as the most relevant to the Local Economy and Employment topic area:

No.	SA Objective	Locally Distinctive Sub Criteria
6	To offer everybody the opportunity for quality employment	Reduce overall unemployment and provide job opportunities for all?
		Help to improve earnings?
		Reduce long-term unemployment?
18	To support a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth across Bury	Encourage inward investment and promote growth in key sectors of the economy?
		Support rural diversification and encourage the growth of rural business?
		Reduce economic disparities within the Borough and with other parts of the Manchester city region?
		Increase employment opportunities particularly in areas of most need?

No.	SA Objective	Locally Distinctive Sub Criteria
		Maintain and enhance the vitality and viability of local service centres in the Borough particularly Radcliffe and Prestwich?
		Dispel any negative perceptions and stereotypes and create a positive and strong local identity, promoting the role of the Borough in the Manchester City Region?
		Provide support for economic development that reduces out-commuting by developing strategic economic infrastructure and identifying land and property for development?

## 12.2 What is the policy context?

### National Policy

- 12.2.1 In March 2012, the Government issued the National Planning Policy Framework (NPPF) which replaced the previous framework of Planning Policy Guidance and Planning Policy Statements.
- 12.2.2 Central to the NPPF is the Government's objective of achieving sustainable development and it highlights that the planning system has a number of roles to play in achieving this fundamental objective, including an economic role. This means contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure.
- 12.2.3 The NPPF states that one of the core planning principles is to proactively drive and support sustainable economic development to deliver business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of business communities.
- 12.2.4 The NPPF expresses the Government's commitment to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.
- 12.2.5 It specifies that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.
- 12.2.6 To help achieve economic growth, the NPPF specifies that local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century and that in drawing up Local Plans, local planning authorities should:
- set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;
  - set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;

- support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
- plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

12.2.7 Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed.

12.2.8 In terms of Local Plans and their supporting evidence, the NPPF specifies that local planning authorities should use the evidence base to assess:

- the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period; and
- the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs and should include a reappraisal of the suitability of previously allocated land.

## Regional Policy

### Regional Spatial Strategy for the North West: The North West Plan (2008)

12.2.9 It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.

12.2.10 Regional policy relating to the northern part of the Manchester City Region (which includes Bury) states that plans and strategies should focus on:

- securing improvements which enable the area to compete more effectively for economic investment now and in the future, helping to achieve significant improvements in productivity and creating the conditions for sustainable growth. This will require significant interventions to improve skill levels within the labour market, to deliver appropriate development sites, and to secure necessary infrastructure improvements;
- focusing employment development in the town/cities to support the overall economic growth of the sub region, to encourage the 'spin-off' of functions linked to the Regional Centre and to address worklessness;
- expand the quality and choice of housing (in terms of size, type, tenure and affordability); and
- support and diversify the rural economy and improve access to services in the rural areas.

12.2.11 The RSS sets out sub-regional requirements for the quantitative provision of employment land to 2021. In Greater Manchester, the RSS requirement is 917ha (allowing for 20% flexibility). This sub-regional requirement was not disaggregated to individual district level.

- 12.2.12 With the proposed removal of RSS, it will fall on the local authority to determine appropriate employment targets, but these must be able to meet the tests of soundness in terms of being justified, effective and consistent with national planning policy.

## **Sub-Regional Policy**

### **Manchester Independent Economic Review (MIER)**

- 12.2.12 The Manchester Independent Economic Review (MIER) consisted of a Commission of prominent economists and business leaders, supported by a Policy Advisory Group and Secretariat, with responsibility for commissioning high quality evidence-based research to inform decision-makers in Manchester. The Review provides a fresh economic narrative which will both inform and raise the level of debate regarding the economic future of the Manchester City Region within the economic development community.
- 12.2.13 The findings of the Commission were published in April 2009 and revealed that investment in skills is vital from an early age to raise productivity in the city-region and ensure that Manchester realises its long-term economic potential. In particular MIER concluded that:
- The MCR, due to its size, skills base, talent pool, connectivity and political and business structures, is 'best placed' to complement London and the South East compared to other major cities thereby helping the UK to realise its long term economic growth.
  - MCR firms do not take advantage of accessible links between sectors as effectively as firms elsewhere in the UK. As a result, their productivity is lower than should be expected given the size of MCR's economy.
  - In light of the ongoing regional skills gap, national and regional economic, social, transport, planning and housing policies need to be reassessed.

### **Prosperity for All: The Greater Manchester Strategy (2009)**

- 12.2.14 Prosperity for All: The Greater Manchester Strategy (2009) outlines a vision for the city region where, by 2020:

*"the Manchester city region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener city region where the prosperity secured is enjoyed by the many and not the few."*

- 12.2.15 The strategy sets a number of priorities:
- We will secure our place as one of Europe's premier city regions, synonymous with creativity, culture, sport and the commercial exploitation of a world class knowledge base;
  - We will compete on the international stage for talent, investment, trade and ideas;
  - We will be seen and experienced as a city region where all people are valued and have the opportunity to contribute and succeed in life;
  - We will be known for our good quality of life, our low carbon economy and our commitment to sustainable development;
  - We will create a city region where every neighbourhood and every Borough can contribute to our shared sustainable future;
  - We will continue to grow into a fairer healthier, safer and more inclusive place to live, known for excellent, efficient, value for money services and transport choices; and

- We will deliver focused and collegiate leadership based around collaboration, partnerships and a true understanding that together, we are strong.

## Local Policy

- 12.2.16 Local policy aims to build a sustainable community that balances and integrates social, economic and environmental progress. Local planning policy includes the Saved Policies of the Bury UDP (2007) and the documents outlined below.

### **An Economic Strategy for Bury 2010-2018**

- 1.2.17 Bury's Economic Strategy aims to ensure that the local economy – and the people and businesses that create it – makes a significant positive contribution to the ambitions of the Community Strategy and to achieve this, the Economic Strategy's vision is 'To foster a vibrant and dynamic Bury, building on our entrepreneurial culture to enable residents to take advantage of a well-connected knowledge-based economy'.
- 12.2.18 In order to meet this challenge the Strategy seeks to create the circumstances whereby Bury can embrace a continuing move towards a knowledge-based economy by improving skills, tackling worklessness and reducing the dependency that Bury currently has on Manchester – particularly in terms of the provision of high quality jobs and the impact that this has on the level of out-commuting.
- 12.2.19 These broad aims are refined into nine strategic objectives based on three themes:

#### **Theme 1: Harnessing the Creative and Entrepreneurial Potential of Bury's People and Communities**

- 1) Promoting new business formation, survival and growth
- 2) Encouraging skills development to address Bury's and GM's economic needs
- 3) Strengthening Bury's cultural and tourism offer to grow the visitor economy
- 4) Attracting and retaining talent

#### **Theme 2: Strengthening Bury's Economic and Environmental Infrastructure**

- 5) Building the digitally networked Bury
- 6) Developing the retail, leisure and office sectors to unlock the economic potential of the Borough's town and district centres and key employment sites
- 7) Creating a sustainable and low carbon Bury

#### **Theme 3: Empowering Bury's Social Economy and Neighbourhoods**

- 8) Tackling worklessness, inequality and poverty
- 9) Improving neighbourhood level quality of life

#### **Bury Knowledge Economy Action Plan, April 2011**

- 12.2.20 In recognition of the benefits that can be accrued from creating a more knowledge-intensive local economy, the Council has commissioned the Bury Knowledge Economy Action Plan. The Audit undertaken as part of the Action Plan has identified a number of strengths, weaknesses, threats and opportunities to the economy of Bury.
- 12.2.21 The Action Plan specifies that Bury should not rely on the Manchester: Knowledge Capital (MKC) Initiative alone to create renaissance in the north and south of the conurbation alike. Bury's own goals for the knowledge economy, beyond increasing prosperity generally, are to diversify the manufacturing base and stem the tide of out-commuting knowledge workers with local employment opportunities. In order to achieve this, Bury is developing its own clear knowledge economy strategy that dovetails with the general initiatives of the MKC agenda and works from its momentum, but that provides an action plan that references Bury's particular circumstances and economic position.



## **Bury Employment Opportunities Study, December 2006**

- 12.2.22 The Council commissioned King Sturge to undertake an Employment Opportunities Study for Bury in order to guide the Council's approach towards economic development and economic planning policy in the Bury Local Plan. This Study was finalised in December 2006.
- 12.2.23 The Employment Opportunities Study reviewed the state of the local economy, reviewed appropriate planning policy and assessed the local property market and the availability of employment land and premises in the Borough, in both quantitative and qualitative terms. Against this background, the Employment Opportunities Study recommended changes to planning policy to ensure that there is a supply of quality employment land and premises that are genuinely available to meet the needs of the market and to enable the Borough's economy to continue to grow. In addition, the Study recommended an approach towards dealing with proposals for the redevelopment of existing employment land and premises for other uses, including the use of planning obligations (Section 106 Agreements) to secure compensation for the loss of such employment opportunities that will be used to bring forward employment sites elsewhere in the Borough.

## **12.3 What is the situation now?**

12.3.1 Key issues drawn from the baseline are as follows:

- Forecasted decline in manufacturing employment and vulnerability to public sector cuts.
- Aspirations to develop the Borough's knowledge-economy.
- Low job density.
- Well educated resident workforce.
- Residents working in higher-skilled and better-paid employment.
- Low quality and low paid employment opportunities in the Borough.
- High levels of out-commuting.
- Rising levels of worklessness.
- Pockets of deprivation in East Bury, Inner Radcliffe, Besses and Rainsough
- Limited existing supply of available employment land.
- Spatial imbalance of existing employment land with low levels of provision in the north and south of the Borough.
- Significant pressures to redevelop existing employment land and premises.
- Lack of suitable sites and premises to meet all requirements.
- Varying levels of vitality and viability within the Borough's centres.
- The importance of the tourism sector.
- The need to support and locate new development in locations which reduce reliance on the private car and minimise the distance people have to travel.

## 12.4 What will the situation be without the plan?

- 12.4.1 Without the implementation of the Core Strategy, the Saved Policies of the Bury UDP (1997 reviewed in 2001), Bury Economic Development Strategy, Bury Knowledge Economy Action Plan and the Greater Manchester Strategy would continue to provide the planning framework for the local economy and employment.
- 12.4.2 In the absence of an up-to-date plan, the NPPF will become the main source of planning policy in this regard. The NPPF outlines that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.
- 12.4.3 In the short term existing unfavourable economic trends would be likely to continue, including deprivation and low job density.
- 12.4.4 The economic needs of the Borough are likely to change both now and in the future, beyond the scope of those planned for in the UDP and the Economic Development Strategy and Knowledge Economy Action Plan. The Core Strategy is expected to deliver the needs of the Borough up to 2029 and is informed by a detailed evidence base, which considers long term economic forecasts.
- 12.4.5 In accordance with the NPPF, the Core Strategy will be flexible enough to deal with changing circumstances. General changes could include changes to national planning policy and updates to the evidence base. More specific local changes could include residential development failing to come forward as planned, a delay in infrastructure provision, altering housing targets and market changes adversely affecting the economic viability of development.
- 12.4.6 The Core Strategy has a key role to play in ensuring that economic development is located in sustainable locations that are well served by public transport and well connected to the local labour force. Unless changes are made to the local planning framework, opportunities to help forge a more sustainable Borough will be lost.
- 12.4.7 In accordance with the NPPF, the Core Strategy will identify what physical, social and green infrastructure is required to facilitate new development. Without the implementation of the Plan the Council may struggle to align land use planning with infrastructure planning. Without the Core Strategy, a market-led approach to economic development and local employment may develop; this would not be sustainable as it would fail to outline an integrated approach to creating and maintaining sustainable neighbourhoods.
- 12.4.8 Unemployment and workless households are evident in many parts of the Borough. The gap between the highest deprived areas and the rest is widening, concentrating the problem in the worst affected areas in the Borough. Without the Core Strategy a 'business as usual approach' is likely to result in piecemeal development and may result in regeneration opportunities for the Borough being missed. Allowing market-led development will result in the highest profit margins for the developer and it may result in the loss of economically active communities, thus not passing the benefits of development onto the people of Bury.
- 12.4.9 In terms of retail and town centres, without the implementation of the Core Strategy, the NPPF will have a positive impact as it seeks to ensure retail development and other main town centre uses are located in town centre locations, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.

## 12.5 What will the situation be under the Second Draft Publication Core Strategy?

12.5.1 The Second Draft Publication Core Strategy will have an impact in a variety of ways. The following table describes the degree of impact of each of the policies on the theme of local economy and employment.

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	
EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	

EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

12.5.2 The following discussion is an assessment of how the Second Draft Publication Core Strategy policies identified are likely to have an impact on the sustainability theme of local employment and the economy.

### General Comments

12.5.3 Planning for a sustainable local economy and providing local employment opportunities is an important issue to address in the Core Strategy. The Core Strategy focuses development needs upon the existing urban areas. This will help to achieve regeneration in the Borough, resulting in growth of the local economy over time.

12.5.4 Policies in the Core Strategy have been found to be sustainable and demonstrate the Council's commitment to accommodating economic growth in a sustainable way which focuses on brownfield land, which will help to ensure efficient use of land and soil resources. In addition, encouraging employment development in the most sustainable and accessible locations should help to minimise congestion and pollution, including greenhouse gas emissions and potentially reduce the number of out-commuters.

12.5.5 The overall effect of the Core Strategy on the local economy and employment is positive. The implementation of the Core Strategy will assist in the delivery of new employment opportunities within the Borough. This will be particularly important as recent trends indicate a decline in the ratio of jobs to working population. By improving local job prospects for new and existing residents, the Core Strategy will also help to stem the increasing levels of out-commuting. The provision of better quality local employment opportunities could help tackle the earnings gap between those living in the Borough who are locally employed and those who work outside the Borough. The provision of a wide range of employment opportunities should also have positive indirect effects on the vitality of communities and the sense of wellbeing amongst residents of Bury.

### Sustainable local economy

#### Economic Development

12.5.6 Policies SF1 and EC1 set out the direction for economic growth and are likely to lead to more opportunities for economic development, exploiting the growth potential of business sectors.

- This is particularly the case as the policies focus on existing key centres and employment areas, where the bulk of existing businesses are located.
- 12.5.7 The policies seek to deliver a range of employment sites that are attractive to the market and that meet the Borough's needs. The implementation of this policy will increase the market attractiveness of the Borough and help stimulate inward investment. New development will improve the quality of life and help create attractive places to live and work in the Borough.
- 12.5.8 Policy EC4 seeks to support the role of Bury Town Centre as a sub-regional centre. The economic impacts of this policy are positive, and potentially very high in the long-term as an improved town centre will boost the economy in a number of ways. However, it is uncertain whether a focus on the town centre would reduce disparity in economic performance across the Borough, but other policies for other key centres should balance this.
- 12.5.9 Policy EC1 predominantly focuses employment development needs upon existing urban and employment generating areas, through the efficient use of urban space and seeks to protect existing employment land. The implementation of this policy is likely to have a positive impact on the local economy and employment through the retention of existing employment land and by the provision of a framework for balancing economic growth with that of maintaining the social and natural environment. The redevelopment of under-used and vacant land and buildings will help to tackle physical and environmental decay of some existing sites and will in the long term help stimulate economic activity across Bury.
- 12.5.10 In order to improve the quality and spatial distribution, Policy EC1 identifies potential additional employment land provision at Gin Hall on Junction 1 of the M66. This 13.5 hectare site is designated as Green Belt and the Core Strategy is clear that development on this site would only be supported where an applicant can demonstrate 'very special circumstances' as required by national policy. Should these very special circumstances be demonstrated, this additional provision would have a positive impact on the local economy and employment objective. This site represents an opportunity to foster economic growth in the Borough and provide for quality employment opportunities. It also enables a more balanced distribution of employment opportunities across the Borough by providing for employment growth in the north.
- 12.5.11 Policy EC3: Employment Land and Premises Outside Employment Generating Areas permits the redevelopment of employment sites for certain uses subject to a market demand assessment, economic viability assessment and consideration of a mixed-use option on the site. This policy is likely to have a positive impact on the local economy and employment by allowing appropriate and sustainable forms of development that could give rise to other environmental improvements and/or wider community benefits.
- 12.5.12 However, it is essential that the Site Allocations DPD delivers a portfolio of employment land which is balanced enough to ensure provision for different sectors of the economy across the Borough, in both urban and rural areas. The portfolio of employment land should be flexible enough to respond to dynamic market conditions and changing business needs and working practices.
- 12.5.13 There is a direct relationship between education and skills and the local economy and employment topic. Policy CO8: Supporting of the Development of Healthy and Inclusive Communities supports education provision. The provision of a wide range of educational opportunities will help students move into employment and improve the skills base for enterprise in the Borough.
- 12.5.14 Policy EC8 seeks to prevent the loss of retail facilities in local and neighbourhood centres. Protecting local centres may encourage local businesses, which provide employment opportunities.

## **Rural Economy**

- 12.5.15 Although agriculture is only a relatively small employer of people within the Borough, the Core Strategy is envisaged to have a positive (but less significant) effect through Policy EN2, which allows agricultural workers to live close to their place of work in new or temporary dwellings within the Green Belt, subject to satisfaction of criteria on functional needs and requirements. It also supports equestrian uses in the Green Belt providing the size, scale and materials used do not give rise to unacceptable visual impacts on the openness of the Green Belt, thereby allowing for some diversification of farm operations.

## **Infrastructure**

- 12.5.16 Infrastructure planning and provision is an essential factor in ensuring that sustainable growth is delivered in a way that enhances the area and allows safe, sustainable access to a wide range of services and facilities. Policy DEL1: Delivering Sustainable Development is likely to strengthen the economy and aid the regeneration of Bury. In particular, the policy ensures that sufficient services and infrastructure will be in place to meet the needs of employment and housing growth and requires compensation for the loss of employment land; this will have a positive impact on the local economy and employment.

## **Housing**

- 12.5.17 Core Strategy Policy CO1: Delivering a Choice of Quality Housing for Everyone seeks to deliver 6,800 dwellings for the period 2012/13 to 2028/29. New housing of a good quality will support efforts to attract new businesses by providing a good choice of homes for employees and may increase employment in the construction industry.
- 12.5.18 It is essential that new housing growth areas are linked with employment opportunities. Policy CO1 prioritises the development of previously developed land whilst Policy CO3 encourages higher density developments (50 dwellings per hectare) in the Key Centres and on sites within 400 metres of the Borough's transport nodes. These policies are therefore likely to ensure that communities have easy access to a wide range of employment opportunities and that growth is provided without having a detrimental impact on environmental, economic or social capacity.

## **Transport**

- 12.5.19 Policies T1: Connecting Places and Improving Accessibility and T2: Transport Requirements in New Development encourage sustainable transport and require new developments to contribute to providing an integrated sustainable transport network and to be located where possible on sites with high levels of accessibility. Providing better transport links to the Borough's employment areas will improve physical access to employment opportunities for the Borough's residents.
- 12.5.20 The more accessible employment sites are, the more attractive they are to businesses, investors and the market. Policy T1 seeks to safeguard the East Lancashire Railway corridor for combined use as a commuter and heritage railway operation, with land at Buckley Wells protected as a potential Metrolink station. This will increase accessibility to employment opportunities and will enhance the tourism offer in the Borough. Policy T1 also seeks to increase the capacity and frequency of Metrolink services and park and ride sites, improve local bus services and accessibility in rural areas through innovative approaches. This policy will provide increased opportunities to access employment and increased access to Bury town centre; this will support the growth of the local economy and may also promote inward investment.
- 12.5.21 The implementation of Policy T1 may also ease congestion in the Borough and improve the shopping environment in Bury town centre; this would have a positive impact on the local economy by improving connectivity within the Borough and increasing the attractiveness of the

town centre. It will also help improve accessibility and connectivity within the Borough, which in turn could have positive benefits for growth of the tourism industry.

- 12.5.22 The Transport implications of the Core Strategy employment policies are considered within the Transportation and Air Quality Chapter of this report (Chapter 10).

### **Environment**

- 12.5.23 The Core Strategy emphasises the need to focus new development on those main urban areas which have the capacity to absorb additional development without detriment to their overall character. Policy EN6 seeks to ensure that new development positively contributes to biodiversity of the local environment; this is likely to have a positive impact on the quality of the local environment and thereby indirectly stimulating inward investment. The enhancement of local biodiversity will have a wider positive impact on local employment and economy through the ecosystem assets that biodiversity assets provide. For example businesses are reliant on the water cycle for fresh water.
- 12.5.24 Preparing Bury for climate change is essential to ensure the health of the economy in the future. The development of renewable energy through Policies EN10: Moving Towards a Zero Carbon Borough, EN11: Reducing Carbon Emissions from New Buildings and EN12: Decentralised, Low and Zero Carbon Energy Infrastructure has the potential to create opportunities across a wide range of markets in environmental goods and services. The pursuit of a zero carbon economy will help reduce the effects contributing to climate change, and realise economic opportunities through improved productivity and innovation in key market areas such as energy.
- 12.5.25 However, the pursuit of a low and zero carbon economy and the need for new development to meet higher carbon reductions and energy infrastructure targets will add to development costs and may threaten the viability of some developments. Policy EN11 will have to ensure that higher targets (beyond national requirements) are appropriate whilst ensuring that development remains viable. The cumulative impacts of applying this policy alongside others will need to be considered.
- 12.5.26 To be economically viable, industries need to be sited where they are accessible to main transport routes and to sources of labour. This inevitably means that a balance has to be struck between the needs of industry, the needs of the community and the interests of safety. Core Strategy Policy EN8: New Development and Flood Risk should have secondary positive impacts on the local economy and employment through the protection of people and infrastructure from the consequences of flooding.
- 12.5.27 Policy CP1: Delivering High Standards of Design and Layout in New Development seeks to ensure that new development makes a positive contribution to the appearance, function, safety and amenity of the Borough's built environment in terms of landscape and townscape character, public realm, movement and connectivity, sustainable design and environmental performance, diversity, detailing and materials, maintenance and longevity, physical activity, public art and amenity. The implementation of this Policy is likely to have multiple benefits for residents and town centre users, helping to attract new businesses and people by improving the overall image of the Borough.
- 12.5.28 Potential negative cumulative effects from economic growth could result from increased material usage and waste generation that will result from new employment development that is proposed for the Borough. The absolute impacts on the consumption of energy, water and other resources and on waste generation need to be addressed with effective local targets.

## Tourism

- 12.5.29 Positive effects in relation to the tourism industry have been identified in relation to Policy EC9: Developing Attractive Tourism and Cultural Assets.
- 12.5.30 Policy EC9 safeguards the Borough's existing tourism and visitor assets and encourages the development of further appropriate visitor-related activities. Policy EC9 supports an extension to the range of visitor accommodation and the development of the evening economy in the Borough. The provision of enhanced infrastructure will be a key factor in helping the Borough to attract new tourists to the area; this would boost growth in the tourism industry and have subsequent spin off multiplier effects on the wider local economy.
- 12.5.31 Policies EN6: Conserving and Enhancing the Borough's Natural Assets; EN13: Built Heritage Assets and Landscape Character Areas; and EN14: Conserving and Enhancing the Borough's Built Heritage and Landscape Character aim to enhance and conserve landscape, heritage and ecological assets in Bury. The implementation of these policies is likely to have a positive impact on helping to attract new visitors to the Borough and helping to strengthen the Borough's image and identity.
- 12.5.32 Improving the Borough's tourism offer will ultimately increase the number of visitors to the Borough. Depending upon the mode of transport, this could generate an increased level of emissions and it could place additional pressure upon the existing highway network. However Policy T2: Transport Requirements in New Development seeks to ensure development and transport planning are coordinated to improve accessibility, this could have a positive impact on the local economy by improving accessibility to tourist facilities from both within and outside the Borough.
- 12.5.33 The expansion of tourism, culture and leisure provision in the Borough will have a significantly positive impact on the local and sub-regional economy as it will help to attract inward investment.

## Town and village centres in the Borough

- 12.5.34 The overall impact of the Core Strategy on centres in the Borough is significantly positive. Policy EC4 promotes Bury town centre as the main focal point for growth and development supported by the town centres of Ramsbottom, Radcliffe and Prestwich. Improved and more accessible town centres within the Borough would be more likely to attract investment, stimulating the local economy and generating further employment opportunities.
- 12.5.35 Policies EC5: Managing the Location and Scale of Town Centre Uses, EC7: Primary Shopping Areas and Shopping Frontages and EC8: Managing the Loss of Retail Uses in All Other Areas seek to maintain and enhance the vitality and viability of the Borough's existing retail centres and are therefore likely to have a positive impact on sustaining economic growth and competitiveness in Bury. Retail development in the town centres will improve the Borough's vitality and viability by making it a more attractive place to visit, attracting more people and reducing leakage of spend to nearby larger towns and cities.
- 12.5.36 Policy CP1: Delivering High Standards of Design and Layout in New Development establishes the need for new development to 'display high standards of design and layout'. Particular attention should be paid to the 'landscape and townscape character of the local area'. High quality sensitive design is likely to attract more visits from tourists and shoppers from other locations.
- 12.5.37 By directing retail to the town centres there will be demand to access those areas. The Core Strategy is underpinned by the promotion of improved walking and cycling facilities and public transport provision. This should help both shoppers and workers access these areas in a more sustainable manner, reducing greenhouse gas emissions.



## 12.6 Recommendations for mitigation and/ or enhancement

12.6.1 Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on the local economy and employment, particularly in the medium to long-term when the policy measures will have had time to take effect and provide conditions for the economic growth required to generate the level and range of employment opportunities which will meet the needs of the Borough.

## 12.7 Monitoring

12.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- % of the working-age population that is in employment;
- The number of Job Seekers Allowance claimants as a) a percentage of the resident working age population and; b) % of these who have been out of work for more than a year;
- Worklessness: a) % of the working age population who are economically inactive; b) % of the economically inactive working age population who want a job; c) working age unemployment rate;
- Jobs density (number of jobs filled to working age population);
- Average earnings of employees in the area.
- Amount of floor space developed for employment by type;
- Amount of floor space developed for employment by type in employment or regeneration areas;
- Employment land available by type;
- Losses of employment land in (i) employment / regeneration areas and (ii) local authority area;
- Amount of employment land lost to residential development;
- Economic activity rate;
- Amount of completed retail and office development;
- ONS Annual Population Survey;
- Unemployment rate % (male and female);
- Amount of floorspace by employment type which is on previously developed land;
- Amount of completed retail, office and leisure development in town centres;
- The total number of VAT registered businesses in the area at the end of the year;
- The percentage change in the number of VAT registered businesses;
- Town centre vacancy rates;
- Pedestrian flows/yield/rent;
- VAT based rural local units by industry;
- Agricultural holdings (number and total size);
- Research and development and employment in high and medium-high technology industries;

- Business start-ups and closures;
- Percentage of jobs in the tourism sector;
- Number of tourist visitors;
- Number of visitors staying overnight and overnight spend;
- Unemployment Annual Population Survey and Claimant Count Rates.

## 12.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	<p>The Second Draft Publication Core Strategy strives to meet the sustainability objectives identified in the SA framework on the topic of local economy and employment. Overall the policies proposed should have a positive impact on the local economy and employment in the Borough.</p>	<p>The implementation of the Economic Strategy for Bury, the Bury Knowledge Economy Action Plan and the Greater Manchester Strategy will also be important in ensuring economic growth and employment opportunities.</p> <p>Furthermore other plans, programmes and strategies which relate to the local economy and employment in the Borough will strengthen the positive impacts of the Second Draft Publication Core Strategy on this topic area.</p>
<b>Long term (beyond 2029)</b>	<p>The positive effects seen in the short / medium term should continue in the long term, especially in terms of access to employment opportunities and increased economic activity in the Borough.</p> <p>Like all economic growth, the impacts are likely to be temporary. However, the conditions needed to stimulate economic growth have much more permanent effects such as good infrastructure.</p> <p>There may be a need for planning policy to change its emphasis in the future due to these successes, or economic conditions could change and these may need addressing more explicitly. The Core Strategy should seek to be as adaptable and as flexible as possible to deal with such change.</p>	<p>The long term outlook is positive with all strategies aligned towards similar outcomes.</p>
<b>Areas likely to be significantly affected</b>	<p>All parts of the Borough will benefit from economic growth, regeneration and the provision of a wide range of employment opportunities, but particularly wherever new development takes place in the key urban centres within the Borough.</p>	

Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Permanent vs. Temporary</b>	<p>The implementation of the Core Strategy policies in relation to local economy and employment will have a permanent impact, for example the development of a town centre or the development of employment land is considered permanent.</p> <p>Likewise, the development of employment and other commercial development on previously developed land will help to encourage urban renaissance and is likely to have a permanent impact.</p> <p>The success of the Borough's economy is tied to that of the UK economy as a whole, and as such, there will be other spatial planning issues in relation to the local economy and employment that will evolve over the lifetime of the Core Strategy and beyond, which will mean that some affects become temporary. This includes changing economic, environmental and social conditions and circumstances.</p>	
<b>Secondary</b>	<p>The local economy and employment topic is interrelated to all the other sustainability topic areas identified within this report. Other areas of sustainability explicitly linked to economic growth and employment, include those relating to the physical environment (ecosystem services, air quality, housing provision, open space, transport) and to the social environment (community health and equality, education and skills, leisure) and as such, these can have a number of secondary impacts on the local economy and employment.</p> <p>For example, the availability of land resources can have significant secondary impacts on the local economy and employment as the reuse and redevelopment of derelict, vacant and underused land in preference to Greenfield sites can help to tackle physical and environmental decay, which in the long term can help stimulate economic activity.</p> <p>Similarly, the quality of the built and physical environment can have secondary impacts on the local economy and employment; a high quality environment can attract and help stimulate investment. Likewise the natural environment provides ecosystem services such as fresh water to businesses through the water cycle, such services are vital to the life and growth of the local economy.</p> <p>The provision of both social and physical infrastructure can also have secondary impacts on the local economy and employment. If suitable physical infrastructure is in place, such as employment sites and transport connections, this can stimulate and meet the needs of employment growth. Likewise, in terms of social infrastructure, education and skill levels can have significant secondary impacts on the local economy, as level of skills can influence the number of new business start ups in an area and a high skill base can encourage higher value industries to be established.</p>	

# 13 Housing

## 13.1 Introduction

- 13.1.1 Access to shelter and the need for a home are fundamental human requirements and as such provision of sufficient good quality housing is also a crucial component of a sustainable community. The UK Government believes that everyone should have the opportunity of a decent home, which they can afford. The housing needs of a community vary greatly and different people have different housing demands, which also change over their lifetime. The need to provide a variety of dwelling types and sizes is therefore crucial.
- 13.1.2 In many areas, less affluent members of society are not always able to access the housing market due to high house prices. Affordable housing provision whereby housing is subsidised is therefore a key component of housing provision for a sustainable community. Many public sector workers such as teachers and health-care workers cannot access the housing market. Gypsies and travellers have different accommodation needs. Provision of a range of affordable housing/accommodation options is therefore important.
- 13.1.3 Ensuring that the housing stock is of an adequate standard is important. The UK Government has set a 'decent homes' standard, defining a 'decent home' as a home that is warm, weatherproof and has reasonably modern facilities. New housing must conform to this standard. In many areas however, the housing stock is old and in a poor state of repair. Improving the conditions of these buildings is crucial.
- 13.1.4 In order to ensure the development of sustainable communities in Bury, the LDF must ensure the availability of sufficient housing to meet local targets, in terms of housing quantity, location, quality, affordability and choice.
- 13.1.5 There is a need to have regard to national, regional and sub-regional pressures, demographic changes in Bury and climate change, with an increasing need to ensure that development is located, designed and constructed sustainably.

### Identification of the Applicable SA Objectives

- 13.1.6 The following Sustainability Objective has been identified as the most relevant to the Housing topic area:

SA Objective	Locally Distinctive Sub Criteria
4. To improve access to good quality, affordable and resource efficient housing	Ensure that all new development meets the lifetime homes standards?
	Reduce homelessness?
	Increase the range and affordability of housing for all social groups, particularly the provision of intermediate housing?

## 13.2 What is the policy context?

- 13.2.1 There are a number of planning policy guidance documents relating to housing, ranging from Government guidance to local strategies. Key messages from these documents are discussed below.

## National Policy

13.2.2 National planning policy for housing is set out in the NPPF. Its key messages include:

- Ensuring that housing is delivered in accordance with the presumption in favour of sustainable development;
- Meeting housing needs for both market and affordable housing;
- Identify key sites that are critical to delivery of the housing strategy;
- Identify and maintain a five year supply of deliverable housing land;
- Identify further sites to meet the longer term housing growth over the plan period;
- Set out an implementation strategy on how housing will be delivered over the plan period (including housing trajectory);
- Set housing density policies based on local circumstances; and
- Produce Strategic Housing Market Assessments and Strategic Housing Land Availability Assessments

## Regional Policy

### **The North West of England Plan Regional Spatial Strategy (RSS) (2008)**

13.2.3 One of the provisions of the Localism Act is to enable the abolition of RSSs. Bury's housing requirement under the North West RSS is for at least 9000 net additional dwellings over the plan period 2003-2021, providing an annualised provision figure of 500 dwellings, of which at least 80% should be built on previously developed land.

13.2.4 With the proposed removal of RSS, it will fall on the local authority to determine appropriate housing targets, but these must be able to meet the tests of soundness in terms of being positively prepared, justified, effective and consistent with national planning policy.

## Local Policy

### **Bury UDP (1997)**

13.2.5 The Bury UDP (1997) seeks to encourage new residential development where:

- To identify sufficient land for housing to meet the housing requirement set for the Borough.
- To develop a housing stock which reflects the guiding principles of Strategic Guidance.
- To develop a housing stock which reflects the needs and demands of the Borough's population.
- To improve the quality and amenity of residential areas in the Borough.
- To improve housing conditions and the housing environment.

### **Bury Homelessness Strategy – Opening Doors (2011)**

13.2.6 At the local level, the Bury Homelessness Strategy sets out a number of key aims, these are:

- To reduce levels of homelessness by tackling its main causes;
- To improve the prevention of homelessness;
- To reduce the inappropriate use of temporary accommodation;
- To keep sleeping rough close to zero; and
- To continue not to use bed-and- breakfast accommodation for homeless families in Bury.

### **Bury Housing Strategy 2004-2009**

13.2.7 The strategic aims of the Bury Housing Strategy 2004-2009 are:

- Delivering a choice of quality housing;
- Providing quality services;
- Reducing inequalities in housing; and
- Building and sustaining communities.

## 13.3 What is the situation now?

13.3.1 Key issues drawn from the baseline are as follows:

- The need to accommodate future housing targets.
- The need to make provision for special needs housing.
- The need to make provision for affordable housing in all six townships across the Borough.
- There is a particular need for all types of affordable housing including social rented accommodation, affordable rented products and intermediate affordable housing (e.g. discounted market housing, shared ownership and shared equity housing).
- The need to support and locate new development in locations which reduce reliance on the private car and minimise the distance people have to travel.
- The need to ensure equal access to housing, employment and services for all the community through an integrated public transport network.

## 13.4 What will the situation be without the plan?

13.4.1 The prevailing economic and housing market conditions are impacting on housing growth and regeneration in the short term in the Borough. As well as the downturn in the housing market and severe reduction in speculative commercial and residential building, investment in business assets and development has also been affected.

13.4.2 However, the need to increase the supply and quality of housing has not diminished. The Borough's long-term strategic goals need to remain the same, in the longer term the aim should be to provide a balanced housing offer that supports economic growth, strengthens economic inclusion and ensures new supply is appropriate to the local markets, by ensuring that the location, type, design, size and tenure are appropriate and that existing stock is used

- effectively. A stable, balanced housing market and a strong, viable economy go hand in hand and both are needed to create communities where people want to live.
- 13.4.3 Without the implementation of the Core Strategy, the Bury UDP would continue to provide the planning framework for housing. Whilst many of the UDP policies are still relevant housing targets need to be updated and account needs to be taken of the new NPPF.
- 13.4.4 In the absence of an up-to-date plan, the NPPF will become the main source of planning policy in this regard. The NPPF will have a social role to support strong vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations. Where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be restricted. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.
- 13.4.5 In the short term, existing housing trends are likely to continue, including a limited choice of housing options and a growing affordability issue. The poor condition of some of the housing stock would also be likely to persist.
- 13.4.6 Over time, given the changes at the national level and the proposed changes to regional planning guidance, the existing planning policy framework would become out of date, and in some instances, irrelevant. The housing needs of the Borough are likely to change both now and in the future, beyond the scope of those planned for in the Housing Strategy.
- 13.4.7 For example, a projected ageing population in Bury will have implications for future supported housing needs and supply of relevant accommodation. Demand for supported housing and services for older people are likely to grow dramatically. Demand for sheltered housing options is also expected to grow over the next few years. There is therefore a need to consider specific measures to address these needs.
- 13.4.8 Furthermore, there is an identified affordable housing need in the Borough. There is a growing need for intermediate housing, as access to mortgages is likely to become as important as price in restricting housing options in the Borough. The implementation of the Core Strategy is expected to address housing need and affordability.
- 13.4.9 The existing planning policy framework for housing may not deliver the required mix, type and size of housing needed. Without the Core Strategy there would be uncertainty about adequate housing provision for all and a greater land-take for larger houses could affect the availability of future land supply. The strategic gap between urban and rural areas could also be lost.
- 13.4.10 The Core Strategy is informed by a detailed evidence base, which considers long term population and health forecasts and is thus expected to deliver the needs of the Borough up to 2029 and beyond. There are significant pockets of deprivation in the Borough, characterised by poor housing. The gap between the highest deprived areas and the rest is widening, concentrating the problem in the worst affected areas in the Borough.
- 13.4.11 Without the Core Strategy a 'business as usual approach' is likely to result in piecemeal development and would result in regeneration opportunities for the Borough being missed. Market-led housing provision would be dictated by the most profitable sites and house types. The Core Strategy adopts a regeneration focused strategy and seeks change in targeted areas, i.e. deprived wards, brownfield sites and according to identified housing needs. The implementation of the Core Strategy and the wider Local Plan is likely to lead to a more joined-up approach to tackling deprivation than the existing planning policy framework.

- 13.4.12 The Core Strategy will be flexible enough to deal with changing circumstances. General changes could include changes to national and regional planning policy and updates to the evidence base. More specific local changes could include residential development failing to come forward as planned, a delay in infrastructure provision, altering housing targets and market changes adversely affecting the economic viability of development.
- 13.4.13 The Core Strategy has a key role to play in ensuring that residential development is located in sustainable locations that are well served by public transport and well connected to local employment opportunities and community facilities/services. Unless changes are made to the local planning framework, opportunities to help forge a more sustainable Borough will be lost.
- 13.4.14 The Core Strategy will identify what physical, social and green infrastructure is required to facilitate new development. Without the implementation of the Plan the Council may struggle to align land use planning with infrastructure planning. Such an approach would not be sustainable as it would fail to establish an integrated approach to creating and maintaining sustainable neighbourhoods.
- 13.4.15 Ultimately, without new housing policies the current planning policy framework is ill-equipped to deal with the future housing needs of the Borough. The Core Strategy sets a more sustainable course of action than the existing planning policy framework, particularly in relation to new housing targets. Whilst measures are taken through the wider planning framework such as the Council's Empty Property Strategy and Housing Strategy there is a clear need for the delivery of a new mix, type and size of homes through the planning system.

## 13.5 What will the situation be under the Second Draft Publication Core Strategy?

- 13.5.1 The Second Draft Publication Core Strategy will have an impact in a variety of ways. The following table describes the degree of impact of each of the policies on the theme of housing.

KEY	
	Significant Effect
	Less Significant Effect
	Little or no Effect

	Core Strategy Policy Title	Degree of Impact Rating
SF1	Bury's Spatial Framework	
CP1	Delivering High Standards of Design and Layout in New Development	
EC1	Protecting Existing and Providing for New Employment Opportunities	
EC2	Employment Generating Areas	
EC3	Employment Land and Premises Outside Employment Generating Areas	
EC4	Creating Thriving and Competitive Key Centres	
EC5	Managing the Location and Scale of Town Centre Uses	
EC6	Accommodating New Retail Development	
EC7	Primary Shopping Areas and Shopping Frontages	



EC8	Managing the Loss of Retail Uses in All Other Areas	
EC9	Developing Attractive Tourism and Cultural Assets	
CO1	Delivering Choice of Quality Housing for Everyone	
CO2	Managing 'Windfall' Housing Development	
CO3	Managing the Density of New Housing	
CO4	Meeting Housing Needs	
CO5	Providing for Affordable Housing	
CO6	Meeting the Needs of Gypsies, Travellers and Travelling Showpeople	
CO7	Addressing the Needs of Our Regeneration Areas	
CO8	Supporting the Development of Sustainable Communities	
CO9	Safeguarding and Improving Community Facilities	
CO10	Open Space, Sport and Recreation Provision in New Housing Development	
CO11	Protecting and Enhancing Open Space, Sport and Recreation Provision	
EN1	Green Belt	
EN2	Development in the Green Belt	
EN3	Creating and Enhancing a Network of Green Infrastructure	
EN4	Protecting and Enhancing the Green Infrastructure Network	
EN5	Conserving an Ecological Network and Promoting Ecological Enhancement	
EN6	Conserving and Enhancing the Borough's Natural Assets	
EN7	Managing Flood Risk	
EN8	New Development and Flood Risk	
EN9	Surface Water Management and Drainage	
EN10	Moving Towards a Zero Carbon Borough	
EN11	Reducing Carbon Emissions from New Buildings	
EN12	Decentralised, Low and Zero Carbon Energy Infrastructure	
EN13	Built Heritage Assets and Landscape Character Areas	
EN14	Conserving and Enhancing the Borough's Built Heritage and Landscape Character	
EN15	New Development and Contaminated and Unstable Land	
EN16	Managing Mineral Resources	
EN17	Sustainable Waste Management	
EN18	Pollution Control	
T1	Better Connecting Places and Improving Accessibility	
T2	Transport Requirements in New Development	
DEL1	Delivering Sustainable Development	

13.5.2 The following discussion is an assessment of the likely impacts of the Second Draft Publication Core Strategy on the sustainability theme of housing.

### General Comments

13.5.3 The supply and type of housing provided across Bury is a key issue in terms of promoting social, economic and environmental sustainability throughout the Borough.

13.5.4 The housing market itself has a crucial role to play in encouraging and supporting economic growth. Without the right types of homes in the right places, Bury will not be able to retain or attract residents and investors.

- 13.5.5 The Core Strategy housing policies focus upon ensuring that the Borough delivers an overall balanced housing stock that meets the needs of new and existing residents.
- 13.5.6 The development of new homes is likely to have a positive effect on meeting local housing needs and on the local economy to a lesser extent through providing employment in the construction industry. However, the development of new homes could potentially have a negative environmental impact (potentially on sites of biodiversity importance, key land resources, water quality and air quality) and a significant negative impact on landscapes in the Borough. Therefore, all new development needs to take account of the local character of areas.
- 13.5.7 The provision of new housing may result in opportunities to improve cultural, social, leisure and recreational provision. However, it could lead to increased pressure on these same services, thus reducing the quality of provision. This issue is addressed in Policy DEL1: Contributions to Infrastructure Requirements.
- 13.5.8 Two of the key challenges facing the Borough relate to meeting the needs of an increasingly ageing population and increasing the supply of affordable housing. The implementation of the Core Strategy will help to ensure that everyone has the opportunity of living in a decent and affordable home and that specific housing needs are met. This in turn will help to reduce social inequalities within the Borough.
- 13.5.9 By focusing high density development on previously developed sites within key centres and within 400 metres of the Borough's transport nodes, the implementation of the Core Strategy will help to reduce the reliance upon car, as employment and services will be provided in close proximity. In turn, it is likely that over time this will help to reduce the level of carbon emissions from transport, which will help to improve air quality.
- 13.5.10 Increasing the provision of new housing will be important as it will help to broaden the housing offer within the Borough, which will be critical to help retain the Borough's younger generation, as well as increasing the attractiveness of the Borough to potential residents.

### **Housing Distribution**

- 13.5.11 The location of new housing development affects the landscape, the future of settlements, population, the services and facilities that are required by residents and the viability of these.
- 13.5.12 The Core Strategy seeks to encourage a higher density of housing development in and around Bury town centre, Radcliffe and the local centres. Approximately 45% of new housing will be built in and around Bury town centre (in Bury East and Bury West townships), 35% in Radcliffe, 10% in Ramsbottom, Tottington and North Manor, and 10% in Prestwich, Unsworth and Whitefield.
- 13.5.13 The Core Strategy prioritises development on previously developed land and within the urban areas, this will ensure that housing is located close to key public transport corridors; creating the critical mass in these locations needed to support improvements to existing facilities such as healthcare and education. This aim is supported by Policy EC4 which identifies the Borough's Key Centres as locations where a range of uses, including residential, will be encouraged.
- 13.5.14 Core Strategy policy CO1: Delivering a Choice of Quality Housing for Everyone encourages housing in the Bury town centre. This is likely to have a positive impact on housing choice in the Borough and an increased number of people living in the centre will generate greater demand and therefore associated improvements in local leisure, recreation, employment and retail provision. The implementation of this policy would maximise the use of vacant and under-used previously developed land, provided that this land is suitable for housing.

- 13.5.15 Policy CO2: Managing 'Windfall' Housing Development is likely to have a positive impact on sustainable housing delivery in the Borough as it allows proposals for windfall sites to be assessed in line with the overall objectives and spatial direction of the Core Strategy.
- 13.5.16 Policy EN2: Development in the Green Belt notes that the policy approach in the UDP of protecting land formerly designated as 'Other Protected Open Land' will not be carried forward in the Local Plan as this land offers the only realistic opportunity to accommodate development beyond the urban fringe. It is considered that this will have some positive impact on the housing objective as, subject to satisfying other environmental constraints, it will allow greater flexibility for the housing requirement to be accommodated within the urban area without the need to alter Green Belt boundaries.

### **Affordable and Supported Housing**

- 13.5.17 Core Strategy policy CO5: Providing for Affordable Housing, alongside policies CO4: Meeting Housing Needs and CO1 should help to provide key workers with access to affordable homes. Delivery of affordable housing will meet the needs of people who are unable to compete in the general housing market. Mixed developments will help in social integration and the provision of affordable accommodation will ensure that people are able to live and work in the Borough.
- 13.5.18 Policy CO5 sets individual affordable housing targets for all units on large sites (sites of 0.5ha and above or developments incorporating 15 or more residential units) in the Radcliffe Regeneration Area (10%), the Bury Regeneration Area (15%) and for all other large sites elsewhere in the Borough (25%). The impact of this policy is positive as it recognises the need to generate sufficient affordable dwellings across the Borough.
- 13.5.19 Policy CO7: Addressing the Needs of Our Regeneration Areas, seeks to ensure that new development and investment contributes towards addressing the physical, economic and social needs of the Borough's identified Regeneration Areas and will ensure that those most in need of affordable housing in areas such as East Bury and Inner Radcliffe will be provided for.
- 13.5.20 Policy DEL1: Contributions to Infrastructure Requirements addresses the Borough's shortfall of affordable homes through developer contributions. The implementation of the Core Strategy will ensure that well-designed housing at a lower cost is provided for those in need of affordable housing.
- 13.5.21 In adopting the principles of policy T1: Better Connecting Places and Improving Accessibility and T2: Transport Requirements in New Development which includes maximising access by public transport, the Core Strategy will ensure that housing can be accessed by a sustainable transport network. This will be particularly important in the context of special needs housing, affordable housing and older person's accommodation, as these groups often have mobility difficulties, ensuring development is encouraged in the right location will help to prevent social exclusion.
- 13.5.22 Core Strategy Policies CO1 and CO4 aim to ensure that specific housing needs of particular groups including specialist and supported housing are delivered, in order to address deficiencies in the existing housing stock. In all instances, it will be important that all new development is well designed, and integrates with and enhances local character. Policy CO4 requires all new residential development of ten units or more to address local housing needs in line with the findings of the Housing Needs and Demand Assessment. Specialist accommodation often requires a minimum number of units to be viable. It is considered that the low site threshold in policy CO4 for the potential provision of supported housing will help to meet need in those areas where sites come forward and would mean that more sites qualify. The implementation of policy CO4 alongside policy CO10 is considered to be a flexible approach to meeting housing needs in the Borough. Contributions could be directed to the appropriate area relevant to the type of need that exists at the time.

## High Quality Housing

- 13.5.23 Core Strategy policy CP1 indicates that the design of new housing should display high standards of design and layout. As new housing will be developed to a higher design standard, this policy will have a positive impact on the health and well-being of the community. To ensure maximum positive impacts on housing quality in the Borough, policy CO1 could be linked to policy EN11: Reducing Carbon Emissions from New Buildings, this would encourage new housing development to be delivered in accordance with higher energy efficiency standards such as the Code for Sustainable Homes.
- 13.5.24 Policy CP1 aims to encourage new development which provides a safe and secure living environment. Improving the existing housing stock and the overall environmental quality of residential areas will be important as it will have a positive impact upon quality of life, as residents will feel safe and secure.
- 13.5.25 Overall the Core Strategy aims to support an appropriate level of housing growth and promotes a balanced housing offer through ensuring a mix of tenure and type in sustainable locations to meet the needs of new and existing residents. This includes improving the existing housing stock, as well as new housing, specialist housing, affordable housing and sites to meet the needs of Gypsies, Travellers and Travelling Showpeople.

## Rural Housing

- 13.5.26 In accordance with national policy in the NPPF, Core Strategy Policy EN2 on Development in the Green Belt provides for limited infilling in identified villages (under Policy EN1) and on previously developed sites providing the openness of the Green Belt is not compromised. This provision means that Policy EN2 has some positive impact on housing in that dwellings may be allowed in rural locations subject to the effect on scale and character, will result in the re-use of brownfield land and may help to support local services.
- 13.5.27 Policy EN2 also includes provision for Agricultural Workers' Dwellings where the Council is satisfied there is a functional need for the dwelling and that the need cannot be satisfied elsewhere. Policy EN2 therefore allows the opportunity for agricultural workers to live close to their place of work should the criteria be met, which results in some positive impact against the housing sustainability theme.

## 13.6 Recommendations for mitigation and/ or enhancement

- 13.6.1 The following sections explain how the potential negative effects of the Second Draft Publication Core Strategy could be mitigated and positive effects enhanced.
- 13.6.2 By meeting existing and proposed housing needs while maximising the efficient use of land, respecting the identity of settlements and reducing the need to travel, the Second Draft Publication Core Strategy is envisaged to have a positive impact on housing within the Borough.

### Mitigation of Negative Effects

- 13.6.3 Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on housing, and result in an increase to the supply of housing (including affordable housing) and housing quality, whilst also creating mixed and balanced communities.

## 13.7 Monitoring

13.7.1 To monitor the impacts of the Second Draft Publication Core Strategy on this sustainability theme, appropriate indicators should be selected from the following list:

- Affordable dwellings completed as a percentage of all new housing completions;
- % of all housing that is unfit<sup>31</sup>;
- House price to income ratio;
- House price level – for house types and overall average;
- Housing trajectory;
- House type and tenure;
- Net additional pitches for Gypsy and Travellers;
- Housing Quality – Building for Life Assessments;
- Homelessness;
- % of new dwellings completed at less than 30 dph, between 30-50 dph and above 50 dph;
- Average rentals;
- No. unfit dwellings demolished;
- No of people on housing waiting list;

## 13.8 Summary of impacts

### KEY

Very Positive	Positive	No Effect	Negative	Very Negative
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Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
<b>Short / medium term (to 2029)</b>	<p>The Second Draft Publication Core Strategy strives to meet the sustainability objectives identified in the SA framework on the topic of housing. Overall the policies proposed should have a positive impact on housing in the Borough.</p> <p>The Core Strategy should result in an increase in the supply of housing (including affordable housing) within the Borough, whilst also creating mixed and balanced communities.</p>	Other plans, programmes and strategies which relate to housing in the Borough, including NPPF will strengthen the positive impacts of the Second Draft Publication Core Strategy on this topic area.
<b>Long term (beyond 2029)</b>	<p>The positive effects seen in the short / medium term should continue in the long term, especially in terms of meeting existing and proposed housing needs in the Borough.</p> <p>The Core Strategy policies are based</p>	The policies allow for sufficient growth in, and design aspects of the housing stock to accommodate future changes in the population.

<sup>31</sup> Unfit housing is housing that fails to meet a national minimum standard defined initially in the Housing Act 1985.

Type of Impact	Second Draft Publication Core Strategy	Core Strategy plus other plans, programmes, etc.
	<p>on a robust evidence base and have been developed to respond to local needs in the Borough. However, there may be a need for housing policies to change emphasis in the future due to changes in the socio-economic makeup of the Borough. The Core Strategy should seek to be as adaptable and as flexible as possible to deal with such changes.</p>	
<p><b>Areas likely to be significantly affected</b></p>	<p>All parts of the Borough will benefit from increased housing quantity, quality, affordability and choice, but particularly wherever new development takes place. The most positive effects will likely be in the Bury and Radcliffe regeneration areas and to a lesser extent in Ramsbottom, Tottington, Prestwich and Whitefield. There could also potentially be negative impacts on areas of landscape value within the Borough, depending upon where new housing is located. Some rural locations including a subset of villages and some areas of previously-developed land may receive positive impacts through the introduction of small housing opportunities which support local services.</p>	
<p><b>Permanent vs. Temporary</b></p>	<p>The Core Strategy sets the long term vision and strategic objectives for spatial planning in the Borough. The implementation of the Core Strategy policies in relation to housing will have a permanent impact.</p>	
<p><b>Secondary</b></p>	<p>The housing topic is interrelated to many other sustainability topic areas identified within this report.</p> <p>Other areas of sustainability explicitly linked to housing, include those relating to the physical environment (employment provision, open space, transport) and to the social environment (community health and equality, local economy, education and skills, and leisure) and as such, these can have a number of secondary impacts on housing. There could also potentially be secondary impacts on some ecosystem services including water quality, quality of biodiversity sites and air quality.</p> <p>For example, a diverse local economy can have positive secondary impacts on housing choice and can support housing growth through the attraction of potential residents and investors.</p>	

# 14 Conclusion

## 14.1 Introduction

14.1.1 This section sets out a series of conclusions for the SA of the Second Draft Publication Core Strategy. Conclusions are tabled for each topic area, followed by a final summary section, which draws out the key conclusions, or findings, of the appraisal.

## 14.2 Topic Area Conclusions

14.2.1 The tables below provide overall conclusions for the different SA topics. For each SA topic, the tables look at the current status or baseline situation, the likely situation in the future if the plan was not adopted, the likely situation in the future under the Second Draft Publication Core Strategy, if it were to be adopted, secondary/indirect effects, short, medium, long term, permanent and temporary effects, spatial effects and cumulative effects.

SA Topic	Heritage and Landscape		
SA Objectives	12. To protect and enhance and make accessible for enjoyment, the diversity and distinctiveness of landscapes, townscapes, the countryside and the historic environment.		
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy	
<p>In total, there are 12 Conservation Areas throughout the Borough. Eight of the Conservation Areas are located in the north of the Borough and have been designated in order to preserve the older, stone-built features and settlements. There are also four Ancient Monuments and 215 Listed Buildings.</p> <p>5,902 ha of the Borough (around 60%) is classed as open land, with the majority being designated as Green Belt. The Borough does not contain any landscapes of national importance but there are a number of distinctive landscape types. These include the moorland hills, moorland fringe, settled pastures and industrial river valleys.</p>	<p>The built heritage and landscapes of Bury currently face variable pressure from new development. Restrictive covenants imposed by heritage designations and planning controls should ensure that the character of Bury is retained.</p> <p>In the absence of an up-to-date plan, the NPPF will become the main source of planning policy.</p> <p>The saved UDP policies afford a great deal of protection to existing heritage and landscape features. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.</p> <p>Conservation Area Appraisals and Conservation Area Management Plans are also being prepared for the Borough's Conservation Areas.</p>	<p>The Second Draft Publication Core Strategy considers the wider context and setting for the development of Bury. The impact of the Core Strategy upon heritage and landscape is considered to be very positive.</p> <p>Policies SF1 (Bury's Spatial Framework), EN13 (Built Heritage Assets and Landscape Character Areas) and EN14 (Conserving and Enhancing the Borough's Built Heritage and Landscape Character) are particularly important in relation to the heritage and landscape topic area.</p>	
<p>Secondary / Indirect Effects on Heritage and Landscape:</p> <p>Development in the vicinity of areas of heritage and landscape value could have negative</p>			

<p>secondary effects through the indirect effects caused by additional traffic / congestion and reduction in air quality (pollutants can cause damage to building structures). Furthermore, any negative effect due to extreme climatic events or flooding may pose an increased risk to heritage and landscape assets within Bury.</p>
<p>Short, Medium and Long-term effects and Temporary / Permanent effects on Heritage and Landscape:</p> <p>Effects on heritage and landscape features can be immediate upon the development of new uses nearby and are usually permanent, as the landscapes/townscapes and especially the heritage assets, cannot always recover from the negative effects, at least not without great cost or a lengthy recuperation period once the development is removed.</p>
<p>Spatial Effects on Heritage and Landscape:</p> <p>Listed Buildings and Conservation Areas within the Borough are predominantly concentrated in the main urban areas of Bury Town Centre, Whitefield, Prestwich and Ramsbottom. These areas are also those proposed to accommodate most new development in the borough. It is therefore likely that the landscape/townscape and heritage values of these areas will be most affected.</p>
<p>Cumulative Effects on Heritage and Landscape:</p> <p>Cumulative effects will reflect spatial effects, as the areas of highest concentration of new development will likely be the areas of greatest cumulative effect, and should be monitored and managed accordingly.</p>
<p>Summary of Recommended Mitigation / Enhancement for Heritage and Landscape:</p> <p>The implementation of the Core Strategy is not expected to have any negative impacts on heritage and landscape due to the high level of protection and appropriate mitigation provided to heritage and landscape assets in the Borough by a number of policies. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.</p> <p>The Core Strategy will have a positive impact on the continued development of a Green Infrastructure Network within Bury.</p>

SA Topic	Biodiversity	
SA Objectives	11. To protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features.	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy
<p>There are currently 50 SBIs in Bury. These sites are Bury's best for flora and fauna. Furthermore, Bury currently has five declared Local Nature Reserves (LNRs), at Kirklees, Philips Park, Chesham, Hollins Vale and Redisher Woods.</p> <p>There are a number of species present within the Borough that are</p>	<p>In the absence of an up-to-date plan, the NPPF will become the main source of planning policy.</p> <p>Existing saved Bury UDP policies afford a degree of direct protection to key biodiversity sites by way of limiting development outside the urban boundary. However, these policies will not be sufficient in the medium/long-term to protect these sites from all impacts of new development and climate change, especially given</p>	<p>The policies identified within the Second Draft Publication Core Strategy generally strive to meet the sustainability objective identified in the SA framework on the topic of Biodiversity, Fauna and Flora.</p> <p>Policies EN5, EN6 and EN18 will have a positive effect on ensuring that sites of biodiversity value within the Borough are protected and enhanced.</p>



<p>protected by European and National legislations. They include Great Crested Newts, Bats and Badgers. There are also a number of wildlife corridors and links within the Borough.</p>	<p>the level of new housing development that will be required in Bury.</p> <p>The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.</p> <p>The effects of climate change, especially flooding, are a particular threat to sites of biodiversity value within the Borough. Without new policies to tackle climate change the risk to vulnerable habitats may increase further.</p>	
<p><b>Secondary / Indirect Effects on Biodiversity:</b></p> <p>Aside from the direct effects that new development can have on biodiversity, the effects it has on other factors such as increased transportation, reduced air quality, reduced water quality, loss of land resources, impact on climate change and overcrowding of open space can all have secondary or indirect effects on biodiversity, through impacts on their habitats, wildlife corridors or specific species.</p> <p>In relation to the effects of the proposed policies within the Second Draft Publication Core Strategy, most of the above factors that result in secondary effects on biodiversity are addressed to a degree, but in certain cases some policies could be stronger to limit the effects of new development on those factors and therefore indirectly on biodiversity.</p>		
<p><b>Short, Medium and Long-term effects and Temporary / Permanent effects on Biodiversity:</b></p> <p>Effects on biodiversity are usually permanent, although some minor effects can reduce populations for a short time but then allow the populations to build back-up over time. Similarly, any negative effects on biodiversity will usually become more negative over the long-term, as populations of species are affected and this, in turn, affects the populations of other species further up or down the food chain, but some effects are so significant that they can have immediate negative effects. This is usually the case where new development directly affects a habitat or important biodiversity site on or in close proximity to the development site.</p>		
<p><b>Spatial Effects on Biodiversity:</b></p> <p>Areas that could be affected include the SBIs in and around the key centres throughout the Borough (the majority of these are in Bury and around Ramsbottom and Radcliffe). However, if developments are planned and managed appropriately in these areas and strong mitigation is put in place for any negative effects, the effect on biodiversity could be minimal and possibly even become positive.</p>		
<p><b>Cumulative Effects on Biodiversity:</b></p> <p>The greatest risk of cumulative effects on biodiversity will arise where most development is planned and where policy is not strong enough in preventing negative impacts on the environment and on specific habitats. As such, the two main towns of Bury and Radcliffe, where development will be focused, may see a cumulative negative effect on biodiversity in and around the towns.</p>		

Summary of Recommended Mitigation / Enhancement for Biodiversity

The implementation of the Core Strategy is not expected to have any negative impacts on biodiversity in the Borough due to the high level of protection and appropriate mitigation provided to biodiversity assets in the Borough by a number of policies. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.

SA Topic	Water and Land Resources	
SA Objectives	<p>9. To protect and improve the quality of controlled waters in Bury and to sustainably manage water resources</p> <p>11. To protect, enhance and restore biodiversity, flora and fauna, geological and geomorphological features</p> <p>16. To manage waste sustainably, minimise waste, its production and increase re-use, recycling and recovery rates</p> <p>17. To conserve soil resources and reduce land contamination</p>	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy
<p>The EA's NW River Basin Management Plan identifies the existing ecological status of the Irwell and its tributaries as mostly 'moderate', the chemical status of the Irwell and Roch upstream of Bury WWTW to be 'good' though the Prestwich Clough's are 'failing to achieve good' and the chemical status of the Borough's groundwater as 'poor'.</p> <p>The target for new dwellings on previously developed land in Bury is set out in the North West RSS at 80%. Every year since 2003/04, this target has been exceeded, with 98% of new and converted dwellings built in 2011/12 being on previously developed land.</p> <p>Within the Borough of Bury, recycling and composting rates 23.1%</p>	<p>In the absence of an up-to-date plan, the NPPF will become the main source of planning policy. The NPPF states that relevant policies in existing plans adopted prior to 2004 i.e. the saved UDP policies, should be given due weight according to the degree of consistency with the NPPF.</p> <p>The projected increase in population in the Borough is likely to lead to an increase in the volume of waste produced in the Borough, which will increase the need to provide suitable facilities to dispose of and recycle waste (not withstanding the drive to reduce waste produced). The effects of climate change, especially flooding, are a particular threat to land resources within the Borough. Without new policies to tackle climate change the risk to vulnerable areas (particularly urban areas) may increase further.</p> <p>Population growth within the Borough will place greater demands on the water supply. Increased extraction could potentially compromise quality of water resources located within the</p>	<p>Overall, the Second Draft Publication Core Strategy has a positive impact on the water and land resources topic. A number of the policies direct development towards key urban centres and previously developed land, which will have a positive impact on preserving soil resources and geology/geomorphological features and policies are included that are designed to reduce the impact of pollution of water and land.</p>

<p>and total waste arisings fell by 3% during 2010/11. The Council has recently introduced a new managed waste collection service which is achieving increased rates of recycling.</p>	<p>Borough.</p> <p>Without the plan, the pressure to develop on Greenfield sites and other vacant sites will be increased, placing greater pressure on the greenfield land resource within Bury.</p>	
<p>Secondary / Indirect Effects on Water and Land Resources:</p> <p><i>Water</i> – Any negative effects in relation to land resources and climate change and flood risk may have indirect effects on water quality and resources as land use affects what ends up in the Borough’s waterways and groundwater system and how the latter are recharged.</p> <p><i>Land Resources</i> – There are no significant secondary or indirect effects on land resources in the Core Strategy, other than the negative relationship increased development (especially residential development) could have on land resources if the waste produced by those new developments is not minimised, re-used or recycled.</p>		
<p>Short, Medium and Long-term effects and Temporary / Permanent effects on Water and Land Resources:</p> <p><i>Water</i> – Effects (positive or negative) will generally emerge over the medium / long-term as the effects of new development gradually affect water quality and quantity. Such effects should be considered permanent in that, without removing development, such trends will continue indefinitely. Any negative effects on water quality caused by construction (most likely through surface water run-off) are likely to be only temporary and will be controlled through policies on pollution control.</p> <p><i>Land Resources</i> – Effects on land resources are nearly always permanent as it requires a long period of time for land once it is developed (for any use) to return to some semblance of undeveloped land. Effects will be immediate upon completion of any development (especially if development is on Greenfield land).</p>		
<p>Spatial Effects on Water and Land Resources:</p> <p>If suggested changes are made within the Core Strategy, then the qualities of watercourses located throughout the Borough are likely to be maintained.</p> <p>In relation to waste, the impacts will be felt throughout the Borough, particularly in areas where new waste management facilities will be located.</p> <p>Previously developed land within the key centres in the Borough will be positively impacted by the Core Strategy as these areas will be brought back into use.</p>		
<p>Cumulative Effects on Water and Land Resources:</p> <p><i>Water</i> – Cumulative effects will be in line with the spatial effects and so will take place where the combined effect of new development comes together in specific stretches of waterway or specific aquifers, most likely around the main towns and downstream of these.</p> <p><i>Land Resources</i> – Cumulative effects on land resources will be similar to the spatial effects, as where new development is focused, effects will inevitably be cumulative as well. The cumulative effect of large amounts of development across the Borough will also have a cumulative effect on waste management and potentially on sites of geological/geomorphological value as well, if significant levels of development are located near to them, and such development brings significant land disturbance with it.</p>		
<p>Summary of Recommended Mitigation / Enhancement for Water and Land Resources:</p> <p>The implementation of the Core Strategy is not expected to have any negative impacts on water</p>		

and land resources due to the focus for growth on PDL and water efficiency and appropriate mitigation provided to for land and water resources in the Borough by a number of policies. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.

SA Topic	Climatic Factors and Flooding	
SA Objectives	<p>13. To reduce contributions to and promote adaption to the impacts of climate change</p> <p>14. To reduce vulnerability to and sustainably manage and adapt to flood risk in Bury</p> <p>15. To minimise the requirement for energy use and increase the use of energy from renewable resources</p>	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy
<p>Information provided by the UK Climate Impact Projections (2009) shows that under the medium scenario, by 2050 there is a high probability that mean summer temperatures could increase by 4.1°C and winter rainfall by 26%.</p> <p>Within Bury domestic emissions per capita are one of the highest in Greater Manchester and account for one third of direct carbon emissions.</p> <p>The areas identified as being most at risk of flooding within the Borough include Ramsbottom, areas to the west of Bury Town Centre and between Bury and Radcliffe, although in Ramsbottom there are flood defences that help manage the risk.</p>	<p>If greenhouse gases, for instance CO<sub>2</sub>, are emitted worldwide at current levels then global temperatures are predicted to rise by up to 6°C by the end of this century. This is enough to make extreme weather events like floods and droughts more frequent in the future. Without the Core Strategy, this trend is likely to continue as new development will not necessarily occur in sustainable locations, which could potentially lead to increases in CO<sub>2</sub> emissions throughout the Borough.</p> <p>In the absence of an up to date local plan, the NPPF will become the main source of planning policy in this regard. One of the overarching principles of the NPPF is to support the transition to a low carbon future in a changing climate, taking full account of flood risk, and encourage the reuse of existing resources and the use of renewable resources, which will have a positive impact on climatic factors and flooding. However where the development plan is out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh any benefits, when assessed against the policies in the NPPF as a whole, or where specific policies in the NPPF indicate development should be</p>	<p>The policies in the Second Draft Publication Core Strategy will have a positive impact on tackling the impacts of climate change in terms of locating development in sustainable locations and reflecting sustainable design principles, ensuring public transport is promoted, through developing low/zero carbon infrastructure and by controlling the negative impacts of air quality.</p> <p>In terms of the impacts of flooding, the Second Draft Publication Core Strategy will have a positive impact in all areas of Bury.</p>

restricted.	
<p>Secondary / Indirect Effects on Climatic Factors and Flooding:</p> <p>Aside from the direct effects that new development can have on climatic factors and flooding, any negative effects in relation to a decrease in air quality (for example through the release of pollutants from industry or an increase in transportation) may have indirect effects in terms of contributing to the effects of climate change. However, the Core Strategy includes policies designed to control the effects of pollution.</p>	
<p>Short, Medium and Long-term effects and Temporary / Permanent effects on Climatic Factors and Flooding:</p> <p>Effects on climatic factors and flooding tend to be long-term in nature but they are, for all intents and purposes, permanent, as the effects have such long-term impacts on climate (and therefore flooding).</p>	
<p>Spatial Effects on Climatic Factors and Flooding:</p> <p>All areas throughout the Borough could be impacted by climatic factors. The areas of the Borough that are most susceptible to flooding (Bury, Ramsbottom and Radcliffe) are likely to be positively affected by the policies within the Second Draft Publication Core Strategy.</p>	
<p>Cumulative Effects on Climatic Factors and Flooding:</p> <p>The very issue of climate change is a cumulative effect itself and the effects within Bury will be based on a combination of global effects and localised effects, caused by existing and new development.</p>	
<p>Summary of Recommended Mitigation / Enhancement for Climatic Factors and Flooding:</p> <p>Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on climatic factors and flooding, and seeks to avoid or mitigate the potential negative effects of growth and development.</p>	

SA Topic	Transportation and Air Quality	
SA Objectives	<p>8. To reduce the need to travel, improve choice and use of sustainable transport modes and encourage efficient patterns of movement in support of economic growth</p> <p>10. To protect and improve air quality</p>	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy
<p>The Borough currently experiences a high level of out-commuting with a significant amount of the Borough's residents travelling to work by private motor vehicle. Use of public transport throughout the Borough is low.</p> <p>There is a need to contribute towards</p>	<p>Without new policies that promote sustainable transport, improved accessibility and a greater choice in modes of transport, the likely situation going forward in Bury will be a further increase in numbers of cars using the roads. This will have an inevitable knock-on effect for congestion (and therefore air quality) and on road</p>	<p>The policies identified within the Core Strategy generally strive to meet SA Objectives 8 and 10 and will have a positive effect over the lifetime of the Plan.</p> <p>Generally, the Second Draft Publication Core Strategy has a positive impact on air quality mainly via indirect impacts. Some of the policies within the Core Strategy detail the need to locate new development sustainably, promote</p>

<p>ensuring alternatives to the car are attractive and reliable, particularly for residents who live in the north of the Borough.</p> <p>Air quality in some areas of the Borough fails to meet recognised standards. There is an Air Quality Management Area (AQMA) in Bury encompassing most of the major roads in the Borough and some larger areas in the vicinity of the M62, M66 and A58.</p>	<p>safety.</p> <p>In the absence of an up to date local plan, the NPPF will become the main source of planning policy in this regard. Without a spatial strategy for the Borough, development will not necessarily be focussed on the most sustainable locations, thereby increasing the need to travel, and failing to maximise the use of sustainable modes of travel.</p> <p>As such, it would not only be unsustainable to attempt to move forward without new policy, it would make the Borough unattractive for new development and limit progress on addressing social inequality and promoting economic development.</p> <p>Without the plan, there could be a decrease in air quality in the Borough.</p>	<p>public transport provision within Bury and to control pollution, which will have a positive impact on air quality.</p> <p>A large number of the policies within the Second Draft Publication Core Strategy significantly and directly affect transportation in the Borough. All new development has to be accessible and creates changes in transport and movement patterns; therefore any policy proposing new development will have at least a “less significant” effect. Other policies concern transportation, movement and access proposals themselves and will clearly have a “significant” effect.</p>
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Secondary / Indirect Effects on Transportation and Air Quality:

Effects on other sustainability factors and issues do not generally have indirect, secondary effects on transportation, although there is the potential for adverse effects on climate change issues to affect transportation indirectly in the long-term.

The main secondary / indirect effect on air quality is where proposals / policies could lead to an increase in traffic levels, especially congestion. This, in turn, will lead to reduced air quality although this issue will be considered through policies on pollution control. The Core Strategy seeks to limit the impact on air quality from increased traffic, predominantly by reducing traffic levels and congestion.

The development of renewable energy technology could have a secondary positive effect on air quality, as it provides a sustainable form of energy production. This would improve air quality in Bury.

Short, Medium and Long-term effects and Temporary / Permanent effects on Transportation and Air Quality:

The policies set out in the Second Draft Publication Core Strategy are likely to have a positive impact on air quality in the short/ medium term. Although growth proposed within the Core Strategy may have a negative impact on air quality, measures within other policies (including the sustainable location of development, promotion of public transport, pollution control and renewable energy schemes) would help to address this.

In the long-term, the effects of the Second Draft Publication Core Strategy on the sustainability of transportation and air quality will still be positive, but less so. This is because the specific improvements proposed will have been delivered and meeting the increased demand of the new development delivered as part of the Core Strategy, but there will be new demands from new developments, possibly in different locations emerging, that no specific proposals have as yet been established to address.

In terms of transport most of the impacts will be permanent as new development will inevitably be permanent, as will many physical improvements to the transport network. However, there will be a temporary variation in effects as the Plan is implemented in either a positive or negative way, depending on whether new development or transport proposals are implemented first.

The implementation of the Core Strategy should result in an improvement in the state of air quality within the Borough; this should then represent a permanent trend. However, there is scope for air quality to worsen suddenly, perhaps due to a new development affecting a local area negatively or as a result of a catastrophic event such as a major industrial fire/explosion. Furthermore in the coming decades, road transport is likely to remain a significant contributor to air pollution in cities, and motorway travel is a significant source of air pollution over which the Core Strategy can have only limited influence.

**Spatial Effects on Transportation and Air Quality:**

In terms of transportation the areas likely to be significantly affected by the Core Strategy are Bury town centre and to a lesser extent the main towns of Radcliffe, Prestwich and Ramsbottom. The main urban areas in the Borough and settlements close to the main transport routes are most likely to be significantly affected by air quality issues although these will be considered through pollution control policies. In addition areas that incorporate sensitive ecosystems and habitats could also be adversely affected by air quality issues.

**Cumulative Effects on Transportation and Air Quality:**

Cumulative effects reflect the spatial effects in that the positive cumulative effect of public transport improvements and the promotion of sustainable transport choices throughout the Borough including rural areas, will create a positive effect and complement the large amount of new development being focused in the Borough's main centres.

In terms of air quality, cumulative effects will again reflect the spatial effects, as Bury town centre and to a lesser extent the main towns of Radcliffe, Prestwich and Ramsbottom are where most new development will be directed, and therefore there is most chance of a cumulative negative effect on air quality although, again, the Core Strategy includes policies designed to control pollution.

**Summary of Recommended Mitigation / Enhancement for Transportation and Air Quality:**

Overall, the negative effects of the Second Draft Publication Core Strategy on transportation are limited to the general effect of new development increasing the burden on the transport network, but many of the policies are formulated in such a way as to limit this effect by proposing improvements to the transport network that will potentially off-set any negative effect, provided they are implemented, and ensuring development is focussed on areas which have good access to sustainable modes of transport.

SA Topic	Social Equality and Community Services	
SA Objectives	<ol style="list-style-type: none"> <li>1. To reduce poverty and social exclusion</li> <li>2. To improve physical and mental health and reduce health inequalities</li> <li>3. To improve the education and skills of the overall population and to provide opportunities for life long learning</li> <li>5. To reduce crime, disorder and the fear of crime</li> <li>7. To improve accessibility for all to essential services and facilities</li> </ol>	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy

<p>Some areas of the Borough, particularly the central areas currently suffer from high levels of multiple deprivation. In particular, there is a need to tackle income deprivation and increase life expectancy across the Borough.</p> <p>An ageing population is also a key sustainability issue within the Borough.</p> <p>There are varying levels of vitality and viability within the Borough's centres.</p>	<p>In the short term existing trends would be likely to continue, including low life expectancy and poor health, low skills and educational attainment and poor accessibility to services and provision of open space / play facilities in certain areas of the Borough. Furthermore new development could put pressure on existing open space in some settlements.</p> <p>Over time, as the regional and national planning framework changes, the saved UDP Polices would begin to become out of date, and in some instances, irrelevant, as a result of demographic changes.</p> <p>Without the Core Strategy it is likely that strategic development may not be located sustainably and it may be more difficult to obtain appropriate contributions from new developments to meet community requirements.</p> <p>Without the Core Strategy there may also be less emphasis in addressing spatial disparities in the Borough.</p>	<p>The policies identified within the Core Strategy generally strive to meet SA Objectives 1-5 and 7 and will have a very positive effect over the lifetime of the Plan.</p> <p>By promoting development in the most sustainable locations, the Core Strategy will help to safeguard existing services, community and infrastructure provision including healthcare. Focusing growth on well connected areas will negate the need to travel to access services.</p> <p>Providing social infrastructure such as basic health and community facilities, sports and open space facilities will help to improve the health of the population and also increase community cohesion.</p> <p>Likewise, those policies that encourage walking, cycling, a reduction in private car use, pollution control and the creation of green infrastructure are likely to have positive influences on health.</p>
<p>Secondary / Indirect Effects on Social Equality and Community Services:</p> <p>Other areas of sustainability are explicitly linked to social equality and community services, including those relating to the physical environment (air quality, housing provision, open space,) and to the social environment (employment and local economy) and as such, these can have a number of secondary impacts on social equality and community services.</p> <p>For example, the provision of good quality affordable and supported housing can increase social integration through mixed communities and can have secondary positive impacts on health and quality of life.</p> <p>Likewise, the provision of sustainable travel options can have secondary impacts on community health and equality, leisure and education, through the improvement of local air quality and the promotion of walking and cycling, which can bring health benefits alongside increasing equality through increased accessibility to service and facilities.</p>		
<p>Short, Medium and Long-term effects and Temporary / Permanent effects on Social Equality and Community Services:</p> <p>Overall the policies proposed should have a positive impact on social equality and community services in the Borough in the short and medium term. The positive effects seen in the short / medium term should continue in the long term, especially in terms of increased levels of access</p>		



to services and facilities.

Facilities to improve health may be permanent but improving health is dependent on lifestyle choices in some cases and hence subject to change. New health problems may emerge, and the Core Strategy should seek to be as adaptable and as flexible as possible to deal with such changes.

Ensuring Bury's communities can sustainably access community services and facilities including health, green infrastructure and education should have a permanent positive impact for social inclusiveness in Bury.

There will be other spatial planning issues in relation to social equality and community services that will evolve over the lifetime of the Core Strategy and beyond which will mean that some effects become temporary. This includes changing economic and social conditions and circumstances.

**Spatial Effects on Social Equality and Community Services:**

All parts of the Borough will benefit from improved access to a range of services and facilities and from the safeguarding and enhancement of services, community and infrastructure provision including healthcare, but particularly wherever new development takes place.

Employment land provision will have a balanced distribution allowing for all parts of the Borough to easily access a range of jobs, with the north of the Borough being affected the most.

**Cumulative Effects on Social Equality and Community Services:**

Cumulative effects will reflect the spatial effects, as where there is most new development, there is most chance of a cumulative effect on community equality and services. Cumulatively, measures proposed that will contribute towards sustainable communities in all policies should have a significant positive effect on community health as a receptor and equality, leisure and education.

**Summary of Recommended Mitigation / Enhancement for Social Equality and Community Services:**

The implementation of the Core Strategy is not expected to have any negative impacts on social equality and community services. The potential for negative impacts may arise if there is a failure in implementing the full range of Core Strategy policies.

It will be essential to ensure that new development is designed and built with all equality groups in mind, including disabled and elderly residents, women and ethnic minorities and the very young.

SA Topic	Local Economy and Employment	
SA Objectives	6. To offer everybody the opportunity for quality employment 18. To support a strong, diverse, vibrant and sustainable local economy to foster balanced economic growth across Bury	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy
The Borough is characterised by low	In the short term existing unfavourable economic trends	The policies identified within the Core Strategy generally strive

<p>quality and low paid employment and low job density. Employment deprivation is a key issue in some areas of the Borough, particularly in Bury East and Radcliffe and the Brandlesholme Estate in Bury West.</p> <p>Statistics indicate forecasted decline in manufacturing employment and rising levels of worklessness in the Borough.</p> <p>There is a limited existing supply of employment land and there is significant pressure to redevelop existing employment land and premises for residential uses.</p>	<p>would be likely to continue, including deprivation and low job density.</p> <p>Without the implementation of the Plan the Council may struggle to align land use planning with infrastructure planning.</p> <p>Without the Core Strategy a 'business as usual approach' is likely to result in piecemeal development and may result in regeneration opportunities for the Borough being missed.</p> <p>In terms of retail and town centres, without the implementation of the Core Strategy the NPPF will have a positive impact as it seeks to ensure retail and other main town centre uses are located in town centre locations.</p>	<p>to meet SA Objectives 6 and 18 and will have a very positive effect over the lifetime of the Plan.</p> <p>By improving local job prospects for new and existing residents, the Core Strategy will also help to counteract the level of out-commuting. The provision of better quality local employment opportunities could help tackle the earnings gap between those living in the Borough who are locally employed and those who work outside the Borough. The provision of a wide range of employment opportunities should also have positive indirect effects on the vitality of communities and the sense of wellbeing amongst residents of Bury.</p>
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Secondary / Indirect Effects on Local Economy and Employment:

The local economy and employment topic is interrelated to all the other sustainability topic areas identified within this report. Other areas of sustainability which are explicitly linked to economic growth and employment, include those relating to the physical environment (air quality, housing provision, open space, transport) and to the social environment (community health and equality, education and skills, and leisure) and as such, these can have a number of secondary impacts on the local economy and employment.

For example, the availability of land resources can have significant secondary impacts on the local economy and employment as the reuse and redevelopment of derelict, vacant and underused land in preference to Greenfield sites can help to tackle physical and environmental decay, which in the long term can help stimulate economic activity.

Similarly, the quality of the built and physical environment can have secondary impacts on the local economy and employment; a high quality environment can attract and help stimulate investment.

The provision of both social and physical infrastructure can also have secondary impacts on the local economy and employment. If suitable physical infrastructure is in place, such as employment sites and transport connections, this can stimulate and meet the needs of employment growth. Good social infrastructure will attract new businesses and employees, as such areas will be an attractive place to live and do business. Education and skill levels can have significant secondary impacts on the local economy, as level of skills can influence the number of new business start ups in an area and a high skill level can encourage higher income jobs to be created.

<p>Short, Medium and Long-term effects and Temporary / Permanent effects on Local Economy and Employment</p> <p>The positive effects seen in the short / medium term should continue in the long term, especially in terms of access to employment opportunities and increased economic activity in the Borough.</p> <p>Like all economic growth, the impacts are likely to be temporary. However, the conditions needed to stimulate economic growth have much more permanent effects such as good infrastructure.</p> <p>The implementation of the Core Strategy policies in relation to local economy and employment will have a permanent impact, for example the development of a town centre if the development of employment land is considered permanent.</p> <p>Likewise, the development of employment and other commercial development on previously developed land will help to encourage urban renaissance and is likely to have a permanent impact.</p> <p>The success of the Borough's economy is tied to that of the UK economy as a whole, and as such, there will be other spatial planning issues in relation to the local economy and employment that will evolve over the lifetime of the Core Strategy and beyond which will mean that some effects become temporary. This includes changing economic and social conditions and circumstances.</p>
<p>Spatial Effects on Local Economy and Employment:</p> <p>All parts of the Borough will benefit from economic growth, regeneration and the provision of a wide range of employment opportunities, but particularly wherever new economic development takes place, which is more likely to be in urban areas.</p>
<p>Cumulative Effects on Local Economy and Employment:</p> <p>Cumulative effects will reflect the spatial effects, as where most new development is located, there is most chance of a cumulative effect on local economy and employment. Cumulatively, measures proposed that will contribute towards a sustainable transport system, increased education opportunities, greater housing choice, enhanced community facilities and a sustainable environment in all policies should have a significant positive effect on the local economy and employment.</p>
<p>Summary of Recommended Mitigation / Enhancement for Local Economy and Employment:</p> <p>Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on the local economy and employment - particularly in the medium to long-term when the policy measures will have had time to take effect and provide conditions for the economic growth required to generate the level and range of employment opportunities which will meet the needs of the Borough.</p>

SA Topic	Housing	
SA Objectives	4. To improve access to good quality, affordable and resource efficient housing	
Current Status	Likely situation without the plan	Situation under the Second Draft Publication Core Strategy

<p>There is a need to accommodate future housing targets including the need for special needs housing and for social rented accommodation, as well as intermediate affordable housing across the Borough.</p> <p>There is also a need to support and locate new development in locations which reduce reliance on the private car and minimise the distance people have to travel, and to ensure equal access to housing, employment and services for all the community through an integrated public transport network.</p>	<p>In the short term existing unfavourable housing trends would be likely to continue, including a limited choice of housing options and a growing affordability issue. The poor condition of some of the housing stock would also be likely to remain.</p> <p>Ultimately, without new housing policies the current planning policy framework is ill-equipped to deal with the future housing needs of the Borough.</p>	<p>The policies identified within the Core Strategy generally strive to meet SA Objective 4 and will have a very positive effect over the lifetime of the Plan.</p> <p>Two of the key challenges facing the Borough relate to meeting the needs of an increasingly ageing population and increasing the supply of affordable housing. The implementation of the Core Strategy will help to ensure that everyone has the opportunity of living in a decent and affordable home and that specific housing needs are met. This in turn will help to reduce social inequalities within the Borough.</p>
<p>Secondary / Indirect Effects on Housing:</p> <p>Other areas of sustainability are explicitly linked to housing, including those relating to the physical environment (employment provision, open space, transport) and to the social environment (community health and equality, local economy, education and skills, and leisure) and as such, these can have a number of secondary impacts on housing. For example, a diverse local economy can have positive secondary impacts on housing choice and can support housing growth through the attraction of potential residents and investors.</p>		
<p>Short, Medium and Long-term effects and Temporary / Permanent effects on Housing:</p> <p>The Core Strategy should result in an increase to the supply of housing (including affordable housing) within the Borough, whilst also creating mixed and balanced communities.</p> <p>The positive effects seen in the short / medium term should continue in the long term, especially in terms of meeting existing and proposed housing needs in the Borough.</p> <p>The implementation of the Core Strategy policies in relation to housing will have a permanent impact.</p>		
<p>Spatial Effects on Housing:</p> <p>All parts of the Borough will benefit from increased housing quantity, location, quality, affordability and choice, but particularly wherever new housing development takes place. The most positive effects will likely be in the Bury and Radcliffe regeneration areas as to a lesser extent in Ramsbottom, Tottington, Prestwich and Whitefield. There could also potentially be negative impacts on areas of landscape value within the Borough, depending upon where new housing is located.</p> <p>Some rural locations including a subset of villages and some areas of previously-developed land may receive positive impacts through the introduction of small housing opportunities which support local services.</p>		

Cumulative Effects on Housing:

Cumulative effects will reflect the spatial effects, as where most new development is located, there is most chance of a cumulative effect on housing. Cumulatively, measures proposed that will contribute towards a sustainable transport system, increased community facilities and services and increased economic activity should have a significant positive effect on housing.

Summary of Recommended Mitigation / Enhancement for Housing

Overall, the Second Draft Publication Core Strategy is envisaged to have a positive impact on housing, and result in an increase to the supply of housing (including affordable housing) and housing quality, whilst also creating mixed and balanced communities.

### 14.3 Cumulative and Synergistic Effects

- 14.3.1 This section looks at the performance of the plan on two levels. Table 14.1 below looks at the performance of the policies together. Appendix 4 looks at the performance of the plan in combination with other initiatives in the district. Some of the key cumulative and synergistic effects are set out in this section.
- 14.3.2 Table 14.1 below sets out the performance of the policies in the Second Draft Publication Core Strategy together, in relation to each of the SA topics. The policies have varying impacts on the different SA topics explored within this SA.
- 14.3.3 The table shows that in relation to heritage and landscape, biodiversity and water and land resources, the policies generally have a positive impact. The policies have a significantly positive cumulative impact on climatic factors and flooding, with a number of policies specifically addressing this theme.
- 14.3.4 The policies explored in Table 14.1 below also have a positive cumulative effect on transportation and air quality and local economy and employment. The policies have a particularly positive impact on the social and housing related SA topics.
- 14.3.5 The table in Appendix 4 shows that other initiatives in the Greater Manchester and neighbouring local authorities will contribute to the positive effects on the various SA topics caused by the Second Draft Publication Core Strategy report.
- 14.3.6 Neighbouring local authorities to Bury include Rossendale, Manchester, Bolton and Blackburn with Darwen. The authorities are at various stages of preparing their core strategies. None of the Core Strategies or associated planning policies identifies any major development that will have a negative impact on the Bury Second Draft Publication Core Strategy.
- 14.3.7 The Greater Manchester Local Transport Plan 3 proposes a series of new transport schemes throughout Lancashire, with a number within Bury. Many of the schemes within Bury will lead to improvements in public transport, which will have positive impacts on a number of the SA topics including transportation and air quality and climatic factors and flooding.
- 14.3.8 The Greater Manchester Waste DPD sets out detailed development control policies and identifies sites and preferred areas for a range of waste management facilities required up until 2020. The situation in combination with the Waste DPD ensures a positive impact on a number of the SA topics as any decision on the location of new waste sites has to take a number of these into consideration.
- 14.3.9 The Greater Manchester Biodiversity Action Plan (BAP) sets out a number of habitats that require protection in the Greater Manchester area. The situation in combination with the BAP

contributes to the positive impact on a number of SA topics, including heritage and landscape, biodiversity and water and land resources.

- 14.3.10 The situation in combination with the Greater Manchester Strategy ensures a positive impact on some of the SA topics, but does not have any significant impact on others. The strategy addresses the need to develop the low carbon economy, deliver sustainable transport and improve services available within the area.

**Table 14.1 – Cumulative Effects of the Policies Together**

Very Positive	Positive	No Effect	Negative	Very Negative
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SA Topics			Economy									Communities											Environment																		Transport				
	SF1	CP1	EC1	EC2	EC3	EC4	EC5	EC6	EC7	EC8	EC9	CO1	CO2	CO3	CO4	CO5	CO6	CO7	CO8	CO9	CO10	CO11	EN1	EN2	EN3	EN4	EN5	EN6	EN7	EN8	EN9	EN10	EN11	EN12	EN13	EN14	EN15	EN16	EN17	EN18	T1	T2	DEL1		
Heritage and Landscape	Positive	Very Positive				Positive						Positive	Positive	Positive			Positive						Positive	Positive	Positive	Positive	Positive	Positive	Positive															Positive	
Biodiversity	Positive											Positive	Positive	Positive								Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive																Positive
Water and Land Resources	Positive		Positive	Positive	Positive		Positive	Positive				Positive	Positive	Positive			Positive					Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive
Climatic Factors and Flooding	Positive	Positive					Positive					Positive	Positive	Positive			Positive								Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive
Transportation and Air Quality	Positive	Positive				Positive																																							Positive
Social Equality and Community Services	Positive		Positive	Positive	Positive	Positive	Positive	Positive		Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive																							Positive
Local Economy and Employment	Positive		Positive	Positive	Positive	Positive	Positive	Positive	Positive		Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive																							Positive
Housing	Positive					Positive						Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive	Positive																							Positive

## 14.4 Monitoring

- 14.4.1 Section 7 in Chapters 6-13 suggest a range of appropriate indicators for monitoring the significant environmental effects of policies within the Second Draft Publication Core Strategy. In the case of monitoring recommendations, it is important to note that these are initial recommendations. It will be up to the Council to consider the practicalities of monitoring and what might be achievable.
- 14.4.2 Monitoring significant effects is a key requirement of the SEA Directive: The SEA Directive states that “*member states shall monitor the significant environmental effects of the implementation of plans and programme in order, inter alia, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action*” (Article 10.1). The Environmental Report shall include “*a description of the measures envisaged concerning monitoring*” (Annex I (i)).
- 14.4.3 The Council must prepare Authority’s Monitoring Reports (AMR) setting out, amongst other things, the extent to which the policies set out in the DPDs and SPDs are being achieved. The significant effect indicators (for monitoring important effects identified by the SA) identified through the SA process should be monitored as part of the AMR process, which monitors the performance of the plan.

## 14.5 General Conclusions

- 14.5.1 Taking the cumulative effects of the Second Draft Publication Core Strategy together, the overall picture is positive.
- 14.5.2 Listed Buildings and Conservation Areas within the Borough are predominantly located within the main urban areas of Bury Town Centre, Whitfield, Prestwich and Ramsbottom. As the Second Draft Publication Core Strategy directs development towards these locations, the townscape and heritage values could be impacted. However, the policies within the Second Draft Publication Core Strategy (particularly EN14: Conserving and Enhancing the Borough’s Built Heritage and Landscape Character) incorporate measures that will ensure that this risk to key heritage assets within the Borough are minimised.
- 14.5.3 Although the Borough does not contain any landscapes of national importance, there are a number of distinctive landscape types located throughout. Given the level of development in the main urban areas, it is likely that areas of landscape value surrounding these are most likely to be affected. However, the Second Draft Publication Core Strategy contains a number of policies (particularly EN13 and EN14) that incorporate measures that will ensure the risk to areas of landscape value are minimised.
- 14.5.4 In relation to biodiversity, the Sites of Biological Importance (SBIs) located throughout the Borough (with the majority of these in and around Ramsbottom and Radcliffe) could be affected by development proposals. However, if developments are planned and managed appropriately in these areas and strong mitigation is put in place for any negative effects, the effect on biodiversity in SBIs could be minimal. Policies EN5 (Conserving an Ecological Framework and Promoting Ecological Enhancement) and EN6 (Conserving and Enhancing the Borough’s Natural Assets) will have a particularly positive effect on ensuring that sites of biodiversity value within the Borough are protected and enhanced. A number of policies within the plan would benefit from a cross reference to either/both of these policies to ensure that the protection and enhancement of biodiversity is considered as part of locating new development.
- 14.5.5 The Second Draft Publication Core Strategy seeks to locate development within existing urban centres, which will have a very positive impact on ensuring that land resources within the



- Borough are used sustainably. The Core Strategy specifically addresses the need to ensure new development does not result in contamination of land and promotes the remediation and regeneration of existing contaminated land through Policy EN15. The qualities of watercourses throughout Bury are likely to be maintained.
- 14.5.6 The Second Draft Publication Core Strategy will have a positive impact on tackling the impacts of climate change. As new development is directed towards existing centres, it will be located close to existing services. This will reduce the need to travel, which will in turn reduce the amount of carbon emissions produced through travelling. The Second Draft Publication Core Strategy also promotes the development of zero and low carbon infrastructure which will increase the potential for delivering sustainable energy throughout the Borough as well as means to control pollution through the development management process.
- 14.5.7 Areas at most risk of flooding within the Borough are Ramsbottom, and areas to the west of Bury Town Centre and an area along the River Irwell between Bury and Radcliffe. The risk of flooding will become greater with climate change. The Second Draft Publication Core Strategy addresses the need to take account of flood risk in development proposals. Cross references to the need to consider flood risk have been included within a number of the Core Strategy policies.
- 14.5.8 The main urban areas in the Borough and settlements close to the main transport routes are most likely to be significantly affected by air quality issues. Generally, the Second Draft Publication Core Strategy has a positive impact on air quality mainly via indirect impacts. Some of the policies within the report detail the need to locate new development sustainably and promote public transport provision within Bury, which will have a positive impact on air quality. The Second Draft Publication Core Strategy also promotes pollution control and renewable energy schemes as part of a low carbon economy, which is likely to have a positive impact on air quality.
- 14.5.9 In terms of transportation the areas likely to be significantly affected by the Core Strategy are Bury Town Centre and to a lesser extent the main towns of Radcliffe, Prestwich and Ramsbottom.
- 14.5.10 There are a number of policies in the Second Draft Publication Core Strategy that are expected to have a positive cumulative impact on social equality and community services. The Second Draft Publication Core Strategy seeks to create healthy and liveable urban neighbourhoods, provide social infrastructure (such as basic health, community and sports facilities, and open space) and raise levels of educational attainment. The impact of pollution on human health is also a considered through Core Strategy policy (Policy EN18 Pollution Control).
- 14.5.11 All parts of the Borough will benefit from economic growth, regeneration and the provision of a wide range of employment opportunities, but particularly where new economic development is directed. The overall effect of the Core Strategy on the local economy and employment is positive. The implementation of the Core Strategy will assist in the delivery of new employment opportunities within the Borough. The Core Strategy strongly focuses development needs upon the existing urban areas. This will help to achieve regeneration in the Borough, resulting in growth of the local economy over time.
- 14.5.12 The Core Strategy housing policies focus upon ensuring that the Borough delivers an overall balanced housing stock that meets the needs of new and existing residents. The development of new homes is likely to have a positive effect on meeting local housing needs and on the local economy through providing employment in the construction industry and an increase in the number of residents requiring goods and services. The most positive effects will likely be in the Bury and Radcliffe regeneration areas and to a lesser extent in Ramsbottom, Tottington, Prestwich and Whitefield.

## 15 Next Steps

- 15.1.1 As an integral part of the development of the Core Strategy, the Council is required to engage the community on the preparation of the plan under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, and on the Publication Version under Regulation 19.
- 15.1.2 Preparation of the Core Strategy has already been through a number of stages during which extensive stakeholder involvement has taken place. At this stage, the intention of issuing this SA Report alongside the Second Draft Publication Core Strategy DPD is to allow for representations to be made on all aspects on the Core Strategy prior to it being formally published, where representations can only be made in relation to issues of soundness (i.e. whether the Core Strategy is justified, whether it is effective and whether it is consistent with national policy) and legal compliance.
- 15.1.3 Respondents are requested to make representations on an official comment form that has been specifically designed to assist in making representations. The Council are keen to promote the submission of comments electronically and would encourage anyone with appropriate facilities to make their responses in this way. An electronic version of the official comment form can be found on the Council's web site. This form is in 'Word' format and you can type in your response and return it as an e-mail attachment to [planning.policy@bury.gov.uk](mailto:planning.policy@bury.gov.uk)
- 15.1.4 Alternatively, completed comment forms can be returned by post to the following address by no later than **30 November 2012**.
- Planning Policy and Projects Section  
Bury Council  
3 Knowsley Place  
Duke Street  
Bury  
BL9 0EJ**
- 15.1.5 Should the DPD undergo any further significant change in the future, including as a result of taking onboard consultation responses, the significant changes will also be subject to further SA.

# Glossary

## **Authorities' Monitoring Reports (AMR)**

Local authorities must publish information on the characteristics of the Borough, monitoring of policies and progress in preparing their Local Plans. These must be published as soon as the information becomes available.

## **Air Quality Management Area (AQMA)**

Non-permanent designation created if monitoring reveals that statutory air quality thresholds are being exceeded or will be exceeded in the near future.

## **Built Research Establishment Environmental Assessment Method (BREEAM)**

A voluntary measurement rating for green buildings that was established in the UK by the BRE. Since its inception it has since grown in scope and geographically, being exported in various guises across the globe.

## **Carbon Dioxide (CO<sub>2</sub>)**

A heavy odorless colorless gas formed during respiration and by the decomposition of organic substances; absorbed from the air by plants in photosynthesis.

## **Conservation Area**

A conservation area is a tract of land that has been awarded protected status in order to ensure that natural features, cultural heritage or biota are safeguarded. A conservation area may be a nature reserve, a park, a land reclamation project, or other area.

## **Core Strategy**

Core Strategy Document is the key compulsory Local Development Document specified in United Kingdom planning law. Every other Local Development Document is built on the principles it sets out, regarding the development and use of land in a Local Planning Authority's area. The principles should be in accordance with the Community strategy.

## **Development Plan Document (DPD)**

A Local Development Document which forms part of the statutory development plan, including the Core Strategy and Allocations and Proposals Map DPD.

## **Geodiversity**

Geodiversity is the variety of earth materials, forms and processes that constitute and shape the Earth, either the whole or a specific part of it.

## **Green Belt**

Green Belt is land which has been specifically designated for long-term protection in the NPPF. It is a nationally important designation. The essential characteristics of Green Belts are their openness and their permanence.

## **Green Infrastructure**

Green Infrastructure is a concept originating in the United States in the mid-1990s that highlights the importance of the natural environment in decisions about land use planning. In particular there is an emphasis on the "life support" functions provided by a network of natural ecosystems, with an emphasis on interconnectivity to support long term sustainability.

### **Greenhouse Gas (GHG)**

Greenhouse gases are gases in an atmosphere that absorb and emit radiation within the thermal infrared range. This process is the fundamental cause of the greenhouse effect.

### **Gross Value Added (GVA)**

An indicator of economic prosperity. It measures the contribution to the economy of each individual producer, industry or sector. It is based on the difference between the value of goods and services produced and the cost of raw materials and other inputs that are used in production.

### **Local Development Document (LDD)**

The individual documents that set out planning policies and guidance for the Borough for specific topics or for the geographical areas.

### **Local Plan**

The plan for the future development of the local area, drawn up by the local authority in consultation with the community.

### **Local nature Reserves (LNR)**

A Local Nature Reserve or LNR is a statutory designation made under Section 21 of the National Parks and Access to the Countryside Act 1949 by principal local authorities in England, Scotland and Wales. In Northern Ireland, the powers of district councils to establish LNRs are contained in Article 22 of the Nature Conservation and Amenity Lands (Northern Ireland) Order 1985.

### **Local Planning Authority (LPA)**

A Local Planning Authority is the local authority or council that is empowered by law to exercise planning functions for a particular area of the United Kingdom.

### **Local Strategic Partnership (LSP)**

Local strategic partnerships exist in nearly all local authority areas in England. They bring together representatives from the local statutory, voluntary, community and private sectors to address local problems, allocate funding, discuss strategies and initiatives.

### **Local Geological Sites (LGS)**

Local Geological Sites (formerly known as Regionally Important Geological Sites - or RIGS) are non-statutory sites that have been identified by local geo-conservation groups as being of importance. A potential Local Geological Site is put through an assessment panel and, if a site is dually recommended, is notified to the relevant local authority. By designating a Local Geological Site, the features identified then become a material consideration in any future development.

### **National Planning Policy Framework (NPPF)**

A statement setting out the Government's planning policies. Councils are expected to have regard to the NPPF in exercising their planning functions and in developing local planning policies.

### **Per capita consumption**

The amount of a commodity used by each person.

### **Previously Developed Land (PDL)**

Land which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. The definition covers the curtilage of the development. Previously developed land may occur in both built-up and rural settings.

### **Regional Spatial Strategy (RSS)**

Overarching strategy document produced by the Regional Planning Body. The RSS provides a spatial framework to inform the preparation of the LDF and will form part of the Statutory Development Plan. The North West RSS was adopted in September 2008. It remains the Government's intention to lay Orders in Parliament to abolish Regional Strategies, subject to the outcome of the environmental assessments process, which is ongoing.

### **Site of Special Scientific Interest (SSSI)**

Site of Special Scientific Interest is a special area to protect wildlife, habitats and geographic features based on scientific interest.

### **Special Areas of Conservation (SAC)**

A Special Area of Conservation (SAC) is defined in the European Union's Habitats Directive (92/43/EEC), also known as the Directive on the Conservation of Natural Habitats and of Wild Fauna and Flora.

### **Special Protection Areas (SPA)**

A Special Protection Area or SPA is a designation under the European Union directive on the Conservation of Wild Birds.

### **Strategic Environmental Assessment (SEA)**

Strategic Environmental Assessment (SEA) is a system of incorporating environmental considerations into policies, plans and programmes. It is sometimes referred to as Strategic Environmental Impact Assessment.

### **Strategic Flood Risk Assessment (SFRA)**

In England and Wales, Strategic Flood Risk Assessments (SFRAs) are a required part of the local planning process, as set out in Planning Policy Statement 25, produced by the Department for Communities and Local Government.

### **Strategic Housing Land Availability Assessment (SHLAA)**

A document that's primary objective is to identify sites with potential for housing, assess their housing potential and when they are likely to be developed.

### **Sustainable**

When making decisions in relation to land uses, local authorities have a duty to ensure that a development is sustainable. This means that a development or activity must meet the needs of people today without compromising the ability of future generations to meet their own needs.

### **Sustainability Appraisal (SA)**

In United Kingdom Planning Law a Sustainability Appraisal is an appraisal of the economic, environmental and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with sustainable development. Since 2001, Sustainability Appraisals have had to be in conformity with the Strategic Environmental Assessment EU directive.

### **Supplementary Planning Document (SPD)**

These are Local Development Documents that have not been subject to independent testing and do not have the weight of development plan status. Replaces Supplementary Planning Guidance.

### **Unitary Development Plan (UDP)**

In United Kingdom Planning Law a Unitary Development Plan is an old-style development plan prepared by a Metropolitan district and some Unitary Local Authorities, which contains policies equivalent to those in both a structure plan and local plan.