

REPORT FOR DECISION

DECISION MAKER:	COUNCIL
DATE:	3 JULY 2013
SUBJECT:	BURY LOCAL PLAN – PUBLICATION CORE STRATEGY
REPORT FROM:	CABINET MEMBER – ENVIRONMENT
CONTACT OFFICER:	PAUL ALLEN – HEAD OF PLANNING POLICY AND PROJECTS
TYPE OF DECISION:	COUNCIL (KEY DECISION)
FREEDOM OF INFORMATION/STATUS:	This paper is within the public domain
SUMMARY:	<p>Following consultation on an initial draft of the Publication Core Strategy between November 2011 and January 2012 and a second draft between October and November 2012, and as a result of updated evidence, the Core Strategy has been amended and a final Publication version has been produced.</p> <p>Members are being asked to approve the final Publication Core Strategy for a further six week period of statutory consultation in order to establish stakeholder views on its content. Following on from this consultation, any necessary revisions will be incorporated into the document prior to it being formally submitted to the Secretary of State along with any representations received in response to this latest consultation. Following submission, the document will be subject to a public Examination in front of an independent Inspector who will assess the 'soundness' of the document and will consider all representations made at this formal Publication stage. Assuming that the document is found sound, the Council would then be in a position to formally adopt the document.</p> <p>It is important, therefore, that Members are satisfied with the content of the Core Strategy at this stage as this document will guide the future development of the</p>

	<p>Borough up to 2029 and, after this stage, it is not anticipated that there will be significant amendments to the document.</p> <p>The Publication Core Strategy is available at the Members' Information Point and has been made available in electronic format to all Members.</p>
OPTIONS & RECOMMENDED OPTION	<p>Option 1 (Recommended option)</p> <ul style="list-style-type: none"> i) That Members approve the Publication Core Strategy, and the supporting documentation, together with the proposed measures outlined in this report to receive representations. ii) That Members authorise the Director of Communities and Neighbourhoods, in consultation with the Cabinet Member for Environment, to approve any subsequent minor revisions to the Core Strategy document in the light of representations received or other minor matters requiring a revision such as a change in circumstances, ahead of the Core Strategy being submitted to the Secretary of State and being subject to Examination. <p>Option 2</p> <p>That Members seek revisions to the proposed content of the Publication Core Strategy prior to further consultations and participation and/or Members seek revisions to the proposed measures for undertaking consultation and participation – Members to specify the nature of any revisions to be sought.</p> <p>Reasons</p> <p>The approval of the Publication Core Strategy is an important stage in the production of the Core Strategy for Bury's Local Plan and it is necessary to ensure that all interested parties have an opportunity to play a part in this process.</p>
IMPLICATIONS:	
Corporate Aims/Policy Framework:	<p>Do the proposals accord with the Policy Framework? Yes</p> <p>The existing Bury UDP forms part of the Council's Policy Framework (being one of the statutory plans listed under Article 4 of the Council's Constitution) and will be replaced eventually by Local Plan documents to be produced under the arrangements of the Planning and Compulsory Purchase Act 2004 and statutory instruments and guidance</p>

	resulting there from.
Statement by the S151 Officer: Financial Implications and Risk Considerations:	<p>The Core Strategy will be a fundamental part of the planning policy framework which will form the basis for guiding growth and development within the Borough to 2029. Approval of the Publication Core Strategy for consultation and revision in response to stakeholder views will reduce the risk of challenge when it is formally submitted to the Secretary of State for an Examination in Public.</p>
Statement by Executive Director of Resources:	<p>The ongoing work involved in progressing the Core Strategy towards its adoption will continue to require significant commitment of staff resources, particularly from the Planning Policy and Projects Section. The Examination in Public will also require significant financial resources.</p> <p>The costs of previous work have been met from existing revenue budgets, and contributions have been made from the Development Plan Reserve which can be used as necessary to fund one-off costs. At 31st March 2013 the balance available on the Reserve was £156,653 and it is proposed that the Inspector costs for the Examination in Public and costs associated with the publication and adoption of the Core Strategy, be met from this amount.</p>
Equality/Diversity implications:	<p>No</p> <p>An initial screening has been undertaken (see attached assessment) and as there were no negative impacts identified for affected groups, there is no requirement to proceed to a Full Impact Assessment.</p>
Considered by Monitoring Officer:	<p>Yes</p> <p>The Monitoring Officer is satisfied that the proposals set out in this report are consistent with the statutory requirements placed on the Council as Local Planning Authority, within the Council's Policy Framework and within the legal powers of the Council.</p>
Wards Affected:	All
Scrutiny Interest:	

TRACKING/PROCESS

DIRECTOR: K G Atkinson - CN

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners
	Briefing 14/06/13		
Scrutiny Committee	Committee	Council	
Local Plan Members' Group		The previous Core Strategy has been presented to Council on 30/06/10 and 23/12/10	

1.0 BACKGROUND

- 1.1 Members will be aware that the Core Strategy is a key part of Bury's Local Plan and will form the basis for guiding future growth and development within the Borough to 2029.
- 1.2 **The Publication Core Strategy is available at the Members' Information Point and has been made available in electronic format to all Members.**
- 1.3 Following the withdrawal of the previous Core Strategy an initial revised draft Publication Core Strategy was prepared. This was approved by Executive on 9 November 2011 and consultation was subsequently undertaken on this document between November 2011 and January 2012.
- 1.4 As a result of comments received, the release of the National Planning Policy Framework and updated supporting evidence, the Core Strategy was then significantly updated and restructured and the extent of the changes meant that it was considered necessary to undertake a further period of consultation on a Second Draft Publication Core Strategy. The Second Draft Publication Core Strategy was approved by Cabinet on 10 October 2012 and subject to further consultation in October/November 2012.

Summary of Comments Received on the Second Draft Publication Core Strategy

- 1.5 During consultation on the Second Draft Publication Core Strategy, a total of 366 representations were received. Of these, 318 were submitted in connection with the Gin Hall site, 241 of which were standard letters.
- 1.6 Overall, the main areas of objection revolved around the following issues:

Gin Hall

- § The Council has failed to consult properly;
- § The proposal will generate unacceptable levels of traffic;
- § No evidence that it would reduce the level of out-commuting;
- § Location next to a motorway is unsustainable;

- § The site is within a residential area and its development would affect house prices;
- § Other existing employment sites are being released for residential use e.g. Bevis Green and Spur petroleum;
- § There are numerous existing vacant employment premises;
- § Gin Hall is an important recreation and wildlife asset; and
- § The scoring of the site in the Employment Land Review is inappropriate.

Housing

- § Current housing target of 400 p.a. is contrary to the Regional Strategy (*Note: the Regional Strategy has since been revoked*);
- § Need to accommodate higher levels of housing with alternative suggested targets of 700-800, 535 and 700-850 houses per annum;
- § Meeting these increased development needs will require land within the Green Belt;
- § Housing densities should be increased within the urban area in order to reduce pressure on the countryside and to have a reduced housing target.

Green Belt/ Other Protected Open Land

- § Green Belt should be reviewed in order to accommodate increased development needs;
- § Other Protected Open Land will be required to meet development needs;
- § The protection of Other Protected Open Land should be maintained.

Employment

- § Object to the need to make a financial contribution to compensate for the loss of employment land;
- § Need to review Employment Generating Areas (EGA) to allow for a more diverse range of uses within them;
- § Object to employment land needs and supply;
- § Need to make provision for additional employment land;
- § Object to EGA status being maintained on the Bevis Green site (Tetrosyl);
- § Fletcher Bank Quarry should be identified for employment purposes;
- § Mountheath EGA should be identified for housing;
- § Bealy's Industrial Estate (Dumers Lane) should be identified for housing.

Retail

- § There is limited justification for the provision of additional comparison retailing in Bury Town Centre and question the Bury Retail Study;
- § There is need for additional food retailing in Ramsbottom;
- § Object to the floorspace thresholds for requiring an Impact Assessment;
- § Retail should be included within the acceptable uses within the Pilsworth EGA.

Protected Recreation

- § There is an opportunity for the redevelopment of Radcliffe Borough's Stainton Park for residential together with improved recreational and community facilities;
- § The policy on protected recreation should be more flexible in order to accommodate the redevelopment of Bury FC's ground at Gigg Lane;
- § The greenspace adjacent to Christ Church Walmersley should be retained;

- § The greenspace adjacent to Christ Church Walmersley should be released and protected recreation status removed.

Renewable Energy

- § Objection to additional wind turbines in areas such as Affetside, Holcombe Moor and the Turton Road area of Tottington.

Duty to Co-operate

- § The Council has failed to satisfy its obligation to co-operate.

- 1.7 All representations made in relation to the Second Draft were fully considered and, where it was considered appropriate, the document was amended as a result. These amendments together with other changes that were necessary as a result of further updates to supporting evidence, have fed into the **final Publication** version of the Core Strategy.

2.0 ISSUES

Broad Content and Structure of the Publication Core Strategy

- 2.1 Early chapters in the document describe a **Spatial Portrait** of the Borough as it is today and identifies a number of **Key Issues** that need to be addressed. The document then identifies a **Spatial Vision** and a series of **Strategic Objectives** designed to be the foundation of the Core Strategy's approach and setting the broad direction that will contribute towards addressing the identified issues.
- 2.2 Central to the document is Chapter 4 which sets out the **Strategy**. This includes a range of both **Spatial and Development Management policies** that will be used as the basis for determining future development proposals.
- 2.3 The Spatial policies will set the framework for the amount and location of new development that should be accommodated within the Borough to 2029 as well as areas of the Borough where built development will be restrained. The Development Management policies will provide a more detailed, criteria-based framework for the consideration of specific planning applications.
- 2.4 The Core Strategy also includes a series of **Township Frameworks** which set out the key features of the Core Strategy as they relate to the Borough's six Townships.
- 2.5 The Publication Core Strategy is presented on a topic basis covering the following five themes:
- **Delivering Sustainable and High Quality Development:**
Under this theme sits Bury's Spatial Framework which underpins the Core Strategy and which seeks to achieve a network of thriving and sustainable communities across the Borough. It also includes a policy expressing a presumption in favour of sustainable development and a policy seeking to ensure the delivery of high standards of design and layout in new development.
 - **Delivering a Competitive and Diverse Local Economy:**
To achieve this aim, the Strategy includes policies that seek to protect existing sources of employment and provide opportunities for new inward

investment (including the identification of opportunities at Gin Hall, subject to Green Belt policy); create thriving town centres; and develop attractive tourism and cultural assets.

- **Promoting Strong, Vibrant and Healthy Communities:**

To achieve this aim, the Core Strategy includes policies that seek to deliver a choice of quality housing – including a target to deliver 400 dwellings per year; provide for affordable housing; meeting the needs of gypsies, travellers and travelling showpeople; address the needs of Regeneration Areas; and supporting healthy and inclusive communities.

- **Improving and Managing the Borough's Environment:**

Under this theme, the Core Strategy includes policies that seek to retain current Green Belt boundaries; protect valuable green spaces and wildlife assets; manage flood risk; reduce carbon emissions; and protect built heritage assets and valuable landscape features.

- **Improving Transport and Connectivity;**

Under this theme, the Core Strategy includes policies designed to reduce the need to travel and improve accessibility and connections between places.

2.6 These five themes run throughout the Core Strategy and this allows the user to follow the process of policy development from the initial issues through to the subsequent vision and objectives and finally through to specific policies and Township Frameworks. The document is also structured in a way that demonstrates a natural progression from where the Borough is today, to how it is intended to see it develop in the future.

2.7 The Core Strategy also includes chapters setting out how the Strategy will be **delivered** and how it is intended to **monitor** the effectiveness of the various policies.

Consultation and Next Steps

2.7 The preparation of the Core Strategy has already been subject to extensive consultation throughout the earlier stages of its production. Ongoing dialogue has been maintained with key stakeholders, interested parties and the wider community to inform the latest stage.

2.8 With the approval of the final Publication Core Strategy, the Council will make the document, together with other supporting documents and revised evidence, available for a period of six weeks to receive comments and representations on its content. It is envisaged that this period will run from **2 August to 13 September 2013**.

2.9 Statutory consultation procedures are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. In addition, the Council has also prepared its own Statement of Community Involvement (SCI) which sets out how the Council will involve the community in preparing and revising all local planning documents and in making decisions on planning applications. Members should be aware that a revised version of the SCI has recently been subject to consultation but that the consultation measures that will be employed for the Publication Core Strategy will be consistent with both the existing and proposed version of the SCI.

- 2.9 Statutory agencies, relevant national organisations, local community groups and bodies which represent local businesses will be invited to make representations, along with individuals and organisations that have previously expressed an interest in the Core Strategy. The consultation period for the Publication Core Strategy will also be advertised in the local press, on the Council's web site and Twitter feed to ensure that the wider community are made aware of the document.
- 2.10 Given that there has been extensive consultation on two previous drafts of the Publication Core Strategy, it is not anticipated at this stage that the document will require fundamental amendments prior to the document being formally submitted to the Secretary of State before being subject to an Examination into the 'soundness' of the Strategy by a Government-appointed independent Inspector.
- 2.11 Any comments made during consultation on the Publication Core Strategy will be submitted to the Secretary of State together with the Core Strategy and its supporting documentation and will be considered by the Inspector in conjunction with the Examination.
- 2.12 At this stage, it is anticipated that submission of the Core Strategy will take place in December 2013 with the subsequent Examination taking place in March 2014. Adoption of the Core Strategy is provisionally scheduled for September 2014.

3.0 CONCLUSION

- 3.1 This report has drawn Members' attention to the Publication Core Strategy. Many of the elements of the document have been developed through an extensive programme of issues, options and preferred options, together with ongoing consultation with key stakeholders, interested parties and the general public.
- 3.2 Members are requested to approve the final Publication Core Strategy. In approving this document, Members need to be satisfied that this is the planning policy framework which they wish to see adopted for the Borough.

List of Background Papers:

The complete evidence base for the Bury Core Strategy is listed at Appendix 4 of the Publication Core Strategy.

Other key documents informing the Core Strategy include:

Planning and Compulsory Purchase Act 2004
National Planning Policy Framework (NPPF) (March 2012)
Bury LDF – Key Issues Discussion Paper (February 2006)
Bury LDF – Core Strategy First Stage Issues and Options (June 2006)
Bury LDF – Core Strategy First Stage Issues and Options – Consultation Statement (June 2007)
Bury LDF – Core Strategy Second Stage Issues and Options (July 2007)

Bury LDF – Core Strategy Second Stage Issues and Options – Consultation Statement (September 2007)
Bury LDF – Core Strategy Preferred Options Report (February 2008)
Bury LDF – Statement of Community Involvement (Revised January 2010)
Bury LDF – First Draft Publication Core Strategy (November 2011)
Bury Local Plan – Second Draft Publication Core Strategy (October 2012)
Publication Core Strategy Sustainability Appraisal and Strategic Environmental Assessment (June 2013)
Habitats Regulations Assessment of the Impact on European Protected Sites of Bury Council’s Publication Core Strategy (June 2013)
Bury Publication Core Strategy Flood Risk Sequential Test (June 2013)

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Equality Analysis Form

The following questions will document the effect of your service or proposed policy, procedure, working practice, strategy or decision (hereafter referred to as 'policy') on equality, and demonstrate that you have paid due regard to the Public Sector Equality Duty.

1. RESPONSIBILITY

Department	Environment and Development Services	
Service	Planning Policy and Projects	
Proposed policy	Local Plan: Publication Core Strategy	
Date	3 July 2013	
Officer responsible for the 'policy' and for completing the equality analysis	Name	David Wiggins
	Post Title	Principal Officer: Development Planning
	Contact Number	0161 253 75282
	Signature	
	Date	13 June 2013
Equality officer consulted	Name	John Cummins
	Post Title	Development Manager
	Contact Number	0161 253 6089
	Signature	
	Date	13 June 2013

2. AIMS

What is the purpose of the policy/service and what is it intended to achieve?	The purpose of the Core Strategy is to guide the future use and development of land in the Borough up to 2029.
Who are the main stakeholders?	The main stakeholders involved in the Core Strategy are local residents, developers, land owners, businesses, planning and development consultants, infrastructure providers, interest groups and representative bodies.

3. ESTABLISHING RELEVANCE TO EQUALITY

3a. Using the drop down lists below, please advise whether the policy/service has either a positive or negative effect on any groups of people with protected equality characteristics.

If you answer yes to any question, please also explain why and how that group of people will be affected.

Protected equality characteristic	Positive effect (Yes/No)	Negative effect (Yes/No)	Explanation
Race	Yes	No	The Core Strategy includes a policy designed to ensure that the needs of gypsies, travellers and travelling showpeople are met.
Disability	Yes	No	The Core Strategy includes policies for ensuring that the needs of people with mobility difficulties are taken into account in determining proposals for new development as well as ensuring that provision is made for housing for people with special needs.
Gender	No	No	
Gender reassignment	No	No	
Age	Yes	No	The Core Strategy includes a policy designed to ensure that provision is made for housing for people with special needs, including the elderly.
Sexual orientation	No	No	
Religion or belief	No	No	
Caring responsibilities	No	No	
Pregnancy or maternity	No	No	
Marriage or civil partnership	No	No	

**3b. Using the drop down lists below, please advise whether or not our policy/service has relevance to the Public Sector Equality Duty.
If you answer yes to any question, please explain why.**

General Public Sector Equality Duties	Relevance (Yes/No)	Reason for the relevance
Need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	No	
Need to advance equality of opportunity between people who share a protected characteristic and those who do not (eg. by removing or minimising disadvantages or meeting needs)	Yes	The Core Strategy includes policies that are specifically designed to make provision for special needs housing, including housing for the elderly as well as meeting the needs of gypsies, travellers and travelling showpeople.
Need to foster good relations between people who share a protected characteristic and those who do not (eg. by tackling prejudice or promoting understanding)	No	

If you answered 'YES' to any of the questions in 3a and 3b

Go straight to Question 4

If you answered 'NO' to all of the questions in 3a and 3b

Go to Question 3c and do not answer questions 4-6

3c. If you have answered 'No' to all the questions in 3a and 3b please explain why you feel that your policy/service has no relevance to equality.

4. EQUALITY INFORMATION AND ENGAGEMENT

4a. For a service plan, please list what equality information you currently have available, **OR** for a new/changed policy or practice please list what equality information you considered and engagement you have carried out in relation to it.

Please provide a link if the information is published on the web and advise when it was last updated?

(NB. Equality information can be both qualitative and quantitative. It includes knowledge of service users, satisfaction rates, compliments and complaints, the results of surveys or other engagement activities and should be broken down by equality characteristics where relevant.)

Details of the equality information or engagement	Internet link if published	Date last updated
The evidence supporting the Core Strategy is subject to regular and on-going monitoring to ensure that the policy framework is appropriate and relevant.	http://www.bury.gov.uk/index.aspx?articleid=5190	On-going
The Core Strategy has been subject to numerous consultation exercises throughout its preparation and stakeholders will have the opportunity for continued engagement until the Strategy is adopted.		On-going

4b. Are there any information gaps, and if so how do you plan to tackle them?

No

5. CONCLUSIONS OF THE EQUALITY ANALYSIS

What will the likely overall effect of your policy/service plan be on equality?	Positive
If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?	N/A
Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.	No
What steps do you intend to take now in respect of the implementation of your policy/service plan?	Once adopted, the policies within the Core Strategy will be used to determine planning applications for new development.

6. MONITORING AND REVIEW

If you intend to proceed with your policy/service plan, please detail what monitoring arrangements (if appropriate) you will put in place to monitor the ongoing effects. Please also state when the policy/service plan will be reviewed.

The Core Strategy will be continually monitored in order to determine the effectiveness of its policies.

COPIES OF THIS EQUALITY ANALYSIS FORM SHOULD BE ATTACHED TO ANY REPORTS/SERVICE PLANS AND ALSO SENT TO THE EQUALITY INBOX (equality@bury.gov.uk) FOR PUBLICATION.