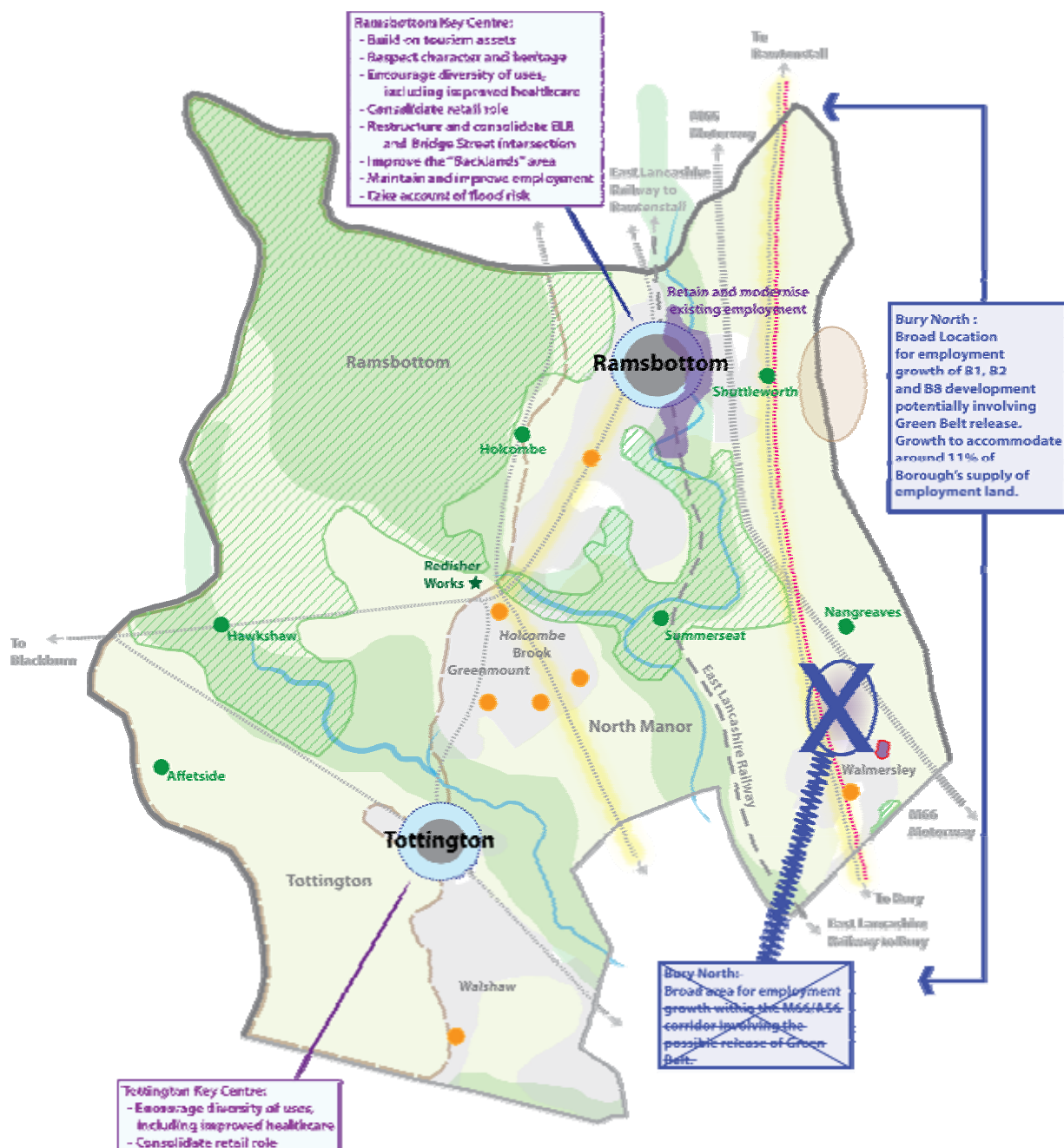


BURY LOCAL DEVELOPMENT FRAMEWORK

Extracts from the Core Strategy Highlighting Proposed Focused Change

December 2010



Introduction

In addition to a series of proposed minor changes, the Council is proposing to make a further change to the Publication Core Strategy that is considered to go beyond what can be reasonably interpreted as being minor.

These proposed focused changes do not involve a fundamental change to the strategy which remains unaltered. However, the proposed changes do derive from a proposal to broaden the scope and extent of the 'Bury North' Employment Development Area as set out under Policy SDS2 of the Spatial Development Strategy. The Publication Core Strategy identifies that increasing employment opportunities in the north will arise through the subsequent identification of a site through the Site Allocations DPD based on the sustainable transport corridor of the A56 with the added benefit of being attractive to the market by way of its position in relation to the M66 motorway. This resulted in the identification of a broad location in the vicinity of Junction 1 of the M66 in the Walmersley area of Bury.

However, representations received in respect of the identification of this broad area for employment growth have raised a number of issues and there are currently uncertainties with regard to the deliverability of increased employment opportunities within the confines of this broad location and how this may subsequently impact on the soundness of the Strategy for employment growth.

As such, the Council is proposing to introduce added flexibility to the Core Strategy by broadening the 'area of search' to cover the whole of the north of the Borough. In doing so, the Strategy to increase the provision of employment in the north of the Borough remains unchanged, as does the likelihood that the specific identification of a site or sites in the north would result in the release of Green Belt. The identification of a specific site or sites would be made through the Site Allocations DPD within the framework of the Core Strategy.

As a result of the above, the Council has prepared a Schedule of Proposed Focused Changes to the Publication Core Strategy (December 2010) that sets out a series of focused changes that the Council wish to see incorporated into the Core Strategy document prior to its formal examination.

In order to assist understanding of the implications of the changes listed in the Schedule of Focused Changes, this document includes extracts from the Core Strategy highlighting these proposed focused changes within the context of the document itself. All proposed focused changes are highlighted in **blue text**.

Areas of Restraint and Limited Growth

- 4.2.64 Strands 5 to 8 cover those parts of the Borough where the Strategy seeks to impose limitation and restraint on built development.
- 4.2.65 This is not to say, however, that these areas should necessarily remain dormant. Such areas may, for example, be suitable for, or in need of, other forms of investment such as improving the range of community facilities within village settlements or investment in new and improved green infrastructure.

Strand 5 - Protecting and Improving Open Land

- 4.2.66 Being part of the Greater Manchester conurbation, Bury is a relatively densely developed area although approximately 60% of the Borough can be classed as open land. This combination of urban and open land uses is considered to be central to the general character and attractiveness of the Borough as a place to live, work and visit.
- 4.2.67 The Borough's urban areas are tightly enveloped by significant areas of open land, most of which is currently designated as Green Belt. In addition to Green Belt, there are other areas of open land which, although not fulfilling Green Belt functions are, nevertheless, worthy of protection as open land in its own right. Such areas are located on the edge of the urban area and can provide important outlets for recreation and act as useful buffers between agricultural uses and the urban area.

Green Belt

- 4.2.68 The concept of Green Belt has been an essential element of planning policy for over 50 years and its fundamental aim is to prevent urban sprawl by keeping land permanently open. **National policy on Green Belts (as currently set out in PPG2)** identifies that **it Green-Belt** fulfils five main purposes in that it:
- checks the unrestricted sprawl of large built-up areas;
 - prevents neighbouring towns from merging into one another;
 - assists in safeguarding the countryside from encroachment;
 - preserves the setting and special character of historic towns; and
 - assists in urban regeneration, by encouraging the recycling of derelict and other urban land.
- 4.2.69 The Council will maintain a Green Belt within the Borough that, in broad terms, covers the following areas:
- In the north and west of the Borough between Bury and Bolton incorporating open land areas to the west of Ramsbottom and southwards through the Hawkshaw, Affetside and Ainsworth areas to the Bradley Fold area of Radcliffe;
 - the Irwell Valley between Bury and Ramsbottom;

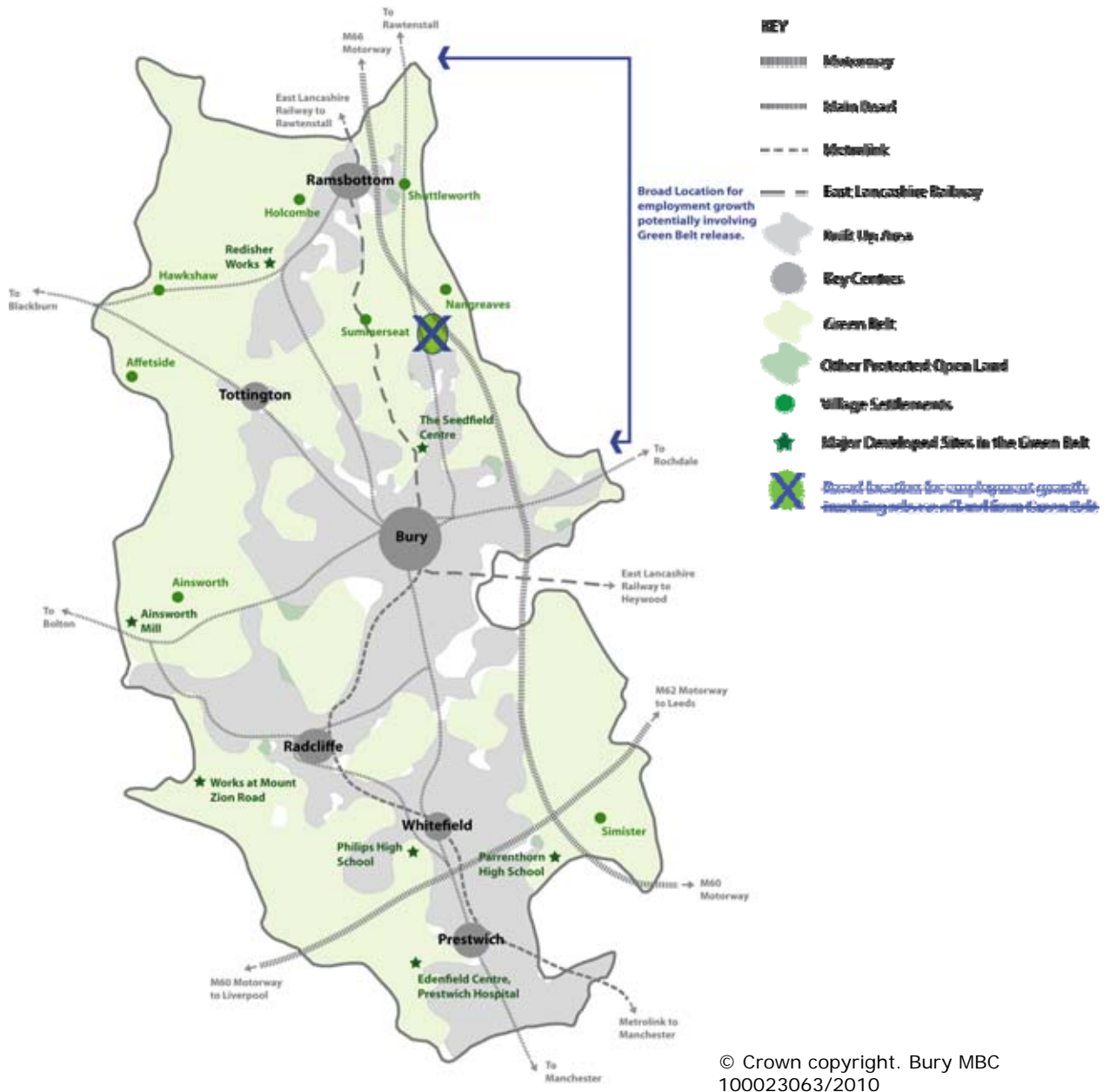
- in the north and east of the Borough between Bury and Rochdale incorporating open land areas to the east of Ramsbottom and southwards through Shuttleworth and Nangreaves and to the east of Walmersley;
- in the south and west of the Borough between Bury and Salford incorporating open land to the west of Radcliffe and southwards through Outwood, Phillips Park to the west of Prestwich; and
- in the south and east of the Borough between Bury and Heywood/Middleton incorporating open land to the east of the M66 at Pilsworth and southwards through Unsworth to the Simister area of Prestwich.

4.2.70 The Strategy for the Borough's local economy involves an intention to create a more dispersed pattern in the growth of employment opportunities and, in particular, to address current deficiencies in both the north and south of the Borough. Consequently, Policy SDS2 identifies a broad location for employment growth in the north of the Borough. The specific identification of a site [or sites](#) in this broad area will be made through the Site Allocations DPD and ~~may is likely to~~ result in the release of ~~up to 11 hectares of~~ land currently designated as Green Belt.

4.2.71 The potential economic and employment benefits that identifying a site in this area for employment purposes will form the basis for justifying very special circumstances to warrant the release of Green Belt. In particular, it could potentially contribute towards the economic performance of the Borough and the north of the Manchester City Region as well as reduce the environmental effects of out-commuting and help to address issues of deprivation in East Bury.

4.2.72 The detailed extent of the Green Belt will be identified on the Proposals Map.

Figure 17 – Green Belt, Other Protected Open Land, Village Settlements and Major Developed Sites in the Green Belt



- 4.2.73 Within the retained Green Belt, development will be restricted to those uses that are deemed appropriate forms of development in the context of **national policy on Green Belts PPG2**. All other development will, by definition, be considered to be inappropriate and for these types of development to be permitted in the Green Belt, there will be a requirement for an applicant to demonstrate very special circumstances.
- 4.2.74 The decline in traditional agricultural practices has led to some areas of the Borough's Green Belt becoming less well used and poorly managed. In order to address this issue, the Strategy is to promote more active and positive use of the Green Belt. More positive uses may, for example, include actively managing areas to make a better contribution to the

Borough's green infrastructure network, recreational assets or use for local food production.

- 4.2.75 The Council is intending to publish more detailed guidance on the implementation of Green Belt policy through a series of Supplementary Planning Documents.

4.3 Delivering a Competitive and Diverse Local Economy

- 4.3.1 The Core Strategy sees the development of a competitive and diverse local economy, that is also well connected to the wider economy of the Manchester City Region, as vital to the future success of Bury.
- 4.3.2 The Spatial Portrait identifies that Bury is well placed to play a major role in the modernisation and regeneration of the economy of the north of the Manchester City Region and that as part of this process it will be in both Bury's and the City Region's interests for Bury to move towards a positive and interdependent relationship with Manchester, with a growing number of successful local businesses and increased high-value job opportunities complimenting economic development in other parts of the City Region.
- 4.3.3 In terms of accommodating future economic growth and contributing towards Bury developing a more interdependent relationship with Manchester, it is considered that the LDF can make the most significant impact by:
- Protecting existing and suitable sources of employment and encouraging new, high quality investment and job opportunities by making provision for a wide range of sites for employment-related development;
 - creating thriving, vibrant centres during both the day time and evening by encouraging new retail investment where it is needed, alongside other uses such as leisure, entertainment, cultural and 'lifestyle' amenities; and
 - supporting and encouraging growth in the Borough's tourism and visitor economy.
- 4.3.4 The policies set out below describe how this will be achieved. **However, it should be noted that the LDF is one of a number of complementary means to secure the delivery of a competitive and diverse local economy. It sits alongside other economic development initiatives including the encouragement of business formation and the development of skills. Bury's objectives for the wider development of the Borough's economy is set out within the Bury Economic Strategy 2010 – 2018.**

Protecting Existing and Providing for New Employment Opportunities

What we are seeking to achieve

- 4.3.5 Some of the major concerns with respect to the Borough's existing local economy are connected to low quality and low paid employment opportunities, high levels of out-commuting and the need to create greater economic diversity in order to minimise the impact of declining

employment in the manufacturing sector. The LDF has a significant role to play in addressing these concerns.

- 4.3.6 Consequently, the LDF can contribute towards meeting the Community Strategy Ambition to make Bury a place that offers quality jobs for Bury people. Of particular significance is the role that the LDF can play in terms of encouraging inward investment through the identification of a comprehensive range of employment sites as well as through the retention and regeneration of existing employment areas and premises, where appropriate.
- 4.3.7 Strengthening and diversifying the Borough's local economy will not only bring about local benefits but will also contribute towards the economic aspirations for the north of the Manchester City Region to be able to compete more effectively for investment with other parts of Greater Manchester and the North West region as a whole.
- 4.3.8 In the context of Policy SDS2, references to 'employment' embrace business (B1), general industrial (B2) and warehousing (B8) uses.

How we are seeking to achieve it

Policy SDS2 Protecting Existing and Providing for New Employment Opportunities

The Council will seek to positively and proactively encourage sustainable economic growth in the Borough. In doing so, provision will be made for a sufficient quantity, quality and spatial distribution of employment opportunities by:

- Protecting existing sources of employment, where appropriate;
- Making provision for a comprehensive range of employment sites that are attractive to the market and are sufficient to meet the Borough's quantitative, qualitative and spatial needs as identified through the Bury Employment Land Review. In doing so, provision will be made for:
 - a) ~~Around 82~~ ~~Between 68 and 93~~ hectares of employment land to satisfy identified ~~basic~~ needs for 68 hectares to 2026 and to allow for an additional 20% margin of flexibility;
 - b) A diverse portfolio of sites covering a range of site sizes and employment uses that will encourage a move towards a better quality, knowledge-based local economy; and
 - c) A more balanced spatial distribution of employment land that reflects the priority locations set out in Policy SDS1 and which focuses employment growth in the following broad Employment Development Areas (EDAs):

Bury North – which will be an area promoted for an increase in employment provision in a range of Business (B1), General Industrial (B2) and Warehousing (B8) uses, including the encouragement of small and creative businesses, by capitalising on opportunities to recycle existing, older employment areas as well as through the provision of additional employment land ~~in the north of the Borough focussed on the M66/A56 transport corridor~~. The strategy is for this area to accommodate around 11% of the Borough's total future supply of employment land and up to 8% ~~This area has the potential to accommodate up to 13% of the Borough's total future supply of employment land and up to 10%~~ of the Borough's gross increase in jobs;

Bury Central – which will be promoted as the Borough's main focal point for the accommodation of higher density and good quality B1 office-based employment accounting for ~~around up to~~ 28% of the Borough's total future supply of employment land and up to ~~42% 36%~~ of the Borough's gross increase in jobs;

Irwell Bank – which will be promoted as an area for more indigenous and localised growth in a range of lower density Business (B1), General Industrial (B2) and Warehousing (B8) uses through the provision of new employment land as well as through the recycling of existing, older employment sites. This area has the potential to accommodate ~~around up to~~ 34% ~~30%~~ of the Borough's total future supply of employment land and up to ~~25% 28%~~ of the Borough's gross increase in jobs;

Pilsworth – which will be promoted as an area for growth in a range of Business (B1), General Industrial (B2) and Warehousing (B8) uses predominantly through the recycling of existing employment land and land currently used for leisure purposes. This area has the potential to accommodate ~~around up to~~ 16% ~~13%~~ of the Borough's total future supply of employment land and up to ~~13% 10%~~ of the Borough's gross increase in jobs; and

Bury South – which will be an area promoted for an increase in employment provision in B1 office development in and around Prestwich Key Centre as well as capitalising on opportunities to recycle and regenerate existing, older employment areas. This area has the potential to accommodate ~~around up to~~ 8% ~~13%~~ of the Borough's total future supply of employment land and up to ~~9% 14%~~ of the Borough's gross increase in jobs.

In the context of the above mentioned Employment Development Areas and in accordance with **national planning policy PPS4**, B1 office development will be primarily focused on the Bury Central and Bury South areas. Office development in other locations will only be allowed to come forward where it can be clearly demonstrated through a sequential assessment that there are no more central sites that are available, suitable or viable.

In seeking to encourage sustainable economic growth and reducing the need to travel, the Council will also support appropriate opportunities for home working.

Our approach and the reasons for it

- 4.3.9 In conjunction with other economic development initiatives, the LDF can make an important contribution towards the delivery of a sustainable, diverse and competitive local economy. In its broadest sense, the Strategy for the local economy is two-fold:
- Firstly, it involves the protection of existing sources of employment; and
 - Secondly, it involves seeking to attract new inward investment and high quality job opportunities through the provision of an appropriate range of employment sites that are sufficient to meet the Borough's quantitative, qualitative and spatial needs to 2026.
- 4.3.10 The general approach set out in Policy SDS2 is based on the recommendations of the Bury Employment Opportunities Study which specified that in order to ensure a more focused approach towards inward investment, the LDF should incorporate a hierarchy of employment resources including:
- A very limited number of areas which are considered to have the potential to attract the higher quality jobs in growth sectors – referred to in Policy SDS2 as Employment Development Areas;
 - A limited number of other major concentrations of employment uses – referred to in Policy SDS2 as Employment Generating Areas; and
 - Other employment land and premises.

Existing Sources of Employment

- 4.3.11 The Borough's existing sources of employment comprise established concentrations of employment uses (Employment Generating Areas) as well as other existing employment sites that are situated outside these Employment Generating Areas. In both cases, these are present throughout the Borough although there are notable concentrations of existing employment uses in the Bury and Radcliffe areas and a particular scarcity in both the north and south of the Borough.
- 4.3.12 In general, the Strategy is to maintain existing and suitable employment land and premises within the Borough. However, as part of the Bury Employment Land Review, the Council has identified a number of existing employment sites that are considered to be inappropriate for such uses and that will, should opportunities arise, be considered for alternative uses.

Employment Generating Areas (EGAs)

- 4.3.13 The Borough's EGAs comprise consolidated areas of employment uses which make an essential contribution to the Borough's wider local economy. Their importance is supported by the Bury Employment Opportunities Study and the Bury Employment Land Review which both recognise their role in terms of enabling a more focused approach towards the provision of employment opportunities and to meet a wide range of market demands for business accommodation.
- 4.3.14 The Borough contains fifteen significant concentrations of employment and these range from the older, inner industrial areas of Bury, Radcliffe and Ramsbottom to the more modern areas such as Park 17 and Pilsworth. These existing concentrations are referred to as Employment Generating Areas (EGAs).
- 4.3.15 The Borough's EGAs are as follows and their spatial distribution is identified on Figure 21:
- Ramsbottom
 - Bevis Green, Walmersley
 - Chamberhall, Bury
 - Fernhill, Bury
 - Freetown, Bury
 - Daisyfield/Bolton Road, Bury
 - Bridge Hall Lane, Bury
 - Pilsworth, Bury
 - Irwell Bank, Bury/Radcliffe
 - Bradley Fold, Radcliffe
 - Radcliffe East
 - Radcliffe West
 - Radcliffe New Road, Whitefield
 - Park 17, Whitefield
 - Mountheath, Prestwich
- 4.3.16 Precise boundaries for these EGAs will be established through the Site Allocations Development Plan Document.
- 4.3.17 In the main, the Strategy for the Borough's EGAs is one of consolidation and to retain these areas as a vital component of the Borough's existing supply of employment opportunities in business (B1), general industrial (B2) and warehousing (B8) uses. In support of this, the Council will encourage additional and appropriate employment development within EGAs where opportunities arise and, particularly in those EGAs containing older and more traditional employment premises, will support the regeneration of these areas through the introduction of new employment uses that are more akin to modern-day requirements. **The juxtaposition of parts of the Ramsbottom EGA with the town centre means that there may be scope to introduce a limited amount of tourism-related development where this is of a type and in a location that would support the wider tourism role of the town and would not have a negative impact on other businesses operating from the area.**
- 4.3.18 Within some of these EGAs, there are considered to be opportunities to accommodate significant levels of growth in employment, namely in the Chamberhall, Pilsworth, Irwell Bank and Mountheath areas and, on this basis, these EGAs also feature within Policy SDS2 as Employment Development Areas.

- 4.3.19 Proposals involving land designated as an EGA (or part of) will be determined in accordance with Development Management Policy DM2 and the intention is for this Policy to be supported by a more detailed Supplementary Planning Document.

Employment Sites Outside Employment Generating Areas

- 4.3.20 Outside recognised EGAs, the Borough contains a significant amount of other employment land and premises, sometimes within predominantly residential areas. These sites are often located within the heart of communities and can provide sustainable opportunities for people to work close to where they live, thus reducing the need to travel. Consequently, the Strategy broadly supports the retention of such sites as important local opportunities for employment.
- 4.3.21 However, it is recognised that, in some instances, there are employment sites outside EGAs that are currently in employment use but which represent inappropriate locations for employment-related activity. The Council will not actively seek to prevent employment activity from occurring on such sites. However, the Council will support the reuse or redevelopment of such sites for alternative uses were they to become available.
- 4.3.22 Indeed, the Bury Employment Land Review involved a detailed assessment of all employment land and premises in the Borough in order to determine whether or not sites were suitable, in principle, for employment use. This assessment involved an appraisal of 315 existing employment sites outside EGAs and concluded that a total of 59 sites covering 16 hectares were not considered to be appropriate for employment use.
- 4.3.23 The employment use of the remaining sites has been considered to be appropriate and such sites would only be considered for alternative uses if it can be unequivocally demonstrated that the retention of the site is no longer viable.
- 4.3.24 The Council's approach towards specific proposals involving the loss of existing employment land and premises outside EGAs is set out in Development Management Policy DM3 and will be supported in more detail by a Supplementary Planning Document.

Future Employment Land Needs and Supply

Identified Needs

- 4.3.25 The Bury Employment Land Review (ELR) concludes that there is a basic need to make provision for 68 hectares (gross) of employment land between 2007 and 2026. This is derived by establishing future trends in

employment from the Greater Manchester Forecasting Model (GMFM) and applying these trends to past take-up rates projected forward to 2026.

- 4.3.26 Although the use of forecasts provides a valuable tool for the generation of future employment land needs, providing employment land on the basis of the need generated from the forecast and historic take-up rates alone would not allow for developer choice or accommodate any unforeseen acceleration in economic growth. Furthermore, it would take no account of the Core Strategy's aspirations to achieve growth at levels beyond those previously achieved and for Bury to have a stronger and more modern local economy that is able to play a major role in the modernisation and regeneration of the economy of the north of the Manchester City Region.
- 4.3.27 Recent years have also seen uncertainties about the viability of delivering employment uses across whole sites without the need for cross-subsidy from other, higher value use, such as housing. The current economic downturn has brought issues of viability into sharper focus. It is anticipated that, in some instances, there may be similar issues of viability on other sites that are identified as forming part of Bury's potential employment land supply.
- 4.3.28 All of the above factors point to the need to allow for flexibility in identifying a future supply of land for employment purposes. ~~Consequently, it is considered prudent to identify a future need for employment land based on a range. The Employment Land Review has identified a total potential supply of 93 hectares of employment land and this has been incorporated into Policy SDS2 as the top end of the range with the basic 68 hectares forming the lower end. The identified need for around 82 hectares of employment land This range of 68-93 hectares includes an allowance for 20% is considered to provide an appropriate level of~~ flexibility to account for developer choice, potential economic changes, future aspirations for the local economy and the possibility of unforeseen losses of employment land and premises that are proven to be unviable for employment use, either in whole or part.
- 4.3.30 Policy W3 of the Regional Spatial Strategy sets out a sub-regional requirement for Greater Manchester to make provision for 2,285 ha. of employment land between 2005 and 2021 and specifies that local authorities and other partners within the sub-region should work together to agree the distribution of employment land within each sub-region.
- 4.3.31 In response to this, the Association of Greater Manchester Authorities (AGMA) commissioned Nathaniel Litchfield to undertake an Employment Land Position Statement that provides a response to the RSS requirement and culminates in the identification of what are considered to be appropriate levels of provision across each of the Greater Manchester districts, drawing on local evidence from district's Employment Land Reviews. This study was completed in August 2009.
- 4.3.32 In Bury's case, the Position Statement concluded that the requirement identified in Bury's Employment Land Review at that time was appropriate and recommended that the Borough should provide for a

range of between 77 and 92 hectares of employment land. However, since then, Bury's Employment Land Review has been updated to reflect new, less optimistic projections from the Greater Manchester Forecasting Model which has seen a slight reduction in the base requirement from 77 to 68 ha. Nevertheless, Bury's revised requirements are considered to be consistent with the findings of the Greater Manchester Employment Land Position Statement.

Committed Employment Land Supply

4.3.33 Bury's position in terms of employment land supply has been informed by regular annual monitoring. Figure 20 sets out the situation with regards to employment land supply as at 1 April 2010. This includes committed supply i.e. completions between April 2007 and April 2010, sites under construction, sites with an extant planning permission and outstanding UDP allocations that remain appropriate following appraisal in the Employment Land Review.

4.3.34 In terms of committed supply, Figure 20 shows that at 1 April 2010, the Borough has ~~41.65~~ 38.18 ha. of committed employment land.

Potential Future Employment Land Supply

4.3.35 In addition to the ~~41.65~~ 38.18 hectares of committed supply set out above, ~~Bury's Employment Land Review has identified~~ a further ~~50.96~~ 35.80 hectares of land ~~has been identified as being potentially that is considered~~ suitable for employment purposes.

New: The 35.80 hectares of potential employment land that has currently been identified does not, at this stage, include sufficient land to meet the overall need to make provision for around 82 hectares of employment land and to accommodate in the region of 11% of this within Bury North. Consequently, there will be a need to identify additional employment land within the Bury North area. This will be undertaken in conjunction with the preparation of the Site Allocations Development Plan Document.

Combined Employment Land Supply

4.3.36 Bury's committed and potential supply of employment land is as described in Figure 20.

Figure 20 – Bury’s Committed and Potential Employment Land Supply (1 April 2010)

Source of Supply		Site Area (Ha.)
Completions	April 2007 – April 2008	6.68 6.53
	April 2008 – April 2009	0.21
	April 2009 – April 2010	1.35 0.81
Sites under construction @ April 2010		0.27 1.84
Sites with planning permission		16.93 13.25
Outstanding UDP allocations (i.e. allocations without an extant planning permission and still suitable after ELR consideration)*		16.21 15.55
Additional potential employment sites (i.e. sites identified through Employment Land Review – excl any of the above)		50.96 35.80
Total		92.60 73.98

*10.93 ha. of existing, unimplemented UDP allocations were, for various reasons, deemed inappropriate to carry forward through the LDF process following assessment in the Employment Land Review.

4.3.37 Figure 20 shows that, when rounded, Bury’s combined employment land supply, as currently identified, is ~~93~~ 74 ha. However, the subsequent identification of additional land in the Bury North area will increase this level of supply.

The Quality and Diversity of Sites

4.3.38 From a diversity perspective, forecasting undertaken as part of the Bury Employment Land Review (utilising the Greater Manchester Forecasting Model) anticipates a significant increase in business (B1) employment and there is a need to reflect this within the future supply of employment land.

4.3.39 Whilst employment in the manufacturing sector is forecast to decline, its economic output is forecast to rise in the long term as a result of more technologically advanced and less labour-intensive manufacturing processes. As a result, provision is also made ~~within the portfolio~~ for B2 uses.

4.3.40 The Knowledge Economy has emerged as a key theme within national, regional and local economic development. Policy makers in Greater Manchester have adopted the knowledge economy as the vision for future economic development in the sub-region through the Manchester:

Knowledge Capital (MKC) prospectus, which itself is aligned to the Government's Northern Way initiative.

- 4.3.41 The Bury Employment Opportunities Study (King Sturge, December 2006) analysed the main growth and target sectors in the North West economy and this shows that Bury does have the characteristics to attract a number of knowledge-intensive sectors, including the digital and creative industries, finance and professional services, healthcare, biotechnology and public sector offices.
- 4.3.42 The forecasted increase in demand for business-related (B1) uses, the suitability of the Borough as a location for knowledge-based businesses and the need to modernise the economies of the north of the Manchester City Region all support the Core Strategy's approach of ~~seeking to~~ encouraging a shift in the focus of Bury's economy to one that ~~seeks to attract more focuses on~~ high quality, business-related employment opportunities.
- 4.3.43 In addition to improving the quality of job opportunities and providing a more diverse economic base, the encouragement of knowledge-based investment within the Borough has the potential to create realistic alternatives for those residents that currently travel outside the Borough to better quality and better paid work. Consequently, this approach has the potential to stimulate the added benefits of contributing towards reducing dependency on Manchester as well as reducing out-commuting and the environmental implications associated with it.

Broad Locations for Employment Growth (Employment Development Areas)

- 4.3.44 Throughout the preparation of the Core Strategy, it has been apparent that there is greatest support for an approach that seeks a more dispersed pattern of growth and development in the Borough as well as a reluctance to see Bury become a purely dormitory town. Although it is unrealistic to provide a completely even distribution of employment throughout the Borough, primarily due to the availability of land, the Strategy seeks to address the current spatial imbalance by identifying an increased level of provision in the north and south of the Borough where, traditionally, the provision of employment land has been very limited.
- 4.3.45 The Bury Employment Opportunities Study identified four sites/areas that are considered to be of strategic significance in terms of offering the greatest scope for growth sector investment. Chamberhall, Townside, Irwell Bank and Pilsworth ~~areas~~ are all considered to fall within this category. Furthermore, the 'Bury But Better' Vision and Development Strategy has identified other potential locations in and around Bury town centre that would be suitable for office development.
- 4.3.46 On the basis of the aspirations for a more dispersed pattern of employment growth, to improve the quality of job opportunities within the

Borough and to reflect the findings of both the Employment Opportunities Study and the 'Bury But Better' study, the Core Strategy identifies a number of key broad locations that will be the main focus for employment growth and development. These are identified as Employment Development Areas (EDAs) ~~and comprise the following broad locations:~~

New: Policy SDS2 identifies the extent to which each of the EDAs could contribute towards the overall supply of employment land. Similarly, the Policy gives an indication of the level of jobs that could potentially be generated within each EDA. It should be noted, however, that these job estimates are based on assumptions in terms of the type of employment that the areas would provide. Different types of employment operate at different job densities. For example, B1 office development will have more jobs per square metre of floorspace than a B8 warehouse development. Consequently, the expressed percentages for job creation are only intended to be a guide and should not be interpreted as a maximum.

New: The Strategy identifies five broad EDAs across the Borough, as follows:

Bury North

- 4.3.62 In order to address the current spatial imbalance, the Strategy seeks to ~~improve the quality of existing employment sites and~~ increase the provision of employment land in the north of the Borough ~~to around 11% of the Borough's overall supply of employment land.~~
- 4.3.63 This will be achieved through encouraging the recycling of existing employment land in the Ramsbottom Employment Generating Area to make provision for more modern and better quality employment ~~opportunities in a range of business (B1), general industrial (B2) and warehousing (B8) uses~~ as well as through the identification of new employment land ~~for a range of business (B1), general industrial (B2) and warehousing (B8) uses, including the small and creative business sector.~~
- ~~4.3.64 The nature and character of the Bury North area is considered to lend itself to the small and creative business sector and the Strategy is to support and encourage such businesses in this area.~~
- 4.3.65 Beyond the recycling and modernisation of existing, older industrial sites, the tightness of the Borough's Green Belt means that opportunities to significantly increase the provision of new employment land in the north is extremely limited, particularly within the existing urban area.
- 4.3.66 In terms of location, any such provision will not only need to provide employment opportunities for residents in the north of the Borough, but at the same time will need to conform with the wider priorities for growth identified through Policy SDS1 as well as being attractive to the market in order to ensure that it is realistically deliverable.

- ~~4.3.67 Within the context of Policy SDS1, opportunities to significantly increase employment provision in Ramsbottom or Tottington Key Centres is minimal and, given that the north of the Borough is generally affluent, it does not have the obvious regenerative needs of other, more deprived areas of the Borough.~~
- ~~4.3.68 On balance, therefore, the Strategy is to identify a broad location for employment growth in the north involving up to 11 hectares of land focused on the sustainable transport corridor of the A56 and with the benefits of being attractive to the market by way of its position in relation to the M66 motorway. Employment growth in this broad area would bring added benefits in terms of being reasonably accessible to areas of deprivation in East Bury. This area is considered suitable for a~~
- 4.3.70 The specific extent and location of a site or sites in this broad location will be identified in conjunction with the Site Allocations DPD.
- 4.3.71 Opportunities to significantly increase the provision of employment within the existing urban area of the north of the Borough are considered to be very limited. Consequently, the identification of a site or sites in this area may involve the release of land from the Green Belt. Should this be the case ~~The identification of a site in this area is likely to involve the release of land from the Green Belt.~~ However, it is considered that the contribution that such a site or sites would make to the quantitative, qualitative and spatial economic needs and the delivery of the Strategy for employment would provide the basis for exceptional circumstances to justify any such alteration to the Green Belt.
- 4.3.72 It is also anticipated that any site or sites identified outside the urban area within this broad location would come forward in the longer term allowing for other sites within the urban area to come forward in advance. ÷
~~* potential access constraints to be overcome; and~~
- 4.3.69 The north of the Borough is served by regular day time bus services, however it is accepted that reduced services are provided in the evening and in the more rural areas. These services, coupled with walking and cycling routes, would need to be enhanced and the implementation of travel plans will be necessary, to ensure that future development in the north of the Borough is complimented by an appropriate sustainable transport infrastructure.

Bury Central

- 4.3.47 'Bury Central' relates to a broad area in and around Bury Key Centre. As the sub-regional centre, Bury will provide for significant levels of employment growth and with it being one of the Borough's most sustainable locations will be the Borough's main focal point for the accommodation higher density and good quality B1a office development. This area is seen as the Borough's main opportunity to address current issues associated with poor quality and poorly paid

employment in the Borough through the introduction of high quality, knowledge-based investment.

- 4.3.48 The promotion of employment growth in the 'Bury Central' area is consistent with the general Spatial Development Strategy set out in Policy SDS1. In particular, employment growth in this area would align with a number of the priorities for growth, investment and regeneration given that it is focused on Bury Key Centre, is accessible from some of the Borough's most deprived neighbourhoods and is in a highly sustainable location being accessible by a wide range of transport modes.
- 4.3.49 Furthermore, the draft findings of a study of Greater Manchester's town centres undertaken by Drivers Jonas on behalf of AGMA indicates that Bury town centre is one of four centres (outside the city centre) that is capable of providing a wider 'engine' for sub-regional growth.

Irwell Bank

- 4.3.50 The employment area that sits between Bury and Radcliffe in the Dumers Lane/Radcliffe Road/Eton Hill Road area is referred to as Irwell Bank. This broad area has traditionally been one of the main focal points for industrial growth in the Borough and, as a result, continues to be a significant source of the Borough's overall employment land supply.
- 4.3.51 The Strategy is to exploit the existence of land in this area in order to consolidate and strengthen it as one of the Borough's main locations for employment growth. It is anticipated that this area will be suitable for more indigenous and localised growth in a range of lower density **business (B1) light industrial (B1b)**, general industrial (B2) and warehousing (B8) uses and will allow for the introduction of better quality and more modern employment provision - including capitalising on opportunities to recycle ~~ing~~ existing redundant and obsolete employment sites. Given its out-of-centre location, office (B1a) development will only be allowed to come forward where it can be clearly demonstrated through a sequential assessment that there are no more central sites that are available, suitable or viable.
- 4.3.52 In order to fulfil the potential of this area for employment generation and to reflect the findings of the Employment Opportunities Study, the Strategy involves the consolidation of what are currently three separate concentrations of employment focussed on Dumers Lane, Eton Hill Road and Warth. This will require the inclusion of additional land to the north and west of Swan Lodge that will effectively connect the three currently separate concentrations. This additional land is currently identified in the Unitary Development Plan as being part of the Borough's River Valley network but will make an important contribution towards establishing the Irwell Bank area as one of the Borough's main areas for employment growth.

- 4.3.53 This broad area lies roughly equidistant from two of the Borough's most deprived communities. Inner Radcliffe and East Bury both suffer from particular deprivation issues associated with income and employment and the provision of new employment opportunities in this area ~~will~~ **may** assist in alleviating these problems, consistent with Policy SDS1.
- 4.3.54 Whilst there is a high frequency bus service along the A56 Manchester Road and the A6053 Dumers Lane, close to the Irwell Bank EDA, it is accepted that bus services along Bury/Radcliffe Road would need to be enhanced to serve the local communities. Appropriate cycle and walking provision would also need to be improved to provide sustainable access to this area.
- 4.3.55 The Strategic Flood Risk Assessment has shown that there are issues of flood risk associated with the River Irwell in the general area between Bury and Radcliffe and any proposals within this area will need to take account of the Strategy for flood risk as set out in Strand 8 of Policy SDS1.
- 4.3.56 The area around Swan Lodge also includes features of ecological interest and any growth and development in this area will need to take account of this issue where there is potential for any impact.

Pilsworth

- 4.3.57 Pilsworth represents another area that has developed as one of the Borough's more strategic employment locations largely due to its location at junction 3 of the M66. The area also contains elements of retail and leisure uses, including a **bowling alley and a vacant** multi-screened cinema ~~and bowling alley~~.
- 4.3.58 The Strategy is to continue to support the Pilsworth area as one of the Borough's main locations for employment growth in a range of **business (B1) light industrial (B1b)**, general industrial (B2) and warehousing (B8) uses. Again, given its out-of-centre location, office (B1a) development will only be allowed to come forward where it can be clearly demonstrated through a sequential assessment that there are no more central sites that are available, suitable or viable.
- 4.3.59 The Strategy is to capitalise on opportunities for new employment-related development as well as opportunities to recycle existing, underused sites or sites whose use is no longer appropriate in the context of national ~~and regional~~ planning policy. For example, the current operator of the Pilsworth cinema **has relocated** ~~will be relocating~~ to the Rock development in Bury town centre which also includes the provision of a new bowling alley which, in turn, is likely to give rise to opportunities to consolidate Pilsworth's role as one of the Borough's strategically important employment locations.

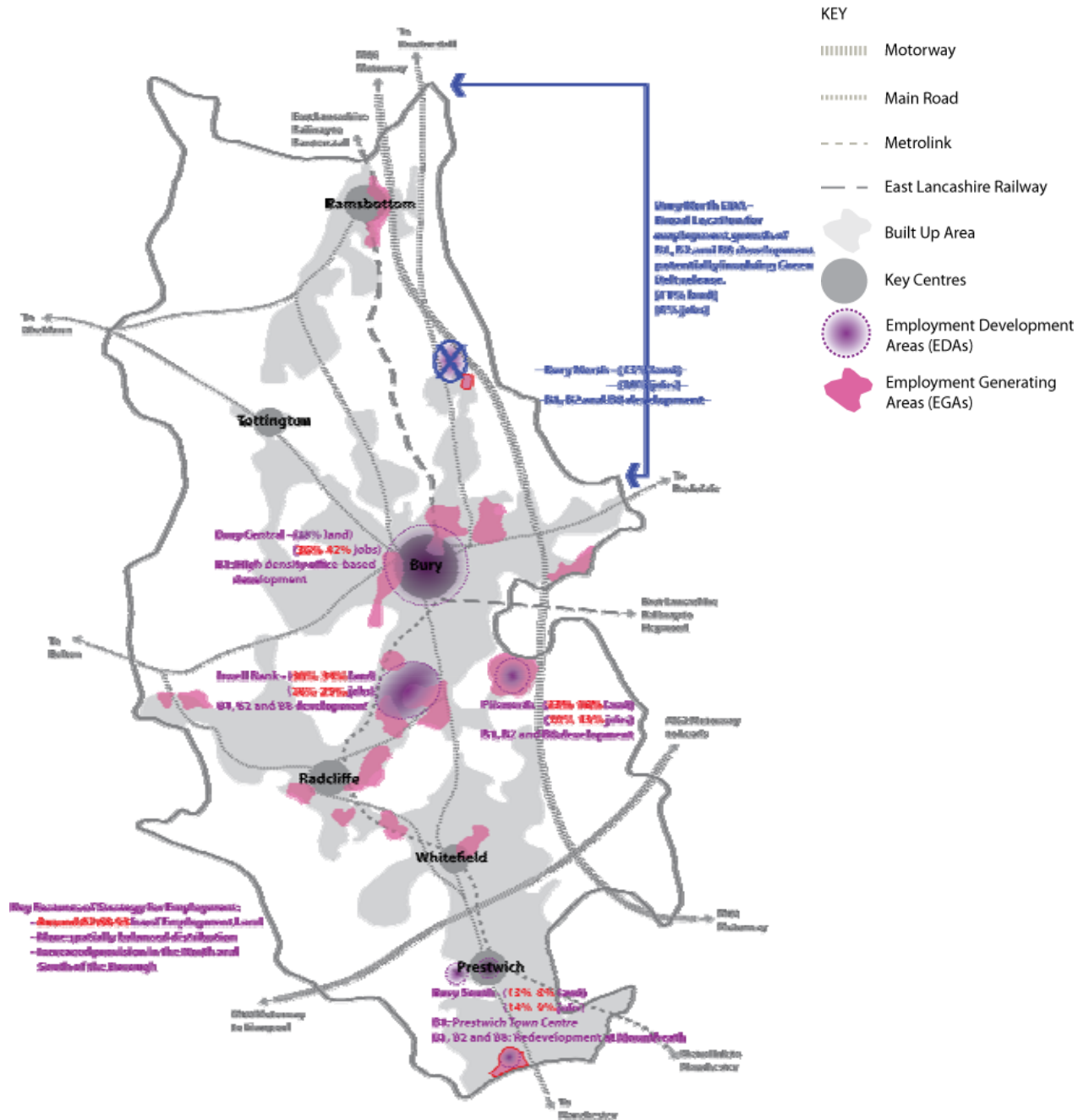
- 4.3.60 Although the Pilsworth area lies on junction 3 of the M66, it is still well connected to the East Bury regeneration area including access via the Roch Valley Green Way which allows access from the deprived East Bury area by foot or bicycle, and is consistent with main areas for growth, investment and regeneration set out in Policy SDS1.
- 4.3.61 Pilsworth EDA is currently served by limited bus services and it will be necessary to ensure sustainable patterns of travel are developed. New development will require travel plans which will highlight a package of measures to provide an appropriate sustainable transport infrastructure.

Bury South

- 4.3.73 In the south of the Borough, the Strategy is to accommodate an increased provision of employment in order to address current shortfalls in this part of the Borough as well as providing accessible opportunities for residents of the deprived areas of Besses in Whitefield and Rainsough in Prestwich.
- 4.3.74 Within the context of Policy SDS1, the identification of additional new land in the south of the Borough is severely restricted. The release of Green Belt is not considered to be an option on the basis that, unlike the intended release of Green Belt land in the north, any such release in the south would be unlikely to be in a sustainable location accessible by a choice of transport modes.
- 4.3.75 The Strategy for Prestwich Key Centre reflects the 'Love Prestwich Town Centre Strategy' and, in doing so, supports the introduction of new office (B1a) employment opportunities in and around the Key Centre and at the Prestwich Hospital site. It is considered that such an approach will assist in increasing employment provision in the south of the Borough in sustainable locations, consistent with the priorities set out in Policy SDS1.
- 4.3.76 Further growth in employment in the south is considered to be restricted to the redevelopment and intensification of existing, older employment areas in sustainable locations. An opportunity is considered to exist in the Mountheath area adjacent to Sedgley Park district centre. At present, this existing employment area ~~contains opportunities for employment growth, intensification and modernisation is, for the most part, occupied by ageing industrial units that would benefit from redevelopment to high quality and higher density employment~~ in a range of business (B1), general industrial (B2) and warehousing (B8) uses. However, existing access constraints at the junction of Bury New Road and George Street would need to be overcome as part of any redevelopment proposals.
- 4.3.77 Figure 21 reflects the Spatial Development Strategy for employment growth within the Borough's five broad Employment Development Areas

and also highlights the Borough's existing concentrations of employment uses (Employment Generating Areas).

Figure 21 - Broad Distribution of Employment Growth and Development (Employment Development Areas) and Existing Employment Generating Areas



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Office Development

4.3.78 In the past, the lack of available and suitable sites has meant that the Borough has not made significant inroads into the office market. However, recent progress in bringing sites forward, such as at Townside and Chamberhall in central Bury have provided an opportunity for the

Borough to become a more recognised office location. However, recent progress has largely involved public sector investment and the challenge for the future is to provide the sites and create an environment that will encourage private sector investment.

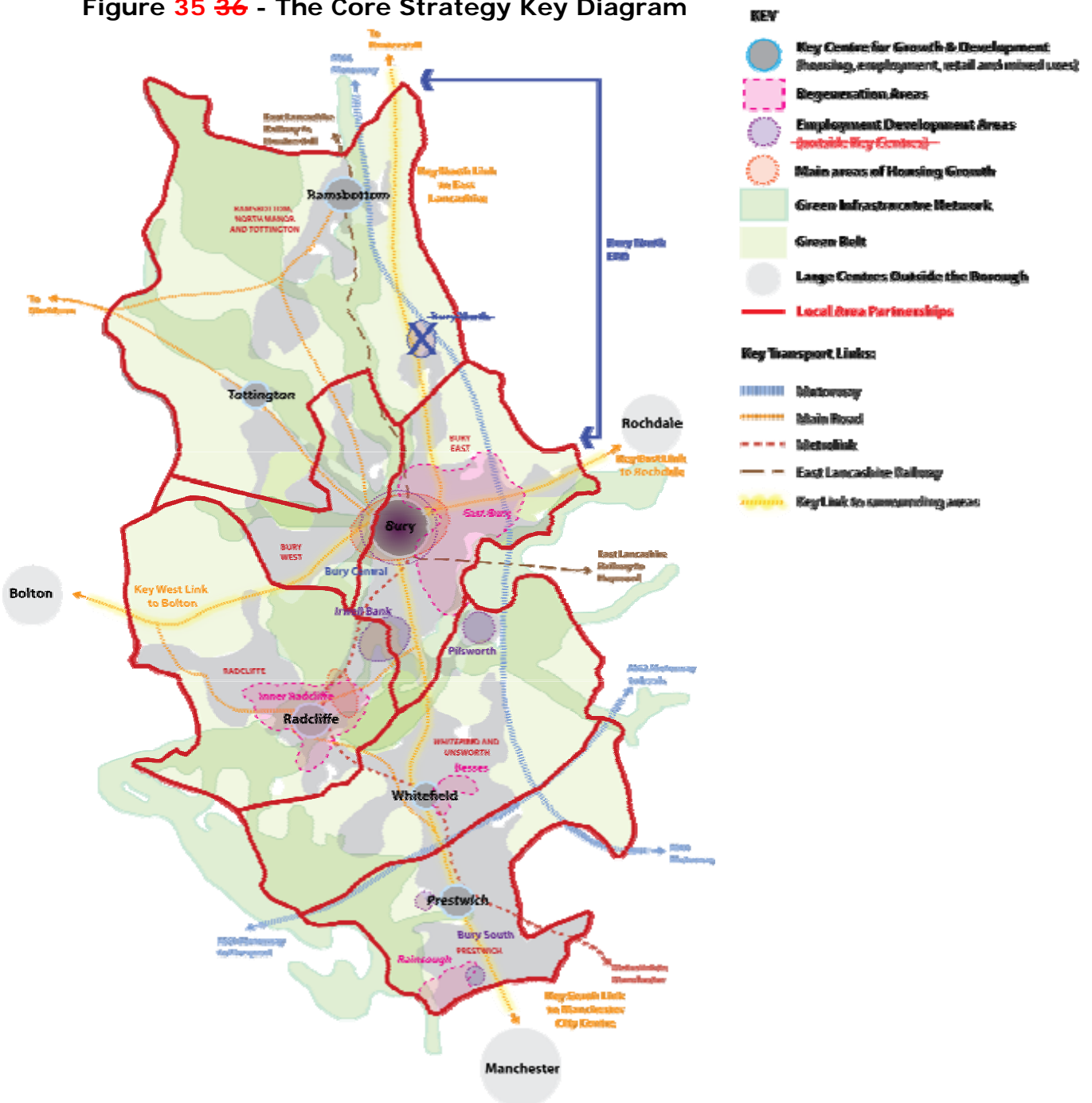
- 4.3.79 It is acknowledged that national **planning policy on economic growth (as currently set out in PPS4)** ~~within PPS4: 'Planning for Sustainable Economic Growth'~~ includes office development as one of the main town centre uses and the Strategy's approach of identifying 'Bury Central' as the main focus for the Borough's future supply of office development, with additional opportunities highlighted in the Bury South area is consistent with this national policy.
- 4.3.80 Nevertheless, ~~despite the fact that the Strategy seeks to accommodate the vast majority of new office development in and around Key Centres it is considered that the anticipated level of need for new office development cannot be met solely within more central locations. Consequently, it may be necessary for other less central locations to contribute towards meeting needs for office accommodation. in the face of a market that has traditionally made it difficult for the Borough to attract significant levels of office development, it is considered appropriate to identify other broad locations as having the potential for accommodating office development.~~
- 4.3.81 This will allow for the subsequent identification of a wide range of sites that will offer choice to the market and, thus, maximise the potential for Bury to attract high quality, private sector, office-based employers into the Borough and to enable Bury to contribute towards regional aspirations for the transformation of the local economy of the northern part of the Manchester City Region.
- 4.3.82 However, in accordance with **national policy PPS4**, office **(B1a)** development **in** less central locations will only be allowed to come forward where it can be clearly demonstrated through a sequential assessment that there are no more central sites that are **available, suitable or viable** ~~suitable or available~~.

Bury: How it will Look

5

5.1 The Key Diagram is a diagrammatic interpretation of the main features of the Spatial Development Strategy at the Borough-wide level. This is followed by a more detailed breakdown of the Key Diagram for the Borough's six Local Area Partnerships.

Figure 35 36 - The Core Strategy Key Diagram



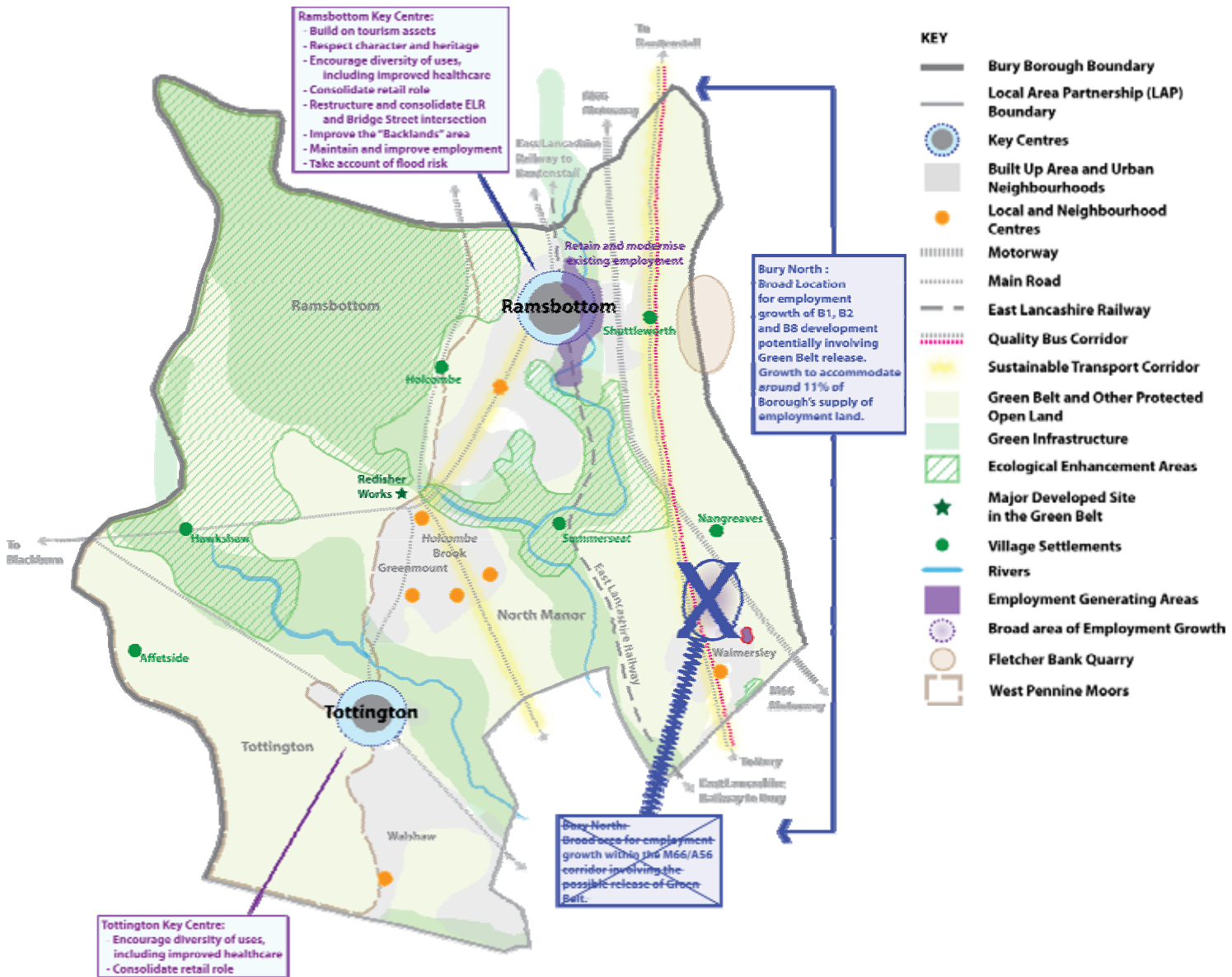
Local Area Partnership Frameworks

Ramsbottom, Tottington and North Manor

What we are seeking to achieve

An area that reflects and reinforces its heritage and local landscape character with distinctive and predominantly residential neighbourhoods including village settlements that have good access to a range of local shops and services. The area will build on its existing tourism assets supported by a network of green infrastructure based largely on the Upper Irwell Valley. The area will also will become a place that offers increased provision of local job opportunities.

Figure 36 37 – Ramsbottom, Tottington and North Manor LAP Framework



How we are seeking to achieve it

The main elements of the Strategy that apply to Ramsbottom, Tottington and North Manor are:

- **KEY CENTRES:** Support the role and function of Ramsbottom and Tottington as vital and viable centres containing a range of uses that support their surrounding communities.
- **URBAN NEIGHBOURHOODS:** Strengthen the character and identity of urban neighbourhoods such as Ramsbottom, Tottington, Walshaw, Greenmount, Holcombe Brook and Walmersley.
- **EMPLOYMENT:** Retain, recycling and modernising existing employment provision, particularly to the north and east of Ramsbottom town centre, and capitalise on the character of the area to attract smaller, creative industries. Increase employment opportunities in the north of the Borough through the provision of additional employment land [in the M66/A56 transport corridor](#).
- **RETAIL:** Consolidate the retail roles of Ramsbottom town centre, Tottington district centre and other local and neighbourhood centres.
- **TOURISM AND CULTURE:** Safeguard and build on tourism assets such as the East Lancashire Railway and the West Pennine Moors, particularly in the Ramsbottom area.
- **HOUSING:** Accommodate around 10% of the Borough's housing target primarily through smaller infill development on previously-developed sites.
- **OPEN LAND:** With the exception of a possible release of Green Belt to accommodate increased employment provision in the north, retain Green Belt designations in the Irwell Valley and to the east of Ramsbottom through Shuttleworth and Nangreaves.
- **VILLAGE SETTLEMENTS:** Strengthen the character, role and function of Shuttleworth, Holcombe, Hawkshaw, Summerseat, Affetside and Nangreaves and seek to ensure that their communities have good access to shops, services and other facilities.
- **COMMUNITIES:** Support communities by encouraging new and improved facilities, such as enhanced health care facilities in Ramsbottom and Tottington Key Centres, and encourage healthier lifestyles through improved access to open space, sport and recreation.
- **GREEN INFRASTRUCTURE:** Conserve, enhance and manage a network of green infrastructure based largely on the Upper Irwell and Kirklees Valleys.
- **ECOLOGY:** Retain features of ecological value and prioritise enhancements to ecological features in Hawkshaw and the Irwell Valley north of Summerseat.
- **FLOOD RISK:** Manage flood risk – particularly that associated with the River Irwell and the Critical Drainage area that affects Ramsbottom due to surface water run off from the surrounding hills.
- **TRANSPORT:** Improve access by walking and cycling, develop innovative and adaptable public transport in the more rural areas and support the combined use of the East Lancashire Railway as a heritage and commuter railway.