

## AGENDA FOR

## OVERVIEW AND SCRUTINY COMMITTEE

*Contact:* Julie Gallagher  
*Direct Line:* 0161 253 6640  
*E-mail:* julie.gallagher@bury.gov.uk  
*Web Site:* www.bury.gov.uk

**To: All Members of Overview and Scrutiny Committee**

**Councillors :** D.Vernon, C Walsh, R Bernstein (Chair),  
C Birchmore, N Boroda, L Dean, U Farooq, G McGill,  
K Peel, M Powell and L Smith

Dear Member/Colleague

### **Overview and Scrutiny Committee**

You are invited to attend a meeting of the Overview and Scrutiny Committee which will be held as follows:-

<b>Date:</b>	Tuesday, 20 July 2021
<b>Place:</b>	Council Chamber, Bury Town Hall
<b>Time:</b>	6.00 pm
<b>Briefing Facilities:</b>	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
<b>Notes:</b>	

## AGENDA

### 1 APOLOGIES

### 2 DECLARATIONS OF INTEREST

Members of the Overview and Scrutiny Committee are asked to consider whether they have an interest in any matters on the agenda and, if so, to formally declare that interest.

### 3 MINUTES *(Pages 5 - 8)*

The minutes of the meeting held on 25<sup>th</sup> March 2021 are attached.

### 4 PUBLIC QUESTION TIME

A period of 30 minutes has been set aside for members of the public to ask questions on matters considered at the last meeting and set out in the minutes or on the agenda for tonight's meeting.

### 5 MEMBER QUESTION TIME

A period of up to 15 minutes will be allocated for questions and supplementary questions from members of the Council who are not members of the committee. This period may be varied at the discretion of the chair.

### 6 PUBLICATION OF THE PLACES FOR EVERYONE PLAN *(Pages 9 - 448)*

Prior to its consideration at Cabinet, Members are asked to review the attached report from the Leader of the Council, Councillor O'Brien.

### 7 MEETING THEME - THE ENVIRONMENT *(Pages 449 - 506)*

- A report from Councillor Alan Quinn – Cabinet Member Environment, Climate Change and Operations in respect of **Greater Manchester Clean Air Plan** is attached.
- A report from Councillor Alan Quinn – Cabinet Member Environment, Climate Change and Operations in respect of **Climate Strategy** is attached.

### 8 SUB-GROUP MEMBERSHIP

Julie Gallagher, Democratic Services will provide Members with a verbal update:

<b>Financial Monitoring Sub-Group</b>	W/C 6 <sup>th</sup> Sept	W/C 23rd Oct	W/C 17 <sup>th</sup> Jan	Lead Officer Sam Evans (S151 Officer)	Membership (so far) Cllr Bernstein Cllr Dean
<b>Performance Sub-Group</b>	W/C 13 <sup>th</sup> Sept	W/C 29 Nov	W/C 21 <sup>st</sup> Feb	Kate Waterhouse (and HS and SH)	Cllr Bernstein Cllr Vernon

## **9 URGENT BUSINESS**

Any other business which by reason of special circumstances the Chair agrees may be considered as a matter of urgency.

This page is intentionally left blank

**Minutes of:** **OVERVIEW AND SCRUTINY COMMITTEE**

**Date of Meeting:** 25 March 2021

**Present:** Councillor R Caserta (in the Chair)  
Councillors T Cummings, R Gold, J Harris, K Leach, B  
Mortenson, M Powell, S Smith, S Southworth, D Vernon,  
R Walker, C Walsh

**Also in Attendance:** Councillor O'Brien – Leader of the Council and Cabinet  
Member for Finance and Growth  
Councillor Rafiq – Cabinet Member for Corporate Affairs and  
HR  
Lynne Ridsdale, Executive Director – Corporate Core &  
Deputy Chief Executive  
Lisa Kitto – Deputy Chief Finance Officer  
Paul Lakin, Director of Economic Regeneration & Capital  
Growth

There were no members of the public were present at the meeting.

**Public Attendance:**

**Apologies for Absence:**

---

#### **OSC.01 DECLARATIONS OF INTEREST**

Councillor D Vernon declared personal interests in item 7, GM Police Representative Update, as a retired Police Officers with Greater Manchester Police.

Councillor Leach declared a personal interest in respect of item 5, Bury Let's Do It, as an employee of an organisation referenced in the report.

#### **OSC.02 PUBLIC QUESTION TIME**

No members of the public were present to ask questions under this item.

#### **OSC.03 MINUTES**

**It was agreed:**

That the minutes of the last meeting, held on 10 February 2021, be approved as a correct record.

**OSC.04 MATTERS ARISING**

There were no matters arising from the minutes.

**OSC.05 BURY LET'S DO IT BASELINE PERFORMANCE REPORT AND CORPORATE PLAN QUARTER 3 DELIVERY UPDATE**

Councillor Rafiq, Cabinet Member for Corporate Affairs and HR, presented what was the first performance report against Bury Council and CCG integrated Corporate Plan. It detailed delivery against planned priorities for Quarter 3 of the 2020/21 Corporate Plan which was published in autumn 2020.

This report set out:

- A summary of the contribution of the Council and the CCG to Bury Strategy outcomes
- An overview of delivery and key performance measures against each of the objectives of the corporate plan
- Baseline data for future performance reporting across relevant internal Key performance indicators and the seven key outcomes of the Let's do it! Strategy, which will be developed into an annual "State of the Borough" report for the Team Bury partnership

The report also included details of the performance management framework (PMF) which has been designed to support the monitoring of the delivery of Corporate Plan for Bury Council and Bury CCG.

Questions and comments were invited from Members of the Committee and the following issues were raised:

- In response to a question from Councillor Leach concerning life expectancy figures, Councillor Rafiq undertook to ensure that an answer relating to how the targets were arrived at would be provided.
- In response to questions concerning the content of the performance information, it was confirmed that the report contained a mix of outcome data from the Council and the Clinical Commissioning Group (CCG).
- In relation to questions about agile working, Councillor Rafiq explained that a policy was being developed for consultation with all staff across the Council. It is envisaged that a hybrid model of working would be most likely going forward.

**It was agreed:**

That the update be noted.

**OSC.06 REGENERATION BUDGET PLANS – UPDATE**

The Leader of the Council, submitted a report providing the Committee with an update on the key areas of regeneration activity that are being pursued for Bury, Radcliffe, Ramsbottom and Prestwich town centres. It was reported that Town

centres across the country have, for a number of years, been facing significant challenges that have eroded high street retailing and its role in underpinning the vitality and economic strength of town centres. The economic impact of the Covid-19 pandemic has led to a significant intensification and acceleration of these challenges, and this is likely to have far-reaching consequences for the economies of all town centres.

Plans are in progress to develop regeneration and redevelopment opportunities in the Borough's key town centres to help address the key challenges they face. This will include explore ways in which these centres can appropriately adapt in a way that helps them continue to be key economic drivers for the Borough.

Questions and comments were invited from Members of the Committee and the following issues were raised:

- With regard to the issue of existing businesses, the Leader confirmed that all businesses would be engaged with to ensure they are part of the vision going forward
- Councillor Powell highlighted the issue of the risks of increased prudential long term borrowing in the current economic climate. The Leader explained that there was capacity to borrow but that all requests to borrow have to be underpinned by a strong business case and demonstrate best value.
- In response to a question concerning plans to develop the Longfield Suite and precinct in Prestwich, the Leader acknowledged the need for the public 'buy in' and confirmed that detailed engagement and consultation would be undertaken before plans reached the formal planning stage.
- In response to a question from Councillor Harris concerning the former fire station site, Paul Lakin explained that monies were spent to demolish the building to prepare the site for strategic disposal and make it more attractive to potential developers.
- Councillor Walker raised the issue of the Interchange and the need for improvement. The Leader confirmed that Transport for Greater Manchester were looking to take forward a business case for the necessary improvement works.

**It was agreed:**

The report be noted.

**OSC.07 GREATER MANCHESTER POLICE REPRESENTATIVE UPDATE**

Further to Minute 08 of the meeting of this committee, held on 26 January a written update report was submitted for information from Councillor David Jones,

the Council's representative on the Greater Manchester Police, Crime, Fire and Rescue Panel.

**It was agreed:**

The report be noted.

**OSC.08 COVID RELATED GRANTS UPDATE**

The Committee received a report from the Leader of the Council and Cabinet Member for Finance and Growth setting out the position in relation to grants received and how they have been utilised. It was reported that the position on grants is fast changing with new announcements being made in response to different stages of the pandemic.

**It was agreed:**

The report be noted.

**OSC.09 VOTE OF THANKS**

The Chair, Councillor Caserta, thanked and paid tribute to retiring Councillors, namely, Councillors Cummings, Stella Smith and Walker.

**COUNCILLOR R CASERTA**  
**Chair**

**(Note: The meeting started at 6.30pm and ended at 9.10pm)**



<b>Classification</b>	<b>Item No.</b>
<b>Open</b>	

<b>Meeting:</b>	Overview & Scrutiny Committee – 20 <sup>th</sup> July CABINET – 21 <sup>st</sup> July
<b>Meeting date:</b>	20/21 July 2021
<b>Title of report:</b>	PUBLICATION OF THE 'PLACES FOR EVERYONE' JOINT PLAN
<b>Report by:</b>	Cllr. Eamonn O'Brien – Leader of the Council
<b>Decision Type:</b>	<b>Key Decision</b>
<b>Ward(s) to which report relates</b>	All

### Executive Summary

Up until December 2020 a joint development plan document of the ten Greater Manchester local authorities was being prepared. This was Greater Manchester's Plan for Jobs, Homes & the Environment (known as the Greater Manchester Spatial Framework - 'GMSF'). The GMSF 2020 had reached the Regulation 19 (Publication) stage of the process. However, the decision at Stockport Council's meeting on 3 December to not submit the GMSF 2020 to the Secretary of State for independent examination following the consultation period, and the subsequent resolution at its Cabinet meeting on 4 December not to publish the GMSF 2020 for consultation, in effect signalled the end of the GMSF as a joint plan of the ten districts.

S.28 (6)-(9) of the Planning and Compulsory Purchase Act 2004 and regulation 32 of the Town and Country Planning Local Plan Regulations apply where one authority withdraws from an agreement to prepare a joint DPD. Together they enable a joint plan to continue to progress in the event of one of the authorities withdrawing,

provided that the plan has “substantially the same effect” on the remaining authorities as the original joint plan.

This report presents proposals for the Publication of a joint DPD of the nine remaining Greater Manchester (GM) districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan), to be known as ‘Places for Everyone’ (PfE).

It sets out some background information in terms of how the plan has progressed from the GMSF to PfE 2021 within the context of planning law and Regulations, identifying the key differences between ‘Places for Everyone’ 2021 (PfE 2021) and GMSF 2020 and setting out an assessment of the necessary proposed changes.

It gives a summary of what PfE 2021 is and why it is being produced before setting out a strategic overview of what it is planning for across Greater Manchester and highlighting the key proposals for Bury in terms of homes, jobs, the environment, infrastructure, Green Belt and other background information. It also describes the key benefits that the PfE Joint Plan will bring to Bury, examines the implications of Covid and sets out the likely resource implications. It then describes when and how consultation on the Publication PfE 2021 will take place.

The text of the GMSF 2020 has been revised following the withdrawal of Stockport. The impact of these revisions and whether these would have substantially the same effect on the remaining nine districts and whether to recommend the PfE 2021 for district approval will be considered by the newly established Joint Committee of the nine participating districts on 20 July 2021. As such, the recommendations in this report are contingent on the decision of the Joint Committee.

Assuming that Cabinet approves PfE 2021 for consultation purposes, approval will also be sought from Full Council on 28 July 2021 to subsequently submit the plan, its supporting evidence and representations received in response to consultation to the Secretary of State for Examination.

### **Recommendation(s)**

Subject to the Joint Committee agreeing that the plan has substantially the same effect and recommending the plan to the districts, it is recommended that Cabinet:

1. Approves the Places for Everyone: Publication Draft 2021, including strategic site allocations and Green Belt boundary amendments, and reference to the potential use of compulsory purchase powers to assist with site assembly, and the supporting background documents, for publication pursuant to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for an 8-week period for representations to begin not earlier than 9 August 2021; and

2. Delegate to the Director of Economic Regeneration & Capital Growth authority to approve the relevant Statement of Common Ground(s) required pursuant to the National Planning Policy Framework 2019.

## **1 BURY'S DEVELOPMENT PLAN**

- 1.1 Bury's current development plan is the Unitary Development Plan which was adopted in 1997 and is now significantly out-of-date. The Council has twice tried and failed to get a replacement Local Plan in place over that time (2011 and 2014) but these met with significant challenge as to whether these plans met Bury's housing needs.
- 1.2 In the latter case, the prospect of a joint development plan for Greater Manchester was beginning to emerge and the Inspector undertaking the examination of the Local Plan in 2014 concluded that '*...given the potential significance of the GMSF to Bury, I can see sense, in the current situation, of awaiting its outcome before producing a plan*' and that '*...it was likely to be most appropriate for the Council to consider withdrawing the submitted Core Strategy*'.
- 1.3 The Council chose to pursue the approach recommended by the Inspector and focus efforts on the preparation of the GMSF before making significant progress on a Local Plan.

## **2 'PLACES FOR EVERYONE' JOINT PLAN – BACKGROUND**

- 2.1 The "Future of GM" paper in 2019 set out Greater Manchester's bold plans for the future in the face of uncertainty. Despite Covid-19 and the ongoing uncertainty about the UK's future trading relationships, the bold and ambitious vision for the city-region remains unchanged, although the actions prioritised to achieve some of those ambitions will inevitably have to change. Greater Manchester's ambition to continue to be - and further develop our position as - a global city-region, with strong and prosperous communities throughout as well as a thriving and productive economy remains. Without a clear, long term cohesive set of plans it becomes almost impossible to implement and deliver initiatives that will achieve this ambition.
- 2.2 Within this context, the need for a bold spatial plan to provide certainty and guide development, investment and infrastructure has never been stronger. Government has sent a very strong message that Covid-19 should not be a reason to delay either the preparation of statutory plans or the determination of planning applications through the publication of emergency guidance to enable local authorities to continue to exercise their planning functions in a Covid-19 compliant way.

- 2.3 Up until December 2020 a joint development plan document of the ten Greater Manchester local authorities was being prepared, Greater Manchester's Plan for Jobs, Homes & the Environment (known as the 'GMSF'). The GMSF 2020 had reached the Regulation 19 (Publication) stage of the process. However, the decision at Stockport Council's meeting on 3 December to not submit the GMSF 2020 to the Secretary of State for independent examination following the consultation period, and the subsequent resolution at its Cabinet meeting on 4 December not to publish the GMSF 2020 for consultation, in effect signalled the end of the GMSF as a joint plan of the ten.
- 2.4 S.28 (6)-(9) of the Planning and Compulsory Purchase Act 2004 and regulation 32 of the Town and Country Planning Local Plan Regulations apply where one authority withdraws from an agreement to prepare a joint DPD. Together they enable a joint plan to continue to progress in the event of one of the authorities withdrawing, provided that the plan has "substantially the same effect" on the remaining authorities as the original joint plan.
- 2.5 Consequently, at its meeting on the 11 December 2020, members of the AGMA Executive Committee asked officers to report back on the implications and process of producing a joint DPD of the nine remaining Greater Manchester (GM) districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan). One of the key issues that officers were asked to explore was the extent to which the joint Places for Everyone plan could take advantage of the provisions set out in paragraph 1.4 above and proceed to Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 Publication stage rather than have to go back to an earlier (Regulation 18) informal stage of consultation.
- 2.6 At the AGMA Executive Board meeting on 12 February 2021, a report was considered setting out the merits of continuing to produce a joint plan of the nine remaining GM districts, to be known as 'Places for Everyone' (Pfe).
- 2.7 The report highlighted that producing such a plan would enable those nine districts to continue to:
- progress the strategic policies in GMSF 2020, for example net zero carbon development, affordable housing and space and accessibility standards for new housing;
  - maximise the use of sustainable urban/brownfield land and limit the need for Green Belt to accommodate the development needs of the nine;
  - align with wider Greater Manchester strategies for transport and other infrastructure investment;
  - utilise the evidence base already commissioned and completed, minimising the cost of producing further evidence; and

- spread the cost jointly of the independent examination.
- 2.8 At the meeting, it was noted that each district would be asked to approve the making of an agreement with each other to prepare a joint Development Plan Document. Subsequently, each of the nine districts have approved the establishment of a new Places for Everyone Joint Committee and delegated the formulation and preparation of a joint Development Plan Document to the Joint Committee.
- 2.9 The 'Publication stage' is a formal consultation on the draft joint DPD pursuant to Reg. 19 of the Local Planning Regulations. It is a statutory stage that provides an opportunity for organisations and individuals to submit their final views on the content of the plan. The decision to 'Publish' PFE 2021 is an Executive decision for the participating local authorities.
- 2.10 Submission of PFE, pursuant to Reg. 22 of the Local Planning Regulations, also requires the approval of each of the participating Full Councils. Assuming that Cabinet approves PFE 2021 for consultation, approval will also be sought from Bury's Full Council on 28 July 2021 to subsequently submit the plan, its supporting evidence and representations received in response to consultation on PFE 2021 to the Secretary of State for Examination. Upon completion of the consultation on the Publication Plan in late 2021, a post-consultation report will be prepared and then the plan will be submitted to the Secretary of State for Examination in early 2022.
- 2.11 The text of the GMSF 2020 has been revised following the withdrawal of Stockport. The revisions to PFE 2021 (compared to GMSF 2020) fall into 5 broad categories:
- As a direct result of the withdrawal of Stockport Council from GMSF;
  - As a direct result of changes to government policy since October 2020;
  - As a direct result of new evidence/information being made available since October 2020;
  - Clarification of policy wording; and
  - Minor typographical changes.
- 2.12 The impact of these revisions and whether these would have substantially the same effect on the remaining nine districts and whether to recommend the PFE 2021 for district approval will be considered by the newly established Places for Everyone Joint Committee of the nine participating districts on 20 July 2021. As such, the impact of the revisions is not an issue to be considered in this report.

- 2.13 Nevertheless, for information, a review of the revisions to PfE 2021 (compared to GMSF 2020) is set out in more detail in Appendix 1. Leading Counsel has also confirmed that the relevant statutory provisions have been followed and endorsing the approach and conclusions that the plan has substantially the same effect and this opinion is set out in Appendix 2.

### **3 'PLACES FOR EVERYONE' JOINT PLAN – STRATEGIC OVERVIEW**

- 3.1 There is a statutory requirement for local authorities to have an up-to-date development plan in place that identifies enough land to accommodate new homes and jobs for a growing population.
- 3.2 PfE 2021 provides an important opportunity to create the conditions for inclusive economic growth, provide opportunities for provision of much needed homes, protect, and enhance the natural environment. The full PfE 2021 document is available via the Combined Authority's web site at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 3.3 The Plan is not being prepared in isolation. It is supported by the Transport 2040 Delivery Plan, which will outline the interventions required to achieve the transport vision for the city region and is one of a suite of strategic documents setting out how Greater Manchester can achieve the ambition set out in the Greater Manchester Strategy. It sits alongside the Local Industrial Strategy, Housing Strategy, 5 Year Environment Plan, Digital and Cultural Strategies. Each of these plans is part of a coherent set of measures that will seek to meet our overall objectives.
- 3.4 PfE 2021 is a high level, strategic plan and does not cover everything that a district local plan would. Bury will still need to produce a Local Plan that will complement and help to take forward PfE's strategic policies and also provide more detailed policies to support the creation of locally distinctive high quality places/neighbourhoods. Work is already underway on Bury's Local Plan and progress on this will run alongside the PfE process. However, the PfE will need to advance ahead of the Local Plan to provide the strategic basis for local planning policies.
- 3.5 PfE 2021 is supported by a wide range of GM-wide and site-specific evidence that has been prepared to inform and support the content of the plan. Appendix 3 to this report sets out all supporting documents relating to plan-wide matters and to Bury's proposed site allocations. These supporting documents are also available on the Combined Authority's web site at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 3.6 This evidence includes a series of Topic Papers have prepared for each of the proposed site allocations in Bury. These pull together the key findings from the evidence gathered in connection with each of the proposed site allocations. The Topic Papers for each of the proposed site allocations are attached at Appendix 4.
- 3.7 For Bury, the policies and proposals set out in PfE will replace some of the current Unitary Development Plan (UDP) policies when formally adopted and will form part of Bury's statutory development plan. A list of the UDP policies that will be replaced by PfE can be found in Appendix 5. The Local Plan will then provide more detailed local policies, replacing the remaining UDP policies.

### **Places for Everyone Publication Plan 2021**

- 3.8 PfE 2021 is our plan for sustainable growth in the nine boroughs. In particular, the plan:
- sets out how these boroughs should develop up to the year 2037;
  - identifies the amount of new development that will come forward in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
  - identifies the important environmental assets which will be protected and enhanced;
  - allocates sites for employment and housing required outside of the urban area;
  - supports the delivery of key infrastructure, such as transport and utilities; and
  - defines a new Green Belt boundary for the nine boroughs.
- 3.9 PfE 2021 includes a spatial strategy which seeks to deliver sustainable and inclusive growth through three key spatial elements:
- **Significant growth in jobs and housing at the core** – continuing development in the 'core growth area' encompassing the city centre and beyond to the Etihad in the east, through to the Quays, Trafford Park and Port Salford in the west. The majority of commercial employment growth is proposed in this area and over 50% of overall housing supply is found here and in the wards immediately surrounding it;
  - **Boosting the competitiveness of the northern districts** – provision of significant new employment opportunities and supporting infrastructure and a commitment that collectively the northern districts meet their own local housing need; and

- **Sustaining the competitiveness of the southern districts** – supporting key economic drivers, for example around Wythenshawe hospital and the Airport, realising the opportunities offered by national infrastructure investment, e.g. HS2, whilst recognising the important green infrastructure assets in the area.

3.10 PfE sets out the spatial interpretation of the overarching Greater Manchester Strategy. It is one of a number of inter-linked plans and strategies being produced at a sub-regional level to help Greater Manchester’s ambitions to be a world class city region. This includes the overarching Greater Manchester Strategy and the 2040 Transport Plan for the conurbation, which identifies the strategic transport interventions that will enable the plan to be delivered.

3.11 Locally, PfE will support and complement many of our own current and emerging key strategies, including the overarching Let’s Do It strategy, the Bury Housing Strategy and the draft Climate Strategy and Action Plan. It will provide a strong policy basis for ensuring that future developments provide the necessary physical, social and environmental infrastructure to meet the aspirations of these plans (e.g. setting environmental standards in new buildings and helping to ensure that the right mix of house types, sizes and tenures are provided in new housing developments).

3.12 One of the key aims of PfE is to help tackle health inequality across the plan area, including Bury. To do this, the plan includes requirements for new development to maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development; and to support healthy lifestyles, including through the use of active design principles making physical activity an easy, practical and attractive choice.

3.13 It should be noted that central to the PfE is the delivery of brownfield land and regeneration of town centres. Locally, the Council is progressing plans on key brownfield sites and has secured funding to bring key sites forward in the short term. We are continuing to work with Homes England on bringing forward the East Lancashire Paper Mill site, which is a central feature of the Radcliffe Strategic Regeneration Framework. We are also progressing our vision for our other key centres including Bury, Prestwich and Ramsbottom, which will ensure that we make these areas successful and attractive for both residential development and other investment.

## **4 PLAN FOR HOMES**

4.1 It is important that we plan to provide a range of new homes to accommodate the housing needs of a growing population, including much needed affordable homes.

- 4.2 Greater Manchester is facing a housing crisis and the impact of Covid-19, with potential increases in unemployment will exacerbate this. Although the Greater Manchester authorities have built more houses in recent years, wages have not been keeping pace with property price increases and affordability issues have intensified. To seek to address issues around the supply of new homes, the Government has introduced a standard methodology for calculating local housing needs to provide local authorities with a clear and consistent understanding of the number of new homes needed in an area. The construction of new housing is also an important part of the economy, providing large numbers of jobs and often securing the redevelopment of derelict and underused sites.
- 4.3 Applying the current methodology means that around 10,300 (10,305) homes are required in per annum, equating to just under 165,000 (164,880) new homes over the plan period. The plan supports Greater Manchester's commitment to deliver more affordable housing - 50,000 units over the plan period, including 30,000 for social or affordable rent.
- 4.4 Like Bury, Stockport was a net beneficiary of the GMSF joint plan in that it was able to offset some of its housing targets elsewhere within the conurbation.
- 4.5 Initially, it was considered that Stockport's withdrawal from the joint plan could have meant that there would be further opportunities to reduce targets in the other districts and, therefore, a potential to reduce the amount of Green Belt that was required to be released (circa 5,000 units less on Green Belt land).
- 4.6 However, the opportunity to do this was effectively removed with the changes that were made to the Government methodology for calculating LHN (introduced in December 2020). These changes included a requirement for Manchester City Council to accommodate a 35% uplift over its previous housing target (increased their housing target by over 14,000). This meant that the increased targets in Manchester no longer mean that it could absorb some of the housing targets from elsewhere in the conurbation. Consequently, there is no opportunity for other areas to reduce their targets as a result of Stockport's withdrawal.

### **Plan for Homes – Bury**

- 4.7 For Bury, the Government's current methodology gives a Local Housing Need (LHN) target of 9,456 homes over the plan period (591 homes per year). This is the baseline starting point for a plan to consider.
- 4.8 The PfE process allows for a redistribution of Bury's LHN within the conurbation to reflect the availability of land or to reflect strategic policies. As

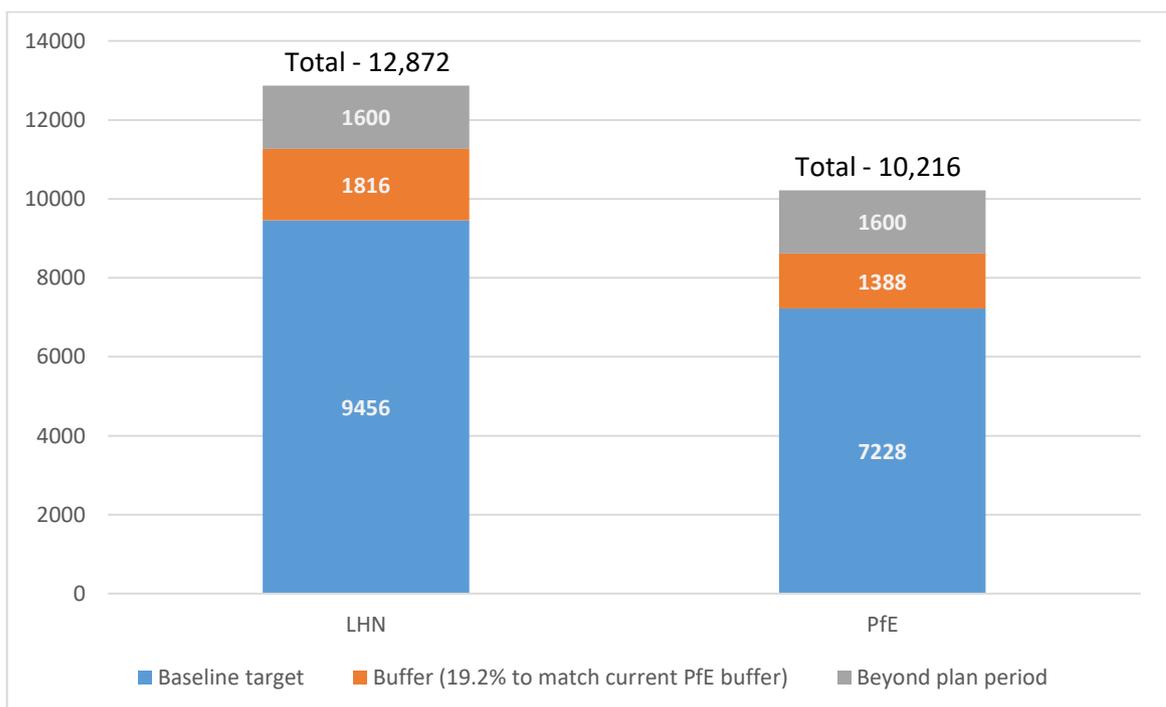
a result, Bury has been able to reduce the baseline housing target over the plan period to 7,228 homes (average of 452 homes per year).

- 4.9 This represents a reduction of 2,228 units on the Government's minimum LHN for the Borough meaning that the target through PfE 2021 is only 76% of the LHN.
- 4.10 Furthermore, Bury's proposed housing target in PfE 2021 represents just 4.4% of the total housing target across the PfE plan area, which is the lowest of the nine districts participating in the Joint Plan.
- 4.11 However, as a Borough, we do not have enough land within the urban area or on brownfield sites to meet even this reduced PfE 2021 target. Bury's housing land supply assessment identifies that there is only enough land to accommodate 3,776 homes. This supply largely consists of brownfield sites within the existing urban area, including the potential development sites within our town centres and other brownfield sites such as the former East Lancashire Paper Mill site and the former Tetrosyl site at Bevis Green in Walmersley.
- 4.12 This supply shortfall means that the following Green Belt sites are proposed to be released through PfE 2021 to meet the reduced target as well as providing a defensible buffer on top of the supply.

Site	No. of homes within the plan period
Castle Road, Unsworth (Northern Gateway)	200
Simister/Bowlee (Northern Gateway)	1,350
Walshaw	1,250
Elton Reservoir	1,900 (further 1,600 post plan)
Seedfield	140
<b>Total</b>	<b>4,840</b>

- 4.13 Together, the baseline supply and the proposed housing within the plan period on Green Belt sites are estimated to have the capacity to deliver around 8,616 units. This provides a 19% buffer on top of the supply to allow for sites not coming forward as envisaged over the plan period. Buffers are a standard requirement in development plans to provide flexibility in the supply and there is a 16% buffer against the cumulative target for the PfE plan area. The buffer is not a sign that excess land has been identified but is, in fact, necessary to demonstrate that the targets can be met, particularly in light of the viability challenges to some of GM's brownfield land supply.

- 4.14 It should be noted that the PfE 2021 proposal to reduce Bury’s housing target means that the numerical impact of a buffer has also been reduced (i.e. a 19% buffer on top on Bury’s full LHN would equate to 1,816 units, whereas the 19% buffer on the reduced housing target of 7,228 equates to only 1,388 units – a difference of 428 units).
- 4.15 PfE 2021 proposals include the release of Green Belt land beyond the plan period for residential development at the Elton Reservoir site (which has been the case in the previous two iterations of the plan). This is because the site is key to delivering significant upfront investment into essential strategic infrastructure and the site needs the long-term certainty on the scale of development to withstand the costs. The natural development of this site, using standard build out rates, will mean that the scale of delivery will extend beyond the plan period.
- 4.16 The total difference between a plan that meets Bury’s full Local Housing Need targets with a buffer and the reduced housing targets in the PfE 2021 with a buffer, is illustrated in the diagram below. This shows that by participating in the PfE joint plan, Bury is able to offset some of its targets elsewhere, and when also combined with a reduced buffer, the net reduction is 2,656 units.



- 4.17 Importantly, the reduction in Bury’s housing target in the PfE 2021 compared to the LHN target, means that the Borough is able reduce the amount of Green Belt that is needed to meet housing needs (i.e. the plan allows for a significant amount of the Borough’s LHN to be met elsewhere).

**Strategic Sites**

- 4.18 Not only does PfE 2021 help to reduce the amount of Green Belt needed to meet the local housing need in Bury, it also means that the sites that are proposed are those that deliver strategic benefits over the longer term. This is because PfE 2021 gives Bury a lower housing target in the early years of the plan which will give us time to bring forward and develop essential infrastructure in and around the strategic sites proposed (as well as our limited supply of brownfield sites). This includes a strategic link road through the Elton site that will provide much needed resilience and extra capacity on our highway network, as well as public transport and education investments.
- 4.19 A higher target earlier in the plan period would require additional small sites that could be brought forward in the short term. However, such sites would not be able to deliver any tangible new infrastructure provision of the scale needed.

### **Type of Housing**

- 4.20 During the previous GMSF consultations there was a general acceptance that the Borough needs more housing of all types and sizes and across a range of tenures. Whilst we would like to meet the full housing needs of all of our residents over the plan period, the constraints of the Green Belt and ability to deliver infrastructure means that there are significant challenges in doing so. It is considered that PfE 2021 strikes the right balance in providing new homes and infrastructure, whilst reducing the amount of Green Belt released.
- 4.21 The housing sites proposed through PfE 2021 will include a mix of house types, sizes and tenures. This will include 1 and 2 bedroom properties as well as 3 and 4 bedroom properties.
- 4.22 It will also include a significant amount of affordable housing in line with local policy requirements designed to meet the needs identified in Bury's Housing Needs Survey and the Housing Strategy. It is estimated that, in addition to provision of affordable housing provided on sites within the existing land supply, the sites identified in PfE 2021 will deliver over 1,200 affordable homes in Bury during the plan period (25% of the total homes proposed on sites allocated through PfE 2021).
- 4.23 New housing will also include provision for special needs housing, such as specialist housing and accommodation for the elderly.

## **5 PLAN FOR JOBS**

- 5.1 Economic prosperity is central to the overall strategy. It is essential to raising incomes, improving health and quality of life, and providing the finances to deliver better infrastructure, services and facilities. In the face of the uncertainty wrought by Covid-19, we know that we need to continue to invest

in our city and town centres to drive our recovery. We need to continue to develop our Research and Development capabilities underpinned by our excellent academic institutions as well as investing in strengthening existing, and creating new, employment locations so that all communities are able to contribute to, and benefit from, growth.

- 5.2 The Greater Manchester Independent Prosperity Review: One Year on 2020 indicated that Greater Manchester was the most economically diverse city region economy with world-class strengths in advanced materials and health innovation. Yet the Prosperity Review also acknowledged that for two decades Greater Manchester's productivity consistently remained at 90% of UK level and a year on this gap persists.
- 5.3 There is a growing body of evidence that the worst effects of the Covid-19 pandemic have amplified pre-existing patterns of not only health, but also economic inequality. This gap is linked to economic inequality with overall pay levels and salary growth in Greater Manchester lagging behind UK averages. The growth in employment in low productivity sectors witnessed in Greater Manchester over the last decade further explains this, as these sectors are likely to pay lower wages and invest in lower value business models which perpetuate the challenges. Furthermore, it is in these sectors of the foundational economy (retail, hospitality and leisure) in which employees have tended to be hardest hit during the Covid-19 crisis.
- 5.4 Growing inequalities have a major impact on quality of life for Greater Manchester residents such as the ability to afford decent housing, good quality food and services. As emergency support schemes from government are withdrawn, a greater focus is needed to support businesses in the foundational economy in a Greater Manchester has the opportunity to lead with the 'levelling up' agenda helping to deliver a more successful North of England and aiding the long-term economic success of the country as a whole. This Plan supports high levels of economic growth across Greater Manchester and seeks to put in place the measures that will enable such growth to continue in the even longer-term. However, delivering these high levels of growth means that Greater Manchester will need to continue to invest in the sites and critical infrastructure that will make it an even more attractive place for businesses to invest, bringing high-value, well paid jobs, to the city region; invest in skills and business development to support the foundational economy, and promote the continued progress towards a low-carbon economy.
- 5.5 In pursuit of this, the plan sets a target of at least 1,900,000 sq.m. of new office floorspace and at least 3,330,000 sq.m. of industrial and warehousing floorspace across Greater Manchester over the plan period.

### **Plan for Jobs – Bury**

- 5.6 Over recent years, the northern areas of Greater Manchester, including Bury, have seen relatively low overall levels of economic growth compared to other parts of the city region, particularly in the south of the sub-region. In Bury, a major contributing factor to this has been an inadequate supply of employment land which has undoubtedly held back the Borough's economy due to the lack of opportunities for attracting new inward investment and for the Borough's existing businesses to grow.
- 5.7 If these disparities between the northern and southern areas increase, this will be harmful not only to the prospects for the north but also to those of Greater Manchester as a whole. As a result, a key aim of PfE 2021 is to significantly boost the competitiveness of and economic output from the northern parts of Greater Manchester to deliver more balanced and inclusive growth across the sub-region. As a northern Borough, Bury has a key role to play in achieving this aim.
- 5.8 In terms of office development, 40,206 sq.m. is proposed in Bury over the plan period. This equates to 1.2% of the total proposed within the PfE plan area reflecting the fact that the majority of office development will take place in the inner core areas of Manchester and Salford.
- 5.9 However, it is through industrial and warehousing development that Bury is well placed to play a more significant role and this will not only help Bury to contribute towards an improved economic output from the north of the city region but will also help to address the local issue around the severe lack of land for industrial and warehousing development in Bury.
- 5.10 At present, the Borough has by far the lowest existing baseline supply of land for industrial and warehousing of any participating district with a supply that is capable of accommodating only 10,231 sq.m, of floorspace - equating to only 0.5% of the total existing supply across the nine districts. This has been a longstanding issue for Bury that has, without doubt, held back the Borough's economy and has led to a number of Bury companies having to relocate elsewhere due to a lack of opportunity to expand or relocate within the Borough.
- 5.11 PfE 2021 seeks to increase the supply of industry and warehousing in Bury through the proposals for employment-led development at the Northern Gateway (Heywood/Pilsworth). It is estimated that the full development of this site across Bury and Rochdale could generate 1.2 million sq.m. of industrial and warehousing floorspace (including an Advanced Manufacturing Park), creating a large amount of new job opportunities that would be highly accessible to Bury residents.
- 5.12 Of this 1.2 million sq.m, around 491,000 sq.m. is expected to come forward in Bury within the plan period with potential for further floorspace beyond the

plan period (based on illustrative masterplans which may be subject to change). Together with the existing supply of 10,231 sq.m. the addition of the Heywood/Pilsworth site would give Bury a total supply of industrial and warehousing land capable of accommodating 501,231 sq.m within the plan period.

- 5.13 The total proposed supply of 501,231 sq.m. would significantly increase Bury's contribution to 12.3% of total supply of industrial and warehousing floorspace within the plan period across the nine participating districts.
- 5.14 The employment proposals at the Northern Gateway represent the largest proposed release of land in Bury under PfE 2021, accounting for 310 hectares of the total 519 hectare net Green Belt loss in Bury.

## **6 PLAN FOR THE ENVIRONMENT**

- 6.1 The Plan is not solely concerned with accommodating development. It also includes a range of policies designed to protect and enhance our many and varied green spaces and features which are used in many different ways and afforded many different values by the people who live, work or visit the city-region.
- 6.2 The Plan supports the important role of our natural assets by:
- Taking a landscape scale approach to nature restoration;
  - Seeking to protect and enhance our network of green and blue infrastructure;
  - Seeking a significant overall enhancement of biodiversity and geodiversity; and
  - Seeking to maintain a new and defensible Green Belt which will endure beyond the plan period.
- 6.3 Furthermore, the plan supports wider strategies around clean air, walking and cycling and underpins Greater Manchester's ambition to be a carbon neutral city-region by 2038. A key element of this is to require all new development to be net zero carbon by 2028 and to keep fossil fuels in the ground.

### **Plan for the Environment – Bury**

- 6.4 PfE 2021's strategic environmental policies are high-level and generic policies that will, where applicable, apply to development proposals in Bury. They cover a wide range of environmental issues, include policies relating to:
- Carbon reduction and energy;
  - Flood risk;

- Clean air;
- Landscapes;
- Green infrastructure;
- River valleys and waterways;
- Lowland wetlands and mosslands;
- Uplands;
- Urban green space;
- Trees and woodlands;
- Biodiversity and geodiversity; and
- Heritage.

6.5 These policies will either replace some of the current local policies contained in Bury's UDP and/or provide additional policy support for the protection of the Borough's built and natural environments (see Appendix 5).

## **7 PLAN FOR INFRASTRUCTURE**

7.1 PfE will need to be supported by significant investment in the sub-region's infrastructure including roads, public transport, energy and utilities as well as schools and health facilities.

7.2 Future climate change pressures will also require the city-region to adapt to bigger shocks and stresses, such as increased heat, drought and flood risk.

7.3 The quality, distribution and resilience of infrastructure will be important in ensuring that PfE is successfully implemented and delivered. Infrastructure is essential to support the delivery of PfE's vision and objectives.

7.4 The capacity of the utility network to accommodate increased demand is considered generally robust. However, an increasing population, economic growth and changes in technology will increase demand, both for new and existing infrastructure. Combined with a backlog of capital investment, historically low levels of investment compared to other countries and continually growing and changing expectations for infrastructure, requirements over the next thirty years will be substantial.

7.5 As mentioned, PfE is one of a suite of complementary documents designed to support long-term aspirations in Greater Manchester. This includes the Greater Manchester Infrastructure Framework which is a precursor to the development of a Greater Manchester Infrastructure Strategy. It frames the key issues and priorities which the Infrastructure Strategy should seek to address.

- 7.6 A Greater Manchester Strategic Infrastructure Board has been established which includes representatives from United Utilities, Electricity North West, Cadent, Environment Agency, Transport for Greater Manchester as well as GMCA officers and Chief Resilience Officer. The Strategic Infrastructure Board will consider and respond to the issues and challenges raised by the Infrastructure Framework and will help shape the Infrastructure Strategy.
- 7.7 Importantly, the Transport for Greater Manchester (TfGM) 2040 and its Transport Delivery Plan seek to deliver some of the key highway and public transport infrastructure interventions associated with some of the PfE 2021 proposals and other developments.

### **Plan for infrastructure - Bury**

- 7.8 PfE 2021 identifies a range of physical and social infrastructure interventions that will be required to support the new development proposals in Bury, including:
- New link roads – to improve connectivity and traffic movement and help to address issues on the existing road network. For example, the Elton Reservoir site will require the provision of a strategic spine road connecting Bury and Bolton Road (A58) to Bury Road in Radcliffe in order to provide an alternative route to Bury Bridge/around Bury Town centre.
  - Junction improvements – to improve accessibility and traffic movement, significant junction improvements and reconfiguration (in and around sites) are required. Whilst there will be a more obvious requirement for improvements to directly support and mitigate for the impact of new traffic associated with the development sites, there will also be a requirement to implement improvements further afield. Improvements will be required on both the strategic road network (e.g. motorway junctions) as well as those on the local road network.
  - Public transport – including improving access to public transport, providing more sustainable transport options through the provision of a new Metrolink station at Warth to support the development of the Elton Reservoir area and a potential tram-train operation along the route of the East Lancashire Railway between Bury and Rochdale to improve access to the proposed employment development at Heywood/Pilsworth.
  - Pedestrian/cycle routes – to allow effective integration between the sites and their surrounding communities there will be a need for improved linkages and connections for pedestrians and cyclists.

- Education – the provision of educational facilities to specifically support development proposals for Walshaw, the Elton Reservoir area (including the provision of a new high school for Radcliffe) and the Simister/Bowlee site; and contributions towards improving capacity at existing schools.
- Flood Risk – the proposed development sites will need to ensure that the developments would not pose any additional risk of flooding, and where possible, seek to reduce flood risk. This includes fluvial and surface water flood risk and sites will need to incorporate sustainable urban drainage systems to address this issue.
- Healthcare - Additional healthcare provision where required.
- Other infrastructure - Provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points.

7.9 These infrastructure requirements will be embedded within PfE’s statutory planning policies for each of the proposed site allocations and any planning applications for development on these sites will need to be in line with these policy requirements for them to be approved. Planning conditions and legal agreements will ensure that the necessary infrastructure is delivered at an appropriate stage in the development.

## **8 PLAN FOR GREEN BELT**

8.1 PfE 2021 proposes a limited release of a Green Belt for both housing and employment. The net loss of Green Belt proposed across the nine participating districts is 1,754 hectares. This represents a significant reduction from the 4,371 hectares which were proposed for release in the 2016 GMSF. This has been achieved through:

- Removing a number of sites;
- Reducing the extent of Green Belt release within sites and retaining more Green Belt within some sites; and
- Proposing a limited number of Green Belt additions.

8.2 The proposals in the Plan would result in the overall extent of the nine PfE districts Green Belt reducing by 3.3%. The current Green Belt covers almost 47% of the land covered by the nine PfE districts the proposals in this Plan would reduce this by just under 2% with 45.2% of the PfE Plan area remaining as designated Green Belt.

### **Plan for Green Belt – Bury**

8.3 The sites in Bury that have been proposed for employment and housing development in PfE 2021 have evolved as the plan progressed through its various stages of preparation. These changes to the sites have been made to

reflect new and updated evidence and public views expressed in response to consultation on the previous drafts.

- 8.4 The changes have resulted in a significant reduction in the proposed net loss of Green Belt in the PfE 2021 compared to what was originally proposed in the first draft of the GMSF in 2016 and what was subsequently proposed in the revised draft GMSF in 2019.
- 8.5 The original 2016 draft GMSF proposed the release of 1,211 hectares (20%) of the Borough's Green Belt. However, the subsequent removal of sites at Baldingstone and Holcombe Brook; reductions to the loss of Green Belt at Walshaw, Elton and Heywood/Pilsworth; and a number of new additions to the Green Belt meant that the revised 2019 draft of the GMSF involved a reduced net loss of 714 hectares (12%) of the Green Belt.
- 8.6 Further revisions have been made to the sites proposed in PfE 2021 (i.e. reflecting the proposals in the GMSF 2020). In particular, the site at Whitefield has now been removed entirely, there has been a significant reduction in the extent of the site at Simister/Bowlee which retains Simister Village within the Green Belt and there has been a minor amendment to remove a small area of land from the proposed allocation at Walshaw. These additional amendments mean that PfE 2021 is now proposing a net loss of 519 hectares (8.8%) of the Borough's Green Belt.
- 8.7 As stated previously, the majority of the proposed Green Belt release in the Borough is for employment development at the Northern Gateway site, which accounts for 310 hectares of the total 519 hectares net loss.
- 8.8 Bury's Green Belt currently covers 5,927 hectares of the total land area of the Borough (i.e. 59.5%). The proposals in PfE 2021 to reduce this by 519 hectares would mean that 5,408 hectares would remain as Green Belt. This would mean that 54.3% of the Borough would remain Green Belt land.
- 8.9 Without an up-to-date plan in place, we would be at serious risk of getting inundated by speculative planning applications on Green Belt sites across the Borough. This may lead to a situation where we are 'planning by appeal' i.e. where applicants will appeal against any refusal of planning permission and effectively have their proposals considered by a Planning Inspector.
- 8.10 This could potentially lead to a greater loss of Green Belt because these appeals would be more likely to be allowed by the Planning Inspectorate in the absence of a plan that showed that housing needs could be met elsewhere within the Borough. There are examples elsewhere in the country where the lack of housing supply has resulted in appeals being allowed on Green Belt land. One recent example involved an appeal by Canton Ltd against the decisions of St. Albans City and District Council and Welwyn Hatfield Borough

Council to refuse planning permission for 100 dwellings on Green Belt land at Roundhouse Farm in Colney Heath. In this case, the Inspector allowed the appeal and whilst recognising that the proposals would cause harm to the Green Belt by reason of inappropriateness and harm to openness, it was concluded that this was outweighed by an acute housing delivery shortage and affordable housing need. See [Reference: APP/B1930/W/20/3265925 \(planninginspectorate.gov.uk\)](https://www.planninginspectorate.gov.uk/app/b1930/w/20/3265925) for the appeal decision.

## 9 BROWNFIELD LAND PREFERENCE

9.1 There is a strong focus in PfE 2021 on directing new development towards sites within the existing urban area, which are often in sustainable locations, close to facilities and served by existing infrastructure. Maximising the use of land in the urban area reduces the need to release greenfield and Green Belt land for development.

9.2 The land supply identified for development in the plan is largely within the urban area:

Land supply type	% within the existing urban area
Offices	99%
Industry and Warehousing	47%
Housing	90%

9.3 There are significant viability issues in parts of the conurbation and there is a need to continue to press Government for support to remediate contaminated land, to provide funding for infrastructure and to support alternative models of housing delivery. The recently announced Brownfield Housing Fund is targeted at Combined Authorities and begins to help to address viability issues but it is not enough to enable the full potential of our brownfield land supply to be realised.

## 10 SITE SELECTION

10.1 In November 2015, a 'Call for Sites' exercise was launched in conjunction with the GMSF whereby local residents, businesses, landowners and developers were invited to identify sites that they thought could be suitable for housing or employment development.

- 10.2 Following the 'Call for Sites', all sites were assessed against a series of key principles to determine their suitability as potential sites to be included within the GMSF.
- 10.3 The approach to site selection used for the 2016 draft has been reviewed and refined at each subsequent stage. This was partly in response to comments raised during consultation on the GMSF, but also because the preparation of a development plan is, by its very nature, an iterative process that needs to evolve and be justifiable as 'an appropriate strategy' in accordance with paragraph 35 of the National Planning Policy Framework.
- 10.4 Furthermore, it should also be noted that, as part of the process of preparing the drafts of the GMSF, it has also been necessary to consider all the evidence base to ensure that sites are deliverable. The site selection process is just one part of that evidence.
- 10.5 In Bury, PfE 2021 proposes a small number of large sites. In doing so, the sites are of sufficient scale for them to include the provision of essential, strategic infrastructure.
- 10.6 Pursuing an alternative approach of identifying a large number of small sites would mean that the sites would be unable to deliver the scale of infrastructure required to support the overall level of development needed which, in turn, would lead to an unacceptable increase in pressure on existing infrastructure. As indicated above, PfE 2021 gives Bury a lower housing target in the early part of the plan period to give these sites the time to bring forward the necessary infrastructure.
- 10.7 In terms of their location, Bury's sites are largely contained within or well-related to the existing urban area which helps to promote 'inward growth' as opposed to urban sprawl. This will enable any development to build on opportunities to access or improve existing infrastructure.

## **11 RELATIONSHIP WITH DISTRICT LOCAL PLANS**

- 11.1 PfE is key to creating the foundations for the scale of growth and ambition across the participating districts and Greater Manchester as a whole. It will be part of the Development Plan for each participating local authority, but it is a high level, strategic plan and does not cover everything that a district local plan would. Appendix 5 sets out the policies in the Bury Unitary Development Plan that will be replaced by policies in PfE.
- 11.2 Local plans will continue to be important to take forward PfE's strategic policies and interpret these at a more detailed local level to support the creation of locally distinctive high quality places/neighbourhoods. Following adoption of the PfE, each district will be updating their own local plans.

## **12 INTEGRATED ASSESSMENT AND HABITATS REGULATIONS ASSESSMENT**

- 12.1 As part of the development of the GMSF 2020, an Integrated Assessment (IA) was undertaken incorporating the requirements of:
- Sustainability Appraisal (SA): mandatory under section 19 (5) of the Planning and Compulsory Purchase Act 2004.
  - Strategic Environmental Assessment (SEA): mandatory under the Environmental Assessment of Plans and Programmes Regulations 2004 (which transpose the European Directive 2001/42/EC into English law).
  - Equality Impact Assessment (EqIA): required to be undertaken for plans, policies and strategies by the Equality Act 2010.
  - Health Impact Assessment (HIA): there is no statutory requirement to undertake HIA, however it has been included to add value and depth to the assessment process.
- 12.2 The IA contributed to the development of the GMSF through an iterative assessment, which reviews the draft policies and the discrete site allocations against the IA framework.
- 12.3 Given the conclusion that PfE 2021 has substantially the same effect as the GMSF 2020 would have had on the nine districts enabling the application of S.28(6)-(9) of the Planning and Compulsory Purchase Act 2004 and regulation 32 of the Town and Country Planning Local Plan Regulations, it follows that PfE 2021 should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport).
- 12.4 Therefore “the plan” which is being assessed is one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. In view of this, the environmental assessments carried out at previous stages remain valid (including their scope). That said, addendum reports have been prepared to assess the impact of the changes between GMSF 2020 and PfE 2021 against the IA framework and these are available alongside the GMSF 2020 IA documentation.
- 12.5 A Habitats Regulations Assessment (HRA) refers to several distinct stages of Assessment which must be undertaken in accordance with the Conservation of Habitats and Species Regulations 2017 (as amended) to determine if a plan or project may affect the protected features of a habitats site before deciding whether to undertake, permit or authorise it.
- 12.6 All plans and projects (including planning applications) which are not directly connected with, or necessary for, the conservation management of a habitat site, require consideration of whether the plan or project is likely to have

significant effects on that site. If a proposed plan or project is considered likely to have a significant effect on a protected habitats site (either individually or in combination with other plans or projects) then an Appropriate Assessment of the implications for the site is required.

- 12.7 As was the case with GMSF, PfE 2021 is regarded as a Plan which is considered likely to have significant effect on one or more European protected site and has therefore been informed by an HRA with mitigation measures identified as appropriate.

### **13 EVIDENCE BASE**

- 13.1 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. This evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. This evidence base has been reviewed and updated in the light of the change to the PfE2021 and, where appropriate addendum reports have been produced. The evidence documents which have informed the plan are available on the website, in advance of the formal consultation starting.
- 13.2 One key supporting document is the Statement of Common Ground. This will set out the key matters between the nine authorities agreeing on the distribution and quantum of development contained in the Publication Plan. It will also deal with any matters with other organisations, including Stockport as one of our neighbouring local authorities, that need to be agreed to enable the Plan to be submitted next year. There may be a need for additional Statements of Common Ground to deal with specific matters linked to the proposed site allocations and these will be the responsibility of the relevant local authority to draw up if required.
- 13.3 It will also deal with any matters with other organisations, including Stockport as one of our neighbouring local authorities, that need to be agreed to enable the Plan to be submitted next year. The position between Stockport and the remaining nine Greater Manchester authorities has evolved from December 2020 when all ten were co-operating on the Greater Manchester Spatial Framework, to the more recent position where, in March 2021, the nine remaining local authorities agreed to produce a joint plan (Places for Everyone) following the Stockport decision to withdraw from the joint plan to prepare its own local plan.
- 13.4 In the light of this it has been necessary to 'reset' the Duty to Co-operate arrangements. The outcome of the GMSF work was an agreed approach to the scale and distribution of development and a number of housing and employment allocations to ensure that the overall Vision and Objectives of the Plan were met. Whilst the outcome of the spatial strategy was some individual districts not meeting their LHN and some exceeding theirs, the extent to which districts were meeting need was never a defining factor in determining distribution. No district was identified as having 'unmet' needs as overall Greater Manchester was meeting its collective LHN and supporting the spatial

strategy. At this point in time, the 9 districts do not have an understanding of what the Stockport land supply position is, and the assumptions underpinning Stockport's assessment of it and until this assessment is carried out it is too early to be able to have conclusive discussions on potential distribution of development needs. Duty to cooperate discussions with Stockport continue

- 13.5 The PfE 2021 and supporting documents can be found at (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>).
- 13.6 This website will be updated following the district approval process and the consultation portal (GMConsult.org) will become live at the start of the formal consultation.

## **14 IMPLICATIONS OF COVID-19**

- 14.1 Covid-19 has had a major impact on the way people live and work over the shorter term and there remains a degree of uncertainty over its impact in the long term.
- 14.2 However, the Government has been very clear that we need to positively plan for recovery. The Prime Minister made his 'Build, Build, Build' announcement at the end of June 2020 setting a context for England as we continue to live through the pandemic.
- 14.3 The need for a spatial plan to provide certainty and guide development, investment and infrastructure has never been stronger. There is a very strong message that Covid-19 should not be a reason to delay either the preparation of statutory plans or the determination of planning applications. The Government has published updated planning guidance, including temporary measures for the planning system (<https://www.gov.uk/guidance/coronavirus-Covid-19-planning-update>).
- 14.4 In terms of Local Plans, the guidance is clear that the Government want to see Local Plans progressing through the system as a vital means for supporting economic recovery in line with the Government's aspirations to have up-to-date plans in place across the country by 2023.
- 14.5 The PfE Joint Plan is an essential building block of the city region's long-term success and recovery. In short, it will demonstrate what 'building back better' means spatially for Greater Manchester.
- 14.6 To assist in progressing plans, Government has introduced temporary arrangements through the Town and Country Planning (Local Planning) (England) (Coronavirus) (Amendment) Regulations 2020 which change the requirements to make certain documents available for inspection and on request. These temporary arrangements are in place until 31 December 2021.
- 14.7 These regulations make temporary changes to how documents are required to be made available under regulation 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012 ("the 2012 Regulations"). They temporarily remove the requirement on a local planning authority to make

documents available for public inspection at the authority's principal office and at such other places as the authority considers appropriate. They also make temporary changes to regulation 36 of the 2012 Regulations to remove the requirement on a local planning authority to provide hard copies of documents made available under regulation 35. Documents are still required to be made available on the local planning authority's website.

- 14.8 Nevertheless, the prime minister's recently announced plan for "living with Covid" will be fully considered in informing how we can best undertake consultation in an effective and safe manner.

## **15 CONSULTATION ON THE PUBLICATION GMSF**

- 15.1 Following consultation on two previous drafts of the GMSF in 2016 and 2019 and the subsequent withdrawal of Stockport from the process in 2020, it is now proposed to progress with the Publication of the PfE 2021 Joint Plan which is effectively the final draft of the plan and that which each of the nine participating districts consider should be the final plan to be submitted to Government.
- 15.2 It is now proposed that PfE 2021 Plan should be subject to a further eight-week period of public consultation commencing not earlier than 9 August 2021.
- 15.3 This is an important consultation stage in the plan-making process because it will be the comments made at this stage that will be submitted to Government and considered by the appointed Planning Inspector(s) as part of the Examination of the plan. Comments made at previous stages have been used to inform the production of the plan to this point and these will also be summarised in a Consultation Report as part of the submitted documentation.
- 15.4 At this stage, whilst anyone can make a representation on any point, only those pertaining to 'soundness' will be taken into account by the Inspector(s). The term 'sound' is used to describe a Local Plan that has been prepared in accordance with what Government expects of local planning authorities. As set out in paragraph 35 of the National Planning Policy Framework, plans are sound if they are:
- **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs 19; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
  - **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
  - **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with

rather than deferred, as evidenced by the statement of common ground;  
and

- **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework.

15.5 Inspectors also consider submissions concerning legal compliance issues, for example the Integrated Assessment, the Habitats Assessment Regulation and the Duty to Co-operate.

15.6 Consultation will be carried out in line with the requirements of the Statement of Community Involvement.

15.7 Effective community and stakeholder engagement will be promoted by means which are reasonably practicable. Government guidance strongly encourages the use of online engagement methods and the use of the following methods will be considered as a way of undertaking effective engagement:

- virtual exhibitions;
- digital consultations;
- video conferencing; and
- social media and online chat functions.

15.8 Reasonable steps will also be taken to ensure sections of the community that don't have internet access are involved and consider alternative and creative ways to achieve this. This could include:

- Posting information on request (e.g. particular information on a site);
- Deposit points for the plan (subject to restrictions);
- Engaging sections of the community, that do not have internet access, through representative groups rather than directly;
- Using existing networks;
- Allowing individuals to nominate an advocate to share views on their behalf;
- Providing telephone information lines; and
- Providing timed face-to-face information sessions for community representatives (depending on restrictions at that point in time).

15.9 Given the uncertainty around the circumstances with Covid at the time of consultation, different methods will be developed to respond to situation and the level of public interaction which may be possible at that time, with the priority being the maintenance of public safety.

### **What happens following consultation?**

15.10 Following consultation on PFE 2021, the plan and the representations made at the Publication stage are sent to the Secretary of State – this is called the 'Submission stage', pursuant to Reg. 22 of the Local Planning Regulations.

Upon completion of the consultation on PfE 2021, a post-consultation report will be prepared and then the plan will be submitted to the Secretary of State for Examination in early 2022. Submission requires approval of each of the nine Full Councils of the participating local authorities. Whilst anyone can make a representation on any point, only those pertaining to the 4 tests of soundness will be taken into account by the Inspector(s). If major new issues arise at the Publication Consultation stage there would need to be further consultation prior to any submission of the plan.

- 15.11 An Examination in Public takes place at which a Planning Inspector(s) will consider the PfE Joint Plan and representations made in respect of it and determine whether it is capable of being adopted, either with or without modifications.
- 15.12 Throughout the Examination, the Inspector(s) will explore the potential for main modifications to resolve the soundness and legal compliance issues he or she has identified. Section 20(7C) of the Planning and Compulsory Purchase Act requires the Inspector to recommend main modifications if asked to do so by the Local Planning Authority, provided that the modifications are necessary to make the plan sound and legally compliant.
- 15.13 Assuming that the document is capable of adoption, whether with or without modifications, the ultimate decision to adopt must be taken by each of the Full Councils of the nine participating local authorities.

## **16 RESOURCES**

- 16.1 The examination of the PfE Joint Plan will be the largest and most complex examination into a development plan to date in England and, given the public interest in the plan, it is likely that representations received will number in the thousands. Consequently, it is estimated that the examination of the PfE Joint Plan could run for between 6-12 months.
- 16.2 This will have financial implications to cover the costs of the Planning Inspector(s), Programme Officer(s), legal representation, venue hire and the need for districts to input legal and planning staff resources.

## **17 SUMMARY**

- 17.1 It is considered that working with the other eight participating districts on PfE 2021 brings a number of important advantages:
- **An up-to-date plan** – Bury’s current development plan is the Unitary Development Plan which was adopted in 1997 and is now significantly out of date. The Council has twice tried and failed to get a replacement plan in place over that time but this met with significant challenge as it did not meet housing needs. The Government has indicated that it will intervene in and potentially take over the plan-making process where local authorities do not have an up-to-date plan by December 2023 – which could remove local controls over plan-making. PfE will enable Bury to avoid these sanctions by

meeting its statutory requirement to have an up-to-date plan in place covering strategic planning issues.

Without an up-to-date plan in place, we would also be at serious risk of getting inundated by speculative planning applications on Green Belt sites across the Borough. This may lead to a situation where we are 'planning by appeal' i.e. where applicants will appeal against any refusal of planning permission and effectively have their proposals considered by a Planning Inspector which could potentially lead to a greater loss of Green Belt because these appeals would be more likely to be allowed by the Planning Inspectorate in the absence of a plan that showed that housing needs could be met elsewhere within the Borough e.g. the case at Roundhouse Farm referred to earlier in paragraph 8.10 of this report.

- **A stronger local economy** – One of the key aims of PfE 2021 is to significantly boost the competitiveness and economic output from the north of the conurbation in order to address the current imbalance in the Greater Manchester economy. The proposal at the Northern Gateway (Heywood/Pilsworth) is key to the delivery of this objective. The jobs and investment generated from this site will help to create a sustained reduction in inequalities and improve the lives of our residents whilst also helping in post-Brexit and post-Covid recovery.
- **Significant infrastructure investment** - In contrast to identifying smaller, short-term sites, PfE also allows us to bring forward a small number of large, strategic sites that can pave the way for significant investment in the physical and social infrastructure required to support development.
- **Reduced impact on the Green Belt** - Collaborative working on PfE by the nine participating districts has allowed for a redistribution of housing needs to enable more development to be focussed in more sustainable locations, such as in the inner core areas of Manchester and Salford. This has enabled Bury to off-set 2,656 homes from our Local Housing Need to other districts which would otherwise have to be accommodated within the Borough. This has allowed Bury to reduce the amount of Green Belt land required for development.

17.2 It is important to recognise that if the PfE Joint Plan did not exist or if Bury were not a participant in the process, the strategic matters that are currently dealt with through the GMSF would still need to be covered by the Local Plan. However, the advantages of collaborative working outlined above would be lost.

### **Other alternative options considered**

For Bury to withdraw from the PfE process and to only produce a Local Plan – the implications of this option are set out in the report.

## Community impact

PfE 2021 is about providing the right homes, in the right places, for people across our city region, including Bury, up to 2037. It's also about creating jobs and improving infrastructure to ensure the future prosperity of Greater Manchester and Bury.

Whilst one of the key purposes of PfE 2021 is to make provision for the homes and jobs needed across the plan area, it is also about establishing a framework for reducing inequalities, improving the lives of our residents, and transforming Greater Manchester into the world-leading city-region for the benefit of Greater Manchester's communities.

---

## Equality Impact and considerations:

*Under section 149 of the Equality Act 2010, the 'general duty' on public authorities is set out as follows:*

*A public authority must, in the exercise of its functions, have due regard to the need to -*

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

*The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations and demonstrate that we are paying 'due regard' in our decision making in the design of policies and in the delivery of services.*

<b>Equality Analysis</b>	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>
An Equality Analysis has been undertaken in respect of the 'Places for Everyone' Joint Plan and the outcomes of this analysis can be seen at Appendix 6.	

*\*Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

---

**Assessment of Risk:**

The following risks apply to the decision:

Risk / opportunity	Mitigation
Potential risk to the public and council staff in holding public consultation during the Covid-19 pandemic.	In line with government guidance, the Council will temporarily cease forms of engagement that involve public gatherings and/or face-to-face contact whilst social distancing measures are in place. In the interim period alternative methods of engagement will be utilised - for example holding virtual exhibitions, digital consultations, video conferencing and utilising social media platforms. However, given the uncertainty around the type of local/national lockdown which may be in place at the time the consultation, different methods will be developed to respond to different levels of social distancing/public interaction which may be possible.

---

**Consultation:**

See section on consultation within the main body of the report.

---

**Legal Implications:**

The Places for Everyone Joint Plan will form part of the statutory development plan for each of the nine participating Greater Manchester districts and, alongside the emerging Bury Local Plan, will replace the Bury Unitary Development Plan. All development plans must be prepared in accordance with statutory processes. This report sets out an overview of the latest publication Places for Everyone Joint Plan, highlighting some of the key proposals in Bury and seeks approval for the document to be subject to a formal period of consultation to ensure that all interested parties have an opportunity to make their views known before these are submitted to the

Government to be considered as part of the Examination of the PfE Joint Plan. The formal submission of PfE will have to be approved by the Council as part of the Policy Framework. There are no other legal concerns at this point, but if the proposal is approved, further detailed input will be required from the Council Solicitor in due course.

The legislative and constitutional requirements for the preparation of a joint Development Plan Document (DPD) are set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. These have been complied with and legal advice provided at all stages.

The joint DPD will now be the subject of two further stages as it will be submitted to the Secretary of State for independent examination under the 2004 Act, along with the documents prescribed by the 2012 Regulations and prior to submission to the Secretary of State, it must be published and representations invited, pursuant to the 2012 Regulations. This will involve, a formal consultation on the draft.

The decision to publish PfE 2021 is an executive decision for all of the GM local authorities and in Bury must be made by Cabinet. At the end of the consultation period, the plan and all representations received are then sent to the Secretary of State. It is a Council decision to submit the PfE Joint Plan following consultation a report to Council will follow.

---

### **Financial Implications:**

The preparation and examination of the Places for Everyone Publication Plan 2021 generates a revenue cost for the nine participating local authorities. A substantial evidence base has been assembled to support the plan which has involved commissioning of specialist and independent experts. There are no current revenue implications. Following this consultation, the PfE plan will be submitted to the Secretary of State for examination. There will be further revenue costs associated with the examination process, including appointment of a Programme Officer(s) and the cost of the examination itself, including procurement of a venue, Planning Inspectors and legal advice. Further reports will be provided to the Joint Committee as appropriate.

---

### **Report Author and Contact Details:**

Crispian Logue – Assistant Director of Strategy, Planning and Regulation

Email: [c.logue@bury.gov.uk](mailto:c.logue@bury.gov.uk)

**Background papers:**

- Places for Everyone: Publication Draft 2021.
- Key supporting evidence.

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

Term	Meaning
Places for Everyone Joint Plan (PfE)	PfE is a statutory Development Plan Document that provides the strategic basis for planning future growth and development in nine of the Greater Manchester districts up to 2037.
Brownfield Land	Brownfield land is land that has previously been developed. It might be overgrown and look like a green space, still have buildings on it or be derelict.
Greenfield Land	Greenfield sites are undeveloped green spaces found in both urban and rural areas. Greenfield sites are not all found within the Green Belt. A park in an urban area, for example, would also be defined as a greenfield site.
Local Housing Need (LHN)	The minimum number of homes needed in a particular area calculated using the Government's standard methodology.

**List of Appendices:**

- Appendix 1 – Revisions to text of the GMSF2020 following the withdrawal of Stockport
- Appendix 2 – Counsel Opinion on changes between GMSF 2020 and PfE 2021
- Appendix 3 – Places for Everyone: Plan-wide and site-specific supporting documents
- Appendix 4 – Topic Papers for each of the proposed PfE 2021 site allocations in Bury
- Appendix 5 – Treatment of existing Unitary Development Plan Policies on adoption of PfE
- Appendix 6 – Equality Impact Assessment

## **Appendix 1 – Revisions to text of the GMSF2020 following the withdrawal of Stockport**

### **a) Differences between 'Places for Everyone' 2021 and the GMSF 2020**

The text of the GMSF 2020 has been revised following the withdrawal of Stockport. The revisions to the PfE 2021 (compared to GMSF 2020) fall into 5 broad categories:

#### **As a direct result of the withdrawal of Stockport Council from GMSF**

Policies relating specifically to Stockport Council's area have been removed (e.g. strategic allocations). Housing and employment land requirements and supply have been recalculated to reflect the withdrawal of Stockport Council, the change in the Plan period and the outcome of Duty to Co-operate discussions with Stockport, as has the extent of the proposed release of Green Belt in the remaining nine districts. The plan period has been updated from 2020-2037 to 2021-2037; and references to 'Stockport' 'Greater Manchester', 'Greater Manchester Spatial Framework' and 'GMSF' have been deleted and/or replaced where appropriate.

Information presented in the Plan relates to the 9 participating boroughs where appropriate and possible to do so. In some instances (such as air quality), information cannot be disaggregated from the Greater Manchester level, or it is not appropriate to do so as it is referring to the wider Greater Manchester area, including Stockport. In these instances it is legitimate to present the information for Greater Manchester.

#### **As a direct result of changes to government policy since October 2020**

Government published the revised methodology for calculating Local Housing Need (LHN) on 16 December 2020. The methodology for all of the Greater Manchester Authorities other than Manchester City Council was largely unchanged, however the new methodology resulted in a 35% uplift for the Manchester City Council area. The revised LHN methodology states that the 35% uplift is to be met within the district and not redistributed. As PfE 2021 has not been through the Publication Stage it is not subject to transitional arrangements and is required to take into account the standard methodology for calculating Local Housing Need published by Government on 16 December 2020. This resulted in the Manchester LHN increasing by 914 homes per annum or almost 15,000 homes over the plan period which has been reflected in Manchester City Council's housing land target in PfE 2021.

#### **As a direct result of new evidence/information being made available since October 2020**

The evidence base underpinning PfE 2021 builds on that compiled for GMSF 2020. Addenda have been produced where appropriate to outline the additional work which has been undertaken to take account of the changes between GMSF 2020 and PfE 2021 and the passage of time.

### **Clarification of policy wording**

This category includes minor changes to a limited number of policies as a result of ongoing collaboration with statutory consultees, and to provide more clarity regarding implementation.

### **Minor typographical changes**

This category relates to the correction of spelling and grammatical errors only.

## **b) Assessment of Proposed Changes**

The revisions set out above have been reviewed in order to consider their impact on the effect of the PfE 2021 on the remaining nine authorities, compared to the GMSF 2020. The assessment of the effect of the changes is set out below.

### **As a direct result of the withdrawal of Stockport Council from GMSF**

The effect on the remaining nine districts of the removal of the Stockport allocations and associated references is minimal.

The withdrawal of the Stockport allocations did not result in the need for the remaining nine districts to amend the distribution of their objectively assessed housing and employment needs. Therefore, the spatial strategy for the remaining nine districts will have substantially the same effect as the GMSF 2020 would have had on the nine remaining districts.

The withdrawal of Stockport in December delayed publication of the plan under Regulation 19. The PfE 2021 plan period has therefore been revised to 2021 to 2037, from 2020 to 2037 (that of GMSF 2020). As a result, the overall (and individual) housing and employment land targets have been amended and the ability of the land supply to meet these revised targets has consequently altered. As a result, whilst a small number of changes have been made to allocations in Oldham and Salford, the resultant spatial strategy will have substantially the same effect as the GMSF 2020 would have had on the nine remaining districts.

The proposed Green Belt release in PfE 2021 equates to 1,760 hectares, equating to 3.3% of the current Green Belt covering the 9 districts. GMSF 2020 proposed Green Belt release of 1,939\* hectares, which equated to 3.1% reduction in the extent of the Greater Manchester (all 10 districts) Green Belt.

In light of this, it is considered that the revisions which fall into this category (as a direct result of the withdrawal of Stockport) would result in a plan which has a substantially the same effect on the participating nine districts as GMSF 2020.

#### **As a direct result of changes to government policy since October 2020**

A higher annualised plan figure for Manchester City than in the GMSF 2020 (2,951 vs 3527) has been introduced within PfE 2021 as a result of the revised LHN. Through this process Manchester City Council has identified sufficient land in the urban area to meet its increased need and consequently remove a very small Green Belt housing site. This remains consistent with the GMSF 2020 spatial strategy which concentrated growth in the centre of the conurbation. Manchester City's increased LHN, and therefore its PfE 2021 housing target, helps to maintain a consistent spatial strategy, between the two plans, despite Stockport's withdrawal. and results in a Plan with substantially the same effect as the GMSF 2020 on the nine districts.

#### **As a direct result of new evidence/information being made available since October 2020**

The types of changes that fall into this category have arisen out of the need to maintain an up-to-date evidence base, despite the passage of time since the GMSF 2020 and similarly the need to have continuous dialogue with key stakeholders on matters of strategic importance. The effect of the proposed amendments on the overall strategy and objectives of the plan have substantially the same effects on the participating nine districts as GMSF 2020.

#### **Clarification of policy wording**

Minor changes have been made to assist in the interpretation of the policies. It is not considered that these changes impact on the overall objectives of the policies or specific allocations. Therefore, the effect of the policies on the remaining nine districts remains substantially the same as they did in GMSF 2020. However, they make the plan less ambiguous, in line with NPPF.

#### **Minor typographical changes.**

This category relates to the correction of spelling and grammatical errors only and therefore result in a plan which has a substantially the same effect on the participating districts as GMSF 2020.

#### **Cumulative impact of changes**

Having considered the impact of the changes above, it is necessary to consider if their cumulative impact would result in a plan which has a substantially the same effect on the participating nine districts as GMSF 2020. In this context, it is important to note that, as with the above assessment, 'substantially the same effect' does not mean 'the same effect'. It allows for flexibility to address the fact

that the plan now covers a different geographical area, with consequently different levels of needs and resulting changes to allocations.

The changes made between GMSF 2020 and PfE 2021 are not insignificant in numerical terms, indeed all sections of the plan have seen some form of change. However, in determining the cumulative impact of these multiple changes, it is important to consider what impact they have had on the overall Vision, Objectives and Spatial Strategy of PfE 2021 compared to GMSF 2020, particularly for the decision maker in implementation terms.

### **Conclusions**

As set out above, the resultant impact of the changes on the overall strategy of the joint plan and its effect on the remaining nine districts is limited.

On this basis, it is concluded that the PfE 2021 has substantially the same effect on the nine boroughs as was the case under the GMSF 2020 and it is therefore recommended that the plan proceed to a Publication stage (Regulation 19) consultation.

Leading Counsel has provided a note (Appendix 2) confirming the relevant statutory provisions and endorsing the approach and conclusions of officers that the plan has substantially the same effect.

## Appendix 2 – Counsel Opinion on changes between GMSF 2020 and PfE 2021

### OPINION

1. I am instructed by the GMCA to consider whether (a) the Places for Everyone [“PfE 2021”] Publication Plan 2021 draft joint development plan document “has substantially the same effect” “with respect to the areas of” the 9 Greater Manchester Authorities<sup>1</sup> which have prepared it, as (b) Greater Manchester’s Plan for Jobs, Homes & the Environment [“GMSF 2020”] Publication Plan 2020 did.
2. GMSF 2020 was prepared by the 9 PfE 2021 authorities *and* Stockport Council as their joint plan (a plan for the 10) however subsequently Stockport withdrew from the agreement to prepare a joint plan. The remaining 9 authorities have prepared PfE 2021 as their joint plan (a plan for the 9).
3. GMSF 2020 had reached the stage of publication under Regulation 19 of the 2012 Local Plan Regulations<sup>2</sup>. The combined effect of Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32(2) of the 2012 Local Plan Regulations is that if PfE 2021 “has substantially the same effect” “with respect to the areas of”<sup>3</sup> the 9 remaining authorities as GMSF 2020 did for the areas of these 9 authorities *then* PfE 2021 can proceed to publication under Regulation 19 without having to go back to an earlier stage in the process.
4. In my opinion, the word “substantially” in this context should be given its ordinary meaning of “for the most part” “essentially”<sup>4</sup> or to put it more colloquially *by and large*.
5. The report to the PfE Joint Committee scheduled for 20<sup>th</sup> July 2021 analyses the differences between PfE 2021 and GMSF 2020 and explains that they arise for one or other of five main reasons, namely:
  - 1) As a direct result of the withdrawal of Stockport Council from the process;
  - 2) As a direct result of changes to government policy;
  - 3) As a direct result of new evidence / information;
  - 4) As clarifications of wording, and
  - 5) As corrections of typographical errors.

---

<sup>1</sup> Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan

<sup>2</sup> The Town and Country Planning (Local Planning) (England) Regulations 2012

<sup>3</sup> To quote from Regulation 32(2)

<sup>4</sup> OED

6. The report elaborates and discusses each category of change before concluding that PfE 2021 has substantially the same effect as GMSF 2020 with respect to the areas of the 9 authorities in question.
7. I have considered the report and the conclusion it reaches in this regard, and I have been able to compare PfE 2021 with GMSF 2020 for myself assisted by the officers' analysis.
8. Two points arise. *First*, in the event that the Joint Committee agrees with the officers' conclusion (that PfE 2021 has substantially the same effect as GMSF 2020 with respect to the areas of the 9 remaining authorities) would this conclusion be vulnerable to a legal challenge by judicial review on the basis that it is unreasonable? I put the question in that way because whether the two plans have substantially the same effect is a judgment-call for the Joint Committee, not for the courts. Instead, in the event of a legal challenge the court would consider whether the Joint Committee's conclusion is perverse in the sense of being so unreasonable that no reasonable authority could have reached that conclusion. Put another way, was the conclusion legally open to the Joint Committee. As can be seen from the nature of the concept, this is a high hurdle for any would-be challenger to surmount.
9. In my opinion, it is entirely open to the Joint Committee to agree with the officers' conclusion on the basis of the reasoning set out by the officers in the report. I fail to see how any such conclusion could be held to be unreasonable in the sense just explained. In other words, if the Joint Committee wishes to agree with the officers, it should feel itself legally free and able to do so.
10. *Secondly*, in my opinion, not only is the conclusion reached by officers one which it would be lawful for the Joint Committee to agree with, it is also the correct conclusion to reach. PfE 2021 does have substantially (as in for the most part, essentially, by and large) the same effect for the areas of the remaining 9 authorities as the GMSF 2020 did for their areas. I agree with the officers' reasoning.

1.1

**1.2 Christopher Katkowski QC**

**1.3 22<sup>nd</sup> June 2021**

Kings Chambers

### Appendix 3 – Places for Everyone: Plan-wide and site-specific supporting documents

<b>SUPPORTING DOCUMENTS</b>
<b>Plan-Wide</b>
Housing Topic Paper
Employment Topic Paper
Green Belt Topic Paper
Carbon & Energy Topic Paper
Natural Environment Topic Paper
Transport Topic Paper
Greater Manchester Transport Strategy 2040 Refresh
Our 5-Year Transport Delivery Plan 2020-2025
Greater Manchester Transport Strategy - 2040 Right Mix Technical Note
Transport Strategic Modelling Technical Note
Existing Land Supply and Transport Technical Note
Transport Locality Assessments – Introductory Note and Assessments – Cross-boundary allocations
Addendum: Transport Locality Assessments Review - Cross-boundary allocations
Transport Locality Assessments – Introductory Note and Assessments -Bury Allocations
Addendum: Transport Locality Assessments Review - Bury Allocations
PfE Integrated Appraisal Report
PfE Integrated Appraisal Addendum Report
GMSF Integrated Appraisal Non-Technical Summary 2020
PfE Integrated Appraisal Non-Technical Summary 2021
GMSF Integrated Assessment Scoping Report 2020
PfE Integrated Assessment Scoping Report Addendum 2021
Integrated Assessment of GMSF Growth and Spatial Options Paper
Habitat Regulations Assessment of PfE
Habitat Regulations Assessment of PfE - Air Quality Assessment
PfE Strategic Viability Assessment Stage 1
PfE Strategic Viability Assessment Stage 2: Technical Appendices
PfE Strategic Viability Assessment Stage 2 Allocated Sites
Carbon and Energy Implementation Part 1 - Technical Analysis
Carbon and Energy Implementation Part 2 - Carbon Offsetting

Carbon and Energy Implementation Part 2 - Fund Size Appendix B
GM Strategic Flood Risk Assessment Level 1 Report
GM SFRA Level 1 Appendix A Bury Interactive Maps
GM SFRA Level 1 Appendix B Sites Assessment Part 1
GM SFRA Level 1 Appendix B Sites Assessment Part 2
GM SFRA Level 1 Appendix C - Development Sites Assessments Summary Reports
GM SFRA Level 1 Appendix D - Functional Floodplain Methodology
GM SFRA Level 1 Appendix E - GMCA Climate Change Models
GM SFRA Level 1 Appendix F - SUDS Techniques and Suitability
GM Flood Risk Management Framework
GM Strategic Flood Risk Assessment Level 2 - Report
GM Strategic Flood Risk Assessment Level 2 - Appendices
Flood Risk Sequential Test and Exception Test Evidence Paper
Carbon and Fracking Evidence Paper
Economic Forecasts for Greater Manchester
Employment Land Needs in Greater Manchester
COVID-19 and PfE Growth Options
GM Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2018
Green Infrastructure Policy Context
Guidance for Greater Manchester - Embedding Green Infrastructure Principles
Biodiversity Net Gain Proposed Guidance for Greater Manchester
Integrated Assessment of PfE Growth and Spatial Options Paper
Stage 1 Greater Manchester Green Belt Assessment (2016)
Stage 1 Greater Manchester Green Belt Assessment - Appendices (2016)
GMSF Landscape Character Assessment (2018)
Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions
Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2021 PfE Allocations and Additions (Addendum 2021)
Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations (2020)
21F. Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations – Appendix B (2020)

Stage 2 GM Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020)
Stage 2 GM Green Belt Study – Assessment of Proposed PfE Allocations (Addendum 2021)
Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020)
Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2021 PfE Green Belt Additions (Addendum 2021)
Stage 2 GM Green Belt Study – Identification of Opportunities to Enhance the Beneficial use of the GM Green Belt (2020)
GMSF 1 Hist Env Assess Summary Report June 2019
<b>JPA1.1 – Heywood/Pilsworth (Northern Gateway)</b>
1.1 Illustrative Development Framework Plan
1.1 Flood Risk and Drainage Report, 2020
1.1 Ecological Report, 2020
1.1 Landscape and Visual Analysis Report, 2020
1.1 Archaeology and Heritage Report, 2020
1.1 Geo Environmental Report, 2020
1.1 Noise and Air Quality Report, 2020
1.1 Initial Heritage Appraisal, 2020
Northern Gateway Utilities Statement, 2020
Northern Gateway - Economic Benefits Summary, 2020
Preliminary Ecological Appraisal, 2020 - Rochdale
Northern Gateway Historic Environment Assessment, 2020 – Rochdale
JPA1.1 Heywood/Pilsworth Topic Paper July 2021
<b>JPA1.2 – Simister/Bowlee (Northern Gateway)</b>
1.2 Illustrative Development Framework Plan
1.2 Flood Risk and Drainage Report, 2020
1.2 Ecological Report, 2020
1.2 Landscape and Visual Appraisal Report, 2020
1.2 Archaeology and Heritage Report, 2020
1.2 Geo Environmental Report, 2020
1.2 Initial Heritage Appraisal, 2020
1.2 Noise and Air Quality Report, 2020
Northern Gateway Utilities Statement, 2020
Northern Gateway - Economic Benefits Summary, 2020

Preliminary Ecological Appraisal, 2020 - Rochdale
Northern Gateway Historic Environment Assessment, 2020 – Rochdale
JPA1.2 Simister/Bowlee Topic Paper July 2021
<b>JPA7 – Elton Reservoir</b>
Elton Parkland Indicative Masterplan, 2020
Elton Parkland Agricultural Land Quality, 2019
Elton Parkland Air Quality Statement, 2019
Elton Parkland Strategy, 2020
Elton Parkland Phase 1 Habitat Survey, 2019
Elton Parkland Wintering & Breeding Bird Surveys, 2017
Elton Parkland Results of Desktop Scope & Ecological Surveys, 2019
Elton Parkland Great Crested Newts Survey, 2017
Elton Parkland Bat Activity Surveys & Assessment, 2019
Elton Parkland Water Vole & Otter Survey, 2017
Elton Parkland Outline Ecological Mitigation and Enhancement Strategy, 2019
Elton Parkland Flood Risk Assessment and Outline Drainage Strategy, 2020
Elton Parkland Reservoir Flood Study - Impact of Development, 2020
Elton Parkland Dam Breach & Flood Inundation Report, 2018
Elton Parkland Phase 1 Preliminary Risk Assessment, 2019
Elton Parkland Initial Heritage Assessment, 2020
Elton Parkland Archaeological & Historic Landscape Character Assessment, 2020
Elton Parkland Noise Screening Assessment, 2019
Elton Parkland Utility Statement, 2019
JPA7 Elton Reservoir Topic Paper July 2021
<b>JPA8 - Seedfield</b>
JPA8 Seedfield Topic Paper July 2021
<b>JPA9 - Walshaw</b>
Walshaw Indicative Masterplan, 2020
Walshaw Masterplan Drainage Strategy, 2020
Walshaw Drainage Strategy Executive Technical Summary, 2020
Walshaw HIMOR Flood Risk Assessment, 2020
Walshaw Redrow Flood Risk Assessment, 2020
Walshaw VHW Flood Risk Assessment, 2020

Walshaw Phase 1 Desk Study Executive Summary, 2020
Walshaw HIMOR Phase 1 Desk Study Report, 2019
Walshaw Redrow Phase 1 Geo Environment Site Assessment, 2019
Walshaw Vernon Phase 1 Desk Study Report, 2019
Walshaw Historic Environment Assessment, 2020
Walshaw Christ Church, 2021
Walshaw HIMOR & VHW Landscape and Visual Technical Note, 2017
Walshaw Redrow Preliminary Landscape and Visual Overview, 2020
Walshaw Arboriculture Technical Note, 2017
Walshaw Redrow Tree Survey Report, 2019
Walshaw Noise Screening Assessment, 2020
Walshaw HIMOR Utility Feasibility Report, 2020
Walshaw Redrow Utilities Report, 2020
Walshaw VHW Utility Feasibility Report, 2020
Walshaw HIMOR & VHW Ecology Technical Note, 2020
Walshaw Redrow Preliminary Ecology Appraisal, 2019
Walshaw Air Quality Assessment, 2019
JPA9 Walshaw Topic Paper July 2021

This page is intentionally left blank

# **JPA1.1 Heywood/Pilsworth**

## **Topic Paper**

**PfE 2021**

## Contents

Section A – Background.....	4
1.0 Introduction .....	4
2.0 Heywood and Pilsworth Allocation Overview .....	6
3.0 Site Details .....	7
4.0 Proposed Development.....	8
5.0 Site Selection .....	9
6.0 Planning History .....	11
7.0 GMSF 2019 Consultation Responses .....	11
8.0 GMSF 2019 Integrated Assessment .....	13
9.0 GMSF 2020 Integrated Assessment .....	15
Section B – Physical.....	17
10.0 Transport.....	17
11.0 Flood Risk and Drainage.....	20
12.0 Ground Conditions .....	24
13.0 Utilities.....	27
Section C – Environmental.....	31
14.0 Green Belt Assessment.....	31
15.0 Green Infrastructure .....	35
16.0 Recreation.....	35
17.0 Landscape.....	36
18.0 Ecological/Biodiversity Assessment .....	38
19.0 Habitat Regulation Assessment .....	41
20.0 Historic Environment Assessment.....	41
21.0 Air Quality.....	47

Section D – Social .....	50
22.0 Education .....	50
23.0 Health.....	50
Section E – Deliverability.....	51
24.0 Viability.....	51
25.0 Phasing .....	54
26.0 Indicative Masterplanning.....	56
Section F – Conclusion .....	59
27.0 The Integrated Appraisal .....	59
28.0 The main changes to the Proposed Allocation .....	59
29.0 Conclusion .....	61
Section G – Appendices.....	63
Section H – Bibliography.....	86

# Section A – Background

## 1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on the 11th of December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each

district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has 'substantially the same effect' on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore "the plan" and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed  
Site Allocation Topic Paper – JPA1.1 Heywood/Pilsworth - PfE 2021

to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

## **2.0 Heywood/Pilsworth Allocation Overview**

- 2.1 The Northern Gateway is an extensive area located around Junction 18 of the M60 motorway extending east to Junction 19 of the M62 and north to Junction 3 of the M66. It comprises two key sites within the wider North-East Growth Corridor:

- Heywood / Pilsworth (Bury and Rochdale)
- Simister and Bowlee (Bury and Rochdale)

- 2.2 The Northern Gateway straddles the districts of Bury and Rochdale and is positioned at a strategically important intersection around the M60, M62 and M66 motorways. As such, it represents a highly accessible opportunity for growth in Greater Manchester with wider benefits on a regional and national level. The central theme of the spatial strategy for Greater Manchester is to deliver inclusive growth across the city region complemented by a key aim to boost the competitiveness of the northern parts of Greater Manchester. The Northern Gateway is one of the key locations that will help to deliver these fundamental objectives.

- 2.3 This strategic allocation will enable the delivery of a large, nationally-significant employment opportunity to attract high quality business and investment, with a

complementary housing offer on the M62 corridor, where there is strong evidence of market demand.

- 2.4 The allocation at Heywood/Pilsworth provides an opportunity for a substantial and high quality employment-led development. The scale and location of this allocation will help to rebalance the Greater Manchester economy, ensure the PfE plays its part in driving growth within the north of England and enable Greater Manchester to be competitive both nationally and internationally.
- 2.5 This Topic Paper brings together a wide range of information and evidence in connection with the proposed strategic site allocation at Heywood and Pilsworth (JPA1.1). However, it should be read in conjunction with the separate Topic Paper relating to the Simister/Bowlee allocation (JPA1.2). The paper may be subject to further technical amendments in advance of the formal commencement of consultation.

### **3.0 Site Details**

3.1 JPA1.1 lies wholly north of the M62 and extends to approximately 640 hectares, 330 hectares of which are within Bury and 310 hectares are within Rochdale. The land is situated to the east of Bury and to the south of Heywood. Its southern boundary borders onto the M62, its western boundary follows the M66 and eastern boundary straddles Hareshill Road. To the north, it borders directly onto Pilsworth Road and Heywood Distribution Park. The allocation is approximately:

- 3.2km from Bury Town Centre;
- 3.7km from Heywood Town Centre;
- 4.5km from Whitefield Town Centre;
- 6.4km from Middleton Town Centre; and
- 7.7km from Rochdale Town Centre

3.2 The allocation currently comprises a number of large agricultural fields, a fishery and a golf course.

3.3 636ha of the allocation is located within the Green Belt.

## **4.0 Proposed Development**

4.1 Development within this allocation seeks to deliver a total of around 1,200,000 sq.m of industrial and warehousing space (with around 700,000 sq.m. being delivered within the plan period). This will comprise a mix of high quality employment premises in an attractive business park setting in order to appeal to a wide range of business sectors, including the development of an Advanced Manufacturing Park. Such development will have the potential to create up to 17,000 jobs with a further 1,700 jobs created through supply chains and employee spending.

4.2 Around 1,200 new homes will be delivered within the allocation. Around 1,000 homes, coupled with a new primary school, will be located in the eastern part of the allocation (within Rochdale) to support early delivery of the infrastructure and provide a planned buffer between existing housing and new employment development. Approximately a further 200 homes will be created in the west of the allocation off Castle Road. An appropriate buffer will be incorporated to separate this part of the allocation from the wider employment area and appropriate highways measures will be put in place to prevent the use of residential roads by traffic associated with the wider employment area. The housing is proposed to include a mix of house types, including affordable housing.

4.3 The design and layout within the allocation will allow for effective integration with surrounding communities, including active travel links and connections to local services, employment opportunities and over the M62 to proposed new development at Simister/Bowlee (JPA1.2). High quality, publicly accessible multifunctional green and blue infrastructure within the allocation will provide health benefits to workers and residents as well as creating a visually attractive environment.

- 4.4 The site boundary for JPA1.1 or the amount of development proposed within the allocation has not been amended from that proposed in the 2019 GMSF and the unpublished 2020 GMSF.
- 4.5 Appendix 4 sets out the JPA1.1 Heywood/Pilsworth policy wording.

## **5.0 Site Selection**

- 5.1 The Site Selection work had the purpose of identifying the most sustainable locations for residential and employment development that can achieve the Joint Plan's Vision, Objectives and Spatial Strategy.
- 5.2 This allocation forms part of the wider Northern Gateway allocation and straddles the districts of Bury and Rochdale. The allocation provides the opportunity to deliver a large nationally significant employment opportunity to attract high quality business and investment with complementary residential development.
- 5.3 The allocation is positioned at a strategically important intersection around the M60, M62 and M66 motorways. As such, it represents a highly accessible opportunity for growth in Greater Manchester, with wider benefits on a regional and national level.
- 5.4 Due to the current undeveloped nature of the allocation, much of the immediate highway network is not of a nature that could accommodate strategic development without an appropriate upgrade. Key to delivery of the allocation will therefore be the provision of significant improvements to highway infrastructure, delivery of improved public transport infrastructure through the allocation (potentially including Bus Rapid Transport corridor) and close to the allocation (including potential tram-train on the East Lancashire rail line between Bury and Rochdale) and the provision of high quality walking and cycling routes.
- 5.5 The scale of the development will help to deliver a significant jobs boost to the northern and eastern parts of Greater Manchester, increasing the economic output from this area. It will also enable new residential and community facilities to come forward in what is currently an area with significant pockets of deprivation, low skills and worklessness.

5.6 The site selection process considered the entire Northern Gateway allocation when considering sites for inclusion in the Joint Plan. On this basis the Northern Gateway allocation was selected for inclusion based on:

- Criteria 1 (land which has been previously developed and/or land which is served by public transport);
- Criteria 3 (land that can maximise existing opportunities which have significant capacity to deliver transformational change and/or boost the competitiveness and connectivity of Greater Manchester and genuinely deliver inclusive growth);
- Criteria 5 (land which would have a direct significant impact on delivering urban regeneration);
- Criteria 6 (land where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long term viable sustainable travel options and delivers significant wider community benefits);
- Criteria 7 – Land that would deliver significant local benefits by addressing a major local problem/issue.

5.7 Further detail is provided within in the Site Selection Background Paper available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>. A 2021 addendum to the background paper has been produced which confirms that as the allocation has not changed since 2020, the conclusions from the GMSF Site Selection Topic Paper 2020 remain applicable.

5.8 The Heywood/Pilsworth allocation forms part of the PfE North-East Growth Corridor Policy (Policy JP-Strat 7) and offers an opportunity to deliver a significant mixed use, housing and employment development which is of a transformative scale and significantly change the economic growth potential of the wider area. Development could capitalise on the existing successful employment locations at Heywood/Pilsworth and further exploit the important connection to the M62 corridor.

The location of this allocation will make it particularly attractive to the logistics and advanced manufacturing sectors.

5.9 Development could also contribute towards regeneration of adjacent areas of deprivation and this would help deliver one of the Joint Plan's key aims of boosting the competitiveness of the northern Greater Manchester Boroughs and supporting long-term economic growth in Greater Manchester.

5.10 Given this, the allocation is relevant to the PfE objectives of:

- Objective 1 – Meet our housing need;
- Objective 3 – Playing our part in ensuring a thriving and productive economy in all parts of Greater Manchester;
- Objective 4 – Maximise the potential arising from our national and international assets;
- Objective 5 – Reduce inequalities and improve prosperity;
- Objective 6 – Promote the sustainable movement of people, goods and information.

## **6.0 Planning History**

6.1 In Bury, planning permission has not been granted for any significant uses within the allocation.

6.2 In Rochdale, planning permission was granted in March 2020 for land within the north eastern part of the allocation. The scheme comprised a new link road between Junction 19 of the M62 and Pilsworth Road, approximately 135,000 sqm of employment floorspace, 1000 new homes, a new local centre and primary school and associated landscaping and sports pitches. This scheme is currently being delivered.

## **7.0 GMSF 2019 Consultation Responses**

- 7.1 345 comments were received in relation to the JPA1.1 Heywood and Pilsworth during the consultation on the Revised Draft GMSF in 2019. A summary of the key issues are provided in Table 1.

**Table 1. Summary of Consultation Responses from the Revised Draft GMSF in 2019**

<b>Principle / Scale of development</b>
<ul style="list-style-type: none"> <li>▪ Disproportionate distribution of employment land.</li> <li>▪ Large scale of site is a concern as it has potential to give rise to traffic impacts due to it being close to motorways.</li> <li>▪ No need when existing estates in area are below capacity.</li> <li>▪ Economic growth should not be at the expense of the community and the environment.</li> <li>▪ Considerable impact on local agriculture.</li> <li>▪ Pilsworth landfill – include within developable area/unsuitable for development but could be a country park/should remain rural.</li> <li>▪ Highly accessible and sustainable location for growth.</li> </ul>
<b>Housing (inc affordable housing)</b>
<ul style="list-style-type: none"> <li>▪ Should be set back from motorways and at high densities.</li> <li>▪ Will be expensive executive homes. Affordable home prices will not be affordable. Must provide for elderly. Need terraced homes.</li> <li>▪ Land is available for development. More housing needed closer to the planned jobs.</li> </ul>
<b>Employment and Economy</b>
<ul style="list-style-type: none"> <li>▪ Over-reliance on logistics and warehouses which have low-skilled and low wage jobs, needs to attract high technology industries. Will not solve the issue of a lack of suitable premises.</li> <li>▪ More detail required on jobs created, investors.</li> <li>▪ Should expand existing under-capacity industrial estates.</li> <li>▪ New jobs should be for local residents.</li> <li>▪ Consider impact of automation and Brexit.</li> <li>▪ Need to promote business growth in town centres.</li> <li>▪ Provides significant employment opportunities and new impetus for regeneration.</li> </ul>
<b>Green Belt</b>

<ul style="list-style-type: none"> <li>▪ Release of Green Belt disproportionate in this area of the Borough and compared to other districts.</li> <li>▪ Will result in the merging of towns and urban sprawl.</li> <li>▪ Retained Green Belt includes land that is not appropriate such as Pilsworth Quarry.</li> </ul>
<b>Brownfield</b>
<ul style="list-style-type: none"> <li>▪ Must use brownfield land within the urban areas before considering greenfield land.</li> </ul>

## 8.0 GMSF 2019 Integrated Assessment

- 8.1 The 2019 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 8.2 The IA reviewed how the draft GMSF policies could impact upon the environment, the economy, local communities, equality and public health. The IA also recommended ways in which the GMSF could be improved to ensure that the policies are as sustainable as possible.
- 8.3 The Northern Gateway draft allocations were considered together against the 2019 Integrated Assessment objectives. The allocations performed well although a number of recommendations were made:
- Ensure that all three allocations refer to a mix of housing types;
  - Make specific reference to energy efficiency of the housing stock;
  - The policy should also highlight the importance of local employment during construction;
  - Consider feasibility study into requirements and ability of local network to support development;
  - Benefits such as creation of construction and operational employment, or improved transport links or increases in the range of community facilities,

should consider benefits to deprived areas. Where possible such benefits should be maximised to help bring about long term benefits for deprived areas;

- The allocation needs to encourage integration with existing communities and provision of a range of housing tenures;
- Ensure any new health provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Ensure any new community facilities provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Ensure any new recreation provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Seek to minimise the number of trips made by private car to/from the site. Consider the use of mitigation solutions including green infrastructure, incentivising electric vehicles and/or masterplan layout which reduces emissions near sensitive receptors. This is especially relevant to buffer around the AQMA adjacent to the site;
- A suitable flood risk assessment may be required and associated mitigation in order to prevent the flood zone expanding;
- Appropriate flood risk mitigation should be implemented (in line with best practice) for all developments that are within or near to areas of flood risk. This is especially relevant around the areas of flood zone 2 and 3;
- Make reference to energy efficiency directly and ways that it can be increased, such as highlighting the benefits of sustainable modes of transport;
- Consider the listed structures throughout detailed design to reduce the risk throughout construction and operational phases;

- Consider how development of PDL sites could be encouraged as a result of greenfield development (e.g. by incentives or inclusion of adjacent PDL);
- Promote sustainable construction methods; and
- Consider waste and recycling facilities in design e.g. consider location of waste/recycling facilities in design/layout of masterplans, and how waste facilities can be located to encourage recycling.

8.4 It is important to note that the IA was focusing on each policy in isolation from other policies and that many of the recommended changes for the Northern Gateway allocation policies are already covered in other GMSF (now PfE) policies. However, some wording changes have been made as a result of the IA in relation to housing types, electric vehicles, heritage and archaeology.

## **9.0 GMSF 2020 Integrated Assessment**

9.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation were required. The 2020 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

9.2 The majority of the 2019 recommendations for the Heywood and Pilsworth allocation had been positively addressed by the 2020 allocation policy itself or other GMSF thematic policies. However the 2020 IA did recommend a further three changes in order to further strengthen the policies:

- Climate Change - since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
- Accessible design standards – whilst this was broadly covered in Policy GM-E1 and within GM-H3 relating to housing, it was suggested that policies were strengthened with more specific reference to accessible design of buildings

Site Allocation Topic Paper – JPA1.1 Heywood/Pilsworth - PfE 2021

and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1.

- Deprivation - whilst this was also broadly covered within the supporting text within Policy GM-E1, particularly referencing social inclusivity, it was considered that the policy could be more explicit in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.

9.3 These recommendations were incorporated into the final 2020 GMSF.

## **10.0 PfE 2021 Integrated Appraisal Addendum**

10.1 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the scoring and conclusions reached in the 2020 IA. As there have been no changes to the allocation since 2020 and the 2020 IA recommendations have been incorporated into the PfE policy, there has been an overall improvement of the 2021PfE in relation to the IA Framework.

## Section B – Physical

### 11.0 Transport

- 11.1 The allocation is positioned at a strategically important intersection around the M60, M62 and M66 motorways. Due to the current undeveloped nature of the allocation, much of the immediate local highway network is currently not of a nature that could accommodate strategic development without an appropriate upgrade. Key to the delivery of the allocation will be the provision of significant improvements to highway infrastructure, delivery of improved public transport infrastructure through the allocation and close to the allocation and the provision of high quality and connected walking and cycling routes.
- 11.2 The Locality Assessment (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>) concludes that whilst the allocation is expected to give rise to significant levels of traffic demand over both the strategic and the local road networks, mitigation schemes have been developed and tested which could be expected to address the impacts on both the strategic and local road networks.
- 11.3 The tables below detail the mitigation measures identified.

**Table 2. Supporting Strategic Interventions**

Mitigation	Description
Bus Rapid Transit (BRT) corridor to Manchester city centre	Bus Rapid Transit (BRT) corridor to Manchester city centre and Rochdale via Heywood Old Road/ Manchester Road

**Table 3. Necessary Local Mitigations**

Mitigation	Description
Permeable network for pedestrian and cyclist priority to/from/ within the development	Assumed new or upgraded cycle and pedestrian access, linked to PROWs and the Bee Network, providing connectivity to adjacent local areas and employment/educational opportunities,

	supported by high quality design for active travel within the allocation area.
Introduction of local bus services to/from/ within the allocation	Assumed local bus services to link the allocation with Metrolink and Rail interchanges and key local centres such as Bury, Heywood, Rochdale and Middleton, supported by permeable design of future development to support bus services within the allocation area.
Moss Hall Road / Pilsworth Road (South)	Replace existing three arm priority junction with a three arm roundabout.  New roundabout, including a 56m (inscribed circle diameter) with two circulating lanes.
A6045 Heywood Old Rd / Whittle Lane	Additional traffic management measures on Whittle Lane.
Moss Hall Road / Pilsworth Road (North)	Replace existing three arm signalised junction with a three arm unsignalised roundabout.  New roundabout will include a 56m (inscribed circle diameter) with two circulating lanes and a left turn bypass from Pilsworth Road South
Hollins Brow / Hollins Lane	Remove mini roundabout arrangement and replace with a 3 arm signalised junction.
Pilsworth Road (Between M66 Link Road and "3-Arrows" Junction)	Upgrading to dual carriageway standard – two lanes in each direction with a central reserve.

**Table 4. Strategic Road Network Interventions**

<b>Mitigation</b>	<b>Description</b>
M66 Junction 3 / Pilsworth Road	Upgrading to a 4-arm grade separated signalised configuration including widened slip road approaches from the M66 and a 3 lane circulating carriageway.

M62 J19 / A6046 Heywood Interchange	Removal of at-grade pedestrian / cycle facilities at the SHLR arm and adjacent section of the circulating carriageway and replacing them with a pedestrian / cycle subway.
M66 Junction 2 / A58	Addition of a fourth lane to the circulating carriageway of the roundabout.
M66 Link Road	Upgrading existing Pilsworth Road between M66 Junction 3 and Moss Hall Lane to dual carriageway - two traffic lanes in each direction, with a central reservation & cycle/pedestrian provision.

### 2021 Locality Assessment Review

- 11.4 As a result of the withdrawal of Stockport Council and their associated allocations from the GMSF, the Locality Assessments have been reviewed. The Northern Gateway Locality Assessment Update Note (2021) confirms that the conclusions of the GM1.1 Heywood and Pilsworth Locality Assessment, November 2020 remain robust.
- 11.5 The 2020 assessment gave an initial indication that the traffic impacts of the allocation can be sufficiently mitigated, and that the allocation is deliverable with the proposed mitigation in place.
- 11.6 These conclusions have been tested again, using updated modelling where necessary, to reflect recent changes – such as Stockport’s withdrawal from GMSF and the implementation of the Simister Island Improvements (see Northern Gateway LA Update Report, 2021 at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>).
- 11.7 The review has not identified any significant changes and, on this basis, the conclusions arrived at in the 2020 Locality Assessment are considered to still be valid.
- 11.8 However, further work and a full Transport Assessment will be necessary to ensure that the potential mitigation measures are designed in more details and remain

appropriate as the allocation moves through the planning process. The allocation would need to be supported by continuing wider transport investment across Greater Manchester.

## 12.0 Flood Risk and Drainage

### Flood Risk Summary

- 12.1 The majority of the allocation is located within Flood Zone 1 (i.e. land assessed as having a lower than 1 in 1000 annual probability of river flooding) and development should be directed into these areas, if possible.
- 12.2 The EA Main River Map identifies 3 watercourses within the allocation boundary that are classified as Main Rivers:
- Whittle Brook flows from south east to north west within the allocation;
  - Castle Brook flows south to north and has a confluence with Whittle Brook; and
  - Brightley Brook flows from east to west through the north of the allocation.
- 12.3 There are areas along the banks of both Whittle Brook and Brightley Brook that are shown as Flood Zone 3 (i.e. land with a 1 in 100 annual probability of river flooding occurring). An 8m easement will be employed either side of watercourses within the allocation, so these areas of Flood Zone 3 do not present any restriction to the development.
- 12.4 There is an intricate network of overland flows and ponding throughout the allocation. These flows are generally of low risk and can be considered as runoff from agricultural land into the watercourses described above. There is an area at high risk of localised ponding to the west of Stock Nook Farm.
- 12.5 There is a localised risk of groundwater flooding at and below ground level around Brightley Brook, Whittle Brook and Castle Brook and in the south west largely around the area of peat. The allocation is at low risk of sewer flooding.

- 12.6 Future plans for the development will take into account the overland flow routes, groundwater flood risk and potential areas of ponding. This is a large allocation with the potential to create significant volumes of runoff if infiltration is not possible. Downstream areas at risk and additional volumes of water, even if the runoff rate is controlled, could increase scale or duration of flooding downstream. Development within the allocation could reduce risk by safeguarding areas for flood storage and enhancement of storage areas to reduce flows downstream.
- 12.7 Parts of the allocation lie within areas recommended for tree planting and targeted tree planting on floodplains, as shown by the Working within Natural Processes (WwNP) dataset. There are also numerous areas recommended for riparian tree planting alongside both banks of Whittle Brook and other drains within the allocation boundary. These WwNP techniques can significantly delay the timing of peak runoff in catchments and can also provide obstructions to significant flow paths.
- 12.8 The allocation also includes parts of urban and rural loss improvement areas within the Irwell Natural Flood Management dataset. Both of these include scenarios where soil structure is improved, thereby making the land more permeable and thus increasing the soil moisture storage capacity of these areas. In the urban loss parts, this also includes an increase in overall greenspace.

### **GMSF Greater Manchester Level 1 Strategic Flood Risk Assessment**

- 12.9 The Greater Manchester Level 1 Strategic Flood Risk Assessment (GM Level 1 SFRA) was completed in March 2019 as part of the evidence base to inform the preparation of the joint plan available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>. This SFRA initiated the sequential risk-based approach to the allocation of land for development and identified whether application of the Exception Test was likely to be necessary using the most up-to-date information and guidance.
- 12.10 97% of Heywood/Pilsworth Allocation falls within Flood Zone 1 with the remaining in Flood Zones 2 and 3. The GM Level 1 SFRA recommended that the identified flood

risk within the JPA1.1 allocation could be avoided through allocation layout and design as part of a detailed flood risk assessment.

12.11 However JPA1.1 Heywood/Pilsworth was included within the GMSF Level 2 SFRA in order for broad scale river modelling to cover existing gaps within the baseline information to be carried out. This has meant that additional flood risk assessment has been carried out in relation to the allocation.

## **GMSF Level 2 SFRA**

### Level 2 SFRA Conclusions

- Over 95% of the allocation lies within Flood Zone 1 and development should be directed into these areas, if possible.
- There is additional surface water flood risk across the allocation though locations are sporadic and in small pockets when compared to the entirety of the proposed allocation.

A drainage strategy would be required to ensure current onsite risk can be managed effectively with no increase in surface water flood risk elsewhere as a result of new development. This will require surface water modelling based on the proposed layout and investigation into appropriate SuDS techniques. Infiltration SuDS may be feasible on parts of the allocation, subject to ground investigation and contamination testing.

- Development should avoid the 8m no development buffer that the EA requires alongside watercourses for access and maintenance requirements.

12.12 Building on the conclusions of the Level 2 SFRA, the site promoters for JPA1.1 Heywood/Pilsworth have prepared a JPA1.1 Flood Risk and Drainage High Level Constraints Review to assess the risk of flooding in more detail available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 12.13 To ensure that flood risk is not increased at the allocation or elsewhere as a result of the development, surface water runoff from the development will be restricted to the existing greenfield run-off rate.
- 12.14 No public surface water sewers have been identified within the allocation, therefore surface water run-off will be discharged into the ground through multiple infiltration structures or to the watercourses within the allocation at the limiting discharge rates. This will require discussion and agreement with the Environment Agency and the Lead Local Flood Authority.
- 12.15 Parts of the allocation have been identified as potentially contaminated such as the former bleach works. It is considered likely that infiltration of surface water will only be an environmentally safe option if remediation has been carried out in advance, to a standard specifically to suit infiltration.
- 12.16 The Review states that the masterplan for the allocation is being developed with due consideration to the existing topography, watercourses and rivers and development plots are likely to be located with substantial offsets from these features. This provides the opportunity to create green/blue corridors adjacent to the existing watercourses and will not require the diversion of any watercourses and culverted works will be kept to a minimum and required only where there are highway crossings.
- 12.17 The Review states that the proposed drainage system will include a variety of SuDS features providing green/blue spaces (such as detention basins and swales). These shall address both flooding and water quality issues and be designed to mimic natural drainage features within the allocation and provide recreational areas for the public. Alternate SuDS options, such as wetlands, provide an opportunity to maximise biodiversity and maximise public open space and will be considered. Infiltration may be possible across some of the allocation subject to detailed ground investigations on a localised basis.
- 12.18 The proposed policy wording for the JPA1.1 Allocation has been informed by the SFRA work undertaken and ensures that any development within the allocation is safe from and mitigates for potential flood risk from all sources. Policy JPA1.1

requires development to incorporate sustainable drainage systems to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Proposals to discharge to public sewer will need to submit clear evidence demonstrating why alternative options are not available. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should communicate with the public sewer.

12.19 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## 13.0 Ground Conditions

### Site Geology and Hydrogeology

13.1 The GM1.1 Geo Environmental Report, 2020 (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) has identified:

- Made ground – expected where quarries and sand pits have been backfilled and around buildings where ground has been disturbed by construction activities.
- Superficial deposits - Glacial Till overlain by peat deposits in the south west, sand and gravel in the centre and north east and morainic deposits (poorly sorted sand, gravel and clay) in the north west.
- Bedrock - predominantly Coal Measures which is near surface in the north east of the allocation where there is potential for shallow mineworkings and where five mineshafts are indicated on Coal Authority plans.

13.2 Borehole records are available for eight boreholes in the north west of the allocation, eighteen boreholes to the south of Birch Industrial Estate and one at the golf club. At the golf club, sandstone bedrock (part of the Coal Measures formation) was encountered at 17.5m depth. The maximum depth of the other boreholes was 12m and they were all terminated in the superficial deposits.

- 13.3 The superficial deposits and the Coal Measures are Secondary Aquifers. There are no Principal Aquifers beneath the allocation. Groundwater was generally encountered in the boreholes in the granular superficial deposits.

### Ground Contamination

- 13.4 The allocation predominantly comprises agricultural land which is not expected to be significantly contaminated.
- 13.5 The potential risks from and mitigation for contamination on the allocation are given in the table below.
- 13.6 Intrusive ground investigation will be undertaken to establish if any contamination is present and, if it is, to establish its nature and extent. An initial characterisation investigation will enable an outline remediation strategy for the allocation to be developed. More detailed investigation, assessment and detailed remediation design can then be undertaken on a phase by phase basis as each area of the allocation comes forward for development.

**Table 5. Geo-environmental Aspects and Mitigation**

<b>Area of Potential Contamination</b>	<b>Contamination Risk</b>	<b>Potential Mitigation</b>
Pilsworth Landfill adjacent to the north of the site.	Gas and leachate migration from the landfill on to the site.	Installation of a leachate and/or gas collection system along the northern boundary of the site. Ground gas protection measures may be required in new build properties.
Historic area of bleach works in the north east of the site	Hydrocarbons, solvents, asbestos, galligu.	Remediation of contamination and where possible re-use of the end material.
Backfilled quarries / pits	Backfill material unknown. May contain contamination especially asbestos. See also Table 6 below.	Assessment of material and remediation and, where possible, re-use of material.

Ground gas	Migration from mineworkings and generation from the peat.	Grouting of mineworkings. Ground gas protection measures may be required in new build properties.
Lignite in peat in the south west	Risk of spontaneous combustibility.	Placement of lignite at depth if it is present near surface or removal off site.
Shallow groundwater	Contaminated groundwater. See also Table 6 below.	Consideration of contamination if shallow groundwater present in contaminated parts of the site.

### Geotechnical Summary

13.7 Geotechnical aspects to consider at the allocation include mining, compressible peat deposits, backfilled quarries and pits and groundwater presence. The ground will also need to be characterised for cut and fill works and for foundation design. The geotechnical aspects are given in the table below along with potential mitigation measures. Intrusive investigations will be undertaken to assess these aspects further. Potential geotechnical constraints and associated standard mitigation measures have been identified and can be incorporated into the design of the scheme at the detailed planning application stage.

**Table 6. Geo-technical Aspects and Mitigation**

<b>Geotechnical Aspect</b>	<b>Geotechnical risk</b>	<b>Potential mitigation</b>
Mining and mineshafts	Presence or absence of mineworkings is unknown. Mineshaft locations need to be confirmed. There are no treatment records which indicates that they have not been grouted / capped.	Identify presence or absence of workings and mineshafts. Assess significance for development and treat / grout / cap as required.
Backfilled quarries / pits	Backfill material unknown. Risk of unacceptable settlements / collapse especially if loaded.	Identification and intrusive investigation of backfill. Geotechnical assessment and re-engineering of material as required.

Slopes	Existing slopes and new slopes – risk of instability / slope failures.	Investigation and assessment of existing slopes. Reprofiling or remediation if required. Geotechnical design of new slopes / appropriate retaining structures.
Shallow groundwater	Groundwater in excavations. Risks of instability from groundwater ingress.	Temporary support / pumping during works if required.

13.8 The Assessment has been reviewed by Bury Council Environmental Health department. They have recommended the following prior to any planning applications being submitted within the allocation:

- The Desk Top Assessment is reproduced to consider a residential end use for the proposed housing development of 200 plots;
- A Site Investigation proposal. It is recommended that this is exploratory in nature and undertaken to support any future planning approvals for this allocation. This will also address the contamination issues highlighted in their report;
- A Site Investigation and Risk Assessment Report; and
- An Outline Remedial Strategy summarising any potential remedial solutions that will provide evidence to demonstrate how any contamination risks can be mitigated.

13.9 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## 14.0 Utilities

14.1 It is not considered that there are any utilities constraints, either current infrastructure or identified need, which will prevent the Northern Gateway sites from being allocated for development.

### United Utilities

Site Allocation Topic Paper – JPA1.1 Heywood/Pilsworth - PfE 2021

- 14.2 United Utilities have provided guidance to pre-development enquires and advised that the anticipated point of connection for the allocation will be the nearest practical point on the network to the development boundary. This is identified as a 250mm PE point of connection located on Pilsworth Road and a 160mm PE point of connection located on Moss Hall Road, with a further connection through the approved 'South Heywood' development to the north. Distribution of water and fire main facility will be routed along the allocation road network suitably sized for metered connection to the individual units and residential dwellings.
- 14.3 No public foul sewers were identified within the development boundary, therefore foul water is likely to need to be pumped to a new or existing point of discharge specified by United Utilities, outside of the development boundary. Consultations must be made with United Utilities to develop a cost-effective strategy for managing the discharge of foul flows from the development.
- 14.4 A water main runs through the north western part of the allocation. This will be diverted or accommodated within the masterplan.

### **Electricity North West**

- 14.5 Electricity North West in their response to the latest GMSF consultation advised that they were confident in being able to meet the network capacity requirements for the investment and growth in proposed in Greater Manchester. Where necessary they have secured the appropriate regulatory allowances within their 'Well Justified Business Plan.'
- 14.6 Electricity North West have carried out assessments on the proposed areas, which fed into the GMCA 'Spatial Energy Plan' document. This is a high level assessment of the expected impact of the proposed developments on the electricity network, the information was presented as a Red/Amber /Green (RAG) indicator.
- 14.7 The Heywood and Pilsworth allocation presented as red which indicted that capacity at the primary substation level is likely to be exceeded due to forecast additional load resulting from proposed developments.

14.8 Discussions with ENW have identified a requirement for two new primary 33KV substations to serve the development, and a Point of Connection at Castleton BSP. From the new 33KV Primary Substations a further network of 11KV substations will be provided that distribute demand across the allocation. There are optional connection points via the approved 'South Heywood' scheme which could serve an early phase of the development of the JPA1.1 allocation.

### **Gas - National Grid Infrastructure**

14.9 Cadent Gas have confirmed that the current mains have sufficient capacity to support the load required for the development without any reinforcement works. The development can be connected to the existing Intermediate Pressure main located at the western allocation boundary. There is another Medium Pressure connection available local to the northern part of the allocation.

14.10 A localised high-pressure gas main runs through the northern part of the allocation and then runs north-west to south-east across the allocation south of Whittle Brook. The main and associated easements can be accommodated into the design of the development, providing an opportunity for a green landscaping corridor.

### **Telecommunications**

#### Existing BT Infrastructure

14.11 The scheme already tabled and being implemented through the permitted South Heywood Development scheme to provide BT Openreach communication network coverage is being developed to facilitate the Northern Gateway Proposals to both the Northern and Southern areas of the allocation. BT Openreach are presently developing their network layout and will be installing high speed data & fibre networks throughout the development.

#### Existing Virgin Media Infrastructure

14.12 The scheme already tabled and being implemented through the permitted South Heywood Development scheme to provide Virgin Media communication network

coverage will be developed to facilitate the Northern Gateway Proposals to both the Northern and Southern areas of the allocation. Virgin Media are presently developing their network layout for this area and will be a suitable alternative network provider.

14.13 It should be noted that spare underground ductwork network facilities are being provided to enable alternative network providers to invest into the allocation.

14.14 The proposed policy wording for the JPA1.1 Allocation has been informed by the ground conditions and utilities assessments undertaken to date and summarised above. The policy requires a phasing strategy relating to the area to come forward in the plan period which should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

## Section C – Environmental

### 15.0 Green Belt Assessment

- 15.1 The proposed removal of Green Belt in conjunction with the Heywood/Pilsworth Allocation has been informed by several studies undertaken by LUC available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- The Greater Manchester Green Belt Assessment 2016
  - Green Belt Harm Assessment, 2020;
  - Greater Manchester Green Belt Study – Identification of Opportunities, 2020
  - Assessment of Proposed 2021 PfE Plan Allocations, 2021
- 15.2 The proposed allocation would remove 636 hectares of land from the Green Belt.
- 15.3 In 2016 GMCA commissioned LUC to undertake an assessment of the Green Belt within GM. The Study assessed the extent to which the land within the GM Green Belt performs against the purposes of Green Belts, as set out in paragraph 80 of the National Planning Policy Framework (NPPF). The aim of this Green Belt Assessment is to provide the GM Authorities with an objective, evidence-based and independent assessment of how GM’s Green Belt contributes to the five purposes of Green Belt, as set out in national policy. It also examines the case for including within the Green Belt potential additional areas of land that currently lie outside it.
- 15.4 In The Greater Manchester Green Belt Assessment 2016 Heywood/Pilsworth was included within Strategic Green Belt Area 15. There were 4 different purposes of Green Belt that each Area was assessed against and the Area performs as follows:

**Table 7. Heywood/Pilsworth assessment against the purposes of Green Belt**

Purpose	Performance of area
To check the unrestricted sprawl of large built up areas	Strong

Site Allocation Topic Paper – JPA1.1 Heywood/Pilsworth - PfE 2021

To prevent neighbouring towns from merging into one another	Strong
To assist in safeguarding the countryside from encroachment	Weak-Moderate
Preserving the setting and special character of historic towns	Weak-Moderate

- 15.5 The summary of findings for Bury in this report stated that most parcels close to Heywood/Pilsworth, east of M66 make a moderate- strong contribution to checking the unrestricted sprawl of large built up areas. Parcels between Bury and Middleton play a moderate role in relation to assisting in safeguarding the countryside from encroachment.
- 15.6 In 2019 LUC carried out an assessment identifying the potential opportunities to enhance the beneficial use of remaining Green Belt within 2 km of the allocation site (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>). The study considered the opportunities to offset the loss of Green Belt through compensatory improvements to the environmental quality and accessibility of the remaining Green Belt land.
- 15.7 Land lying within 2 km of JPA1.1, Heywood / Pilsworth formed the focus of Green Infrastructure (GI) recommendations / mitigation to enhance the ‘beneficial use’ of the Green Belt. There are two proposed additions to the Green Belt west of this GM sub-Allocation at Hollins Brook and Hollins Brow.
- 15.8 The potential GI opportunities in the Green Belt relevant to the Northern Gateway Allocations identified in the assessment include:
- Upgrade the public footpath along Brightly Brook to a multi user route.
  - Create a new pedestrian footpath in the Green Belt north east of Heywood/Pilsworth to create a local level walk at the settlement edge.
  - Upgrade surfacing treatments and access points along the Rochdale Way.
  - Upgrade surface treatments to create all weather routes.

- Enhance pedestrian and vehicle links to football pitches in Heaton Park to increase usability.
- Introduce enhancements to local sporting facilities within the retained Green Belt.
- Enhance sport and recreational provision at Heaton Park.
- Introduce interventions which complement the proposals included within the planning application for development off J19 of the M62 (Planning application 16/01399/HYBR).
- Restore ditches and field boundaries within the landscape.
- Review the conservation and management of areas which form part of SBIs and LNRs to ensure improvement of the key aspects of their designation. Connect the SBIs of Hollins Vale, Hollins Plantation and Pilsworth across the M66.
- Enhance waterways to ensure the management of invasive species and surrounding vegetation.
- Support woodland management practices to maintain longevity of broadleaved woodland stock.
- Improve the biodiversity value of agricultural land around Birch Service Area, providing additional habitat creation.

15.9 The potential landscape and visual opportunities identified in the Assessment include:

- Create new green wedges and green buffers to prevent settlement coalescence.
- Establish planting buffers for increased landscape integration at Heywood Distribution Park.

- Provide additional woodland planting and the reinstatement of field boundaries parallel the corridor of the M62.

15.10 Some of these opportunities have been included within the policy requirements for the allocation, for others it is more appropriate for them to form part of the overall masterplan or subsequent planning applications.

15.11 In conjunction with the assessment of GI opportunities within the Green Belt, LUC carried out an assessment to identify potential harm to the Green Belt through The Green Belt Harm Assessment. The Assessment shows that release of the land in the west of the allocation from the Green Belt would be the most harmful as it has less urbanising containment and a greater distinction from the urban edge. The assessment shows that release of Green Belt in the east of the allocation would have lower harm, as it is more contained by and has less distinction from the urban edge.

15.12 Following the decision of Stockport Council to withdraw from the GMSF and the subsequent decision to prepare PfE, LUC produced a further addendum report in 2021. This report considers the impact, in terms of harm to the Green Belt purposes from the release of land, of changes to the proposed Allocation boundaries and areas of Green Belt release identified in the 2021 PfE Plan. Given the allocation boundary or the area proposed to be released has not been amended from that proposed in the 2020 GMSF, the conclusions for Heywood & Pilsworth identified in the 2020 Green Belt studies remain the same.

15.13 Evidence on Green Belt is only one part of the evidence base that influence any decision on green belt release. Consequently, where studies have found that high harm is to be caused by release of the Green Belt, this finding should be balanced against other important factors that could make up exceptional circumstances such as sustainability, viability and deliverability.

15.14 The Heywood/Pilsworth allocation is deemed necessary to deliver a key strategic employment and housing opportunity with supporting transport infrastructure. The allocation is critical in responding to the spatial strategy in the PfE Plan and its key themes of 'Inclusive Growth', 'Making the Most of Key Locations and Assets' and Site Allocation Topic Paper – JPA1.1 Heywood/Pilsworth - PfE 2021

‘Addressing Disparities’ It also directly addresses the aspirations set by Policy JP – J 1 ‘Supporting Long-Term Economic Growth’, Policy JP –P 1 ‘Sustainable Places’, Policy JP – H1 ‘Scale, Distribution and Phasing of New Housing Development’ and Policy JP – C1 ‘Our Integrated Network’.

- 15.15 The potential GI opportunities in the Green Belt study discussed earlier are not exhaustive and will require consultation with key stakeholders and may require further surveys and viability testing to establish costings. However the enhancement opportunities nonetheless demonstrate that opportunities exist to help offset the loss of Green Belt which will have a potential positive effect on the beneficial use of the Greater Manchester Green Belt moving forward.
- 15.16 The final masterplan for the allocation will be required to use the findings from all the assessments on Green Belt in the area to inform the layout and form development across the allocation.

## **16.0 Green Infrastructure**

- 16.1 The emerging Masterplan for JPA1.1 includes a substantial green/blue infrastructure network providing a range of opportunities for movement, recreation, biodiversity as well as sustainable drainage.
- 16.2 It is intended that the development will ultimately achieve net gains in biodiversity and central to the development will be a substantial green corridor along Whittle Brook connecting to Pilsworth Reservoir to the north and other existing ecological networks off-site.
- 16.3 Key features such as trees, hedgerows and water features will be retained and enhanced where possible and site constraints, such as the underground high pressure gas main, will be used positively to create new green corridors.

## **17.0 Recreation**

- 17.1 New play areas and sports facilities will be required to support the delivery of housing at Heywood/Pilsworth in line with Bury and Rochdale's Local Plan requirements.
- 17.2 The consented South Heywood scheme will deliver a range of informal and formal recreation facilities including the provision of sports pitches next to the new local centre. Recreation facilities will also be provided to serve the residential development off Castle Road.
- 17.3 Opportunities for recreation will also be considered in relation to the delivery of employment and other uses on the balance of the allocation, as key to ensuring an attractive business location. These will include a range of recreation activities along green corridors that connect across the allocation such as walking/cycling routes, fitness trails, 'outdoor gyms' and open spaces for more informal leisure and recreation.
- 17.4 Good public transport and cycling/walking links will integrate JPA1.1 with surrounding communities allowing access to existing nearby sports and recreation facilities.

## **18.0 Landscape**

- 18.1 JPA1.1 lies within the National Character Area 54, Manchester Pennine Fringe, occupying the transition zone between open moorlands of the Peaks and the Southern Pennines. The M62 motorway runs east to west and is the dominant feature in the landscape. The landscape is mostly farming, characterised by large open fields bounded by broken hedgerows and field trees. There are woodland blocks, mainly located along the Whittle Brook river corridor.
- 18.2 There are several areas which are designated as having Tree Preservation Orders, with such flora contributing to local character and interest to the area.
- 18.3 JPA1.1 is surrounded by more densely populated areas located within lower ground, with ground starting to rise towards the north of the allocation. The allocation rises to

the east towards Heywood and falls along the river corridors of Whittle Brook and Castle Brook.

18.4 The following opportunities have been identified to inform the evolving masterplan process, and ensure the development can be incorporated successfully into the local landscape:

- The u-shaped valleys of the brooks and associated vegetation form pleasant characteristic features in the landscape. Enhancing these natural features so they become part of the blue and green infrastructure strategy for the allocation.
- The zone of visibility of any proposed development.
- Retention of longer distance views out of the allocation to maintain the connection of the allocation to the wider landscape.
- The setting of residential buildings within the allocation and the views available to the residents of these properties will be considered within any design evolution.
- Mature trees, hedgerows and woodland blocks. Where possible these will be retained and enhanced to create a mature green landscape framework.
- Tree planting along the motorway corridors. This would serve a double purpose of enhancing landscape and visual amenity and enhancing wildlife corridors.
- A management plan to show how green and blue infrastructure and nature conservation assets will be managed to provide health benefits to workers and residents as well as creating a visually attractive environment.
- Although current PRowS appear to be underused in places, retaining established links where possible and creating appropriate new high quality walking and cycling links will be considered to create a connective landscape linking to the wider area.

## 19.0 Ecological/Biodiversity Assessment

- 19.1 There are no designated Natura 2000 (European designated) sites within the allocation or within 2km of the allocation boundary.
- 19.2 There are no nationally designated sites within the allocation or within 2km of the allocation boundary.
- 19.3 There are two Local Nature Reserves (LNRs) within a 2km radius of the allocation boundary. Hopwood woodlands LNR, 1.7km east and Hollins Vale LNR, 0.1km west.
- 19.4 There are ten Sites of Biological Interest (SBI) within a 2km radius of the allocation boundary. There is one SBI, Pilsworth, which is adjacent to the northern boundary of the allocation.
- 19.5 Peat has been confirmed as present on Unsworth Moss and this will require discussions with Natural England and GMEU to determine whether this is restorable.

### Habitats

- 19.6 Key habitats include:
- Watercourses and ponds.
  - Grassland
  - Woodland and trees.
  - Hedgerows
- 19.7 More detailed site-specific surveys, including a full extended Phase 1 Habitat survey for each area, will be undertaken as plans progress and this will enable detailed characterisation of habitats represented throughout the allocation.

### Protected and Notable Species

19.8 Protected and notable species which are or may be present at the allocation include:

- Great crested newt
- Reptiles
- Brown Hare
- Bats
- Badger
- Otter
- Water vole
- Birds
- Invertebrates
- And other notable species including common toad and hedgehog.

19.9 The presence/potential presence of these species has been considered through information derived from GMEU, the site promoters desk study, data search and walkover survey. Species-specific surveys will be carried out as plans progress. Greater Manchester Ecology Unit (GMEU) have advised that a strategy for Great Crested Newts will be required at an early stage in any development of the site.

### **Biodiversity Net Gain**

19.10 The JPA1.1 Allocation policy sets out that net gain will be expected.

19.11 At the Northern Gateway, opportunities for Biodiversity Net Gain should focus on enhancing and creating habitat in and adjacent to the areas with existing and potential value within and adjacent to the site.

19.12 The habitats of most value within the allocation are the ponds, watercourse corridors, broadleaved woodland and species-rich grassland. Habitats could be

created to improve value where suitable and appropriate so that a lower value habitat could become a higher value habitat.

19.13 Site-specific opportunities have been identified by the prospective developer's ecologist which could promote and enhance biodiversity, maintain wildlife corridors within the site and enhance connectivity with the wider landscape. These will be incorporated into the final masterplan for the site and involve:

- Creating, enhancing and extending the woodland along the north of the site by:
  - planting native trees and shrubs of local provenance;
  - creating a buffer along the northern edge with rough or marshy grassland. This northern edge of the site backs onto the restored habitats of Pilsworth South Landfill site, which are further connected to the wider landscape to the north by a series of linked woodland, grassland and scrub habitats.
  
- Enhancing the Whittle Brook and associated riparian habitats of high ecological value by:
  - Native woodland and shrub planting along the corridor, as well as within woodland areas which lead off the corridor;
  - Retaining and enhancing the area of good quality semi-improved grassland with the aim of increasing its coverage to connect existing waterbodies to the riparian habitat.
  - The creation of a large area of rough grassland to lead from the riparian habitat northwards. This would link known areas of barn owl presence, using high value hunting habitat, to the riparian habitat, a source of further hunting as well as nesting/roosting.

- Creating of a buffer zone along either side of the riparian corridor and species-rich grassland, marshy grassland or rough grassland established.
- Developing a management plan for the allocation to provide and enhance wildlife habitats where opportunities arise. This could include:
  - Enhancing areas of grassland to create native wildflower meadows.
  - Enhancing woodland areas.
  - Ponds on site to be retained and enhanced where possible
  - Strips of rough grassland with appropriate management incorporated to provide hunting habitat for bird species such as barn owl.
  - Bird and bat boxes of varying specification for different species to be incorporated into buildings and landscaping.

19.14 Furthermore woodland planting along the motorway boundaries would serve multiple ecosystem services, including buffering noise and air pollution, strengthening existing wildlife corridors and provide carbon-offsetting.

19.15 Documents available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

19.16 The allocation is considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **20.0 Habitat Regulation Assessment**

20.1 A Habitat Regulation Assessment (HRA) is required for the PfE Joint Plan because it is considered to have the potential to cause harm to the special nature conservation interest of European Protected Sites. A HRA was carried out on the 2020 GMSF.

20.2 The Assessment first screened European protected sites in the North West to decide which sites are most likely to be affected by development in Greater Manchester. In

carrying out this initial screening process the Assessment considered the main possible sources of effects on the European sites arising from The Plan, possible pathways to the European sites and the effects on possible sensitive receptors in the European sites. Only if there is an identifiable source, a pathway and a receptor is there likely to be a significant effect.

20.3 Since the Joint Plan is a high-level, large-scale strategic plan where the main impacts on European sites are likely to be diffuse and cumulative it is considered that certain potential diffuse or indirect sources will be more likely to result from the Plan than more direct sources of harm. None of the proposed allocations in the Plan will result in direct land-take of any European sites.

20.4 These sources are considered to include –

- air pollution,
- diffuse water pollution and
- recreational pressures.

20.5 Taking the above into account, the following European protected sites were screened into the Assessment:

1. Manchester Mosses Special Area of Conservation (SAC)
2. Rochdale Canal Special Area of Conservation (SAC)
3. Peak District Moors South Pennines (Phase 1) Special Area of Conservation (SAC)
4. Peak District Moors South Pennines (Phase 1) Special Protection Area (SPA)
5. South Pennine Moors (Phase 2) Special Area of Conservation (SAC)
6. South Pennine Moors (Phase 2) Special Protection Area (SPA)
7. Rixton Claypits Special Area of Conservation (SAC)

8. Mersey Estuary Special Protection Area (SPA)
  9. Rostherne Mere Ramsar / National Nature Reserve
- 20.6 The GMCA and TfGM are responding to Natural England's comments on the draft HRA by commissioning additional air quality modelling to assess the implications of changes more accurately in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.
- 20.7 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:
- Rixton Clay Pits (SAC)
  - Midland Meres & Mosses – Phase 1 Ramsar
  - Rostherne Mere (Ramsar)
- 20.8 The following sites requires Stage 2 Appropriate Assessment:
- Manchester Mosses (SAC)
  - Peak District Moors (South Pennine Moors Phase 1) (SPA)
  - Rochdale Canal (SAC)
  - South Pennine Moors (SAC)
  - South Pennine Moors Phase 2 (SPA)
- 20.9 The GMCA are also responding to Natural England's comments on functionally linked land, recreation disturbances, water pollution and in-combination effects. Details of this are included in the HRA and Assessment of Air Quality Impacts on Designated Sites report.

## 21.0 Historic Environment Assessment

### Designated Sites

- 21.1 The GMSF Historic Environment Assessment Screening Exercise (June 2019) concluded that further assessment of the historic environment was required given the number of designated sites within and outside the allocation (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>).
- 21.2 There are no World Heritage Sites, Scheduled Monuments, Registered Battlefields or Protected Wrecks within the allocation or within the 1km study area. There two Grade II Listed Buildings within the allocation boundary.
- 21.3 Brick Farmhouse is a presumed 17th century brick 2-storey building, with front rendering and 20th century renovation. It is thought to be the oldest brick-built farmhouse in the area.
- 21.4 Lower Whittle Farmhouse dates from the 17th century and is a timber-framed structure with substantial 18th century rebuilding of parts and 19th century renovations, resulting in rendered masonry walls.
- 21.5 The Listed Buildings within the allocation will be incorporated into the future development to preserve the heritage of the area.

### Areas of Potential Interest

#### Meadow Croft Fold

- 21.6 The archaeological assessment to date of the site of Meadow Croft Fold indicates that it may be the site of a deserted medieval settlement and iron smelting works. Records also indicate cropmarks of field systems, ridge and furrow, possible house platforms etc., discovered by aerial photography and field walking within the surrounding immediate fields of the Farmhouse. The Farmhouse itself was extensively fire damaged during the summer of 2019 especially the central part of the building.

- 21.7 The site has the potential to be Scheduled as a nationally important archaeological site, and as such given protection against unauthorised change. This would mean that development would not be possible within the designated area of Meadow Croft Fold.
- 21.8 However, a programme of archaeological works to better understand the nature, extent and significance of the area of Meadow Croft Fold is being developed with GMAAS to inform decisions about whether it might be designated. This includes geophysical survey, fieldwalking and the potential for targeted archaeological evaluation excavation.
- 21.9 Informed by this further work, the Masterplan for the allocation will be designed to take into account the potential asset at Meadow Croft Fold.

#### Whittle Brook (Iron Smelting Site)

- 21.10 A site adjacent to Whittle Brook is suggested as an iron smelting site as a result of archaeological investigations in 1984. Whilst not conclusive in proving that a bloomery (a type of furnace for smelting iron) existed here, it is suggested that there is good potential for such a site.
- 21.11 The site could have local to regional significance but is not currently considered to be of sufficient significance to Schedule. Archaeological mitigation for this asset could be a geophysical survey to potentially obtain the extent of the iron smelting site, later leading onto targeted archaeological evaluation prior to any development within or close to the area of the Whittle Brook Iron Smelting Site.

#### Unsworth Moss

- 21.12 Preserved organic palaeoenvironmental remains may be present at Unsworth Moss due to the areas of peat. A watching brief undertaken during the 1990's at Back o' th' Moss Farm, to the north of Unsworth Moss, revealed no sites of archaeological interest.
- 21.13 In advance of development in this area, archaeological mitigation for this asset would be expected to be in the form of palaeoenvironmental sampling, to potentially

establish the extent of the organic palaeoenvironmental remains and potentially any archaeological remains of prehistoric settlement sites that may have been preserved within the peat deposits. This could later lead onto targeted archaeological evaluation.

### Castle Brook

21.14 The earthworks at Castle Brook Farm in the western part of the allocation may be indicative of a prehistoric camp with the feature situated on a well-drained spur above Castle Brook. A vaguely oval cropmark with turns defined by differential growth appears to surround the earthworks. In addition, a sub-circular feature defined by a dark cropmark, thought to be a possible backfilled pond, may relate to these earthworks.

21.15 In advance of development within this area, archaeological mitigation for this asset could be a geophysical survey to determine the extent, character and significance of the remains. Any further mitigation works would be dependent on the result of archaeological mitigation.

### **Historic Hedgerows**

21.16 Consultation with the Greater Manchester Archaeology Advisory Service (GMAAS), alongside the review of historic mapping and the site walkover, indicates a potential requirement for a Historic Hedgerow survey. A Historic Hedgerow survey would be undertaken into inform the masterplan as part of the wider assessment strategy.

### **Summary**

21.17 The Promoters have been engaging with GMAAS regarding the proposed development of the allocation. A programme of further works to inform next steps and future masterplans has been agreed with GMAAS in the form of a Written Scheme of Investigation to govern an Archaeological Strategy for the allocation. The purpose of the Archaeological Strategy will be to identify and characterise areas of heritage potential across JPA1.1 and JPA1.2 and to support the developing masterplan for the Northern Gateway allocation, through the assessment of

archaeological potential and development of tools to ensure the development responds appropriately to the potential effects of development on the historic environment.

21.18 The proposed policy wording for the JPA1.1 Allocation has been informed by the archaeological work undertaken and ensures appropriate evaluation of the heritage assets within the allocation will be undertaken to ensure the protection of these assets in the development proposals.

21.19 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **22.0 Air Quality**

22.1 Future development traffic has the potential to increase pollutant levels in this area and affect levels within the Air Quality Management Area which is along the M62 and M66 motorways. It is expected that a Detailed Air Quality Assessment (DAQA) will be required at a future planning application stage. It is anticipated that the provision of the best practice air mitigation measures will be sufficient to mitigate any predicted reductions in air quality.

22.2 The DAQA will be required to include Construction Phase and Mitigation Measures Report and a proposal for the DAQA will need to be approved prior to the planning application stage.

22.3 Any stand-off from the motorways required due to noise constraints for residential elements of the scheme is likely to be sufficient as a form of mitigation for Air Quality for any future occupiers of dwellings. Any air quality risks associated with the commercial aspect of the development are not anticipated. However, where possible, design phase mitigation will be considered at future planning stage.

22.4 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **23.0 Noise**

23.1 There are a limited number of noise sensitive receptors within and around the allocation. Existing high levels of noise are anticipated at some identified receptor locations, most exposed to the motorway network, with lower levels of noise anticipated at locations further into the allocation.

23.2 The incorporation of key design measures will protect both existing and future occupiers and neighbours of the allocation from adverse noise impacts. Measures may include:

- Separation distance between 'noisy' employment uses and residential properties;
- Orientating service yards / access routes away from the properties;
- Use of localised screening in the form of bunds or fences;
- Incorporation of a stand-off distance from the motorway, for the proposed residential dwellings; and
- Orientation of residential dwellings to provide screening from noise sources.

23.3 Opportunities to improve the environment with respect to noise and air quality include:

- Positioning sources of emissions, e.g., spine roads, away from sensitive receptors where feasible.
- Provision of green and blue infrastructure network to provide health benefits to workers and residents as well as creating a visually attractive environment which provides opportunity for amenity space in a more tranquil environment.
- Electric Vehicle charging points across the scheme.
- A travel plan which sets out measures to encourage sustainable means of transport (public, cycling and walking) via subsidised or free-ticketing, improved links to bus stops, improved infrastructure and layouts to improve accessibility and safety.

23.4 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section D – Social

### 24.0 Education

- 24.1 This Heywood and Pilsworth allocation is predominantly for employment use. However, 1,200 homes (1,000 in Rochdale and 200 in Bury) are planned within the allocation. This would result in a total yield of 252 primary age pupils, and 168 secondary age pupils.
- 24.2 Since this is area largely undeveloped, there is no existing primary school provision and therefore a new 1/1.5fe primary school would be required, located within the allocation. The approved South Heywood development will provide for a new primary school.
- 24.3 Secondary school provision in the area is at full capacity with existing intakes forecast to increase. Therefore additional demand pressures would need to be met through increased capacity which will need to be considered more strategically, potentially linked to other proposed developments across Bury and Rochdale.

### 25.0 Health

- 25.1 Further work will be required to determine whether there is additional capacity within any local healthcare facilities to meet the increased demands arising from the prospective occupants of the new development. If additional provision is necessary, the most appropriate means and location for such provision can be identified through future iterations of the masterplan. Alternatively, there may be a requirement to make a financial contribution toward off site health provision through a planning obligation or condition at the planning application stage.
- 25.2 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section E – Deliverability

### 26.0 Viability

- 26.1 The Three Dragons viability appraisal has tested this allocation as two parts: the strategic employment site of up to 1.2m sq.m. employment floorspace and the residential site of 200 units at Castle Road. The parts of the allocation with planning permission (1,000 homes and a proportion of the 1.2m sq.m. employment floorspace within Rochdale) have not been tested within this assessment.
- 26.2 The base model appraisal is based on the floorspace without planning permission anticipated to come forward within the plan period (circa 700,000 sq.m. employment floorspace, plus 200 residential units at Castle Road).
- 26.3 The sensitivity test includes all of the proposed development yet to receive planning permission, including the employment development that will come forward beyond the end of the plan period. Table 8 provides the key phrase definitions in order to assist with interpretation of Tables 9 and 10.

**Table 8. Definitions for Viability Appraisals**

Key phrase	Description
Test Type	Whether the test is the 'Base' test or a sensitivity test.
Scheme Type	Housing, employment or mixed.
Total BMLV, SDLT & Land acq fees	The total figure used in the testing for land value, includes tax and fees.  BLV = benchmark land value  SDLT = Stamp duty land tax
Scheme RV (incl BLV & return)	Scheme value (could also be described as headroom) once all costs have been accounted for including land and developer return.

	RV = Residual value BLV = benchmark land value
Viability measure as a % of BLV	Description of whether the scheme provides sufficient residual value in terms of how it compares with the benchmark land value i.e. if it is 10% or more above the benchmark land value it is shown as green, if it is within 10% of the benchmark land value it is shown as amber and where it is less than 90% of the benchmark land value it is shown as red.
Headroom (blended return)	The headroom expressed as blended rate of return. The percentages shown are the headroom available after all costs, except developer return divided by the total gross development value for the scheme. If schemes were to go ahead as described, then this is the total return available to the developer.
Test result category	Category 2 - The residual value is positive and the residual value is above the benchmark by 0% to 10%. Schemes in this group are viable and should be able to proceed but are more marginal and should be monitored for any early signs of significant change.  Category 4 - These schemes are generally not viable with the measures used in this study and will likely require public sector support to be developed.
Scheme RV incl land costs	This is the residual value, including the land purchase and associated costs.
Scheme RV (less return)	This is the residual value, including the land purchase and associated costs less the developer return (profit) in line with NPPG.
Strategic transport costs	This is the strategic transport cost provided by TfGM.
Out-turn scheme RV	This is the residual value, including the land purchase and associated costs less the developer return (profit) in line with NPPG less the strategic transport cost. Could also be described as headroom and is the scheme value once all costs have been accounted for including land and developer return.

**Table 9. Viability Appraisal results**

Test Type	Total BMLV, SDLT & Land acq fees for	Total BMLV, SDLT & Land acq fees for	Scheme RV (incl BLV & return)	Viability measure as a	Headroom (blended return)	Test result category

	<b>Employment Scheme</b>	<b>Housing Scheme</b>		<b>% of BLV</b>		
Base Model	£63,370,000	£2,080,000	- £16,440,000	Less than 90% BLV	7%	Cat 4
Sensitivity Test	£106,840,000	£2,080,000	£7,760,000	Within 10% BLV	14%	Cat 2

26.4 The appraisal shows that the amount of development expected to come forward on the allocation within the plan period would result in a residual value of less than 90% of the benchmark land value, after all costs including the full strategic transport costs have been included. The impact of the strategic transport costs is set out in the table below:

**Table 10. Viability with the impact of strategic transport costs**

<b>Test type</b>	<b>Scheme RV incl land costs for Employment Scheme</b>	<b>Scheme RV incl land costs for Housing Scheme</b>	<b>Scheme RV (less return)</b>	<b>Strategic transport costs</b>	<b>Out-turn scheme RV</b>
Base	£81,284,000	£17,283,000	£59,990,000	£76,430,000	- £16,440,000
Sensitivity	£126m *includes development post 2037	£17,283,431	£84,190,000	£76,430,000	£7,760,000

26.5 JPA1.1 is a very large-scale employment allocation that is well located for the motorway network and should be able to attract good values for serviced land parcels. The underlying viability of providing serviced land is strong, with the ability to provide a contribution to the wider JPA1.1 Heywood/Pilsworth scheme transport costs. The testing for the combined allocation of JPA1.1 (employment plus housing at Castle Road) shows a positive residual land value of £98.6m which falls to £59.99m once developer and contractor returns have been accounted for. However, this residual value is not sufficient to accommodate the strategic transport costs of £76.4m and, when these costs are included, there is a shortfall of just under £16.5m.

26.6 The sensitivity test shows that if the whole allocation is considered the allocation would be viable, but this is reliant on transports costs remaining at the same level which may not be realistic. This allocation is a strategically important employment opportunity, both regionally and nationally. Whilst there will be a shortfall in relation to the development funding the full infrastructure requirements, due to the opportunity it presents to deliver a large, nationally significant employment led development, contributing to driving growth within the north of England, this allocation is likely to secure funding from other sources to support its delivery.

## 27.0 Phasing

27.1 The Northern Gateway presents the opportunity to deliver transformative change in this part of Bury and Rochdale. Delivering growth of this scale will require a careful approach to phasing to ensure that as development comes forward, it follows the established place making principles for the allocation and is supported by the required infrastructure.

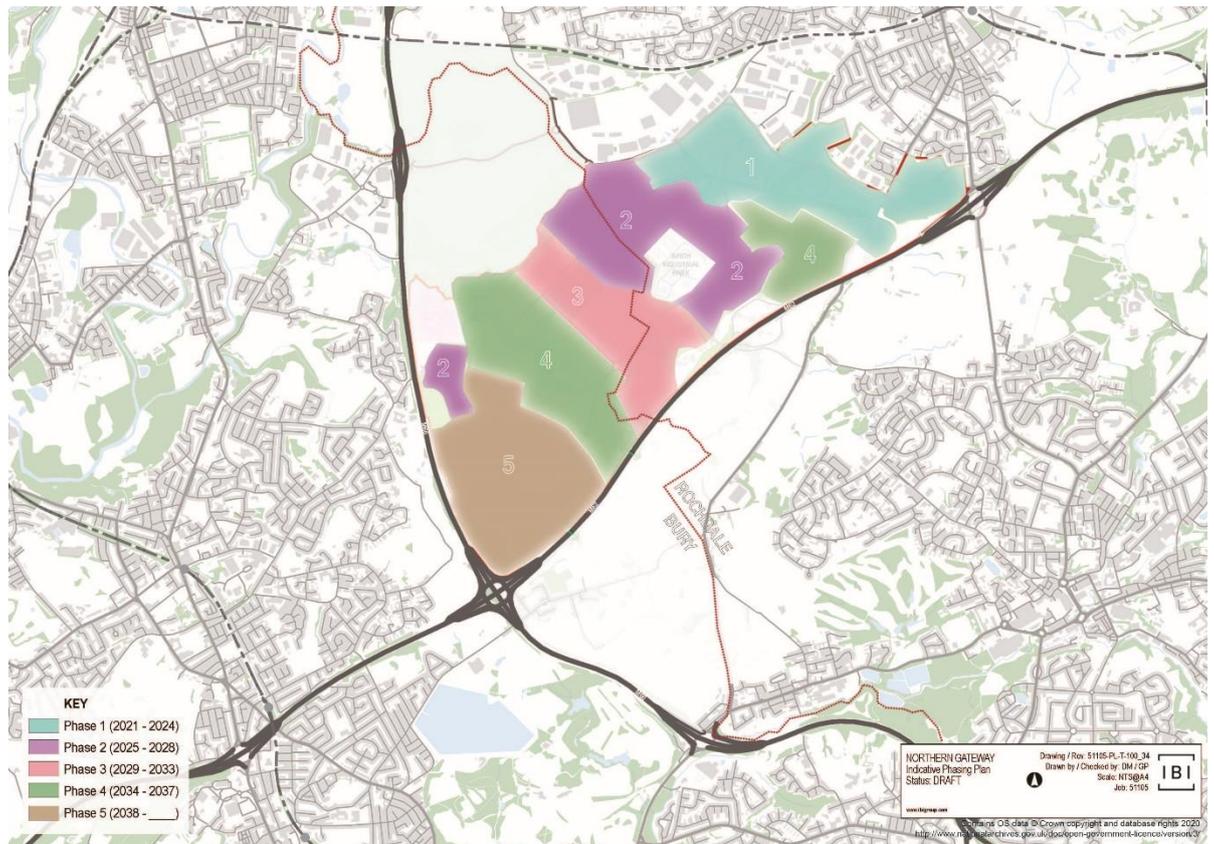
27.2 The policy wording for JPA1.1 requires a comprehensive masterplan to be approved by the LPA for the allocation, which any proposals must then be in accordance with. The policy states that this shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development. This should include the delivery of highways, infrastructure, surface water drainage, grey infrastructure, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

27.3 A phasing strategy is being developed through on-going discussions with key stakeholders in relation to highways, utilities infrastructure, land availability, as well as technical work into how the earthworks and drainage strategy for the allocation can be delivered. The estimated phasing and delivery trajectory for the allocation will evolve as the plans for the allocation are developed further.

27.4 The first phase of the JPA1.1 allocation is already being brought forward under the approved South Heywood development scheme. This includes improvements to

Junction 19 of the M62 and the delivery of a new link road creating an improved connection between Junction 19 of the M62 and Pilsworth Road and on to Junction 3 of the M66. The South Heywood development will realise improvements in local infrastructure – specifically in regards to highways and utilities - unlocking sufficient capacity to deliver an early, second phase of the wider JPA1.1 allocation. This second phase can therefore be brought forward in advance of any significant additional infrastructure improvements. These phases will be located in proximity to the 2 key existing access points, being Junction 19 of the M62 and Junction 3 of the M66 before development occurs on the remainder of the allocation. The exact extent of the phasing will be determined by the nature of any end users, both in terms of size of units and also requirements. It is also anticipated that the 200 dwellings proposed off Castle Road will be able to come forward as a separate stand-alone phase without requiring major infrastructure works.

- 27.5 Further into the plan period, the phasing of the development will be influenced largely by market demand for specific unit types and sizes and will be brought forward alongside strategic infrastructure upgrades including the blue/green infrastructure networks across the allocation. Given the scale of the development, it is anticipated that approximately 365,000 sqm of the total employment floorspace will be delivered beyond the plan period phase.

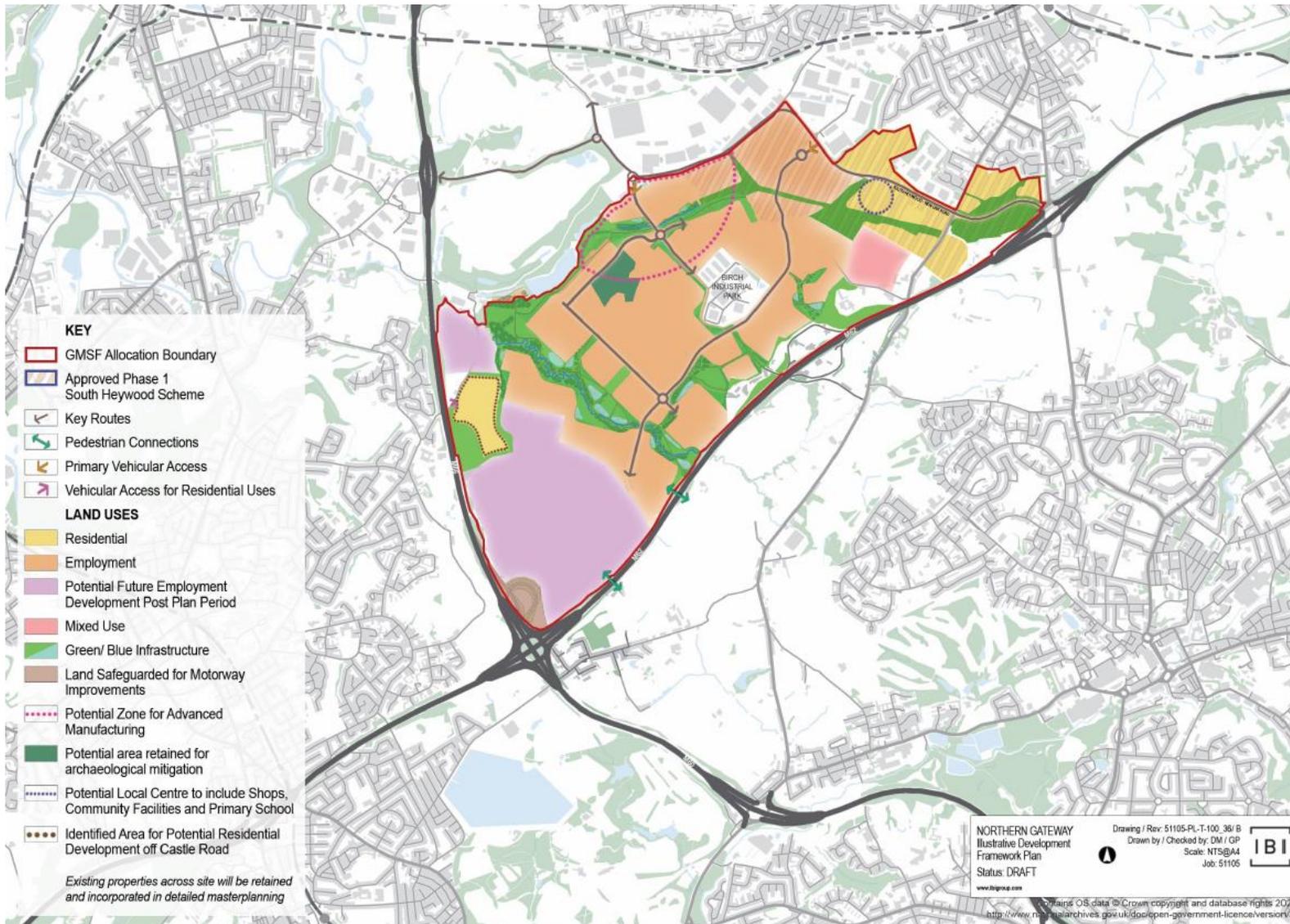
**Figure 1 Heywood/Pilsworth Indicative Proposed Phasing**

## 28.0 Indicative Masterplanning

- 28.1 The Site Promoters for the Heywood/Pilsworth Allocation have produced an Illustrative Development Framework Plan to show how proposed development could come forward within the allocation. This provides the promoters indicative vision and option for the layout of the development, including the location of the employment and residential parcels, green infrastructure, local centre and key pedestrian and vehicular access. The illustrative plan also shows an area of land proposed as safeguarded land for motorway improvements.
- 28.2 Policy JPA1.1 requires a comprehensive masterplan to be submitted prior to any planning applications within the allocation. The masterplan must include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D1 Infrastructure Implementation. This should include the delivery of highways infrastructure, surface

water drainage, and grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure. Coordination between phases of development should be ensured.

Figure 2. Northern Gateway Heywood/Pilsworth (JPA1.1.) Illustrative Development Framework Plan.



## Section F – Conclusion

### 29.0 The Integrated Appraisal

- 29.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation was required.
- 29.2 The majority of the 2019 recommendations for GM1.1 Heywood and Pilsworth were positively addressed by the 2020 GMSF policy itself or another thematic policy. A small number of residual recommendations remained from the 2019 IA, in order to further strengthen the policies:
- 1.0 Climate Change – since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
  - 2.0 Accessible design standards – whilst this is broadly covered in Policy GM-E1 (now JP-P1) and within GM-H3 (now JP-H3) relating to housing, it was suggested that policies are strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1 (now JP-P1).
  - 3.0 Deprivation – whilst this is also broadly covered within the supporting text and broadly within Policy GM-E1 (now JP-P1), particularly referencing social inclusivity, it is considered that the policy could be more explicitly in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.
- 29.3 These recommendations were incorporated into the final 2020 GMSF.
- 29.4 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF 2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

### 30.0 The main changes to the Proposed Allocation

- 30.1 The JPA1.1 allocation boundary, the area proposed to be released from the greenbelt and the quantum of development has not been amended from that proposed in the 2019 GMSF.
- 30.2 The structure of the Northern Gateway GMSF policies has been altered in the 2021 PfE. There is no longer an overarching policy on the Northern Gateway (GM1) but instead the requirements are included within the JPA1.1 and JPA1.2 policies.
- 30.3 The 2020 GMSF included additional criteria within the policy requiring:
- A comprehensive masterplan and phasing strategy for the allocation.
  - The provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
  - The provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features;
  - A project specific Habitats Regulation Assessment for planning applications of 1,000 sq.m./50 dwellings or more to be carried out;
  - Provide an appropriate buffer between the development and the motorway where required to serve multiple functions including air quality, noise and visual mitigation and high quality landscaping.
  - Protect and, where appropriate, enhance the heritage assets and their setting within the allocation including the Grade II Listed buildings – Brick Farmhouse and Lower Whittle Farmhouse and the wider historic character of the surrounding setting in accordance with the findings and recommendations of a Heritage Impact Assessment; and
  - Carry out a detailed assessment and evaluation of known and potential archaeological sites including Meadow Croft Farm, historic landscape features

and built heritage assets, to establish specific requirements for the protection and enhancement of significant heritage assets.

30.4 The 2021 PfE policy incorporates the above changes.

30.5 A significant amount of evidence base work has been produced to support the allocation since 2019 and this has allowed the criteria within the policy to be expanded upon and be more specific to the allocation.

## **31.0 Conclusion**

31.1 JPA1.1 Heywood/Pilsworth is considered to meet the site selection criteria and make a positive contribution to the overall vision, objectives and strategy of the Places for Everyone Joint Plan. The allocation is considered to be deliverable and available for development. Further work has been identified to take forward the allocation through the planning process.

31.2 The allocation provides the opportunity to deliver an extensive range of high quality employment development opportunities in a strategically important location building on the strong and established brands of Heywood and Pilsworth to attract a wider range of business sectors including logistics, industry and high value/knowledge based employment.

31.3 With investment much of the area is capable of being served by rail for freight as well as benefiting from the excellent road connections via the M62, M66 and M60 and there is potential to significantly improve connections via public transport.

31.4 The allocation will provide significant new job opportunities for local residents and enable the north and east of Greater Manchester to uplift its contribution to the wider Greater Manchester economy.

31.5 The employment opportunities will be supported by new communities as part of the Heywood/Pilsworth allocation as well as at Simister/Bowlee which have transformational potential in enabling new housing, community facilities and new

transport infrastructure to come forward in what is currently an area with significant pockets of high deprivation, low skills and worklessness.

## Section G – Appendices

### Appendix 1 – Policy GM Allocation 1 Northern Gateway (GMSF, 2019)

Development of the area will need to:

1. Deliver a large, nationally-significant employment-led opportunity to attract high quality business and investment, supported by new housing at Heywood/Pilsworth; and
2. Deliver new housing at Simister/Bowlee and at Whitefield that is well integrated with and brings positive benefits to surrounding communities.

Development in this location will be required to be supplemented by a significant programme of supporting infrastructure to deliver the allocation:

3. Transport; including new and upgraded highway networks and the potential for provision of a new motorway junction between junctions 18 and 19 of the M62 at Birch, access by rail freight, improved public transport connectivity including rapid transit, and routes for walking/cycling which increase connectivity through the area and to adjoining towns and neighbourhoods.
4. Community facilities; including three new primary schools and a new secondary school, recreational facilities and local centres.
5. A network of new, upgraded and publicly accessible green infrastructure.

The delivery of the allocation and its associated infrastructure will be expected to be supported by a comprehensive masterplan to be agreed with the relevant local planning authorities.

The Northern Gateway is an extensive area located around Junction 18 of the M60 motorway extending east to Junction 19 of the M62 and north to Junction 3 of the M66. It comprises three interrelated sites at:

#### Justification

The Northern Gateway is an extensive area located around Junction 18 of the M60 motorway extending east to Junction 19 of the M62 and north to Junction 3 of the M66. It comprises three interrelated sites at:

- Heywood / Pilsworth (Bury and Rochdale) (see Policy GM Allocation 1.1'Heywood/ Pilsworth (Northern Gateway)')
- Simister and Bowlee (Bury and Rochdale) (see Policy GM Allocation 1.2'Simister and Bowlee (Northern Gateway)')
- Whitefield (Bury) (see Policy GM Allocation 1.3'Whitefield (Northern Gateway)')

This area straddles the districts of Bury and Rochdale and is positioned at a strategically important intersection around the M60, M62 and M66 motorways. As such, it represents a highly accessible opportunity for growth in Greater Manchester and with wider benefits on a regional and national level. The central theme of the spatial strategy for Greater Manchester is to deliver inclusive growth across the city region complemented by a key aim to boost the competitiveness of the northern parts of Greater Manchester. The Northern Gateway is identified as one of the key locations that will help to deliver these key objectives.

This strategic allocation will enable the delivery of a large, nationally-significant employment opportunity to attract high quality business and investment, with a complementary housing offer on the M62 corridor, where there is strong evidence of market demand.

The allocation at the Heywood/Pilsworth site provides an opportunity for a substantial and high quality employment-led development. The scale and location of this site will help to rebalance the Greater Manchester economy, ensure the GMSF plays its part in driving growth within the north of England and enable Greater Manchester to be competitive both nationally and internationally.

This will be supported by new communities at Simister/Bowlee and Whitefield which have transformational potential in enabling new housing, community facilities and new transport infrastructure to come forward in what is currently an area with significant pockets of high deprivation, low skills and worklessness.

To be successful and sustainable, the employment and housing opportunity needs to be accessible by a range of transport modes and be linked directly to surrounding existing and new communities via new recreational routes and corridors of green infrastructure which in turn provide an attractive setting for development. Outside of the motorway network, much of the area proposed for development is currently served by an inadequate transport network and this will require substantial investment to improve connectivity, including investment in rapid transit. The prospective residents will require new community facilities and these will be provided in accessible locations within walking distance of homes.

The opportunities at Heywood/Pilsworth and Simister/Bowlee will need to incorporate extensive supporting infrastructure and so their full delivery is likely to extend beyond the plan period.

## **Appendix 2 – GM Allocation 1.1 Heywood / Pilsworth (Northern Gateway) (GMSF, 2019)**

Development at this site will be required to:

1. Deliver around 1,200,000 m<sup>2</sup> of industrial and warehousing space comprising a mix of high quality employment premises in an attractive business park setting in order to appeal to a wide range of business sectors, including the development of an Advanced Manufacturing Park;
2. Be of sufficient scale and quality to enable a significant rebalance in economic growth within the sub-region by boosting the competitiveness of the north of the conurbation;
3. Improve access into and around the site by making provision for significant improvements to highways infrastructure, including:
  - Improvements to Junction 3 of the M66;

- Improved links between Junction 3 of the M66 and Junction 19 of the M62;
  - If feasible, provision of a new motorway junction access into the site at the current Birch Services junction (between junctions 18 and 19 of the M62) and relocation of the service area; and
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement;
4. Explore the opportunity to deliver a rail freight spur into the expanded Heywood employment area exploiting the existing heavy rail connections from the East Lancashire Railway line which adjoins the site to the north and Calder Valley line to the east;
  5. Support the delivery of improved public transport infrastructure through the site (including Bus Rapid Transit corridors) and close to the site (including potential tram-train on the East Lancashire rail line between Bury and Rochdale) to enhance sustainable connectivity to the wider sub-region and adjoining districts and neighbourhoods;
  6. Provide high quality walking and cycling routes in order to create sustainable local connections with new and existing neighbourhoods (including the new significant housing opportunities at Simister and Bowlee and Whitefield) and to connect to new and existing public transport facilities;
  7. Protect and enhance existing recreation facilities where required;
  8. Deliver around 1,000 additional homes along with a new primary school in the eastern part of the site to support the early delivery of the infrastructure and provide a planned buffer between existing housing and the new employment development;
  9. Deliver around 200 new homes in the west of the site off Castle Road, north of Castlebrook High School playing fields ensuring that an appropriate buffer is incorporated to separate this part of the site from the wider employment area and that appropriate highways measures are in place to prevent the use of residential roads by traffic associated with the wider employment area;

10. Make provision for affordable housing in accordance with local planning policy requirements;
11. Make provision for recreation to meet the needs of the prospective residents in accordance with local planning policy requirements;
12. Make provision for education to meet the needs of school-aged residents in accordance with local planning policy requirements;
13. Provide an appropriate range of supporting and ancillary services and facilities;
14. Seek to offset the loss of private open land through the provision of an accessible and high quality green and blue infrastructure network to provide health benefits to workers and residents as well as creating a visually attractive environment. This should include the enhancement of existing features such as Whittle and Brightley Brooks;
15. Minimise impacts on and provide net gains for biodiversity assets within the site;
16. Develop a satisfactory management plan for areas of green infrastructure, biodiversity features and other areas of open space;
17. Ensure that any development is safe from potential flood risk from any source and incorporate measures to mimic natural drainage through the use of green sustainable urban drainage to control the rate of surface water run-off; and
18. Incorporate appropriate noise and air quality mitigation along the M62 and M66 motorway corridors.

### **Justification**

This site has been identified as a large, nationally significant location for new employment-led development within the Northern Gateway opportunity area between Bury and Rochdale. The scale of the opportunity will help to deliver a significant jobs boost to wider northern and eastern parts of the conurbation, increasing the economic output from this area and helping to rebalance the Greater Manchester economy.

This site benefits from being in close proximity to existing regionally renowned employment sites at Heywood Distribution Park and Pilsworth and the development of this site will complement other opportunities in the Northern Gateway as well as other key sites in the north of the sub-region such as Logistics North.

Whilst the location of this site along the key M62 corridor will be particularly attractive to the logistics sector, it is important that it provides high quality business premises for a range of other sectors including advanced manufacturing and higher value, knowledge-based businesses. This variety will not only provide a better range of good quality jobs but has the potential to provide premises for new and growing sectors, thus diversifying both the local and sub-regional economy.

The size of the proposal would also support the provision of an appropriate range of supporting services and facilities, such as a new local centre, hotel, leisure and conference facilities. However, it is important that these are of a scale that is appropriate to the main employment use of the site.

The delivery of such a site will require significant investment in infrastructure if it is to be successful and sustainable. The site clearly has excellent access to the motorway network but will benefit from improved linkages between Junction 19 of the M62 and Junction 3 of the M66. The site would also benefit from the creation of an additional point of access between Junctions 18 and 19 of the M62 and this could potentially be achieved through the reconfiguration of the existing Birch Services junction. Furthermore, in conjunction with the development of the site, there will be an expectation that opportunities are fully explored to deliver a rail freight spur exploiting the existing heavy rail connections from the East Lancashire Railway line which adjoins the site to the north and Calder Valley line to the east.

The site will also need to be served by a wide range of public transport and significant interventions will be required in order to promote sustainable travel and make the site more accessible to the local labour pool. This could potentially include rapid transit linking the expanded Heywood employment area with surrounding neighbourhoods and key locations helping to maximise the public transport accessibility of the employment opportunities and to better integrate existing and new communities with the rest of Greater Manchester. This

will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable journeys to work.

It should be noted that the existing Birch Industrial Estate is located within the site. This is a successful estate that has benefited from recent investment and would be retained as part of any development. This site will also share the benefits of the improved accessibility of the area.

The area also includes an existing golf club and school playing field. Whilst the intention is for these to be retained, they could potentially be incorporated into the wider development if they were to subsequently become available.

Although predominately an employment site, there is a resolution to grant a scheme to deliver around 1,000 homes and a new primary school on the eastern part of the site at South Heywood will help to create a more mixed use urban extension. The new school will not only provide space to accommodate children from the new development but will also help tackle a shortage of local school places. The residential development along with secured public funding is a key element to delivering improved linkages from Junction 19 of the M62.

The site is also considered to have the potential to accommodate around 200 further dwellings on land accessed via Castle Road in Unsworth. However, it is important that an appropriate buffer is incorporated into the development to create separation from the wider employment development and that appropriate highways measures are in place to prevent the inappropriate use of residential roads by vehicular traffic associated with the wider employment area.

Any housing development within the site will be required to make provision for affordable housing and recreation to meet the needs of the prospective residents in line with Local Plan policy requirements.

The land is relatively undulating and the contours do offer opportunities to create an attractive and interesting setting for the development as well as providing some natural screening. This should be complimented by the creation of a good quality green and blue infrastructure network which will provide publicly accessible open spaces to provide

recreational opportunities to workers and residents in the wider area. Such a network should seek to maximise the value of existing features and areas of nature conservation value. There are some existing recreation facilities, ponds, reservoirs and brooks within the site and any development should seek to retain and enhance such features, where appropriate. Other opportunities for new blue infrastructure may exist to further enhance visual amenity, provide SUDS and widen local biodiversity. A management plan will be required to demonstrate how the retention and improvement of green and blue infrastructure and nature conservation assets will continue to be managed.

The development of the site will also be required to have regard to flood risk and it will also be necessary for the development to implement an appropriate drainage strategy in order to minimise and control the rate of surface water run-off.

Given that the site is located adjacent to the M62 and M66 motorways, there will be a need to incorporate appropriate noise and air quality mitigation measures, such as tree planting, along the motorway corridors. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest.

### **Appendix 3 – Policy GM Allocation 1.1 Heywood / Pilsworth (Northern Gateway) (GMSF, 2020)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan relating to the area to come forward in the plan period that has been previously approved by the LPA(s). It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy GM-D1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development at this allocation will be required to:

1. Be of sufficient scale and quality to enable a significant rebalance in economic growth within the sub-region by boosting the competitiveness of the north of the conurbation and should;

- Deliver a total of around 1,200,000 sqm of industrial and warehousing space (with around 700,000 sqm being delivered within the plan period). This should comprise a mix of high quality employment premises in an attractive business park setting in order to appeal to a wide range of business sectors including the development of an Advanced Manufacturing Park;
  - Deliver around 1,000 additional homes along with a new primary school in the eastern part of the allocation to support the early delivery of the infrastructure and provide a buffer between existing housing and the new employment development;
  - Deliver around 200 new homes, which includes an appropriate mix of house types and sizes and the provision of plots for custom and self-build housing, in the west of the allocation off Castle Road ensuring that an appropriate buffer is incorporated to separate this part of the allocation from the wider employment area and that appropriate highways measures are in place to prevent the use of residential roads by traffic associated with the wider employment area; and
  - An appropriate range of supporting and ancillary services and facilities.
2. Make provision for significant new and improved highways infrastructure to enable the proposed level of development to be accommodated, including:
- Improvements to Junction 3 of the M66;
  - Improved links between Junction 3 of the M66 and Junction 19 of the M62;
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement, including a contribution towards the mitigation proposed at Croft Lane, Hollins Lane/Hollins Brow
3. Support the delivery of improved public transport infrastructure through the site allocation (including Bus Rapid Transit corridors) and close to the allocation (including potential tram-train on the East Lancashire rail line between Bury and

Rochdale) to enhance sustainable connectivity to the wider sub-region and adjoining districts and neighbourhoods;

4. Deliver a network of safe and convenient cycling and walking routes through the allocation designed to national and GM standards of design and construction and local planning requirements;
5. Make provision for affordable housing in accordance with local planning policy requirements;
6. Provide financial contributions for offsite additional primary and secondary school provision to meet needs generated by the development;
7. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
8. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to local services, employment opportunities and over the M62 to proposed new development at Simister/Bowlee (GM1.2);
9. Retain, enhance and replace existing recreation facilities, where required, and make provision for new recreation facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
10. Make provision for new, high quality, publicly accessible multi-functional green and blue infrastructure to provide health benefits to workers and residents as well as creating a visually attractive environment and providing linkages to the site's wider drainage strategy in accordance with Policy GM-G 2 'Green Infrastructure Network' and Policy GM-G 8 'Standards for a Greener Greater Manchester'. This should include the integration and enhancement of existing features such as Hollins Brook/Brightly Brook SBI and Whittle Brook;
11. Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy GM-G 9 'A Net Enhancement of Biodiversity and Geodiversity';

12. Ensure that any development is safe from and mitigates for potential flood risk from all sources including Whittle Brook, Castle Brook and Brightley Brook and does not increase the flood risk elsewhere. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
13. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy GM-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available.;
14. Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features and other areas of open space and sustainable drainage features;
15. Carry out a project specific Habitats Regulation Assessment for planning applications of 1,000 sqm / 50 dwellings or more;
16. Provide an appropriate buffer between the development and the motorway where required to serve multiple functions including air quality, noise, visual mitigation and high quality landscaping;
17. Incorporate appropriate noise and air quality mitigation along the M62 and M66 motorway corridors and local road network if required within the allocation;
18. Protect and, where appropriate, enhance the heritage assets and their setting within the allocation, including the Grade II Listed buildings Brick Farmhouse and Lower Whittle Farmhouse and the wider historic character of the surrounding setting

in accordance with the findings and recommendations of a Heritage Impact Assessment; and

19. Carry out a detailed assessment and evaluation of known and potential archaeological sites including Meadow Croft Farm, historic landscape features and built heritage assets, to establish specific requirements for the protection and enhancement of significant heritage assets.

## **Justification**

This allocation has been identified as a large, nationally significant location for new employment-led development within the Northern Gateway opportunity area between Bury and Rochdale. The scale of the opportunity will help to deliver a significant jobs boost to wider northern and eastern parts of the conurbation, increasing the economic output from this area and helping to rebalance the Greater Manchester economy. It also includes the potential to deliver a significant amount of new housing as well as an appropriate range of supporting and ancillary services and facilities.

Planning permission has been granted for a scheme to deliver around 135,000 sqm of employment floorspace, 1,000 homes and a new primary school on the eastern part of the allocation at South Heywood and this land is included in the allocation for removal from the Green Belt. As well as delivering an early phase of the employment development this proposal will help to create a more mixed-use urban extension. The new school will not only provide space to accommodate children from the new development but will also help tackle a shortage of local school places. The residential development along with secured public funding is a key element to delivering improved linkages from Junction 19 of the M62. The employment floorspace and homes covered by this planning application are included in the current baseline supply.

Although the allocation has the capacity to deliver a total of around 1,200,000 sqm of new employment floorspace, it is anticipated that around 700,000 sqm of this will be delivered within the plan period (in addition to the 135,000 sqm that has an extant planning permission at South Heywood). Nevertheless, it is considered necessary to release the site in full at this stage given that the scale of the proposed development means that it will need to be supported by significant strategic infrastructure and this level of investment

needs the certainty that the remaining development and associated economic benefits will still be able to come forward beyond the plan period.

This allocation benefits from being in close proximity to existing regionally renowned employment sites at Heywood Distribution Park and Pilsworth and the development of this site will complement other opportunities in the Northern Gateway as well as other key sites in the north of the sub-region such as Logistics North.

Whilst the location of this allocation along the key M62 corridor will be particularly attractive to the logistics sector, it is important that it provides high quality business premises for a range of other sectors including advanced manufacturing and higher value, knowledge-based businesses. This variety will not only provide a better range of good quality jobs but has the potential to provide premises for new and growing sectors, thus diversifying both the local and sub-regional economy.

The size of the proposal would also support the provision of an appropriate range of supporting services and facilities, such as a new local centre, hotel, leisure and conference facilities. However, it is important that these are of a scale that is appropriate to the main employment use of the allocation.

The delivery of such an allocation will require significant investment in infrastructure if it is to be successful and sustainable. The allocation clearly has excellent access to the motorway network but will benefit from improved linkages between Junction 19 of the M62 and Junction 3 of the M66. The local authorities will continue to explore opportunities for a new junction at Birch which could provide additional accessibility and be of benefit to the allocation in the longer term. Furthermore, in conjunction with the development of the allocation, there will be an expectation that opportunities are fully explored to deliver a rail freight spur exploiting the existing heavy rail connections from the East Lancashire Railway line which adjoins the allocation to the north and Calder Valley line to the east.

The allocation will also need to be served by a wide range of public transport and significant interventions will be required in order to promote sustainable travel and make the allocation more accessible to the local labour pool. This could potentially include rapid transit linking the expanded Heywood employment area with surrounding neighbourhoods

and key locations helping to maximise the public transport accessibility of the employment opportunities and to better integrate existing and new communities with the rest of Greater Manchester. The potential tram-train on the East Lancashire rail line between Bury and Rochdale should be explored and the allocation will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable journeys to work.

It should be noted that the existing Birch Industrial Estate is located within the allocation. This is a successful estate that has benefited from recent investment and would be retained as part of any development. This allocation will also share the benefits of the improved accessibility of the area.

The area also includes an existing golf club and school playing field. Whilst the intention is for these to be retained, they could potentially be incorporated into the wider development if they were to subsequently become available.

In addition to the 1,000 homes with planning permission at South Heywood, the allocation is also considered to have the potential to accommodate around 200 further dwellings on land accessed via Castle Road in Unsworth. However, it is important that an appropriate buffer is incorporated into the development to create separation from the wider employment development and that appropriate highways measures are in place to prevent the inappropriate use of residential roads by vehicular traffic associated with the wider employment area.

Any housing development within the allocation will be required to make provision for affordable housing and recreation to meet the needs of the prospective residents in line with Local Plan policy requirements.

The land is relatively undulating and the contours offer opportunities to create an attractive and interesting setting for the development as well as providing some natural screening. This should be complimented by the creation of a good quality green and blue infrastructure network which will provide publicly accessible open spaces to provide recreational opportunities to workers and residents in the wider area. Such a network should seek to maximise the value of existing features and areas of nature conservation value. There are some existing recreation facilities, ponds, reservoirs and

brooks within and adjacent to the allocation and any development should seek to retain and enhance such features, where appropriate. Other opportunities for new blue infrastructure may exist to further enhance visual amenity, provide SUDS and widen local biodiversity. A management plan will be required to demonstrate how the retention and improvement of green and blue infrastructure and nature conservation assets will continue to be managed.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

The development of the allocation will also be required to have regard to flood risk and it will also be necessary for it to involve the implementation of an appropriate drainage strategy in order to minimise and control the rate of surface water run-off.

Traffic to and from the site is likely to include travel on the M62 which passes close to designated European sites and, as such, a project specific Habitats Regulation Assessment will be required for planning applications involving 1,000 or more sqm or 50 or more residential units.

Given that the site is located adjacent to the M62 and M66 motorways, there will be a need to incorporate a buffer between the allocation and the motorway to serve multiple functions including air and noise mitigation and high quality landscaping. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest.

There are two Grade II Listed buildings within the allocation boundary and known significant archaeological sites, notably at Meadow Croft Fold. In addition there are a number of potentially significant archaeological sites, locally listed buildings and structures throughout and adjacent to the allocation. Any development would need to consider the impact on their setting through the completion of a Heritage Impact Statement.

There will be a need to undertake detailed archaeological work including field walking and evaluation trenching, leading to further investigations and recording and, if necessary, preserving features in situ.

#### **Appendix 4 – Policy JP Allocation 1.1 Heywood/Pilsworth (Northern Gateway) (Places for Everyone, 2021)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan relating to the area to come forward in the plan period that has been previously approved by the LPA(s). It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development at this allocation will be required to:

1. Be of sufficient scale and quality to enable a significant rebalance in economic growth within the sub-region by boosting the competitiveness of the north of the conurbation and should;
  - Deliver a total of around 1,200,000 sqm of industrial and warehousing space (with around 700,000 sqm being delivered within the plan period). This should comprise a mix of high quality employment premises in an attractive business park setting in order to appeal to a wide range of business sectors including the development of an Advanced Manufacturing Park ;
  - Deliver around 1,000 additional homes along with a new primary school in the eastern part of the allocation to support the early delivery of the infrastructure and provide a buffer between existing housing and the new employment development;
  - Deliver around 200 new homes, which includes an appropriate mix of house types and sizes and the provision of plots for custom and self-build

housing, in the west of the allocation off Castle Road ensuring that an appropriate buffer is incorporated to separate this part of the allocation from the wider employment area and that appropriate highways measures are in place to prevent the use of residential roads by traffic associated with the wider employment area; and

- An appropriate range of supporting and ancillary services and facilities.
2. Make provision for significant new and improved highways infrastructure to enable the proposed level of development to be accommodated, including;
    - Improvements to Junction 3 of the M66;
    - Improved links between Junction 3 of the M66 and Junction 19 of the M62;
    - Other off-site highway works where these are necessary to ensure acceptable traffic movement, including a contribution towards the mitigation proposed at Croft Lane, Hollins Lane/Hollins Brow
  3. Support the delivery of improved public transport infrastructure through the site allocation (including Bus Rapid Transit corridors) and close to the allocation (including potential tram-train on the East Lancashire rail line between Bury and Rochdale) to enhance sustainable connectivity to the wider sub-region and adjoining districts and neighbourhoods;
  4. Deliver a network of safe and convenient cycling and walking routes through the allocation designed to national and GM standards of design and construction and local planning requirements;
  5. Make provision for affordable housing in accordance with local planning policy requirements;
  6. Provide financial contributions for offsite additional primary and secondary school provision to meet needs generated by the development;
  7. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant joint plan or local planning policies;

8. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to local services, employment opportunities and over the M62 to proposed new development at Simister/Bowlee (JPA1.2);
9. Retain, enhance and replace existing recreation facilities, where required, and make provision for new recreation facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
10. Make provision for new, high quality, publicly accessible multi-functional green and blue infrastructure to provide health benefits to workers and residents as well as creating a visually attractive environment and providing linkages to the site's wider drainage strategy in accordance with Policy JP-G 2 'Green Infrastructure Network' and Policy JP-G 8 'Standards for Greener Places'. This should include the integration and enhancement of existing features such as Hollins Brook/Brightly Brook SBI and Whittle Brook;
11. Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy JP-G 9 'A Net Enhancement of Biodiversity and Geodiversity';
12. Ensure that any development is safe from and mitigates for potential flood risk from all sources including Whittle Brook, Castle Brook and Brightley Brook and does not increase the flood risk elsewhere. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
13. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy JP-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the

public sewer will need to submit clear evidence demonstrating why alternative options are not available.;

14. Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features and other areas of open space and sustainable drainage features;
15. Carry out a project specific Habitats Regulation Assessment for planning applications of 1,000 sqm / 50 dwellings or more;
16. Provide an appropriate buffer between the development and the motorway/local road network where required to serve multiple functions including air quality, noise, visual mitigation and high quality landscaping;
17. Protect and, where appropriate, enhance heritage assets and their setting within the allocation, including the Grade II Listed buildings Brick Farmhouse and Lower Whittle Farmhouse and the wider historic character of the surrounding setting in accordance with the findings and recommendations of the assessment of heritage assets that forms part of the Plan's evidence base and any updated assessment submitted as part of the planning application process; and
18. Carry out a detailed assessment and evaluation of known and potential archaeological sites including Meadow Croft Farm, historic landscape features and built heritage assets, to establish specific requirements for the protection and enhancement of significant heritage assets.

### **Justification**

This allocation has been identified as a large, nationally significant location for new employment-led development within the Northern Gateway opportunity area between Bury and Rochdale. The scale of the opportunity will help to deliver a significant jobs boost to wider northern and eastern parts of the conurbation, increasing the economic output from this area and helping to rebalance the Greater Manchester economy. It also includes the potential to deliver a significant amount of new housing as well as an appropriate range of supporting and ancillary services and facilities.

Planning permission has been granted for a scheme to deliver around 135,000 sqm of employment floorspace, 1,000 homes and a new primary school on the eastern part of the allocation at South Heywood and this land is included in the allocation for removal from the Green Belt. As well as delivering an early phase of the employment development this proposal will help to create a more mixed- use urban extension. The new school will not only provide space to accommodate children from the new development but will also help tackle a shortage of local school places. The residential development along with secured public funding is a key element to delivering improved linkages from Junction 19 of the M62. The employment floorspace and homes covered by this planning application are included in the current baseline supply.

Although the allocation has the capacity to deliver a total of around 1,200,000 sqm of new employment floorspace, it is anticipated that around 700,000 sqm of this will be delivered within the plan period (in addition to the 135,000 sqm that has an extant planning permission at South Heywood). Nevertheless, it is considered necessary to release the site in full at this stage given that the scale of the proposed development means that it will need to be supported by significant strategic infrastructure and this level of investment needs the certainty that the remaining development and associated economic benefits will still be able to come forward beyond the plan period.

This allocation benefits from being in close proximity to existing regionally renowned employment sites at Heywood Distribution Park and Pilsworth and the development of this site will complement other opportunities in the Northern Gateway as well as other key sites in the north of the sub-region such as Logistics North.

Whilst the location of this allocation along the key M62 corridor will be particularly attractive to the logistics sector, it is important that it provides high quality business premises for a range of other sectors including advanced manufacturing and higher value, knowledge-based businesses. This variety will not only provide a better range of good quality jobs but has the potential to provide premises for new and growing sectors, thus diversifying both the local and sub-regional economy.

The size of the proposal would also support the provision of an appropriate range of supporting services and facilities, such as a new local centre, hotel, leisure and conference

facilities. However, it is important that these are of a scale that is appropriate to the main employment use of the allocation.

The delivery of such an allocation will require significant investment in infrastructure if it is to be successful and sustainable. The allocation clearly has excellent access to the motorway network but will benefit from improved linkages between Junction 19 of the M62 and Junction 3 of the M66. The local authorities will continue to explore opportunities for a new junction at Birch which could provide additional accessibility and be of benefit to the allocation in the longer term. Furthermore, in conjunction with the development of the allocation, there will be an expectation that opportunities are fully explored to deliver a rail freight spur exploiting the existing heavy rail connections from the East Lancashire Railway line which adjoins the allocation to the north and Calder Valley line to the east.

The allocation will also need to be served by a wide range of public transport and significant interventions will be required in order to promote sustainable travel and make the allocation more accessible to the local labour pool. This could potentially include rapid transit linking the expanded Heywood employment area with surrounding neighbourhoods and key locations helping to maximise the public transport accessibility of the employment opportunities and to better integrate existing and new communities with the rest of Greater Manchester. The potential tram-train on the East Lancashire rail line between Bury and Rochdale should be explored and the allocation will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable journeys to work.

It should be noted that the existing Birch Industrial Estate is located within the allocation. This is a successful estate that has benefited from recent investment and would be retained as part of any development. This allocation will also share the benefits of the improved accessibility of the area.

The area also includes an existing golf club and school playing field. Whilst the intention is for these to be retained, they could potentially be incorporated into the wider development if they were to subsequently become available.

In addition to the 1,000 homes with planning permission at South Heywood, the allocation is also considered to have the potential to accommodate around 200 further dwellings on land

accessed via Castle Road in Unsworth. However, it is important that an appropriate buffer is incorporated into the development to create separation from the wider employment development and that appropriate highways measures are in place to prevent the inappropriate use of residential roads by vehicular traffic associated with the wider employment area.

Any housing development within the allocation will be required to make provision for affordable housing and recreation to meet the needs of the prospective residents in line with Local Plan policy requirements.

The land is relatively undulating and the contours offer opportunities to create an attractive and interesting setting for the development as well as providing some natural screening. This should be complimented by the creation of a good quality green and blue infrastructure network which will provide publicly accessible open spaces to provide recreational opportunities to workers and residents in the wider area. Such a network should seek to maximise the value of existing features and areas of nature conservation value. There are some existing recreation facilities, ponds, reservoirs and brooks within and adjacent to the allocation and any development should seek to retain and enhance such features, where appropriate. Other opportunities for new blue infrastructure may exist to further enhance visual amenity, provide SUDS and widen local biodiversity. A management plan will be required to demonstrate how the retention and improvement of green and blue infrastructure and nature conservation assets will continue to be managed.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. A green and blue infrastructure network will provide more sustainable options to discharge surface water, only foul flows should connect with the public sewer.

Traffic to and from the site is likely to include travel on the M62 which passes close to designated European sites and, as such, a project specific Habitats Regulation Assessment will be required for planning applications involving 1,000 or more sqm or 50 or more residential units.

Given that the site is located adjacent to the M62 and M66 motorways, there will be a need to incorporate a buffer between the allocation and the motorway to serve multiple functions including air and noise mitigation and high quality landscaping. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest

There are two Grade II Listed buildings within the allocation boundary and known significant archaeological sites, notably at Meadow Croft Fold. In addition there are a number of potentially significant archaeological sites, locally listed buildings and structures throughout and adjacent to the allocation. Any development would need to consider the impact on their setting through the completion of a Heritage Impact Statement. There will be a need to undertake detailed archaeological work including field walking and evaluation trenching, leading to further investigations and recording and, if necessary, preserving features in situ.

## Section H – Bibliography

- 1.0 1.1 Illustrative Development Framework Plan, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 2.0 1.1 Flood Risk and Drainage Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 3.0 1.1 Ecological Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 4.0 1.1 Landscape and Visual Analysis Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.0 1.1 Archaeology and Heritage Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 6.0 1.1 Geo Environmental Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 7.0 1.1 Noise and Air Quality Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 8.0 1.1 Initial Heritage Appraisal, 2020 , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 9.0 Northern Gateway Utilities Statement, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 10.0 Northern Gateway - Economic Benefits Summary, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 11.0 Preliminary Ecological Appraisal, 2020 - Rochdale, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 12.0 Northern Gateway Historic Environment Assessment, 2020 – Rochdale, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 13.0 Places for Everyone Written Statement, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 14.0 Places for Everyone Consultation Summary Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 15.0 Housing Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>. Employment Topic Paper
- 16.0 Green Belt Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 17.0 Carbon & Energy Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 18.0 Natural Environment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 19.0 Transport Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 20.0 Greater Manchester Transport Strategy 2040 Refresh, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 21.0 Our 5-Year Transport Delivery Plan 2020-2025, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 22.0 Greater Manchester Transport Strategy - 2040 Right Mix Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 23.0 Transport Strategic Modelling Technical Note , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 24.0 Existing Land Supply and Transport Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 25.0 Transport Locality Assessments – Introductory Note and Assessments – Cross-boundary allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 26.0 Addendum: Transport Locality Assessments Review - Cross-boundary allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 27.0 PfE Integrated Appraisal Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 28.0 PfE Integrated Appraisal Addendum Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 29.0 GMSF Integrated Appraisal Non-Technical Summary 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>. PfE Integrated Appraisal Non-Technical Summary 2021
- 30.0 GMSF Integrated Assessment Scoping Report 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 31.0 PfE Integrated Assessment Scoping Report Addendum 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 32.0 Integrated Assessment of GMSF Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 33.0 Habitat Regulations Assessment of PfE, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 34.0 Habitat Regulations Assessment of PfE - Air Quality Assessment, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 35.0 PfE Strategic Viability Assessment Stage 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 36.0 PfE Strategic Viability Assessment Stage 2: Technical Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 37.0 PfE Strategic Viability Assessment Stage 2 Allocated Sites, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 38.0 Carbon and Energy Implementation Part 1 - Technical Analysis, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 39.0 Carbon and Energy Implementation Part 2 - Carbon Offsetting, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 40.0 Carbon and Energy Implementation Part 2 - Fund Size Appendix B, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 41.0 GM Strategic Flood Risk Assessment Level 1 Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 42.0 GM SFRA Level 1 Appendix A Bury Interactive Maps, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 43.0 GM SFRA Level 1 Appendix B Sites Assessment Part 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 44.0 GM SFRA Level 1 Appendix B Sites Assessment Part 2, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 45.0 GM SFRA Level 1 Appendix C - Development Sites Assessments Summary Reports, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 46.0 GM SFRA Level 1 Appendix D - Functional Floodplain Methodology, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 47.0 GM SFRA Level 1 Appendix E - GMCA Climate Change Models, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 48.0 GM SFRA Level 1 Appendix F - SUDS Techniques and Suitability, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 49.0 GM Flood Risk Management Framework, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 50.0 GM Strategic Flood Risk Assessment Level 2 - Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 51.0 GM Strategic Flood Risk Assessment Level 2 - Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 52.0 Flood Risk Sequential Test and Exception Test Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 53.0 Carbon and Fracking Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 54.0 Economic Forecasts for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 55.0 Employment Land Needs in Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 56.0 COVID-19 and PfE Growth Options, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 57.0 GM Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2018, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 58.0 Green Infrastructure Policy Context, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 59.0 Guidance for Greater Manchester - Embedding Green Infrastructure Principles, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 60.0 Biodiversity Net Gain Proposed Guidance for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 61.0 Integrated Assessment of PfE Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 62.0 Stage 1 Greater Manchester Green Belt Assessment (2016) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 63.0 Stage 1 Greater Manchester Green Belt Assessment - Appendices (2016) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 64.0 GMSF Landscape Character Assessment (2018) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 65.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 66.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2021 PfE Allocations and Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 67.0 Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 68.0 21F. Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations – Appendix B (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 69.0 Stage 2 GM Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 70.0 Stage 2 GM Green Belt Study – Assessment of Proposed PfE Allocations (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 71.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 72.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2021 PfE Green Belt Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 73.0 Stage 2 GM Green Belt Study – Identification of Opportunities to Enhance the Beneficial use of the GM Green Belt (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 74.0 GMSF 1 Hist Env Assess Summary Report June 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

# **JPA1.2 Simister/Bowlee**

## **Topic Paper**

**PfE 2021**

## Contents

Section A – Background .....	4
1.0 Introduction.....	4
2.0 Simister/Bowlee Allocation Overview .....	6
3.0 Site Details .....	7
4.0 Proposed Development .....	7
5.0 Site Selection.....	8
6.0 Planning History .....	11
7.0 GMSF 2019 Consultation Responses .....	11
8.0 GMSF 2019 Integrated Assessment .....	12
9.0 GMSF 2020 Integrated Assessment .....	14
10.0 PfE 2021 Integrated Appraisal Addendum .....	<b>Error! Bookmark not defined.</b>
Section B – Physical .....	16
11.0 Transport .....	16
12.0 Flood Risk and Drainage .....	19
13.0 Ground Conditions.....	21
14.0 Utilities.....	24
Section C – Environmental.....	27
15.0 Green Belt Assessment .....	27
16.0 Green Infrastructure.....	31
17.0 Recreation .....	32
18.0 Landscape .....	32
19.0 Ecological/Biodiversity Assessment.....	36
20.0 Habitat Regulation Assessment.....	39
21.0 Historic Environment Assessment .....	39
22.0 Air Quality.....	43

23.0 Noise .....	43
Section D – Social .....	46
24.0 Education .....	46
25.0 Health .....	46
Section E – Deliverability .....	47
26.0 Viability .....	47
27.0 Phasing .....	48
28.0 Indicative Masterplanning .....	49
Section F – Conclusion .....	52
29.0 The Integrated Appraisal.....	52
30.0 The main changes to the Proposed Allocation .....	52
31.0 Conclusion.....	54
Section G – Appendices .....	56
Section H – Bibliography.....	71

# Section A – Background

## 1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on the 11th of December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each

district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed

to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

## **2.0 Simister/Bowlee Allocation Overview**

- 2.1 The Northern Gateway is an extensive area located around Junction 18 of the M60 motorway extending east to Junction 19 of the M62 and north to Junction 3 of the M66. It comprises two interrelated allocations at:
- Heywood / Pilsworth (Bury and Rochdale)
  - Simister and Bowlee (Bury and Rochdale)
- 2.2 Development of the area will deliver a large, nationally significant employment led opportunity to attract high quality business and investment which is supported by new housing that is well integrated with, and brings positive benefits to, the surrounding communities.
- 2.3 This Topic Paper brings together a wide range of information and evidence in connection with the proposed strategic site allocation at Simister/Bowlee (JPA1.2). However, it should be read in conjunction with the separate Topic Paper relating to the Heywood/Pilsworth (GMA1.1). The paper may be subject to further technical amendments in advance of the formal commencement of consultation.

- 2.4 The extent of the Simister/Bowlee allocation has been reduced significantly in the PfE 2021 compared to what was proposed in the 2019 draft. Some of the evidence gathered for the allocation relates to the extent of the allocation proposed in 2019. Nevertheless, given that the allocation has subsequently been reduced, it is considered reasonable to conclude that the changes made between then and the current version of the plan will not have caused any additional issues.

### **3.0 Site Details**

- 3.1 The proposed site allocation at Simister/Bowlee (JPA1.2) is located between the settlements of Prestwich and Middleton and covers a total area of 74 hectares. The majority of its western boundary borders on the M60, the southern boundary abuts the edge of the village of Rhodes and the allocation's eastern boundary wraps around the western and northern edges of Middleton.
- 3.2 The allocation currently comprises agricultural land and a number of residential, employment and agricultural properties.

### **4.0 Proposed Development**

- 4.1 Approximately 1,550 homes are proposed within the Simister/Bowlee allocation. Around 1,350 homes will be in Bury and a further 200 will be located in Rochdale.
- 4.2 This will include the provision of affordable housing to address local housing need, accommodation for older persons, plots for custom and self-build. It will also include a mix of housing densities with higher density development in areas with good accessibility and with potential for improved public transport connectivity and lower densities adjacent to existing villages where development will require sensitive design to respond to its context.
- 4.3 The proposed development will be required to provide infrastructure to support the new community. This includes an upgrade of the local highway network, traffic restrictions on Simister Lane to prevent this route from being a form of access/egress to and from the allocation, improved public transport provision through the allocation and close to the allocation, more routes for walking and cycling, a new local centre

with an appropriate range of convenience shopping facilities and a primary school. There will be high quality, publicly accessible, multifunctional green and blue infrastructure throughout the allocation which can be used for sport, leisure and recreation.

- 4.4 The proposed site allocation at Simister/Bowlee has now been reduced in size since the 2019 Draft GMSF with the total site allocation reducing from 206 ha to 74 ha. Land to the north of Blueball Lane, together with a small area on the south western edge, are to be excluded from the Allocation and retained in the Green Belt. The area around Simister Village, will also now be excluded from the Allocation and retained as Green Belt. These reductions were in response work undertaken in preparation of the 2020 GMSF which highlighted that there was scope to reduce Bury's housing requirements leading to a reduction in the amount of land required to be removed from the greenbelt and to calls from local residents to preserve the character of Simister Village. In addition, there is significantly less certainty over the development of a new motorway junction at Birch which would have been a major access point into the allocation.

## **5.0 Site Selection**

- 5.1 The Site Selection work had the purpose of identifying the most sustainable locations for residential and employment development that can achieve the Joint Plan's Vision, Objectives and Spatial Strategy.
- 5.2 This allocation forms part of the wider Northern Gateway allocation and straddles the districts of Bury and Rochdale. The Northern Gateway, in its entirety, provides the opportunity to deliver a large nationally significant employment opportunity which can attract high quality business and investment and provide complementary residential development.
- 5.3 The allocation is positioned at a strategically important intersection around the M60, M62 and M66 motorways. As such, it represents a highly accessible opportunity for growth in Greater Manchester, with wider benefits on a regional and national level.

- 5.4 Due to the current undeveloped nature of the allocation, much of the immediate highway network is not of a nature that could accommodate strategic development without an appropriate upgrade. Key to the delivery of the allocation will be the provision of significant improvements to highway infrastructure, delivery of improved public transport infrastructure through the allocation (including Bus Rapid Transport corridor) and close to the allocation and the provision of high quality walking and cycling routes.
- 5.5 The scale of the development will help to deliver a significant jobs boost to the northern and eastern parts of Greater Manchester, increasing the economic output from this area. It will also enable new residential and community facilities to come forward in what is currently an area with significant pockets of deprivation, low skills and worklessness.
- 5.6 The site selection process considered the entire Northern Gateway allocation when considering sites for inclusion in the GMSF. On this basis the allocation was selected for inclusion based on:
- Criteria 1 (land which has been previously developed and/or land which is served by public transport);
  - Criteria 3 (land that can maximise existing opportunities which have significant capacity to deliver transformational change and/or boost the competitiveness and connectivity of Greater Manchester and genuinely deliver inclusive growth);
  - Criteria 5 (land which would have a direct significant impact on delivering urban regeneration);
  - Criteria 6 (land where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long term viable sustainable travel options and delivers significant wider community benefits);

- Criteria 7 (Land that would deliver significant local benefits by addressing a major local problem/issue).
- 5.7 Further detail is provided within in the Site Selection Background Paper available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>. A 2021 addendum to the background paper has been produced which confirms that as the allocation has not changed since 2020, the conclusions from the GMSF Site Selection Topic Paper 2020 remain applicable.
- 5.8 Specifically, the Simister/Bowlee allocation forms part of the PfE North East Growth Corridor Policy (JP-Strat 7) and offers an opportunity to deliver a significant mixed use, housing and employment development which is of a transformative scale and significantly change the economic growth potential of the wider area. Development could capitalise on the existing successful employment locations at Heywood and Pilsworth and further exploit the important connection to the M62 corridor. The location of this allocation will make it particularly attractive to the logistics and advanced manufacturing sectors.
- 5.9 Development could also contribute towards regeneration of adjacent areas of deprivation and this would help deliver one the PfE's key aims of boosting the competitiveness of the northern Greater Manchester Boroughs and supporting long-term economic growth in Greater Manchester.
- 5.10 Given the above, the allocation is relevant to the PfE objectives of:
- Objective 1 – Meet our housing need;
  - Objective 3 – Playing our part in ensuring a thriving and productive economy in all parts of Greater Manchester;
  - Objective 4 – Maximise the potential arising from our national and international assets;
  - Objective 5 – Reduce inequalities and improve prosperity;

- Objective 6 – Promote the sustainable movement of people, goods and information.

## 6.0 Planning History

- 6.1 Planning permission has not been granted for any significant uses within the allocation.

## 7.0 GMSF 2019 Consultation Responses

- 7.1 399 comments were received in relation to JPA1.2 Simister/Bowlee during the consultation on the Revised Draft GMSF in 2019. A summary of the key issues are as follows:

**Table 1 Summary of Consultation Responses from the Revised Draft GMSF in 2019**

<b>Principle / scale of development</b>
<ul style="list-style-type: none"> <li>▪ Unreasonable and disproportionate scale of development in one location.</li> <li>▪ Will cause considerable harm to character of small village, result in a loss of amenity and depress property values. Compulsory purchase will be required.</li> <li>▪ Some landowners wish to see the site extended.</li> <li>▪ Support, provided that villages sympathetically merged and appropriate separation distances implemented.</li> </ul>
<b>Housing (inc affordable housing)</b>
<ul style="list-style-type: none"> <li>▪ Layout not sympathetic to village which will be overwhelmed.</li> <li>▪ Scale of growth proposed not achievable and will take a number of years to come forward. Phasing will be critical to avoid flooding the market.</li> <li>▪ Does not cater for affordable/specialist housing needs. Needs to be environmentally friendly and delivered at appropriate densities.</li> <li>▪ Housing growth should be distributed more evenly across Bury.</li> <li>▪ There is support that the development will provide much needed housing in this location, there is a willingness from landowners in Simister to bring the site forward and more housing to south of village should be considered.</li> </ul>
<b>Employment and Economy</b>
<ul style="list-style-type: none"> <li>▪ No need for employment proposal at Heywood/Pilsworth as low unemployment and deprivation in Simister and Bowlee. Likely to be low paid, need quality manufacturing, no indication of interest.</li> <li>▪ Residents will have poor access and will need to commute out.</li> </ul>

<ul style="list-style-type: none"> <li>▪ Support – Must invest in the Northern Powerhouse.</li> </ul>
<b>Green Belt</b>
<ul style="list-style-type: none"> <li>▪ Simister will lose all of its Green Belt, this was misrepresented in the consultation letter. Wide disparities between Bury townships.</li> <li>▪ Area is semi-rural and remote, designation attracts people to area.</li> <li>▪ No justification, will result in sprawl and merge distinct towns.</li> <li>▪ Details on proposed protections for removals not made clear.</li> <li>▪ It was highlighted that Clarkes Cross (west of M60) has been omitted but could still make a contribution in the form of safeguarded land for long-term needs</li> </ul>

## 8.0 GMSF 2019 Integrated Assessment

8.1 The 2019 GMSF Integrated Assessment (IA) is available at

<https://www.greetermanchester-ca.gov.uk/placesforeveryone>.

8.2 The IA reviewed how the draft GMSF policies could impact upon the environment, the economy, local communities, equality and public health. The IA also recommended ways in which the GMSF can be improved to ensure that the policies are as sustainable as possible.

8.3 The three Northern Gateway draft allocations were considered together against the 2019 Integrated Assessment objectives. The allocations performed well however a number of recommendations were made:

- Ensure that all three allocations refer to a mix of housing types;
- Make specific reference to energy efficiency of the housing stock;
- The policy should also highlight the importance of local employment during construction;
- Consider feasibility study into requirements and ability of local network to support development;

- Benefits such as creation of construction and operational employment, or improved transport links or increases in the range of community facilities, should consider deprived areas. Where possible such benefits should be maximised to help bring about long term benefits for deprived areas;
- The allocation needs to encourage integration with existing communities and provision of a range of housing tenures;
- Ensure any new health provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Ensure any new community facilities provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Ensure any new recreation provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Seek to minimise the number of trips made by private car to/from the site. Consider the use of mitigation solutions including green infrastructure, incentivising electric vehicles and/or masterplan layout which reduces emissions near sensitive receptors. This is especially relevant to buffer around the AQMA adjacent to the site;
- A suitable flood risk assessment may be required and associated mitigation in order to prevent the flood zone expanding;
- Appropriate flood risk mitigation should be implemented (in line with best practice) for all developments that are within or near to areas of flood risk. This is especially relevant around the areas of flood zone 2 and 3;
- Make reference to energy efficiency directly and ways that it can be increased, such as highlighting the benefits of sustainable modes of transport;
- Consider the listed structures throughout detailed design to reduce the risk throughout construction and operational phases;

- Consider how development of PDL sites could be encouraged as a result of greenfield development (e.g. by incentives or inclusion of adjacent PDL);
- Promote sustainable construction methods; and
- Consider waste and recycling facilities in design e.g. consider location of waste/recycling facilities in design/layout of masterplans, and how waste facilities can be located to encourage recycling.

8.4 It is important to note that the IA was focusing on each policy in isolation from other policies and that many of the recommended changes for the Northern Gateway allocation policies are already covered in other GMSF policies. However, some wording changes have been made as a result of the IA in relation to housing types, electric vehicles, heritage and archaeology.

## 9.0 GMSF 2020 Integrated Assessment

9.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation were required. The 2020 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

9.2 The majority of the 2019 recommendations for the Simister and Bowlee allocation had been positively addressed by the 2020 allocation policy itself or other GMSF thematic policies. However the 2020 IA did recommend a further three changes in order to further strengthen the policies:

- Climate Change - since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
- Accessible design standards – whilst this was broadly covered in Policy GM-E1 and within GM-H3 relating to housing, it was suggested that policies were strengthened with more specific reference to accessible design of buildings

and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1.

- Deprivation - whilst this was also broadly covered within the supporting text within Policy GM-E1, particularly referencing social inclusivity, it was considered that the policy could be more explicit in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.

9.3 These recommendations were incorporated into the final 2020 GMSF.

## **10.0 PfE 2021 Integrated Appraisal Addendum**

10.1 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF 2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

## Section B – Physical

### 11.0 Transport

- 11.1 The allocation is divided into two parts; a larger part to the west of the A6045 and a smaller part to the east. The allocation is located to the south-east of the Simister Island interchange, north-west of Middleton, and is bound by the M60 to the west, the M62 to the north and the A576/A6045 to the east and south. The delivery of this allocation will require significant investment in infrastructure. In particular the allocation will need to deliver a wide range of public transport improvements in order to promote sustainable travel and improve linkages to new employment opportunities at the Heywood/Pilsworth allocation (GMA1.1).
- 11.2 The Locality Assessment 2020 available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone> concludes that that this development, both in isolation and in consideration of the cumulative impacts with other nearby GMSF allocations, is expected to materially impact both the strategic and local road networks. The Strategic Road Network (SRN) impacts are expected to be concentrated at M60 Junction 19 and M62 Junction 19, whilst the Local Road Network (LRN) impacts mostly impact the junctions on the A6045 Heywood Old Road.
- 11.3 As part of the Locality Assessment process, a number of mitigation schemes were developed and tested to address identified network congestion points over both the strategic and local road networks. These schemes have been developed in outline detail to inform viability and allocations policy. Further detailed work will be necessary to identify the specific interventions required to ensure the network works effectively based on transport network conditions at the time of the planning application/s and to take into account the effects of material future changes to the network such as M60 J18 Simister Island improvements and the proposed Middleton Metrolink extension which could significantly impact on travel trends in the immediate locality.
- 11.4 During the Locality Assessment process, the M60 Junction 19 / A576 Middleton Road junction proved particularly problematic in terms of providing a realistic representation in the local junction modelling. Furthermore detailed modelling of the roundabout and adjoining parts of the network – potentially using traffic simulation tools – is recommended at this location. Furthermore detailed work is also

recommended at the M62 Junction 19 roundabout to better define the required mitigation.

11.5 The following mitigation measures have been identified:

**Table 2. Allocation Access mitigation measures**

Mitigation	Description
Two new 3-arm signalised junctions with A6045.	Allocation access for the land parcel west of A6045.
Two new 3-arm priority junctions with A6045.	Allocation access for the land parcel east of A6045.

**Table 3 Supporting Strategic Interventions identified**

Mitigation	Description
New Metrolink Stop on the proposed line between Crumpsall and Middleton.	New stop on the proposed Crumpsall to Middleton line near Rhodes.
Bus Rapid Transit (BRT) corridor to Manchester city centre.	Bus Rapid Transit (BRT) corridor to Manchester city centre and Heywood via Heywood Old Road/ Manchester Road.

**Table 4 Necessary Local Mitigations identified**

Mitigation	Description
Permeable network for pedestrian and cyclist priority to/from/ within the development.	Assumed new or upgraded cycle and pedestrian access, linked to PROWs and the Bee Network, providing connectivity to adjacent local areas and employment/educational opportunities, supported by high quality design for active travel within the allocation area.
Introduction of local bus services to/from/within the allocation.	Assumed local bus services to link the allocation with Metrolink and Rail interchanges and key local centres such as Prestwich and Middleton, supported by permeable design of future development to support bus services within the allocation area.
Improvement of A6045 Heywood Old Road / A576 traffic signal junction.	Required improvements not yet known; subject to further study.

A6045 Heywood Old Road/Langley Lane.	Signalisation of the junction. This scheme is already identified by Rochdale Council in support of other local committed development.
--------------------------------------	---

**Table 5 SRN interventions identified**

Mitigation	Description
M60 Junction 19/A576 Middleton Road.	Signalisation of the Northern and Eastern Arms (A576 N and the M60 West Bound off Slip).
M62 J19/A6046 Heywood Interchange.	Consideration of alternative pedestrian/cycle configurations and re-optimization of the signal timings.
Possible corridor improvements on A576 Middleton Road / Manchester Old Road in vicinity of M60 J19.	Required improvements not yet known; subject to further study.

**2021 Locality Assessment Review**

- 11.6 As a result of the withdrawal of Stockport Council and their associated allocations from the GMSF, the Locality Assessments have been reviewed. The Northern Gateway Locality Assessment Update Note (2021) confirms that the conclusions of the GM1.2 Simister and Bowlee, November 2020 remain robust.
- 11.7 The 2020 assessment gave an initial indication that the traffic impacts of the allocation can be sufficiently mitigated, and that the allocation is deliverable with the proposed mitigation in place.
- 11.8 These conclusions have been tested again, using updated modelling where necessary, to reflect recent changes – such as Stockport’s withdrawal from GMSF and the implementation of the Simister Island Improvements (see Northern Gateway LA Update Report, 2021 at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>).
- 11.9 The review has not identified any significant changes and, on this basis, the conclusions arrived at in the 2020 Locality Assessment are considered to still be valid.

11.10 However, significant further work is recommended to verify and refine the findings of the Locality Assessment, particularly in relation to connections to the SRN, as the allocation moves through the planning process. The allocation would also need to be supported by continuing wider transport investment across GM.

## 12.0 Flood Risk and Drainage

### Flood Risk Summary

- 12.1 The majority of the allocation is located within Flood Zone 1 (i.e. land assessed as having a lower than 1 in 1000 annual probability of river flooding) and development should be directed into these areas, if possible. There are no main rivers within the boundary of the allocation.
- 12.2 There is localised risk of groundwater flooding at and below ground level across the northern part of the allocation and adjacent to an unmarked watercourse which flows southerly through the allocation to the south of Simister Lane. Detailed future designs for the development will be able to take into account the overland flow routes and any groundwater flood risk and potential areas of ponding to ensure there is no increase to flood risk within the allocation or elsewhere as a result of the development.
- 12.3 The allocation is at low risk of sewer flooding.

### GMSF Greater Manchester Level 1 Strategic Flood Risk Assessment

- 12.4 The Greater Manchester Level 1 Strategic Flood Risk Assessment (GM Level 1 SFRA) was completed in March 2019 available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone> as part of the evidence base to inform the preparation of the GMSF. This SFRA initiated the sequential risk-based approach to the allocation of land for development and identified whether application of the Exception Test was likely to be necessary using the most up-to-date information and guidance.
- 12.5 The Level 1 SFRA assessed the 2019 draft allocation boundary for JPA1.2 and concluded that as 98% of the allocation is located within Flood Zone 1, the flood risk

within the JPA1.2 allocation could be avoided through site layout and design as part of a detailed flood risk assessment. All of the smaller GMSF 2020 boundary is located within Flood Zone 1.

- 12.6 Building on the conclusions of the Level 1 SFRA, the site promoters for JPA1.2 Simister/Bowlee have prepared a JPA1.2 Flood Risk and Drainage High Level Constraints Review to assess the risk of flooding in more detail and consider what mitigation measures may be required.
- 12.7 To ensure that flood risk is not increased at the allocation or elsewhere as a result of the development, surface water runoff from the development will be restricted to the existing greenfield runoff rate.
- 12.8 The JPA1.2 Flood Risk and Drainage High Level Constraints Review states that the proposed drainage system will include a variety of SuDS features providing green/blue spaces (such as detention basins and swales). These shall address both flooding and water quality issues and be designed to mimic natural drainage features within the allocation and provide recreational areas for the public. Alternate SuDS options such as wetlands, provide an opportunity to maximise biodiversity and maximise public open space and will be considered. Infiltration may be possible across some of the allocation subject to detailed ground investigations on a localised basis. Parts of the allocation have been identified as historic landfill sites. It is considered unlikely that infiltration of surface water is likely only to be an environmentally safe option if remediation has been carried out in advance to a standard specifically to suit infiltration.
- 12.9 No public surface water sewers have been identified within the allocation. Surface water run-off will be discharged into the ground through multiple infiltration structures or to the watercourses within the allocation at the limiting discharge rates. This will require discussion and agreement with the Environment Agency and the Lead Local Flood Authority.
- 12.10 The JPA1.2 Flood Risk and Drainage High Level Constraints Review states that the masterplan for the allocation is being developed with due consideration for the existing topography, watercourses and rivers and development plots are likely to be
- Site Allocation Topic Paper – JPA1.2 Simister/Bowlee - PfE 2021

located with substantial offsets from these features. This provides the opportunity to create green/blue corridors adjacent to the existing watercourses and will not require the diversion of any watercourses and culverted works will be kept to a minimum.

12.11 The proposed policy wording for the JPA1.2 seeks to ensure that any development within the allocation is safe from and mitigates for potential flood risk from all sources. Policy JPA1.2 requires development to incorporate sustainable drainage systems to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Proposals to discharge to public sewer will need to submit clear evidence demonstrating why alternative options are not available. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should communicate with the public sewer.

12.12 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **13.0 Ground Conditions**

### **Site Geology and Hydrogeology**

13.1 The Desk Top Assessment has identified:

- Made ground – expected to be present where landfilling has occurred, where quarries, sand & gravel pits have been backfilled, around man-made features and around buildings where ground has been disturbed by construction activities;
- Superficial deposits – Predominantly glacial morainic deposits are present overlain by head deposits along water courses and by glacial fluvial deposits locally in the south;
- Bedrock - Coal Measures in the north western three quarters of the allocation. The Chester Formation (sandstone) is present in south western quarter of the allocation. These geological formations are separated by the Bradley Fold

Fault trending north west to south east. The allocation is not located in a high risk development area in relation to Coal Mining activities.

### Ground Contamination

- 13.2 The allocation predominantly comprises agricultural land which is not expected to be significantly contaminated.
- 13.3 The potential risks from and mitigation for contamination in these areas are given in the table below.
- 13.4 Intrusive ground investigation will be undertaken to establish if any contamination is present and, if it is, to establish its nature and extent. An initial characterisation investigation will enable an outline remediation strategy for the allocation to be developed. More detailed investigation, assessment and detailed remediation design can then be undertaken on a phase by phase basis as each area of the allocation comes forward for development.

**Table 6 Geo-environmental Aspects and Mitigation**

Area of Potential Contamination	Contamination Risk	Potential Mitigation
Backfilled quarries/pits and landfills	Backfill material unknown. May contain contamination especially asbestos.	Assessment of material and remediation and, where possible, re-use of material.
Ground gas	Migration from landfilling activities and generation from the peat.	Ground gas protection measures may be required in new build properties.
Shallow groundwater	Potential for contamination of shallow groundwater.	Consideration of contamination if shallow groundwater present in any contaminated parts of the site.

### Geotechnical Summary

13.5 Geotechnical aspects to consider within the allocation include compressible peat deposits, backfilled quarries and pits and groundwater presence. The ground will also need to be characterised for cut and fill works and for foundation design. The geotechnical aspects are given in the table below along with potential mitigation measures. Intrusive investigation will be undertaken to assess these aspects further.

**Table 7 Geo-technical Aspects and Mitigation**

<b>Geotechnical Aspect</b>	<b>Geotechnical risk</b>	<b>Potential mitigation</b>
Backfilled quarries / pits	Backfill material unknown. Risk of unacceptable settlements / collapse especially if loaded.	Identification and intrusive investigation of backfill. Geotechnical assessment and re-engineering of material as required.
Slopes	Existing slopes and new slopes – risk of instability / slope failures.	Investigation and assessment of existing slopes. Reprofiling or remediation if required. Geotechnical design of new slopes / appropriate retaining structures.
Shallow groundwater	Groundwater in excavations. Risks of instability from groundwater ingress.	Temporary support / pumping during works if required.

13.6 The Assessment has been reviewed by Bury Council Environmental Health department. They have recommended the following prior to any planning applications being submitted within the allocation:

- Ground investigation to determine the potential for ground gas, contaminated soil and leachate associated with the infilling of former quarries / pits and historical and registered landfills (both on and off site); and,
- Ground investigation to assess the likelihood of ground contamination associated with the pollution incidents (specifically chemically driven incidents).

13.7 The documents are available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 13.8 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **14.0 Utilities**

- 14.1 It is not considered that there are any utilities constraints, either current infrastructure or identified need, which will prevent the Northern Gateway allocations from being allocated for development.

### **United Utilities**

- 14.2 United Utilities have provided guidance to pre-development enquires and advised that the anticipated point of connection for the development will be the nearest practical point on the network to the development boundary. This is identified as 315mm PE main is located on the southern side of the M62 and it is the nearest suitable main.
- 14.3 No public foul sewers were identified within the development boundary, therefore foul water is likely to need to be pumped to a new or existing point of discharge specified by United Utilities, outside of the development boundary. Consultations must be made with United Utilities to develop a cost-effective strategy for managing the discharge of foul flows from the development.

### **Electricity North West**

- 14.4 Electricity North West in their response to the latest GMSF consultation advised that they were confident in being able to meet the network capacity requirements for the investment and growth in proposed in Greater Manchester. Where necessary they have secured the appropriate regulatory allowances within their 'Well Justified Business Plan.'
- 14.5 Electricity North West have carried out assessments on the proposed areas, which fed into the GMCA 'Spatial Energy Plan' document. This is a high level assessment of the expected impact of the proposed developments on the electricity network, the information was presented as a Red/Amber/Green (RAG) indicator.

- 14.6 The Simister/Bowlee allocation presented as green which indicates no primary substation capacity issue envisaged due to forecast additional load resulting from proposed development.
- 14.7 Discussions with ENW have identified a requirement for 2 new primary 33KV substations and a Point of Connection at Agecroft BSP. From the new 33KV Primary Substations a further network of 11KV substations will be provided that distribute demand across the allocation.
- 14.8 Overhead electricity cable pylons are also present on the southern section of the allocation. These and their appropriate easements will need to be accommodated in the masterplan, albeit given the location in the southern-most edge of the allocation ENW has advised this does not present a major constraint.

### **Gas - National Grid Infrastructure**

- 14.9 Cadent Gas have confirmed that the current mains have sufficient capacity to support the load required for the development without any reinforcement works. The development can be connected to the existing Medium Pressure main located approximately 800 metres from the development boundary. Appropriate gas governors located along the route through the allocation within the proposed road network will also be required.

### **Telecommunications**

#### Existing BT Infrastructure

- 14.10 The scheme already tabled and being implemented through the South Heywood Development scheme to provide BT Openreach communication network coverage is being developed to facilitate the Northern Gateway Proposals to both the Northern and Southern areas of the allocation. BT Openreach are presently developing their network layout and will be installing high speed data & fibre networks throughout the development.

#### Existing Virgin Media Infrastructure

14.11 The scheme already tabled and being implemented through the South Heywood Development scheme to provide Virgin Media communication network coverage will be developed to facilitate the Northern Gateway Proposals to both the Northern and Southern areas of the allocation. Virgin Media are presently developing their network layout for this area and will be a suitable alternative network provider.

## Section C – Environmental

### 15.0 Green Belt Assessment

- 15.1 The proposed removal of the Simister/Bowlee allocation from the Green Belt has been informed by several studies undertaken by LUC available at available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone> including:
- The Greater Manchester Green Belt Assessment 2016;
  - Green Belt Harm Assessment, 2020; and
  - Greater Manchester Green Belt Study – Identification of Opportunities, 2020.
  - Assessment of Proposed 2021 PfE Plan Allocations, 2021
- 15.2 The proposed allocation would involve the release of approximately 74 hectares of land from the Green Belt in Bury.
- 15.3 In 2016 GMCA commissioned LUC to undertake an assessment of the Green Belt within GM. The Study assessed the extent to which the land within the GM Green Belt performs against the purposes of Green Belts, as set out in paragraph 80 of the National Planning Policy Framework (NPPF). The aim of this Green Belt Assessment is to provide the GM Authorities with an objective, evidence-based and independent assessment of how GM's Green Belt contributes to the five purposes of Green Belt, as set out in national policy. It also examines the case for including within the Green Belt potential additional areas of land that currently lie outside it.
- 15.4 In The Greater Manchester Green Belt Assessment 2016 Simister/Bowlee was included within Strategic Green Belt Area 15. There were 4 different purposes of Green Belt that each Area was assessed against and the Area performs as follows:

**Table 8. Assessment of site against purposes of Green Belt**

Purpose	Performance of area
---------	---------------------

To check the unrestricted sprawl of large built up areas	Strong
To prevent neighbouring towns from merging into one another	Strong
To assist in safeguarding the countryside from encroachment	Weak-Moderate
Preserving the setting and special character of historic towns	Weak-Moderate

- 15.5 The summary of findings for Bury in this report stated that most parcels close to Simister/Bowlee, make a moderate - strong contribution to checking the unrestricted sprawl of large built up areas. Parcels between Bury and Middleton play a moderate role in relation to assisting in safeguarding the countryside from encroachment.
- 15.6 In 2019 LUC carried out an assessment identifying the potential opportunities to enhance the beneficial use of remaining Green Belt within 2 km of the allocation site. The study considered the opportunities to offset the loss of Green Belt through compensatory improvements to the environmental quality and accessibility of the remaining Green Belt land.
- 15.7 Land lying within 2 km of GMA1.2, Simister/Bowlee formed the focus of Green Infrastructure (GI) recommendations / mitigation to enhance the 'beneficial use' of the Green Belt. There are two proposed additions to the Green Belt west of this GM sub-Allocation at Hollins Brook and Hollins Brow.
- 15.8 The potential GI opportunities in the Green Belt relevant to the Northern Gateway Allocations identified in the assessment include:
- Upgrade the public footpath along Brightly Brook to a multi user route.
  - Create a new pedestrian footpath in the Green Belt north east of Heywood/Pilsworth to create a local level walk at the settlement edge.
  - Upgrade surfacing treatments and access points along the Rochdale Way.

- Upgrade surface treatments to create all weather routes.
- Enhance pedestrian and vehicle links to football pitches in Heaton Park to increase usability.
- Introduce enhancements to local sporting facilities within the retained Green Belt.
- Enhance sport and recreational provision at Heaton Park.
- Introduce interventions which complement the proposals included within the planning application for development off J19 of the M62 (Planning application 16/01399/HYBR).
- Restore ditches and field boundaries within the landscape.
- Review the conservation and management of areas which form part of SBIs and LNRs to ensure improvement of the key aspects of their designation. Connect the SBIs of Hollins Vale, Hollins Plantation and Pilsworth across the M66.
- Enhance waterways to ensure the management of invasive species and surrounding vegetation.
- Support woodland management practices to maintain longevity of broadleaved woodland stock.
- Improve the biodiversity value of agricultural land around Birch Service Area, providing additional habitat creation.

15.9 The potential landscape and visual opportunities identified in the Assessment include:

- Create new green wedges and green buffers to prevent settlement coalescence.

- Establish planting buffers for increased landscape integration at Heywood Distribution Park.
- Provide additional woodland planting and the reinstatement of field boundaries parallel the corridor of the M62.

15.10 Some of these opportunities have been either included within the policy requirements for the allocation. Others will be more appropriately dealt with as part of a more detailed masterplan or planning application(s).

15.11 In conjunction with the assessment of GI opportunities within the Green Belt, LUC carried out an assessment to identify potential harm to the Green Belt through a Green Belt Harm Assessment, 2020.

15.12 The smaller release of land proposed within the JPA1.2 Simister/Bowlee allocation will maintain Green Belt linkage to the south west, but as that land is mostly constrained (Heaton Park Registered Park and Garden) its containment or otherwise will not affect harm to the Green Belt purposes. The retention of Green Belt will leave some separation between Whitefield and Rhodes/Middleton, but that is largely occupied by Simister, which has an urbanising influence on the Green Belt. Remaining open land around Simister, contained between the new inset edge of Rhodes/Middleton, the M60 and the M62, will make a relatively weak contribution to the Green Belt purposes. The reduced release means that there will be less impact on retained Green Belt to the north east, but the impact on east-west settlement separation between Whitefield and Rhodes/ Middleton will still mean the impact on adjacent Green Belt is moderate, and the harm of releasing the reduced allocation remains high.

15.13 Following the decision of Stockport Council to withdraw from the GMSF and the subsequent decision to prepare PfE, LUC produced a further addendum report in 2021. This report considers the impact, in terms of harm to the Green Belt purposes from the release of land, of changes to the proposed Allocation boundaries and areas of Green Belt release identified in the 2021 PfE Plan. Given the allocation boundary or the area proposed to be released has not been amended from that

proposed in the 2020 GMSF, the conclusions for Simister & Bowlee identified in the 2020 Green Belt studies remain the same.

- 15.14 Evidence on Green Belt is only one part of the evidence base that influence any decision on green belt release. Consequently where studies have found that high harm is to be caused by release of the Green Belt, this finding should be balanced against other important factors that could make up exceptional circumstances such as sustainability, viability and deliverability.
- 15.15 The Simister/Bowlee allocation is deemed necessary to deliver a key strategic housing opportunity with supporting transport infrastructure. The allocation is critical in responding to the spatial strategy in the GMSF and its key themes of 'Inclusive Growth', 'Making the Most of Key Locations and Assets' and 'Addressing Disparities'. It also directly addresses the aspirations set by Policy GM – P 1 'Supporting Long-Term Economic Growth', Policy GM –E 1 'Sustainable Places', Policy GM – H1 'Scale, Distribution and Phasing of New Housing Development' and Policy GM – N1 'Our Integrated Network'.
- 15.16 The potential GI opportunities in the Green Belt study discussed earlier are not exhaustive and will require consultation with key stakeholders and may require further surveys and viability testing to establish costings. However the enhancement opportunities nonetheless demonstrate that opportunities exist to help offset the loss of Green Belt which will have a potential positive effect on the beneficial use of the Greater Manchester Green Belt moving forward.
- 15.17 The final masterplan for the allocation will be required to use the findings from all the assessments on Green Belt in the area to inform the layout and form development across the allocation.

## **16.0 Green Infrastructure**

- 16.1 The Masterplan for JPA1.2 will include a substantial green/blue infrastructure network providing a range of opportunities for movement, recreation and biodiversity as well as sustainable drainage. It is intended that the development will ultimately achieve net gains in biodiversity.

- 16.2 Central to the development will be substantial north-south and east-west green corridors that incorporate existing allocation features such as trees, hedgerows and water features. These corridors will provide recreational and biodiversity value and will also be key to defining a unique identity and strong sense of place for the development.
- 16.3 The green infrastructure network will incorporate high quality active travel routes including cycling and walking and has been designed to ensure good connectivity between the new development and existing surrounding areas.

## **17.0 Recreation**

- 17.1 New play areas and sports facilities will be required to support the delivery of housing at Simister/Bowlee in line with Bury and Rochdale's Local Plan requirements.
- 17.2 JPA1.2 will include a range of recreational facilities to support residential led mixed-use development. These will include formal and informal play spaces dispersed within the new residential areas and also opportunities for a range of recreational activities along green corridors that connect across the allocation.
- 17.3 The potential inclusion of a primary school within the development also provides the opportunity for school recreation facilities to become available for community use outside of school hours.

## **18.0 Landscape**

- 18.1 Provide details of the landscape character of the allocation and ways in which the impact of the proposed development on the landscape will be mitigated.
- 18.2 The landscape character types within the allocation are as follows:

### National Character Area (NCA):

- 54: Manchester Pennine Fringe.

Greater Manchester Landscape Character and Sensitivity Report (2018):

- 27: Simister, Slattocks and Healds Green.

Bury Council Landscape Character Assessment (2009):

- Fringe Settled Valley Pasture 54/2, Castle, Whittle & Brightley

Rochdale Landscape Character Assessment (2009):

- Settled Farmlands

18.3 The key characteristics of the landscape include:

- The undulating pastoral and rough grassland landform of the site;
- The existing mature vegetation comprising stand-alone trees, hedgerows and small woodland blocks;
- The tranquillity of the central parts of the allocation;
- The scattered farmsteads, and small settlements, often in elevated locations in the landscape;
- A network of public footpaths surrounding the sites and occasionally crossing into the sites provides good connectivity with the wider landscape and the GMA1.1 allocation, however often underused and ill defined;
- The long views providing connectivity to the wider landscape; and
- The dominating presence of the M62 corridor.

**Visual Summary**

18.4 The surrounding views are an important aspect of the visual amenity of the allocation, with long distance views from elevated locations. These panoramic views are available to the north (across the M62) towards the distant hills and Scout Moor

Wind Farm, evident on a clear day. Views to the urban conurbation of Greater Manchester are available to the south.

- 18.5 Local receptors within the allocation and outside the boundaries consist of small settlements and scattered farms and associated residences, generally in elevated locations, which afford typical countryside views, despite the close proximity of the M62 and M60 and the urban conurbations. The same applies to users of the public footpath network, where open views are generally of a rural nature, over undulating countryside.
- 18.6 The M62 corridor forms a dominant feature in the view to the north along with its associated infrastructure and lighting. The vertical elements of pylons, telegraph poles and lighting columns are a continuing theme throughout the allocation.

### **Landscape Opportunities**

- 18.7 It is recommended that the following landscape opportunities and constraints are considered in the evolving masterplan:
- Long distance views are available to the north and south and retention of longer distance views should be considered to maintain the connection of the allocation to the wider landscape. There is an opportunity to orientate residential properties in the direction of these views in order to benefit visual amenity for the occupants. Orientation of properties in relation to the M62 should be carefully considered;
  - The characteristic undulating landform of the allocation and the character and setting of the existing villages should be carefully considered and used to inform the layout, density and built form of the new development;
  - There is scope to enhance tree planting along the motorway corridors. This would serve a double purpose of enhancing landscape and visual amenity, as well enhancing wildlife corridors. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest;

- The arrangement of the houses should take landform into account, where feasible, so that views are maintained throughout and to the wider landscape wherever possible. The possibility to retain open space in certain locations within the allocation should be explored to prevent coalescence. This is a valuable and important feature of the new development and green infrastructure should be given careful consideration as the designs evolve to ensure sensitive treatment of the existing villages and the retention of their identity. The theoretical zone of visibility of any proposed development will be considered and assessed, considering its impact on the landscape character and features, and visual receptors;
- A number of existing properties are situated within the allocation and the surrounding area. It is understood that the majority of these residential properties will be retained as part of the scheme. For those properties that are retained, their setting within the landscape and views available to the residents of these properties should be considered within any design evolution;
- A number of mature trees, hedgerows and woodland blocks are present. Where possible, these should be retained and enhanced where the vegetation is healthy and in good condition, to create a mature green landscape framework for the development;
- Public Right of Way (PRoW) links should be considered. Although current PRoWs appear to be infrequent and underused in places, retaining established links and creating appropriate new high quality walking and cycling links should be considered to create a connective landscape linking to the wider area;
- It is recommended that the opportunity to create a new local centre and retain existing or design in recreational facilities within a pleasant landscape setting is investigated as part of the design evolution; and

- Develop a satisfactory management plan for areas of green infrastructure, biodiversity features and other areas of open space.

## **19.0 Ecological/Biodiversity Assessment**

- 19.1 There are no designated Natura 2000 (European designated) sites on site or within 2km of the allocation boundary. The nearest site is the Rochdale SAC which is 3.9km to the east of the site.
- 19.2 There are no nationally designated sites on site or within 2km of the allocation boundary.
- 19.3 There are two Local Nature Reserves (LNRs) within a 2km radius of the allocation boundary. Blackley Forest LNR, 0.5km south and Alkrington LNR, approximately 1km east of the allocation boundary.
- 19.4 The Site of Biological Importance (SBI) Streams and Flushes near Bradley Hall Farm is located in the eastern part of the allocation. Hazlitt Wood SBI is 150m to the west with direct recreational access.

### **Habitats**

19.5 Key habitats include:

- Wetlands - watercourses and ponds.
- Woodland – other broadleaved woodland and lines of trees.
- Grassland – modified grassland
- Wildlife links and corridors e.g. hedgerows and watercourses.

19.6 The desk study identified Habitats of Principle Importance (HPI) within the allocation and within 2km:

- Deciduous woodland HPI: recorded in a small area on the eastern site boundary and as a linear feature along the M60 in the south of the allocation;
- Watercourses and ponds which are present within the allocation.

19.7 More detailed site-specific surveys, including a full extended Phase 1 Habitat survey for each area, will be undertaken as plans progress and this will enable detailed characterisation of habitats represented throughout the allocation.

### **Protected and Notable Species**

19.8 Protected and notable species which are or may be present at the allocation include:

- Great crested newt
- Reptiles
- Bats
- Badger
- Otter
- Water vole
- Birds
- Invertebrates
- And other notable species including common toad, brown hare and hedgehog.
- Invasive plant species

19.9 The potential presence of these species has been considered through information derived from the desk study, data search and walkover survey. Species-specific surveys will be carried out as plans progress.

### **Biodiversity Net Gain**

Site Allocation Topic Paper – JPA1.2 Simister/Bowlee - PfE 2021

19.10 Biodiversity Net Gain is considered as an opportunity at this site and net gain will be sought as set out in the policy wording.

19.11 At Northern Gateway, opportunities for Biodiversity Net Gain will focus upon using the lowest ecological /poorest quality land for the development and avoiding the higher ecological value/good quality habitat.

19.12 The good quality habitat within the allocation comprises the watercourse corridors, broadleaved woodland and ponds. Habitats could be enhanced to improve condition where suitable and created where appropriate so that a lower value habitat could become a higher value habitat. It is anticipated that it will be possible to achieve a Biodiversity Net Gain across the allocation through retention of high value habitat and developing a network of connected green corridors and ponds throughout the allocation and adjacent to the allocation.

19.13 Key site-specific opportunities have been identified which could promote and enhance biodiversity, maintain wildlife corridors within the allocation and enhance connectivity with the wider landscape. They involve:

- A wetland habitat could be created in the north west corner of the main section of the allocation. To include areas of marshy grassland and additional waterbodies.
- Enhancing the existing watercourse and riparian habitat across the allocation. Linear area of rough and marshy grassland and willow scrub to be created along both sides of riparian corridor. The woodland area on the eastern border and around Baguley Brow Reservoir could be enhanced to create connectivity to the riparian corridor.
- Woodland creation along the M60 boundary to strengthen the wildlife corridor as well as mitigation potential noise and air quality issues.

19.14 The allocation is considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## 20.0 Habitat Regulation Assessment

- 20.1 A Habitat Regulation Assessment (HRA) is required for the PfE Joint Plan because it is considered to have the potential to cause harm to the special nature conservation interest of European Protected Sites. A HRA was carried out on the 2020 GMSF.
- 20.2 The Assessment first screened European protected sites in the North West to decide which sites are most likely to be affected by development in Greater Manchester. In carrying out this initial screening process the Assessment considered the main possible sources of effects on the European sites arising from The Plan, possible pathways to the European sites and the effects on possible sensitive receptors in the European sites. Only if there is an identifiable source, a pathway and a receptor is there likely to be a significant effect.
- 20.3 Since the Joint Plan is a high-level, large-scale strategic plan where the main impacts on European sites are likely to be diffuse and cumulative it is considered that certain potential diffuse or indirect sources will be more likely to result from the Plan than more direct sources of harm. None of the proposed allocations in the Plan will result in direct land-take of any European sites.
- 20.4 These sources are considered to include –
- air pollution,
  - diffuse water pollution and
  - recreational pressures.
- 20.5 Taking the above into account, the following European protected sites were screened into the Assessment:
1. Manchester Mosses Special Area of Conservation (SAC)
  2. Rochdale Canal Special Area of Conservation (SAC)
  3. Peak District Moors South Pennines (Phase 1) Special Area of Conservation (SAC)

4. Peak District Moors South Pennines (Phase 1) Special Protection Area (SPA)
  5. South Pennine Moors (Phase 2) Special Area of Conservation (SAC)
  6. South Pennine Moors (Phase 2) Special Protection Area (SPA)
  7. Rixton Claypits Special Area of Conservation (SAC)
  8. Mersey Estuary Special Protection Area (SPA)
  9. Rostherne Mere Ramsar / National Nature Reserve
- 20.6 The GMCA and TfGM are responding to Natural England's comments on the draft HRA by commissioning additional air quality modelling to assess the implications of changes more accurately in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.
- 20.7 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:
- Rixton Clay Pits (SAC)
  - Midland Meres & Mosses – Phase 1 Ramsar
  - Rostherne Mere (Ramsar)
- 20.8 The following sites requires Stage 2 Appropriate Assessment:
- Manchester Mosses (SAC)
  - Peak District Moors (South Pennine Moors Phase 1) (SPA)
  - Rochdale Canal (SAC)
  - South Pennine Moors (SAC)

- South Pennine Moors Phase 2 (SPA)

20.9 The GMCA are also responding to Natural England's comments on functionally linked land, recreation disturbances, water pollution and in-combination effects. Details of this are included in the HRA and Assessment of Air Quality Impacts on Designated Sites report.

## **21.0 Historic Environment Assessment**

### **Designated Sites**

- 21.1 There are no World Heritage Sites, Scheduled Monuments, Registered Battlefields or Protected Wrecks within the allocation or within the 1km study area.
- 21.2 There are no listed buildings within the allocation boundary. There are two designated heritage assets outside the allocation boundary with the potential to be affected by development within their setting, both are Grade II Listed – Church of St. George and Heaton Park (Registered Park and Garden).
- 21.3 Three listed buildings (Church of All Saints War Memorial, 31-37 Broad Street and Rhodes Schools, east are located within Rhodes, to the south of the allocation. Whilst proximate to the allocation, these assets are located within an urban context and due to their location, and the intervening development and topography they have no visual connection to the allocation.
- 21.4 The potential impact of any development upon the designated sites outside the allocation and surrounding landscape will be considered as a masterplan is developed.

### **Rhodes Green Cropmark Site**

- 21.5 In the south-western part of the allocation, desk study information has indicated there is a possible Romano-British settlement site which may include a number of roundhouses, enclosures and associated field systems and trackways. However, physical evidence is limited and a number of circles in the fields at this location

evident from aerial photography (Google Maps) may have been made by a circular sheep feeder.

- 21.6 The JPA1.2 Archaeology and Heritage Report indicated that if the asset at Rhodes Green was found to represent a possible Romano-British settlement, it could represent a significant archaeological site. However, the evidence and sources currently available do not provide any definitive evidence relating to the nature of the cropmarks.
- 21.7 Since the JPA1.2 Archaeology and Heritage Report was written, a geophysical survey of the Rhodes Green Cropmark Site has been undertaken. Detailed results are awaited but initial results do not indicate any evidence of significant archaeological potential. Further assessment of the area will be included in the archaeology strategy for the allocation.

#### **Melodieu's (now Mellowdew Farm)**

- 21.8 Whilst this farmstead has been present since the 19th century, it is thought that the historic farm buildings are no longer extant, although this will need to be confirmed prior to any development within the eastern half of the allocation. If any is present, it may be possible to incorporate the farmstead into future development plans to preserve the heritage of the area.

#### **Historic Hedgerows**

- 21.9 Consultation with the Greater Manchester Archaeology Advisory Service, alongside the review of historic mapping and the site walkover, indicates a potential requirement for a Historic Hedgerow survey, as the information indicates the historic use of the hedgerows as land and boundary management within the allocation.

#### **Summary**

- 21.10 The Promoters have been engaging closely with GMAAS regarding the proposed development of the allocation. A programme of further works to inform next steps and future masterplans has been agreed with GMAAS in the form of a Written Scheme of Investigation to govern an Archaeological Strategy for the allocation. The Site Allocation Topic Paper – JPA1.2 Simister/Bowlee - PfE 2021

purpose of the Archaeological Strategy will be to summarise the works to be undertaken to identify and characterise areas of heritage potential across GMA1.1 and JPA1.2 and to ensure the appropriate study, recording and protection of these assets. It will support the developing masterplan for the Northern Gateway allocation such that it responds appropriately to the potential effects of the development on the historic environment.

- 21.11 The proposed policy wording for the JPA1.2 Allocation has been informed by the archaeological work undertaken and ensures appropriate evaluation of the heritage assets at the allocation will be undertaken to ensure the protection of these assets in the development proposals.
- 21.12 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **22.0 Air Quality**

- 22.1 The M60 and M62 near to the allocation are identified as Air Quality Management Areas. A Detailed Air Quality Assessment will be required to inform the detailed masterplanning and planning application stage.
- 22.2 The Air Quality Assessment undertaken (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) identifies that any stand-off from the motorways required due to the noise constraints for residential elements of the scheme is likely to be sufficient as a form of mitigation to prevent any future receptors experiencing levels of pollution greater than the Air Quality Objective limits.

## **23.0 Noise**

- 23.1 A noise survey was undertaken at the allocation in November 2019 (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) which has informed noise modelling to establish the level of noise across the allocation. The noise survey has identified that road traffic noise is the dominant noise source across the allocation.

- 23.2 Following the guidance provided within the ProPg, a good acoustic design process will need to be followed to mitigate noise from the M62 and M60.
- 23.3 Recommendations are as follows:
- 23.4 Screening of the motorways will be required by building orientation and / or barriers such as close boarded fences or earth bunds.
- 23.5 For the 1st tier of properties facing the motorways, gardens will need to be positioned to the rear of dwellings with the buildings providing a screen. Closer to the motorway, it is likely further screening in the form of acoustic fences or earth bunds will be required.
- 23.6 At this stage a minimum stand-off of 50m from any motorway carriageway should be included within the design. This would allow for the attenuation of noise with distance and an allow space for any barriers such as close boarded acoustic fences or earth bunds to be constructed. If greater stand-off's can be incorporated this would be beneficial in terms of noise mitigation.
- 23.7 Generally standard double glazing should be acceptable within the allocation but for habitable rooms located close to the adjacent motorways, enhanced glazing may be required. Alternative ventilation will need to be considered within the parts of the allocation most exposed to road traffic noise. Such design measures are typical of development in similar areas close to motorways or main roads and are not considered to be prohibitive.
- 23.8 In addition to road traffic noise, isolated farmsteads are located within or adjacent to the allocation boundary in the eastern parcel of the allocation. No noise from these premises was observed during the survey but a good design measure would be to avoid positioning dwellings or gardens immediately adjacent to the curtilage of such premises.
- 23.9 Through the adoption of a good acoustic design as the masterplanning of the allocation evolves, significant adverse effects can be avoided.

## **Opportunities**

Site Allocation Topic Paper – JPA1.2 Simister/Bowlee - PfE 2021

23.10 Opportunities to improve the environment with respect to noise and air quality include:

23.11 The large area of the Allocation enables scope to incorporate a range of mitigation measures within the scheme to ensure significant adverse noise and air quality impacts are avoided.

23.12 Provision of green and blue infrastructure networks to provide health benefits to future residents as well as creating a visually attractive environment which provides opportunity for amenity space in a more tranquil environment.

23.13 Provision of Electric Vehicle (EV) “fast charge” points across the development.

23.14 Measures to encourage sustainable means of transport, including cycling and walking, through the delivery of improved public transport infrastructure, layouts to improve accessibility and encourage walking and cycling and a comprehensive Travel Plan to educate residents and encourage use of these measures.

23.15 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section D – Social

### 24.0 Education

- 24.1 The proposed development of up to 1,550 homes (1,350 in Bury and 200 in Rochdale) would generate a total yield of around 326 primary age pupils and 217 secondary age pupils. Current forecasts show both primary and secondary schools in the area full to capacity and, as such, all additional demand created would require additional school places.
- 24.2 For primary age pupils this would equate to the equivalent of 2fe, best served through the establishment of either two new schools (each 1fe), or one 2fe school within the allocation.
- 24.3 The demand for secondary school places needs to be considered alongside the demand created by other developments in South Bury.

### 25.0 Health

- 25.1 Further work will be required to determine whether there is additional capacity within any local healthcare facilities to meet the increased demands arising from the prospective occupants of the new development. If additional provision is necessary, the most appropriate means and location for such provision can be identified through future iterations of the masterplan. Alternatively, there may be a requirement to make a financial contribution toward off site health provision through a planning obligation or condition at the planning application stage.
- 25.2 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section E – Deliverability

### 26.0 Viability

26.1 A Viability Appraisal of the allocation has been run using the Three Dragons Viability Appraisal base model. The site allocation is of 1,550 of which 1,350 are within Bury and the remaining 200 within Rochdale. Those within Bury have been tested using policy requirements relevant to Bury, including a requirement for 25% affordable housing. Those in Rochdale have been tested using Rochdale’s policies, which includes a contribution to affordable housing equal to 7.5% of GDV.

**Table 9. Definitions for viability appraisals**

Key phrase	Description
Test Type	Whether the test is the ‘Base’ test or a sensitivity test
Total BMLV, SDLT & Land acq fees	The total figure used in the testing for land value, includes tax and fees.  BLV = benchmark land value  SDLT = Stamp duty land tax
Scheme RV (incl BLV & return)	Scheme value (could also be described as headroom) once all costs have been accounted for including land and developer return  RV = Residual value  BLV = benchmark land value
Viability measure as a % of BLV	Description of whether the scheme provides sufficient residual value in terms of how it compares with the benchmark land value i.e. if it is 10% or more above the benchmark land value it is shown as green, if it is within 10% of the benchmark land value it is shown as amber and where it is less than 90% of the benchmark land value it is shown as red.
Headroom (blended return)	The headroom expressed as blended rate of return. The percentages shown are the headroom available after all costs, except developer return divided by the total gross development value for the scheme. If schemes were to go ahead as

	described, then this is the total return available to the developer.
Test result category	Category 1 - The residual value is positive and the residual value is 10% or more above the benchmark land value. Schemes in this group are viable and should be able to proceed.

**Table 10. Viability Appraisal results**

Test Type	Total BMLV, SDLT & Land acq fees	Scheme RV (incl BLV & return)	Viability measure as a % of BLV	Headroom (blended return)	Test result category
Base model	£25,870,000	£31,710,000	More than 10% BLV	23%	Cat 1

26.2 The testing indicates a positive return after all policy costs (including affordable housing) and transport and other infrastructure. The scheme is considered viable based on the high level Three Dragons appraisal. The allocation is classed as Category 1 – the residual value is 10% or more above the benchmark land value, it is viable and should be able to proceed.

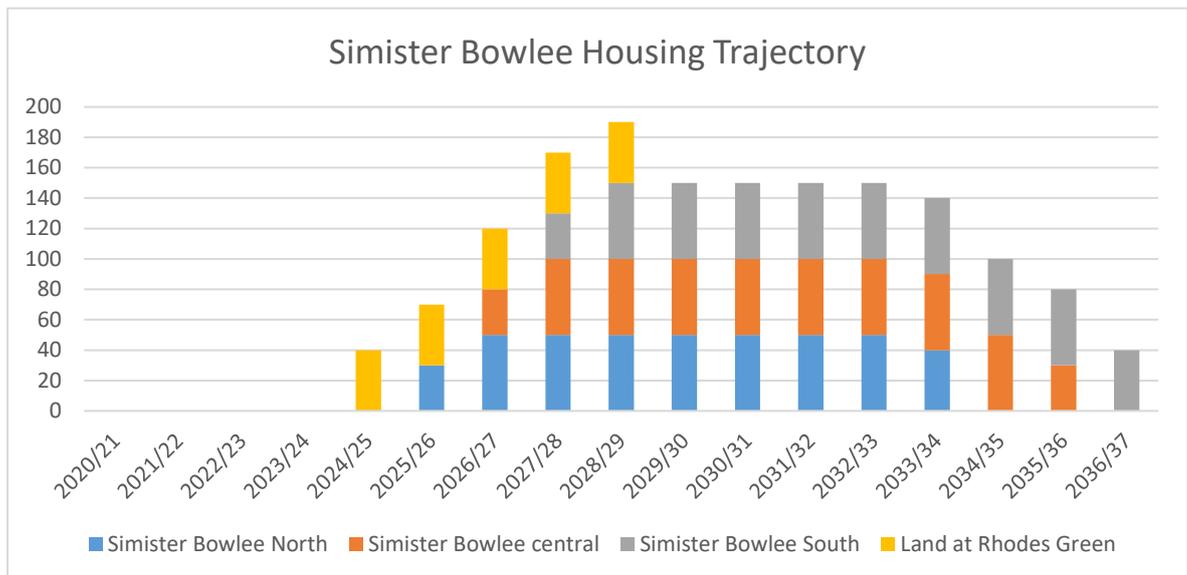
## 27.0 Phasing

27.1 The policy wording for JPA1.2 requires a comprehensive masterplan to be approved by the LPA for the allocation, which any proposals must then be in accordance with. The policy states that this shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development. This should include the delivery of highways, infrastructure, surface water drainage, grey infrastructure, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

27.2 A phasing strategy is being developed through on-going discussions with key stakeholders in relation to highways and utilities infrastructure. The estimated phasing and delivery trajectory for the allocation will evolve as the plans for the allocation are developed further.

27.3 The allocation is split into four separate outlets – one within Rochdale and three within Bury. First completions are anticipated to take place in 2024/25, with a delivery rate of up to 50 dwellings per output per year, with all 1,550 dwellings expected to be delivered within the plan period.

**Figure 1. Simister / Bowlee allocation Housing Trajectory**



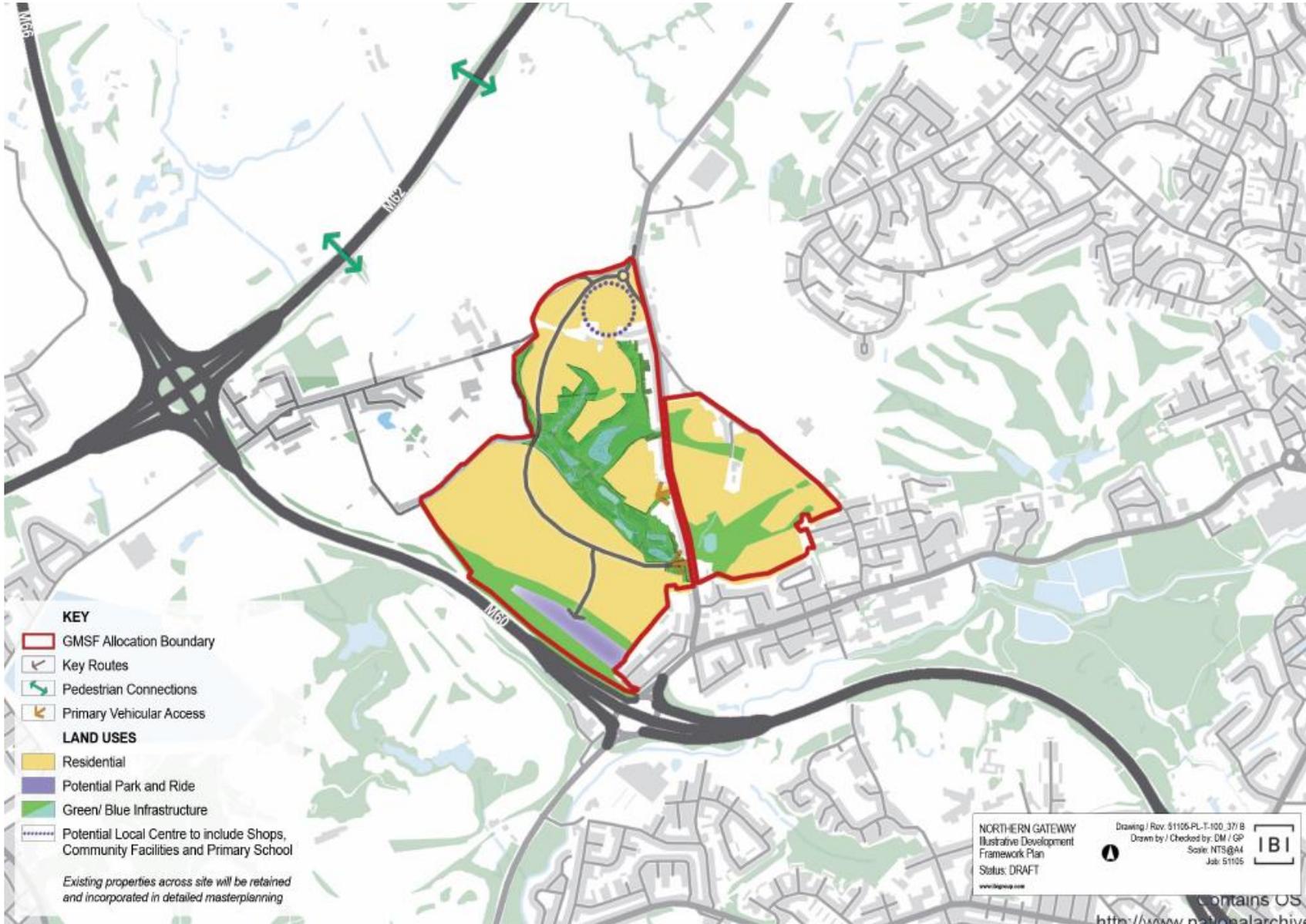
## 28.0 Indicative Masterplanning

28.1 The Site Promoters for the Simister/Bowlee Allocation have produced an Illustrative Development Framework Plan to show how proposed development could come forward within the allocation (see following plan). This provides the promoters indicative vision and option for the layout of the development, including the location of the residential parcels, green infrastructure, local centre and key pedestrian and vehicular access. The illustrative plan also shows an area of land proposed as safeguarded land for a potential park and ride site to serve future public transport links.

28.2 Policy JPA 1.2 requires a comprehensive masterplan to be submitted prior to any planning applications within the allocation. The masterplan must include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D1 Infrastructure Implementation. This should include the delivery of highways infrastructure, surface

water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Figure 2. Simister/Bowlee (JPA1.2) Illustrative Development Framework



## Section F – Conclusion

### 29.0 The Integrated Appraisal

- 29.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation was required.
- 29.2 The majority of the 2019 recommendations for GM1.2 Simister and Bowlee were positively addressed by the 2020 GMSF policy itself or another thematic policy. A small number of residual recommendations remained from the 2019 IA, in order to further strengthen the policies:
- Climate Change – since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
  - Accessible design standards – whilst this is broadly covered in Policy GM-E1 (now JP-P1) and within GM-H3 (now JP-H3) relating to housing, it was suggested that policies are strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1 (now JP-P1).
  - Deprivation – whilst this is also broadly covered within the supporting text and broadly within Policy GM-E1 (now JP-P1), particularly referencing social inclusivity, it is considered that the policy could be more explicitly in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.
- 29.3 These recommendations were incorporated into the final 2020 GMSF.
- 29.4 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF 2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

### 30.0 The main changes to the Proposed Allocation

- 30.1 The proposed site allocation at Simister/Bowlee has been significantly reduced in size since publication of the 2019 Draft GMSF. Land to the north of Bluebell Lane, together with a small area on the south western edge, are to be excluded from the Allocation and retained in the Green Belt. The area around Simister Village, will also now be excluded from the Allocation and retained as Green Belt. These reductions were in response work undertaken in preparation of the 2020 GMSF which highlighted that there was scope to reduce Bury's housing requirements leading to a reduction in the amount of land required to be removed from the greenbelt and to calls from local residents to preserve the character of Simister Village. In addition, there is significantly less certainty over the development of a new motorway junction at Birch which would have been a major access point into the allocation.
- 30.2 The total site allocation has reduced from 206 ha (2019 draft GMSF) to 74 ha in the PfE 2021 with the proposed number of dwellings reducing from 2,700 to 1,550.
- 30.3 The structure of the Northern Gateway GMSF policies has altered in the 2020 GMSF. There is no longer an overarching policy for the Northern Gateway (GM1) but instead the requirements are included within the JPA1.1 and JPA1.2 policies.
- 30.4 The 2020 GMSF had additional criteria within the policy requiring:
- 30.5 A comprehensive masterplan and phasing strategy for the allocation.
- 30.6 A financial contribution towards off-site secondary school provision to meet the needs generated by the development; The 2019 allocation policy required provision for a new 1,000 place secondary school to serve prospective residents. Given the reduction in the number of home proposed within the allocation, the requirement is now for a financial contribution.
- 30.7 The provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;

- 30.8 The provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features;
- 30.9 A project specific Habitats Regulation Assessment for planning applications of 1,000 sq.m./50 dwellings or more to be carried out; and
- 30.10 To protect and enhance the heritage and archaeological assets within the vicinity of the allocation and their setting in accordance with the findings of a Heritage Impact Assessment.
- 30.11 The PfE policy incorporates the above changes.
- 30.12 A significant amount of evidence base work has been produced to support the allocation since 2019 and this has allowed the criteria within the policy to be expanded upon and be more specific to the allocation.

## **31.0 Conclusion**

- 31.1 JPA1.2 Simister/Bowlee is considered to meet the site selection criteria and make a positive contribution to the overall vision, objectives and strategy of the Places for Everyone Joint Plan. The allocation is considered to be deliverable and available for development. Further work has been identified to take forward the allocation through the planning process.
- 31.2 The allocation provides the opportunity to deliver an urban extension which has transformational potential in enabling new housing development of 1,550 units, community facilities and new transport infrastructure to come forward in what is currently an area that contains significant pockets of high deprivation.
- 31.3 The delivery of such a major opportunity will require significant investment in infrastructure if it is to be successful and sustainable. The critical mass of the allocation provides the opportunity to support a wide range of public transport improvements in order to promote sustainable travel and improve linkages to new employment opportunities at GMA1.1 Heywood/Pilsworth. This could potentially

include Bus Rapid Transit linking Manchester City Centre to the Northern Gateway allocation. The allocation may also benefit from a potential Bus Rapid Transit or Metrolink extension to Middleton. Higher density development close to these corridors will help support the viability of new services. These public transport improvements, will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable shorter journeys to work.

- 31.4 The development of a large-scale community such as this will require new facilities for residents such as shops, health facilities, community facilities and recreational areas. These will be provided in accessible locations within walking distance of homes. In addition, demand on school places will also increase and therefore investment in new facilities for primary and secondary education will be required.

## Section G – Appendices

### Appendix 1 – Policy GM Allocation 1 Northern Gateway (GMSF, 2019)

Development of the area will need to:

1. Deliver a large, nationally-significant employment-led opportunity to attract high quality business and investment, supported by new housing at Heywood/Pilsworth; and
2. Deliver new housing at Simister/Bowlee and at Whitefield that is well integrated with and brings positive benefits to surrounding communities.

Development in this location will be required to be supplemented by a significant programme of supporting infrastructure to deliver the allocation:

3. Transport; including new and upgraded highway networks and the potential for provision of a new motorway junction between junctions 18 and 19 of the M62 at Birch, access by rail freight, improved public transport connectivity including rapid transit, and routes for walking/cycling which increase connectivity through the area and to adjoining towns and neighbourhoods.
4. Community facilities; including three new primary schools and a new secondary school, recreational facilities and local centres.
5. A network of new, upgraded and publicly accessible green infrastructure.

The delivery of the allocation and its associated infrastructure will be expected to be supported by a comprehensive masterplan to be agreed with the relevant local planning authorities.

The Northern Gateway is an extensive area located around Junction 18 of the M60 motorway extending east to Junction 19 of the M62 and north to Junction 3 of the M66. It comprises three interrelated sites at:

#### Justification

The Northern Gateway is an extensive area located around Junction 18 of the M60 motorway extending east to Junction 19 of the M62 and north to Junction 3 of the M66. It comprises three interrelated sites at:

- Heywood / Pilsworth (Bury and Rochdale) (see Policy GM Allocation 1.1'Heywood/ Pilsworth (Northern Gateway)')
- Simister and Bowlee (Bury and Rochdale) (see Policy GM Allocation 1.2'Simister and Bowlee (Northern Gateway)')
- Whitefield (Bury) (see Policy GM Allocation 1.3'Whitefield (Northern Gateway)')

This area straddles the districts of Bury and Rochdale and is positioned at a strategically important intersection around the M60, M62 and M66 motorways. As such, it represents a highly accessible opportunity for growth in Greater Manchester and with wider benefits on a regional and national level. The central theme of the spatial strategy for Greater Manchester is to deliver inclusive growth across the city region complemented by a key aim to boost the competitiveness of the northern parts of Greater Manchester. The Northern Gateway is identified as one of the key locations that will help to deliver these key objectives.

This strategic allocation will enable the delivery of a large, nationally-significant employment opportunity to attract high quality business and investment, with a complementary housing offer on the M62 corridor, where there is strong evidence of market demand.

The allocation at the Heywood/Pilsworth site provides an opportunity for a substantial and high quality employment-led development. The scale and location of this site will help to rebalance the Greater Manchester economy, ensure the GMSF plays its part in driving growth within the north of England and enable Greater Manchester to be competitive both nationally and internationally.

This will be supported by new communities at Simister/Bowlee and Whitefield which have transformational potential in enabling new housing, community facilities and new transport infrastructure to come forward in what is currently an area with significant pockets of high deprivation, low skills and worklessness.

To be successful and sustainable, the employment and housing opportunity needs to be accessible by a range of transport modes and be linked directly to surrounding existing and new communities via new recreational routes and corridors of green infrastructure which in turn provide an attractive setting for development. Outside of the motorway network, much of the area proposed for development is currently served by an inadequate transport network and this will require substantial investment to improve connectivity, including investment in rapid transit. The prospective residents will require new community facilities and these will be provided in accessible locations within walking distance of homes.

The opportunities at Heywood/Pilsworth and Simister/Bowlee will need to incorporate extensive supporting infrastructure and so their full delivery is likely to extend beyond the plan period.

## **Appendix 2 – GM Allocation 1.2 Simister and Bowlee (Northern Gateway) (GMSF, 2019)**

Development at this site will be required to:

1. Deliver a broad mix of around 2,700 houses to diversify the type of accommodation across the Simister, Bowlee and Birch and Langley areas. This will include a mix of housing densities with higher densities in areas of good accessibility and potential for improved public transport connectivity and lower densities adjacent to existing villages where development will require sensitive design to respond to its context;
2. Make provision for affordable housing in accordance with local planning policy requirements;
3. Retain, enhance and replace existing recreation facilities where required and make provision for new recreation to meet the needs of the prospective residents in accordance with local planning policy requirements;

4. Make provision for a new one form entry primary school and a two form entry primary school;
5. Make provision for a new 1,000 place secondary school to serve the prospective residents and to meet demand from adjacent areas;
6. Ensure the design and layout allows for effective integration with surrounding communities and new areas of employment at Heywood/Pilsworth, including the provision of new walking and cycling routes that allow for sustainable and healthier modes of travel;
7. Facilitate the required supporting transport services and infrastructure including an upgrade of the local highways network at Simister and improved public transport provision through the site (including Bus Rapid Transit corridors) and close to the site (including potential Bus Rapid Transit or Metrolink extension to Middleton) in order to serve the development and improve the capacity of the wider local road network;
8. Make provision for new, upgraded and publicly accessible green infrastructure throughout the site;
9. Ensure that any development is safe from potential flood risk from any source and incorporate measures to mimic natural drainage through the use of green sustainable urban drainage (particularly along Whittle Brook) to control the rate of surface water run-off;
10. Incorporate necessary remediation measures in areas affected by contamination and previously worked for landfill purposes;
11. Make provision for a new local centre including a range of appropriate retail and community facilities;
12. Minimise impacts on and provide net gains for biodiversity assets within the site;
13. Develop a satisfactory management plan for areas of green infrastructure, biodiversity features and other areas of open space; and
14. Incorporate appropriate noise and air quality mitigation along the M62 and M60 motorway corridors.

## **Justification**

The delivery of this urban extension has transformational potential in enabling new housing development of 2,700 units, community facilities and new transport infrastructure to come forward in what is currently an area that contains significant pockets of high deprivation.

The delivery of such a major opportunity will require significant investment in infrastructure if it is to be successful and sustainable. In particular, the site will need to benefit from a wide range of public transport improvements in order to promote sustainable travel and improve linkages to new employment opportunities at the Northern Gateway. This could potentially include Bus Rapid Transit linking the Manchester City Centre to the new housing development and the employment opportunities in Heywood/Pilsworth. The site may also benefit from a potential Bus Rapid Transit or Metrolink extension to Middleton. Higher density development close to these corridors will help support the viability of new services. These public transport improvements will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable shorter journeys to work.

The development of a large-scale community such as this will require new facilities for residents such as shops, medical centres, community centres and recreational areas and these will be provided in accessible locations within walking distance of homes. In addition, demand on school places will also increase and therefore investment in new facilities for primary and secondary education will be required.

The semi-rural nature of this part of Greater Manchester and the character and setting of small villages such as Simister and Bowlee will be respected and will inform the layout, density and built form of development in these locations and areas of open land and green infrastructure will be incorporated to maintain the identities of these places.

The development of the site will also be required to have regard to flood risk and it will also be necessary for the development to implement an appropriate drainage strategy in order to minimise and control the rate of surface water run-off.

Given that the site is located adjacent to the M62 and M66 motorways, there will be a need to incorporate appropriate noise and air quality mitigation measures, such as tree planting,

along the motorway corridors. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest.

### **Appendix 3 – Policy GM Allocation 1.2 Simister and Bowlee (Northern Gateway) (GMSF, 2020)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been previously approved by the LPA(s). It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy GM-D 1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband, electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development at this allocation will be required to

1. Deliver a broad mix of around 1,550 houses to diversify the type of accommodation across the Simister, Bowlee and Birch and Langley areas. This includes an appropriate mix of house types and sizes, accommodation for older people, plots for custom and self-build and a mix of housing densities with higher densities in areas of good accessibility and potential for improved public transport connectivity and lower densities adjacent to existing villages where development will require sensitive design to respond to its context;
2. Facilitate the required supporting transport services and infrastructure including:
  - An upgrade of the local highways network
  - Traffic restrictions on Simister Lane to prevent this route from being a form of access/egress to and from the allocation;
  - Improved public transport provision through the allocation (including Bus Rapid Transit corridors) and close to the allocation (including potential Bus Rapid Transit or Metrolink extension to Middleton) in order to serve the development; and

- Other off-site highway works where these are necessary to ensure acceptable traffic movement.
3. Deliver a network of safe and convenient cycling and walking routes through the allocation designed in accordance with national and GM standards of design and construction and local planning policy requirements;
  4. Make provision for affordable housing in accordance with local planning policy requirements;
  5. Make provision for a new two form entry primary school;
  6. Make financial contribution towards off-site secondary school provision to meet the needs generated by development;
  7. Make provision for a new local centre in an accessible location which includes a range of appropriate retail, health and community facilities and ensure it is integrated with existing communities;
  8. Make provision for other necessary infrastructure such as utilities, broadband and electric charging points in accordance with relevant GMSF or local planning policies;
  9. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to local services and the new areas of employment at Heywood/Pilsworth (GM1.1);
  10. Retain, enhance and replace existing recreation facilities where required and make provision for new recreation facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
  11. Make provision for new, high quality, publicly accessible, multi-functional green and blue infrastructure within the allocation to provide health benefits to residents as well as creating a visually attractive environment and providing linkages to the sites wider drainage strategy in accordance with Policy GM-G 2 'Green Infrastructure Network' and Policy GM-G 8 'Standards for a Greener Greater Manchester'. This should include enhancement of existing watercourses throughout the allocation;

12. Minimise impacts on and provide net gains for biodiversity assets within the allocation, including the Bradley Hall Farm SBI, in accordance with Policy GM-G 9 'A Net Enhancement of Biodiversity and Geodiversity';
13. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy GM-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available;
14. Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features;
15. Carry out a project specific Habitats Regulation Assessment for planning applications of 1,000 sqm / 50 dwellings or more;
16. Incorporate appropriate noise and air quality mitigation measures and high quality landscaping along the M60 motorway corridors and local road network if required within the allocation;
17. Incorporate necessary remediation measures in areas affected by contamination and previously worked for landfill purposes;
18. Protect and enhance the heritage and archaeological assets within the vicinity of the allocation and their setting in accordance with the findings of a Heritage Impact Assessment.

## **Justification**

The delivery of this urban extension has transformational potential in enabling new housing development of 1,550 units, community facilities and new transport

infrastructure to come forward in what is currently an area that contains significant pockets of high deprivation. Any housing development within the allocation will be required to make provision for recreation and affordable housing to meet the needs of the prospective residents in line with Local Plan policy requirements, across a range of housing types, sizes and tenures.

The delivery of such a major opportunity will require significant investment in infrastructure if it is to be successful and sustainable. In particular, the allocation will need to benefit from a wide range of public transport improvements in order to promote sustainable travel and improve linkages to new employment opportunities at GM 1.1 Heywood/Pilsworth. This could potentially include Bus Rapid Transit linking Manchester City Centre to the Northern Gateway allocation. The allocation may also benefit from a potential Bus Rapid Transit or Metrolink extension to Middleton. Higher density development close to these corridors will help support the viability of new services. These public transport improvements will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable shorter journeys to work.

The development of a large-scale community such as this will require new facilities for residents such as shops, health facilities, community facilities and recreational areas. These will be provided in accessible locations within walking distance of homes. In addition, demand on school places will also increase and therefore investment in new facilities for primary and secondary education will be required.

The semi-rural nature of this part of Greater Manchester and the character and setting of small villages such as Simister and Bowlee will be respected and will inform the layout, density and built form of development in these locations. Areas of open land and green infrastructure will be incorporated to maintain the identities of these places, including the retention of historic field boundaries, routeways and woodlands where practical. The allocation also includes existing areas of biodiversity value, notably the streams and flushes at Bradley Hall Farm which form a Site of Biological Importance in the eastern part of the allocation. This SBI and other areas of identified biodiversity value should be taken fully into account in the masterplanning of the site.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

Traffic to and from the site is likely to include travel on the M62 which passes close to designated European sites and, as such, a project specific Habitats Regulation Assessment will be required for planning applications involving 1,000 or more sqm or 50 or more residential units.

Given that the site is located adjacent to the M62 motorway, there may be a need to incorporate a buffer between the allocation and the motorway to serve multiple functions including air and noise mitigation and high quality landscaping. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest.

There are a number of assets of historical significance in proximity to the allocation, and whilst outside the allocation boundary, any development would need to consider the impact on their setting through the completion of a Heritage Impact Assessment.

#### **Appendix 4 – Policy JP Allocation 1.2 Simister and Bowlee (Northern Gateway) (Places for Everyone, 2021)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been previously approved by the LPA(s). It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D 1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband, electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development at this allocation will be required to:

1. Deliver a broad mix of around 1,550 homes to diversify the type of accommodation across the Simister, Bowlee and Birch and Langley areas. This should include an appropriate mix of house types and sizes, accommodation for older people, plots for custom and self-build and a mix of housing densities with higher densities in areas of good accessibility and potential for improved public transport connectivity and lower densities adjacent to existing villages where development will require sensitive design to respond to its context;
2. Facilitate the required supporting transport services and infrastructure including:
  - An upgrade of the local highways network
  - Traffic restrictions on Simister Lane to prevent this route from being a form of access/egress to and from the allocation;
  - Improved public transport provision through the allocation (including Bus Rapid Transit corridors) and close to the allocation (including potential Bus Rapid Transit or Metrolink extension to Middleton) in order to serve the development; and
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement.
3. Deliver a network of safe and convenient cycling and walking routes through the allocation designed in accordance with national and GM standards of design and construction and local planning policy requirements;
4. Make provision for affordable housing in accordance with local planning policy requirements;
5. Make provision for a new two form entry primary school;
6. Make financial contribution towards off-site secondary school provision to meet the needs generated by development;

7. Make provision for a new local centre in an accessible location which includes a range of appropriate retail, health and community facilities and ensure it is integrated with existing communities;
8. Make provision for other necessary infrastructure such as utilities, broadband and electric charging points in accordance with relevant joint plan or local planning policies;
9. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to local services and the new areas of employment at Heywood/Pilsworth (JPA1.1);
10. Retain, enhance and replace existing recreation facilities where required and make provision for new recreation facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
11. Make provision for new, high quality, publicly accessible, multi-functional green and blue infrastructure within the allocation to provide health benefits to residents as well as creating a visually attractive environment and providing linkages to the sites wider drainage strategy in accordance with Policy JP-G 2 'Green Infrastructure Network' and Policy JP-G 8 'Standards for Greener Places'. This should include enhancement of existing watercourses throughout the allocation;
12. Minimise impacts on and provide net gains for biodiversity assets within the allocation, including the Bradley Hall Farm SBI, in accordance with Policy JP-G 9 'A Net Enhancement of Biodiversity and Geodiversity'.
13. Ensure that any development is safe from and mitigates for potential flood risk from all sources including Whittle Brook, Castle Brook and Brightley Brook and does not increase the flood risk elsewhere. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
14. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and

other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy JP-S5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available;

15. Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features;
16. Carry out a project specific Habitats Regulation Assessment for planning applications of 1,000 sqm / 50 dwellings or more;
17. Incorporate appropriate noise and air quality mitigation measures and high quality landscaping along the M60 motorway corridors and local road network if required within the allocation;
18. Incorporate necessary remediation measures in areas affected by contamination and previously worked for landfill purposes;
19. Protect and enhance the heritage and archaeological assets within the vicinity of the allocation and their setting in accordance with the findings and recommendations of the assessment of heritage assets that forms part of the Plan's evidence base and any updated assessment submitted as part of the planning application process.

### **Justification**

The delivery of this urban extension has transformational potential in enabling new housing development of 1,550 units, community facilities and new transport infrastructure to come forward in what is currently an area that contains significant pockets of high deprivation. Any housing development within the allocation will be required to make provision for recreation and affordable housing to meet the needs of the prospective residents in line with Local Plan policy requirements, across a range of housing types, sizes and tenures.

The delivery of such a major opportunity will require significant investment in infrastructure if it is to be successful and sustainable. In particular, the allocation will need to benefit from a

wide range of public transport improvements in order to promote sustainable travel and improve linkages to new employment opportunities at GM 1.1 Heywood/Pilsworth. This could potentially include Bus Rapid Transit linking Manchester City Centre to the Northern Gateway allocation. The allocation may also benefit from a potential Bus Rapid Transit or Metrolink extension to Middleton. Higher density development close to these corridors will help support the viability of new services. These public transport improvements, will also need to be supported by safe and attractive walking and cycling routes to promote healthier and more sustainable shorter journeys to work.

The development of a large-scale community such as this will require new facilities for residents such as shops, health facilities, community facilities and recreational areas. These will be provided in accessible locations within walking distance of homes. In addition, demand on school places will also increase and therefore investment in new facilities for primary and secondary education will be required.

The semi-rural nature of this part of Greater Manchester and the character and setting of small villages such as Simister and Bowlee will be respected and will inform the layout, density and built form of development in these locations. Areas of open land and green infrastructure will be incorporated to maintain the identities of these places, including the retention of historic field boundaries, routeways and woodlands where practical. The allocation also includes existing areas of biodiversity value, notably the streams and flushes at Bradley Hall Farm which form a Site of Biological Importance in the eastern part of the allocation. This SBI and other areas of identified biodiversity value should be taken fully into account in the masterplanning of the site.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

Traffic to and from the site is likely to include travel on the M62 which passes close to designated European sites and, as such, a project specific Habitats Regulation Assessment

will be required for planning applications involving 1,000 or more sqm or 50 or more residential units.

Given that the site is located adjacent to the M62 motorway, there may be a need to incorporate a buffer between the allocation and the motorway to serve multiple functions including air and noise mitigation and high quality landscaping. Mitigation through tree planting could be undertaken in conjunction with proposals for the Northern Forest.

There are a number of assets of historical significance in proximity to the allocation, and whilst outside the allocation boundary, any development would need to consider the impact on their setting through the completion of a Heritage Impact Assessment.

## Section H – Bibliography

- 1.0 1.2 Illustrative Development Framework Plan, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 2.0 1.2 Flood Risk and Drainage Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 3.0 1.2 Ecological Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 4.0 1.2 Landscape and Visual Appraisal Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.0 1.2 Archaeology and Heritage Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 6.0 1.2 - Geo Environmental Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 7.0 1.2 Noise and Air Quality Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 8.0 1.2 Initial Heritage Appraisal, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 9.0 Northern Gateway Utilities Statement, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 10.0 Northern Gateway - Economic Benefits Summary, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 11.0 Preliminary Ecological Appraisal, 2020 - Rochdale , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 12.0 Northern Gateway Historic Environment Assessment, 2020 – Rochdale , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 13.0 Places for Everyone Written Statement, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 14.0 Places for Everyone Consultation Summary Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 15.0 Housing Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 16.0 Employment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 17.0 Green Belt Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 18.0 Carbon & Energy Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 19.0 Natural Environment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 20.0 Transport Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 21.0 Greater Manchester Transport Strategy 2040 Refresh, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 22.0 Our 5-Year Transport Delivery Plan 2020-2025, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 23.0 Greater Manchester Transport Strategy - 2040 Right Mix Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 24.0 Transport Strategic Modelling Technical Note , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 25.0 Existing Land Supply and Transport Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 26.0 Transport Locality Assessments – Introductory Note and Assessments – Cross-boundary allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 27.0 Addendum: Transport Locality Assessments Review - Cross-boundary allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 28.0 PfE Integrated Appraisal Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 29.0 PfE Integrated Appraisal Addendum Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 30.0 GMSF Integrated Appraisal Non-Technical Summary 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 31.0 PfE Integrated Appraisal Non-Technical Summary 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 32.0 GMSF Integrated Assessment Scoping Report 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 33.0 PfE Integrated Assessment Scoping Report Addendum 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 34.0 Integrated Assessment of GMSF Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 35.0 Habitat Regulations Assessment of PfE, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 36.0 Habitat Regulations Assessment of PfE - Air Quality Assessment, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 37.0 PfE Strategic Viability Assessment Stage 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 38.0 PfE Strategic Viability Assessment Stage 2: Technical Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 39.0 PfE Strategic Viability Assessment Stage 2 Allocated Sites, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 40.0 Carbon and Energy Implementation Part 1 - Technical Analysis, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 41.0 Carbon and Energy Implementation Part 2 - Carbon Offsetting, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 42.0 Carbon and Energy Implementation Part 2 - Fund Size Appendix B, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 43.0 GM Strategic Flood Risk Assessment Level 1 Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 44.0 GM SFRA Level 1 Appendix A Bury Interactive Maps, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 45.0 GM SFRA Level 1 Appendix B Sites Assessment Part 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 46.0 GM SFRA Level 1 Appendix B Sites Assessment Part 2, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 47.0 GM SFRA Level 1 Appendix C - Development Sites Assessments Summary Reports, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 48.0 GM SFRA Level 1 Appendix D - Functional Floodplain Methodology, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 49.0 GM SFRA Level 1 Appendix E - GMCA Climate Change Models, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 50.0 GM SFRA Level 1 Appendix F - SUDS Techniques and Suitability, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 51.0 GM Flood Risk Management Framework, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 52.0 GM Strategic Flood Risk Assessment Level 2 - Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 53.0 GM Strategic Flood Risk Assessment Level 2 - Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 54.0 Flood Risk Sequential Test and Exception Test Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 55.0 Carbon and Fracking Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 56.0 Economic Forecasts for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 57.0 Employment Land Needs in Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 58.0 COVID-19 and PfE Growth Options, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 59.0 GM Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2018, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 60.0 Green Infrastructure Policy Context, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 61.0 Guidance for Greater Manchester - Embedding Green Infrastructure Principles, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 62.0 Biodiversity Net Gain Proposed Guidance for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 63.0 Integrated Assessment of PfE Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 64.0 Stage 1 Greater Manchester Green Belt Assessment (2016) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 65.0 Stage 1 Greater Manchester Green Belt Assessment - Appendices (2016), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 66.0 GMSF Landscape Character Assessment (2018) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 67.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 68.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2021 PfE Allocations and Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 69.0 Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 70.0 21F. Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations – Appendix B (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 71.0 Stage 2 GM Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 72.0 Stage 2 GM Green Belt Study – Assessment of Proposed PfE Allocations (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 73.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>. Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2021 PfE Green Belt Additions (Addendum 2021)
- 74.0 Stage 2 GM Green Belt Study – Identification of Opportunities to Enhance the Beneficial use of the GM Green Belt (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 75.0 GMSF 1 Hist Env Assess Summary Report June 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

This page is intentionally left blank

# **JPA7 Elton Reservoir**

## **Topic Paper**

### **PfE 2021**

## Contents

Section A – Background .....	5
1.0 Introduction.....	5
2.0 Elton Reservoir Allocation Overview.....	7
3.0 Site Details .....	7
4.0 Proposed Development .....	8
5.0 Site Selection .....	9
6.0 Planning History .....	11
7.0 GMSF 2019 Consultation Responses .....	11
8.0 GMSF 2019 Integrated Assessment.....	14
9.0 GMSF 2020 Integrated Assessment.....	16
Section B – Physical.....	18
10.0 Transport.....	18
11.0 Flood Risk and Drainage .....	20
Flood Risk Summary.....	20
GMSF Greater Manchester Level 1 Strategic Flood Risk Assessment.....	23
GMSF Level 2 SFRA.....	23
12.0 Ground Conditions.....	26
13.0 Utilities.....	27
United Utilities .....	27
Electricity.....	28

Gas .....	28
Telecommunications .....	29
Section C – Environmental .....	30
14.0 Green Belt Assessment.....	30
15.0 Green Infrastructure .....	34
16.0 Recreation .....	35
17.0 Landscape.....	36
18.0 Ecological/Biodiversity Assessment .....	37
19.0 Habitat Regulation Assessment .....	39
20.0 Historic Environment Assessment.....	41
Old Hall Farmhouse .....	42
Summary.....	43
21.0 Air Quality .....	44
22.0 Noise .....	45
Section D – Social .....	47
23.0 Education .....	47
24.0 Health (formerly health impact assessment) .....	47
Section E – Deliverability .....	49
25.0 Viability .....	49
26.0 Phasing .....	50
27.0 Indicative Masterplanning.....	52

Section F – Conclusion.....	55
28.0 The Integrated Appraisal .....	55
29.0 The main changes to the Proposed Allocation .....	56
30.0 Conclusion.....	56
Section G – Appendices .....	58
Section H – Bibliography .....	73

# Section A – Background

## 1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on the 11th of December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each

district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed

to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

## **2.0 Elton Reservoir Allocation Overview**

- 2.1 The Elton Reservoir allocation seeks to deliver a new, high quality urban extension. The allocation can deliver new homes within a parkland setting, alongside recreational facilities, provision of new facilities for primary and secondary education, small local centres, community amenities and strategic transport infrastructure which includes a new link road, a new Metrolink stop with associated park and ride facilities.
- 2.2 This Topic Paper brings together a wide range of information and evidence in connection with the proposed strategic site allocation at Elton Reservoir. The paper may be subject to further technical amendments in advance of the formal commencement of consultation.

## **3.0 Site Details**

- 3.1 The Elton Reservoir allocation covers a total area of 251.6 ha and is located entirely within the Borough of Bury.
- 3.2 The allocation is bound by Radcliffe to the south and Bury to the north east. The A58 borders the northern boundary of the allocation, existing dwellings and Ainsworth Road lie to the west of the allocation whilst Bury Road, the Manchester, Bolton and

Bury Canal and the Metrolink link run along the eastern side of the allocation. The topography is gently undulating, rising from South to North.

- 3.3 A large proportion of the allocation is currently designated as Green Belt and 124.9 ha of the allocation will remain within the Green Belt.
- 3.4 The allocation currently comprises agricultural land and a number of residential, employment and agricultural properties.

## **4.0 Proposed Development**

- 4.1 Approximately 3,500 homes are proposed within the Elton Reservoir allocation (JPA7).
- 4.2 The allocation will include an appropriate mix of house types and sizes designed to diversify the type of accommodation available in Bury and Radcliffe. This will include the provision of affordable housing to address local housing need, accommodation for older persons and plots for custom and self-build. It will also include a mix of housing densities with higher density development in areas with good accessibility and with potential for improved public transport connectivity, particularly in the southern areas of the allocation. It is expected that around 1,900 of these homes will be delivered during the plan period and it has been estimated that it will house a population of around 8,000.
- 4.3 The proposed development will be required to provide infrastructure to support the new community. This includes:
- the provision of a north-south strategic spine road connecting Bury and Bolton Road (A58) to Bury Road, a strategic connection from the spine road to Spring Lane, Radcliffe via the former Coney Green High School site, other off-site highway works where these are necessary to ensure acceptable traffic movement, including in and around Radcliffe town centre;
  - Improved public transport provision through the allocation and close to the allocation including a new Metrolink stop and associated park and ride;

- More routes for walking and cycling;
- New local centres with convenience shopping facilities and health facilities;
- New education provision, including two primary schools and a secondary school; and
- A country park and high quality, publicly accessible, multifunctional green and blue infrastructure throughout the allocation which can be used for sport, leisure and recreation.

4.4 Residential development within the allocation will be limited until the above infrastructure (or key elements of it) are implemented as necessary mitigation.

4.5 The 2020 GMSF Allocation policy was proposing to include a minor amendment to the allocation boundary from that which was presented in the 2019 GMSF. This amendment has been carried forward to the 2021 PfE, with the proposed allocation now including a small piece of land adjacent to Burnside Close (off the B6292 Ainsworth Road).

4.6 The number of dwellings proposed within the allocation has not been amended from that proposed in the 2019 GMSF and the unpublished 2020 GMSF.

4.7 Appendix 3 sets out the JPA7 Elton policy wording.

## **5.0 Site Selection**

5.1 The Site Selection work had the purpose of identifying the most sustainable locations for residential and employment development that can achieve the Joint Plan's Vision, Objectives and Spatial Strategy.

5.2 The Elton Reservoir allocation is almost entirely surrounded by the existing urban area and is well-connected to existing infrastructure. However, the delivery of residential development on this allocation will require the provision of significant levels of new and improved transport and other supporting infrastructure.

5.3 This will include the need to incorporate a strategic north-south spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe. The road will

provide an essential alternative to Bury Bridge for traffic travelling south towards Manchester from the west Bury area. Furthermore, in order to improve linkages to and assist in the physical and social regeneration of inner Radcliffe, including the town centre, there is a need to provide a significant spur road connecting the allocation to Spring Lane via the former Coney Green High School site.

- 5.4 The Bury to Manchester Metrolink line runs along the eastern edge of the allocation and, in order to reduce reliance on the car, the development will be required to incorporate the provision of a new Metrolink stop and any associated park and ride facilities in the Warth area. Direct walking and cycling connections to the Metrolink stop will also be necessary.
- 5.5 Given the above, the allocation was selected for inclusion within the PfE on the basis of Criteria 6 (land where transport investment (by the developer) and the creation of significant new demand (through appropriate development densities), would support the delivery of long term viable sustainable travel options and delivers significant wider community benefits) and Criteria 7 (land that would deliver significant local benefits by addressing a major local problem/issue). Further detail is provided within in the Site Selection Paper available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.6 A 2021 addendum to the background paper has been produced which confirms that as the allocation has not changed since 2020, the conclusions from the GMSF Site Selection Topic Paper 2020 remain applicable.
- 5.7 The Elton Reservoir allocation fits within the overall PfE spatial strategy in that it will contribute to inclusive growth and will contribute to boosting northern competitiveness. The allocation is of strategic significance, not only for Bury, but also across the sub-region given that it will bring forward one of the PfE's largest contributions to the future housing supply and provide a diverse mix of house types and affordable housing provision.
- 5.8 The PfE vision will be delivered through the pursuit of a number of broad objectives. The Elton Reservoir allocation will contribute to meeting the following PfE objectives:

- Objective 1 - Meet our housing need
- Objective 5 - Reduce inequalities and improve prosperity
- Objective 6 - Promote the sustainable movement of people, goods and information.

## 6.0 Planning History

6.1 Planning permission has not been granted for any significant uses within the allocation. However residential schemes were approved to the north and south:

- 58810 – 191 dwellings, creation of ecological enhancement ponds and access of Bury and Bolton Road; and
- 45672 – Outline application for residential development including associated infrastructure and open space.

## 7.0 GMSF 2019 Consultation Responses

7.1 690 comments were received in relation to the allocation during the consultation on the Revised Draft GMSF in 2019. A summary of the key issues raised is provided in Table 1.

**Table 1 Summary of Consultation Responses from the Revised Draft GMSF in 2019**

Principle / Scale of development
<ul style="list-style-type: none"> <li>▪ Object to the scale of development in this area. Growth should be evenly distributed across the Borough and throughout the six towns.</li> <li>▪ Object to losing one of the last remaining accessible greenspaces in a lower socio-economic area.</li> <li>▪ There is poor land stability and mineshafts on-site.</li> <li>▪ Question the relationship between the Council and developers.</li> <li>▪ Development should be focused on the southern area close to Derby High School and the new Coney Green High School.</li> <li>▪ Villages surrounding Radcliffe are dying and would benefit from infill development and connection to new infrastructure.</li> </ul>

<ul style="list-style-type: none"> <li>▪ This is a site of strategic significance that will make a considerable contribution to housing supply, is accessible to surrounding towns and well connected to existing infrastructure.</li> </ul>
<p><b>Housing</b></p>
<ul style="list-style-type: none"> <li>▪ There is too much proposed housing density.</li> <li>▪ Proposed housing will not meet the needs of over 65s.</li> <li>▪ Proposed housing will not be affordable.</li> <li>▪ Concerned about the distances between existing and proposed properties.</li> <li>▪ There is not enough proposed housing density, which will result in a need to develop on greenfield land.</li> <li>▪ It is a deliverable site with no constraints that cannot be addressed through careful master planning.</li> </ul>
<p><b>Green Belt</b></p>
<ul style="list-style-type: none"> <li>▪ Disproportionate loss of Green Belt, which would merge Bury and Radcliffe.</li> <li>▪ Has key functions in halting urban sprawl, sheltering wildlife, growing food and providing tranquillity.</li> <li>▪ Retained Green Belt insufficient. Unsure why it includes reservoirs and a crematorium. Additions can never compensate.</li> <li>▪ Exceptional circumstances exist in which Green Belt loss can be acceptable and efforts to minimise this are welcomed.</li> </ul>
<p><b>Brownfield</b></p>
<ul style="list-style-type: none"> <li>▪ There are many brownfield sites in Radcliffe which, if used, would aid regeneration and improve footfall.</li> </ul>
<p><b>Transport</b></p>
<ul style="list-style-type: none"> <li>▪ There would be an impact on local roads and the wider network, particularly in Radcliffe, where the proposed link road exits onto these roads.</li> <li>▪ There would be an impact on Bury Bridge/Bury New Road (some of worst congested nationally) and on motorway network.</li> <li>▪ Public transport is unreliable. Buses will not be used and need to be integrated. The Metrolink is overcapacity.</li> <li>▪ Walking/cycling plans will not work due to topography.</li> <li>▪ Need more parking, circular bus service to connect residents to Metrolink stops and a separate entrance to the cemetery.</li> <li>▪ Support – Detailed proposals on infrastructure welcomed</li> </ul>
<p><b>Physical Infrastructure and utilities</b></p>
<ul style="list-style-type: none"> <li>▪ Utilities network would not cope with the increased demand.</li> <li>▪ Sewerage system is at capacity and will need new and expanded facilities.</li> <li>▪ The existing transport network cannot cope.</li> </ul>

<ul style="list-style-type: none"> <li>▪ More freight should be moved by rail.</li> <li>▪ More detail required on quality bus transit.</li> <li>▪ Metrolink links to Bolton and Rochdale should be considered.</li> <li>▪ Support – Detailed proposals on infrastructure welcomed</li> </ul>
<b>Social Infrastructure</b>
<ul style="list-style-type: none"> <li>▪ Large number of community facilities have been lost in recent years and still need replacing i.e. swimming pools, secondary schools, and civic suite.</li> <li>▪ Health provision is currently inadequate.</li> <li>▪ All of the schools in area are over-subscribed.</li> <li>▪ The Leisure Centre is popular and should not be lost.</li> <li>▪ Infrastructure should be built prior to houses being occupied.</li> <li>▪ There is a lack of detail on new health facilities.</li> <li>▪ Support – Detailed proposals on infrastructure welcomed</li> </ul>
<b>Environmental</b>
<ul style="list-style-type: none"> <li>▪ Loss of a prized asset within easy reach of population, which is heavily used by a wide range of people. Opening this natural area up as a country park will sterilise it and harm views in the area.</li> <li>▪ This is not just a question of upgrading. New recreational land is needed.</li> <li>▪ Would lead to the loss of the most biodiverse area in the Borough. Opportunities exist for net gain. Biodiversity gains are unrealistic and will not mitigate for loss. New woodland is needed. The policy should mention maintain and enhance priority habitats.</li> <li>▪ Remediation required for historic landfill sites.</li> <li>▪ Management of park should be transferred to an organisation.</li> <li>▪ Objection to the loss of pitches at Warth Fold. They were well used.</li> <li>▪ Noise and light pollution would harm the cemetery.</li> <li>▪ Improve the canal for leisure e.g. water taxi, improved walking/cycling routes and off road routes for horse riders.</li> <li>▪ Homes should support species e.g. bat and swift boxes.</li> <li>▪ Evidence required e.g. biodiversity surveys, bat survey and open space management.</li> <li>▪ Parkland will provide substantial opportunities to protect habitats and make it accessible by a range of users.</li> <li>▪ Carbon reduction goals will not be achieved. New homes should be carbon-neutral.</li> <li>▪ We should invest in Green Technology.</li> </ul>
<b>Air Quality</b>
<ul style="list-style-type: none"> <li>▪ Bury Bridge and A56/A58 are some of worst areas in the country for air quality.</li> </ul>

<b>Flood risk</b>
<ul style="list-style-type: none"> <li>▪ Existing residents were adversely affected in the 2015 floods including Bury and Bolton Road due to the area being in a natural flood plain.</li> <li>▪ Concerned at the potential for the reservoir to fail and the subsequent danger for new and existing residents. Properties will be uninsurable.</li> <li>▪ Mimicking of natural drainage is unrealistic and ignores the size of the development.</li> <li>▪ Evidence required on Level 1&amp;2 Strategic Flood Risk Assessment. Residual risk must be considered appropriately.</li> </ul>
<b>Heritage</b>
<ul style="list-style-type: none"> <li>▪ Presence of Bronze Age burial site and embankment of a horse-pulled railway.</li> <li>▪ Canal is a major heritage asset in the area and must be fully considered.</li> </ul>
<b>Other</b>
<ul style="list-style-type: none"> <li>▪ There was a lack of consultation from Bury Council</li> <li>▪ We should be using the latest housing projections to calculate housing need.</li> <li>▪ Loss of working farms and jobs is contrary to economic objectives and will lead to the displacement of animals. Farms are crucial to responding to climate change and Brexit issues.</li> <li>▪ The construction process will lead to an increase in crime and anti-social behaviour.</li> <li>▪ The site selection process has been developer-led.</li> </ul>

## 8.0 GMSF 2019 Integrated Assessment

8.1 The 2019 GMSF Integrated Assessment (IA) is available at

<https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

8.2 The IA reviewed how the draft 2019 GMSF policies could impact upon the environment, the economy, local communities, equality and public health. The IA also recommended ways in which the GMSF could be improved to ensure that the policies were as sustainable as possible.

8.3 The Elton Reservoir allocation performed well against the 2019 Integrated Assessment objectives. However a number of recommendations were made:

- Make specific reference to energy efficiency of the housing stock;

Site Allocation Topic Paper - JPA7 Elton Reservoir– PfE 2021

- Consider how housing land can enhance workforce skills and training, such as through construction jobs;
- Consider feasibility study into requirements and ability of utilities and digital infrastructure local network to support development;
- Benefits such as creation of construction and operational employment or improved transport links or increases in the range of community facilities, should consider deprived areas. Where possible such benefits should be maximised to help bring about long term benefits for deprived areas;
- The policy could reference integration with existing communities and also encourage the provision of varied tenures within the development;
- The policy could be more specific about the exact amount of green infrastructure as currently it states a “large amount”. There could be reference to linking to the wider green infrastructure network;
- Ensure any new healthcare provision is accessible to all and that local capacity is considered throughout future masterplanning stages;
- Seek to minimise the number of trips made by private car to/from the site. Consider the use of mitigation solutions including green infrastructure, incentivising electric vehicles and/or masterplan layout which reduces emissions near sensitive receptors. This is especially relevant to the southern side of the site where there is a close proximity to an air quality management area (AQIA).
- Make reference in the policy to the enhancement of biodiversity, green infrastructure and geodiversity assets. The policy is currently not worded positively and instead deals with handling negative impact. This is especially relevant to the SBIs within the site.

- Appropriate flood risk mitigation should be implemented (in line with best practice) for all developments that are within or near to areas of flood risk. This is particularly relevant to the east and south of the site.
- Make reference to energy efficiency directly and ways that it can be increased, such as highlighting the benefits of sustainable modes of transport.
- Ensure landscape appraisal as part of any planning application.
- Consider listed building throughout detailed design to reduce risk throughout construction and operational phases.
- Consider how development of previously developed land (PDL) sites could be encouraged as a result of greenfield development (e.g. by incentives or inclusion of adjacent PDL);
- Promote sustainable construction methods;
- Consider waste and recycling facilities in design e.g. consider location of waste/recycling facilities in design/layout of masterplans and how waste facilities can be located to encourage recycling.

8.4 It is important to note that the IA was focusing on each policy in isolation from other policies and that many of the recommended changes for the Elton Reservoir allocation policy were already covered in other GMSF policies. However, some wording changes were made as a result of the IA in relation to housing types, electric vehicles, heritage and archaeology.

## **9.0 GMSF 2020 Integrated Assessment**

9.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation were required. The 2020 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

9.2 The majority of the 2019 recommendations for the Elton Reservoir allocation had been positively addressed by the 2020 allocation policy itself or other GMSF thematic policies. However the 2020 IA did recommend a further three changes in order to further strengthen the policies:

- Climate Change - since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
- Accessible design standards – whilst this was broadly covered in Policy GM-E1 and within GM-H3 relating to housing, it was suggested that policies were strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1.
- Deprivation - whilst this was also broadly covered within the supporting text within Policy GM-E1, particularly referencing social inclusivity, it was considered that the policy could be more explicit in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.

9.3 These recommendations were incorporated into the final 2020 GMSF.

## **10.0 PfE 2021 Integrated Appraisal Addendum**

10.1 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF 2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

## Section B – Physical

### 11.0 Transport

- 11.1 The allocation is situated between the A58 Bury and Bolton Road and Bury Road. The allocation is bound by the Metrolink along the eastern boundary. The allocation is currently a mix of Other Protected Open Land and Green Belt and therefore significant infrastructure will need to be delivered in conjunction with the development of this allocation.
- 11.2 The 2020 Locality Assessment (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) concludes that there are capacity constraints on the highway network during the AM and PM peaks and therefore the proposals not only need to seek to reduce car travel but also provide some traffic relief. As a result, a number of mitigation schemes have been developed and tested to address the impacts on both the strategic and local road networks.
- 11.3 Along with a series of public transport and active travel proposals (including the provision of a new Metrolink stop and park and ride) the proposals also include provision for a link road through the allocation connecting the A58 Bury and Bolton Road to Bury Road to the east and the A6053 Spring Lane in Radcliffe to the south. This link road will not only serve the allocation but provide a strategic function by taking traffic away from key areas of constraint such as Bury Bridge in Bury and A665 Water Street/Ainsworth Road in Radcliffe and providing greater network resilience. Highway improvement works are also proposed in Radcliffe town centre to compliment the link road proposals and help feed traffic through from Spring Lane to the A665.
- 11.4 The following mitigation measures have currently been identified:

**Table 2 Necessary Strategic Interventions identified**

Mitigation	Description
------------	-------------

Metrolink stop and Park and Ride facility	New Metrolink stop and Park and ride facilities in the Warth area
Link road and three access junctions	Link road with three access junctions

**Table 3 Supporting Strategic Interventions identified**

Mitigation	Description
Radcliffe Town centre improvements	<p>Signalisation of Bury Road and Rectory Lane junctions with Spring Lane.</p> <p>Traffic management and parking bays on Church Street West.</p> <p>Providing Darbyshire Street connection onto A665 (one way) including improvements to the NCR6 cycle route.</p> <p>Junction realignment to create Church Street as major arm and Deansgate as minor arm. Thomas Street converted to one-way to reduce conflicting movements at junction. Formalisation of on-street parking on Church Street and Thomas Street.</p> <p>Junction improvement A665/Stand Lane.</p>

**Table 4 Necessary Local Mitigations identified**

Mitigation	Description
Bus stops along the link road	Delivery of up to 14 new bus stops (7 locations with stop in each direction).
Delivery of missing section of Bolton-Bury Cycleway	Delivery of missing section through allocation to Hardman Street.

**Table 5 Supporting Local Mitigations identified**

Mitigation	Description
------------	-------------

A56/Radcliffe Road and A58/Ainsworth Road/ Starling Road signal improvements	Small-scale layout improvements.
New bus routes through the allocation	Delivery of new bus routes through the allocation.

11.5 SRN interventions were not considered to be required.

### **2021 Locality Assessment Review**

11.6 As a result of the withdrawal of Stockport Council and their associated allocations from the GMSF, the Locality Assessments have been reviewed. The Locality Assessment Update Note (2021) produced for Elton Reservoir confirms that the conclusions of the Elton Reservoir Locality Assessment, November 2020 remain robust. There have been no changes to the allocation boundary or the quantum and phasing of development since the assessment was produced.

11.7 The 2020 assessment gave an initial indication that the traffic impacts of the allocation can be sufficiently mitigated, and that the allocation is deliverable with the proposed mitigation in place. No additional forms of intervention are considered necessary to support the allocation at this stage.

11.8 However, further review may be necessary as the allocation moves through the planning process should the allocation be approved. The allocation would need to be supported by continuing wider transport investment across Greater Manchester.

## **12.0 Flood Risk and Drainage**

### **Flood Risk Summary**

12.1 The majority of the allocation (80%) is located within Flood Zone 1 (i.e. land assessed as having a lower than 1 in 1000 annual probability of river flooding) and development should be directed into these areas, if possible.

12.2 There is a limited area of Flood Zone 2 adjacent to the Manchester, Bolton and Bury canal to the south and west of Elton Reservoir, the risk in this part of the allocation is

Site Allocation Topic Paper - JPA7 Elton Reservoir– PfE 2021

likely to be from the water spilling into and over the canal side in a flood event. This is classified as Low Risk – between a 1 in 100 and 1 in 1000 annual probability of river flooding.

- 12.3 There is an area adjacent to Crow Trees Brook to the west of the canal is that is currently shown in Flood Zone 3. The Environment Agency have recently remodelled the brook and this has resulted in the extent of the modelled flood outline being reduced. The flood risk is due to the potential for overspill from Withins Reservoir. There is the potential that over the lifetime of the development there may be an increased risk of fluvial flooding in this location due to climate change.
- 12.4 The areas at surface water risk are encompassed within the river flood risk areas and, as such, if these areas are avoided then both sources of risk could be accommodated.
- 12.5 A Dam Break and Flood Inundation Assessment has been completed for the allocation which models, for a range of return periods, the extent, depths and flows of flooding if a dam failure occurred at Elton Reservoir. The outputs of the report indicate that the land around the eastern boundary of the allocation - adjacent to the Manchester, Bolton, Bury Canal and Metrolink line, and the urbanised area of North Radcliffe would be at risk of flooding if a breach occurred.
- 12.6 A Risk Assessment and Reservoir Safety Report has been produced to assess the likelihood of a dam failure of Elton Reservoir. The outputs of the report indicate:
- that the annual probability of failure for the reservoir is 1 in 5,500 years;
  - the annual probability of failure is heavily influenced by failure of the internal structures and embankment, rather than external factors, such as the proposed development; and
  - Measures should be taken to reduce the risk to a level that is 'as low as reasonably practical'.
- 12.7 An updated Risk Assessment and Reservoir Safety Report (HR Wallingford, Elton Reservoir Flood Studies – Phase 2: Impact of Proposed Development, September Site Allocation Topic Paper - JPA7 Elton Reservoir– PfE 2021

2020) has been completed which, building on the reports mentioned above, assesses the impact of the reservoir on the proposed development on the allocation. The outputs of the report indicate that:

- There would be a marginal increase in the Population at Risk (PAR) and Average Social Life Loss (ASLL) should there be a breach in the reservoir, associated principally with increased 'activity' around the reservoir; and
- The dam categorisation is likely to be impacted by a range of factors including, but not limited to, the construction of development downstream. The report identifies mitigation schemes which can be implemented, including work to the reservoir structure/and or associated downstream channels to implement a more onerous safety check and design flood event conditions.

12.8 Areas of the allocation are within the EA Reservoir Flood Map (RFM) outlines, indicating the maximum extent of flooding. These areas are downstream of Elton Reservoir and are based on a breach of the dam. The extent shows the worst credible area that is susceptible to dam breach flooding. The map should be used to prioritise areas for evacuation/early warning. The chance of reservoir failure is very rare and there is an extremely good safety record in the UK with no loss of life due to reservoir flooding since 1925.

12.9 Due to the allocation's proximity to Crows Tree Brook and the Elton watercourse, groundwater is likely to be similar to the corresponding levels. Groundwater will follow topography and is unlikely to be an issue within the Elton allocation. Crow Trees Brook in the south of the site and Bealey's Goit to the north-east are bound by areas of high ground which act as informal defences.

12.10 The Working within Natural Processes (WwNP) dataset identifies that the west of Elton Reservoir allocation is recommended for tree planting whilst there are also areas recommended for riparian tree planting along the canal and Crow Trees Brook. Tree planting can significantly delay the timing of peak runoff from catchments whilst riparian planting can also enhance floodplain roughness to cause obstructions to significant flow paths.

12.11 Much of the allocation is also within the Irwell Natural Flood Management scheme which considers scenarios where soil structure is improved, thereby making the land more permeable and thus increasing the soil moisture storage capacity of these areas.

### **GMSF Greater Manchester Level 1 Strategic Flood Risk Assessment**

12.12 The Greater Manchester Level 1 Strategic Flood Risk Assessment (GM Level 1 SFRA) (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>) was completed in March 2019 as part of the evidence base to inform the preparation of the GMSF. This SFRA initiated the sequential risk-based approach to the allocation of land for development and identified whether application of the Exception Test was likely to be necessary using the most up-to-date information and guidance.

12.13 79% of the Elton Reservoir Allocation falls within Flood Zone 1 with the remaining in Flood Zones 2 and 3. The GM Level 1 SFRA concluded that the allocation had been selected using the site selection methodology contained in the GMSF Site Selection Topic Paper in order to identify those sites which best could deliver the spatial strategy. Therefore there were no reasonably alternative other sites in areas of lower flood risk.

12.14 The Level 1 SFRA recommended that the identified flood risk within the JPA7 Elton Reservoir allocation could be avoided through site layout and design as part of a detailed flood risk assessment.

12.15 However the Elton Reservoir allocation was included within the GMSF Level 2 SFRA (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>) in order for broad scale river modelling to cover existing gaps within the baseline information to be carried out. This has meant that additional flood risk assessment has been carried out in relation to the allocation.

### **GMSF Level 2 SFRA**

#### Level 2 SFRA Conclusions

- To consider development within Flood Zone 3, solutions to mitigate the risk of flooding such as raising floor levels, which must also entail compensatory storage, and building on stilts would need to be considered.
- This is a large allocation with potential to create significant volumes of runoff if infiltration is not possible. The surrounding watercourses are relatively small and may not deal with significant volumes being added to them. There are also areas at risk downstream so additional volumes could also increase flooding downstream. Crow Trees Farm Brook has areas at risk downstream. This development could reduce risk by safeguarding areas for flood storage and enhancement to reduce flows downstream. The WwNP dataset, discussed above, should provide a start for assessing possible areas for storage or tree planting.
- A drainage strategy would be required to ensure current onsite risk can be managed effectively with no increase in surface water flood risk elsewhere as a result of new development. This will require surface water modelling based on the proposed layout and investigation into appropriate SuDS techniques. Infiltration SuDS may be feasible on parts of the allocation, subject to ground investigation and contamination testing.

12.16 The site promoters for the Elton Reservoir allocation have prepared a Flood Risk Assessment and Outline Drainage Strategy to assess the risk of flooding in more detail (Peel Investments (North) Limited, Land at Elton Parklands, Radcliffe, Greater Manchester – Flood Risk Assessment & Outline Drainage Strategies July 2020 (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>)). To develop the allocation safely the strategy recommends:

- Setting finished floor levels 600 mm above the 1% plus climate change flood level;
- Safe emergency access and egress to the allocation to be provided to the north of the allocation;
- An evacuation plan should be developed in consultation with the LPA;

- Potential for soakaway use for rainwater disposal is low; but could be investigated further at the detailed design phase;
- Foul sewage could be discharged into the existing public foul sewer system but may need reinforcement subject to the agreement of United Utilities;
- Surface water flows will be discharged into existing ditches and surface water culverts within the allocation boundary or links to the adjacent watercourses. However it is likely that additional attenuation will be required and this will be discharged in line with the existing greenfield runoff rate or a rate agreed with the LLFA/EA/UU;
- The eastern end of the proposed link road may need to be connected to a sewer.

12.17 The proposed policy wording for the allocation seeks to ensure that any development within the allocation is safe from and mitigates for potential flood risk from all sources. Residential development within the allocation will be limited until appropriate structural upgrades to the reservoir (where required) are implemented (or key elements of the upgrade). The policy requires development to incorporate sustainable drainage systems to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Proposals to discharge to public sewer will need to submit clear evidence demonstrating why alternative options are not available. As a green and blue infrastructure network will provide more sustainable options to discharge surface water, only foul flows should communicate with the public sewer.

12.18 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process. The majority of the allocation is located within Flood Zone 1 and the allocation will not result in any reduction in flood plain storage compared to the existing situation. A holistic outline drainage strategy has been produced and this will be taken forward and incorporated into the final masterplan. It ensures that drainage will be considered on an allocation wide basis rather than smaller plots within the allocation coming forward with individual drainage plans. The Strategy also proposes that green SuDs will be used

where possible across the allocation. All proposed mitigation measures will be agreed with the Environment Agency, United Utilities and the LLFA prior to commencement of any development.

- 12.19 Detailed agreement will be required between the site promoters and the owners of Elton Reservoir to ensure that appropriate mitigation measures (both in advance of any development and on-going mitigation measures) are agreed and secured prior to the commencement of any development. This may need to be secured via legal agreements.

### **13.0 Ground Conditions**

- 13.1 Given the size of the Elton Reservoir allocation, there are a number of previous uses including farm yards, former railways, areas of infilling, collieries, allotments, marshlands and reservoirs.
- 13.2 The allocation is near to several historical landfill sites and is partially within a Radon Class 2 Area. The geological mapping indicates the allocation is underlain by glacial till in the north and west and glaciofluvial deposits (silts, clays, sands and gravels) in the south and east of the allocation. The superficial deposits are underlain by the Penning Middle Coal Measures and Pennine Lower Coal Measures Secondary Aquifers. At least 6 faults run across the allocation.
- 13.3 A Phase 1 Preliminary Risk Assessment (March 2019) (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) has been produced.
- 13.4 The assessment includes an appraisal of the allocation environmental setting, including its geology, hydrogeology and hydrological regime, mining activities, waste management issues, and identification of additional environmental sources, pathways and receptors. This information has been used to compile a clear site conceptual model, which identifies potential sources, pathways and receptors and likely pollution linkages.

- 13.5 Site reconnaissance and hand dug trial holes were carried out. Evidence of historic infilled ponds was noted. Made ground was observed in some of the areas containing pottery, brick, ash, clinker, over natural sandy clay.
- 13.6 Coal Authority records have found 20 recorded mine entries within the allocation boundary and another 4 recorded within 20m of the allocation boundary.
- 13.7 The Assessment has been reviewed by Bury Council Environmental Health department. They have recommended that a Phase 2 investigation is carried out for all areas proposed for development and this is to include gas and groundwater monitoring. It is recommended that this investigation is to be carried out at the pre-planning application stage. Furthermore Japanese Knotweed has been identified which will be required to be dealt with appropriately.
- 13.8 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **14.0 Utilities**

### **United Utilities**

- 14.1 In their response to the 2019 GMSF consultation, United Utilities highlighted that new development should be focused in sustainable locations which are accessible to local services and infrastructure. United Utilities will continue to work to identify any infrastructure issues and appropriate resolutions throughout the development of the Plan.
- 14.2 However, as the full detail of the development proposals are not yet known at this allocation stage (e.g. the detail of the drainage proposals or the water supply requirements), United Utilities cannot fully conclude the impact on their infrastructure over a number of 5-year investment periods. Therefore, as more detail becomes available, it may be necessary to co-ordinate the timing for the delivery of development with the timing for delivery of infrastructure. The Council will need to agree drainage proposals prior to the submission of any future planning applications.

- 14.3 In relation to the Elton Reservoir allocation, United Utilities have advised that there is a large pressurised water main and sewers which cut through the allocation. In addition, there is also an existing UU easement which will need to be considered. Consideration must also be given to disposal of surface water in the most sustainable way. United Utilities are keen for the allocation to connect to Bury Wastewater to the east of the allocation rather than connect to Bolton Wastewater to the west as there are capacity issues on the network in this location.

## **Electricity**

### Electricity North West (ENW)

- 14.4 Electricity North West have carried out assessments on the proposed PfE allocations which have fed into the GMCA 'Spatial Energy Plan'. This is a high level assessment of the expected impact of the proposed developments on the electricity network. In relation to Elton Reservoir, the assessment indicated that there are no primary substation capacity issues envisaged due to forecast additional load resulting from the proposed development.
- 14.5 ENW asset plans and online mapping services identify five pylons stationed within the allocation with overhead lines crossing and one pylon which adjoins the allocation on western boundary. There are also a number of High Voltage and Low Voltage cables running in the carriageways and footpaths surrounding the allocation.
- 14.6 Electricity North West in their response to the 2019 GMSF consultation, advised that they were confident in being able to meet the network capacity requirements for the level of investment and growth proposed in Greater Manchester. Where necessary they have secured the appropriate regulatory allowances within their 'Well Justified Business Plan.'

## **Gas**

### National Grid Infrastructure

- 14.7 The nearest point of connection from the National Grid network to the allocation is an Intermediate Pressure Main which is approximately 350 metres from the allocation boundary at Ainsworth Road. This connection would allow the allocation to be served sufficiently although upgrades will be required.

### **Telecommunications**

#### Existing BT Infrastructure

- 14.8 There is existing BT infrastructure within the vicinity of the allocation. Further detailed discussions will need to take place with BT as the allocation moves through the planning process to establish whether any of the existing infrastructure needs to be diverted as a result of the proposals. Discussions will also need to take place to establish if there is sufficient capacity within the network to support the proposals or if any upgrades to the existing infrastructure are required.

#### Existing Virgin Media Infrastructure

- 14.9 There is an existing Virgin Media underground network which runs to properties (Coney Green) at the end of Greenbank Road and is within the proposed allocation boundary.
- 14.10 There is a Virgin Media underground cable which runs into the proposed development area and terminates at Chapel Lodge on Cemetery Road.
- 14.11 There is a Virgin Media underground cable which runs into the proposed development area and terminates at Brook Bottom Farm on St Andrews Road.

## Section C – Environmental

### 15.0 Green Belt Assessment

- 15.1 The proposed removal of Green Belt from the Elton Reservoir allocation has been informed by several studies undertaken by LUC (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>):
- The Greater Manchester Green Belt Assessment 2016
  - Green Belt Harm Assessment, 2020;
  - Greater Manchester Green Belt Study – Identification of Opportunities, 2020
  - Assessment of Proposed 2021 PfE Plan Allocations, 2021
  - The proposed allocation would involve the release of 126.7 ha. of land from the Green Belt.
- 15.2 In 2016 GMCA commissioned LUC to undertake an assessment of the Green Belt within GM. The Study assessed the extent to which the land within the GM Green Belt performs against the purposes of Green Belts, as set out in paragraph 80 of the National Planning Policy Framework (NPPF). The aim of this Green Belt Assessment is to provide the GM Authorities with an objective, evidence-based and independent assessment of how GM's Green Belt contributes to the five purposes of Green Belt, as set out in national policy. It also examines the case for including within the Green Belt potential additional areas of land that currently lie outside it.
- 15.3 In The Greater Manchester Green Belt Assessment 2016 JPA7 Elton Reservoir was included within Strategic Green Belt Area 10.
- 15.4 There were 4 different purposes of Green Belt that each Area was assessed against and Table 6 below shows how the area performs.

**Table 6. Performance of area against the four purposes of Green Belt**

<b>Purpose</b>	<b>Performance of area</b>
To check the unrestricted sprawl of large built up areas	Moderate-Strong
To prevent neighbouring towns from merging into one another	Strong
To assist in safeguarding the countryside from encroachment	Moderate-Strong
Preserving the setting and special character of historic towns	Moderate-Strong

- 15.5 In 2019 LUC carried out an assessment identifying the potential opportunities to enhance the beneficial use of remaining Green Belt within 2 km of the allocation site (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>). The study considered the opportunities to offset the loss of Green Belt through compensatory improvements to the environmental quality and accessibility of the remaining Green Belt land.
- 15.6 Land lying within the retained Green Belt and within 2 km of JPA7, Elton Reservoir will form the focus of Green Infrastructure (GI) recommendations / mitigation to enhance the ‘beneficial use’ of the Green Belt. This includes 3 sites proposed to be added to the Green Belt at Lower Hinds, Radcliffe (Off New Road) and Hollybank Street.
- 15.7 The potential GI opportunities in the Green Belt relevant to the Elton Reservoir Allocation identified in the assessment include:
- Retain and accommodate the Irwell Sculpture Trail within development proposals;
  - Introduce access track and car park improvements north of Elton Sailing Club;
  - Settlement linkages could also be improved between Redvales and the retained Green Belt;
  - Upgrade sections of the PRow network to cycleway standard and create a new crossing point on the A58;

- Create an access point at Warth Road through the existing underpass and new crossing point over the River Irwell;
- Conserve and enhance the existing disused railway line;
- Enhance the existing PRow network through improvements such as re-surfacing, access control, way-marking and interpretation;
- Create Elton 'Country Park' including a masterplan to create a regional destination site. Detailed interventions could include informal play, wildlife access provision (hides) and interpretation. Inclusion of planting and management provision to ensure flora and fauna reliant on areas of refuge away from recreational disturbance are generously accommodated
- Create new 'wetland' habitat adjacent to, and extending from Manchester, Bury and Bolton Canal; together with appropriate planting along this linear corridor;
- Link the SBI sites at Elton Reservoir and Daisyfield to the Lower Hinds Green Belt Addition to the north along the River Irwell using site specific habitat enhancement. The opportunity also exists to link the green infrastructure at the reservoir with the [enhanced] semi natural grassland SBI at Elton Goyt to the east, creating a more functional habitat mosaic;
- Hedgerows and settlement edge vegetation should be retained and strengthened to ensure green infrastructure continuity, and to provide appropriate screening in and around key wildlife features;
- Build on historic and remnant land-use practices adjacent the canal and the reservoirs to maintain lowland hay meadows and neutral/acid pastures. Seek to enhance the ecological and hydrological beneficial features within the area of retained Green Belt by combining flood risk reduction with green infrastructure improvements;
- Extend existing woodland blocks in Green Belt west and north west of Allocation 7;

- Reinforce woodland at Ainsworth Lodge SBI through extensions south and across the A58 Bury and Bolton Road;
- Introduce green buffers and green wedges of native woodland and shrub planting at the junction between existing and proposed development, and along transport corridors such as the A58 to provide softer edges to urbanised areas;
- Create a gateway feature on the A58 linking the narrow section of Green Belt to the North and South.

- 15.8 Some of these opportunities have been included within the policy requirements for the allocation. Others will be more appropriately dealt with through more detailed masterplans or subsequent planning applications.
- 15.9 In conjunction with the assessment of GI opportunities within the Green Belt, LUC carried out an assessment to identify potential harm from the proposed GMSF allocations to the Green Belt through the Green Belt Harm Assessment. The Assessment shows that land within the allocation makes a moderate to significant contribution to preventing the sprawl of Greater Manchester and a relatively significant contribution to maintaining the separation of Bury and Radcliffe.
- 15.10 It is proposed to retain some Green Belt land within the allocation which would maintain some localized separation between Bury and Radcliffe but the contribution of this retained Green Belt would be diminished as a result of some weakening of the Green Belt boundary, increasing urbanising containment and a reduction in connectivity with the wider Green Belt. However, due to the extent of containment of the allocation by inset settlement, its release would not impact the wider Green Belt outside the allocation.
- 15.11 Following the decision of Stockport Council to withdraw from the GMSF and the subsequent decision to prepare PfE, LUC produced a further addendum report in 2021. This report considers the impact, in terms of harm to the Green Belt purposes from the release of land, of changes to the proposed Allocation boundaries and areas of Green Belt release identified in the 2021 PfE Plan. Given the allocation boundary or the area proposed to be released has not been amended from that

proposed in the 2020 GMSF, the conclusions for Elton Reservoir identified in the 2020 Green Belt studies remain the same.

- 15.12 Evidence on Green Belt is only one part of the evidence base that influence any decision on Green Belt release. Consequently, where studies have found that high harm is to be caused by release of the Green Belt, this finding should be balanced against other important factors that could make up exceptional circumstances such as sustainability, viability and deliverability.
- 15.13 The Elton Reservoir allocation is deemed necessary to deliver a key strategic housing opportunity with supporting transport infrastructure. The allocation is critical in responding to the spatial strategy in the PfE Joint Plan and its key themes of 'Inclusive Growth', 'Making the Most of Key Locations and Assets' and 'Addressing Disparities' It also directly addresses the aspirations set by Policy JP Strat-6 Northern Areas which seeks to boost economic opportunities and diversify housing provision in the north of conurbation by the selective release of Green Belt. The scale of development planned within the Elton Reservoir allocation is transformational in nature as it has the potential to deliver significant benefits over a wider area whilst at the same time meeting its own infrastructure needs including contributing towards transport improvements that have wider benefits and provision of schools, local centres and health facilities.
- 15.14 The potential GI opportunities in the Green Belt study discussed earlier are not exhaustive and will require consultation with key stakeholders. This may require further surveys and viability testing to establish costings. Nonetheless, the enhancement potential demonstrates that opportunities do exist to help offset the loss of Green Belt which will have a potential positive effect on the beneficial use of the Greater Manchester Green Belt moving forward.
- 15.15 The final masterplan for the allocation will be required to use the findings from all the assessments on Green Belt in the area to inform the layout and form development across the allocation.

## **16.0 Green Infrastructure**

- 16.1 The emerging Masterplan for Elton Reservoir includes a new Parkland between Radcliffe and Bury which will establish an extensive multi-functional green and blue infrastructure network of substantial quality. The Parkland is a 'core' element of the concept for the development which seeks to create a sustainable place with unique character.
- 16.2 The new Parkland will be a diverse environment which balances the needs of ecology, nature and landscape conservation, habitat biodiversity and recreation, as well as the enhancement of working agricultural holdings. Its integration with neighbouring communities and associated residential development will support a high quality natural and built environment.
- 16.3 Elton Parkland will draw on the heritage, landscape and natural assets of the local area to create open and accessible greenspaces. The Parkland will:
- Be publicly accessible for walking, cycling, jogging, watersports, picnics and recreation, providing benefits to mental and physical health;
  - Retain, enhance and manage existing landscape and ecological assets;
  - Promote and interpret the distinctive heritage of each place;
  - Increase local biodiversity and create new landscape features and wildlife habitats;
  - Be managed to promote long-term stewardship, encourage sustainable public use, promote education and enhance visitor and tourist experiences.
- 16.4 The Parkland will be of lasting benefit to Bury and Radcliffe, significantly enhancing Bury, Radcliffe and Greater Manchester's green infrastructure provision and contribute to creating a greener city region.
- 16.5 The Elton Parkland will be delivered as part of the allocation. The residential development will generate capital which will enable the Parkland to be delivered in a phased manner.

## 17.0 Recreation

- 17.1 New play areas and sports facilities will be required to support the delivery of housing at Elton Reservoir in line with Bury's Local Plan requirements. The new Parkland will create a multi-functional green and blue infrastructure network which will enhance the recreational assets of the local area. It will establish a new visitor destination, with opportunities for leisure and exercise that will help to improve health and wellbeing.
- 17.2 Good public transport and cycling/walking links will integrate the allocation with surrounding communities allowing access to existing nearby sports and recreation facilities, nearby local centres in Radcliffe and Bury and connections to Route 6 of the National Cycle Network.
- 17.3 The allocation will be required to make provision for recreation to meet the needs of the prospective residents in accordance with local planning policy requirements.

## **18.0 Landscape**

- 18.1 Historically, there have been a number of studies which have attempted to ascribe value or character to the Borough's landscape:
- Bury Council's Open Land Study of 1978 included a landscape quality assessment of the Borough, placing each area of open land into one of 5 value bands. Most of the Elton allocation was included in the 2nd or 3rd quality levels.
  - Greater Manchester's river valleys are a defining landscape feature of the sub-region and strongly associated with its historical development. Much of the Elton allocation was included in the Croal Irwell River Valley Plan (GMC, 1986), which was a plan for environmental protection and improved recreation facilities in the two river valleys.
  - Bury's Unitary Development Plan (1998) carried forward the river valley protection policy of the Croal Irwell Plan.
  - In 2009 Bury Council carried out a landscape character assessment of the Borough. Elton's character was identified as being defined by its canal and river valley features.

- The 2014 National Landscape Character survey placed the Borough's land into one of three landscape character types. Much of the Borough, including the Elton area was placed in the Manchester Pennine Fringe character area (NCA no.54).
- 18.2 The forthcoming Bury Local Plan will incorporate this landscape value and protection into its green infrastructure policy, with the main landscape features, the Irwell Valley, Elton Reservoir and the MBB Canal being protected within the allocation.
- 18.3 The final masterplan for the allocation will be required to use the findings from all the landscape character studies to inform the layout and form development across the allocation.

## 19.0 Ecological/Biodiversity Assessment

- 19.1 The Elton Reservoir area contains 6 sites of local interest for nature conservation and much of it is included in the Irwell Valley wildlife corridor. All of these are regarded as 'core green infrastructure' and are graded as follows: Grade A: County Importance, Grade B: District Importance and Grade C: More Than Local Importance.

**Table 7 Sites of Biological Importance (SBI) within the allocation**

<b>Sites of Biological Importance (SBI) within the allocation</b>	<b>Grade</b>
Elton Reservoir SBI	A
Withins Reservoir SBI	B
Elton Goit SBI	Currently B/Proposed Upgrade to A
Marl Pits at Black Lane SBI	A
Manchester, Bolton and Bury Canal SBI	A
Wetland Near Radcliffe SBI	C

- 19.2 Ashclough SSSI and Nob End SSSI lie approximately three kilometres and four kilometres south-west of the allocation respectively with the West Pennine Moors SSSI approximately 6km to the north. At its closest point, the Rochdale Canal SAC and SSSI lies approximately nine kilometres east of the proposed allocation.

- 19.3 The allocation supports a number of broad habitat types and species (further information can be found in the full report noted below).
- 19.4 An 'Elton Reservoir Outlined Ecological Mitigation and Enhancement Strategy (March 2019) (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) has been produced which identified the likely main ecological considerations and opportunities associated with the development and delivery of the Elton Reservoir allocation. It identified potential mitigation measures associated with the proposed development and considered where there were opportunities for green infrastructure and ecological enhancement.
- 19.5 The report concluded that it was feasible to achieve protection of the SBIs, priority habitats, protected species as part of the mitigation proposals presented in the development framework, namely through:
- The 'Elton Parkland' which will include habitats to be retained, created, enhanced and managed; and
  - The built environment (areas of the allocation which will be landscaped to ensure habitat creation and contribute to green infrastructure and sustainable urban drainage).
- 19.6 The report was reviewed by the Greater Manchester Ecology Unit (GMEU) who concluded at that time that the key ecological issues were being addressed and the detail provided was sufficient for that stage in the plan making process. It was however also noted that ecological surveys for other species groups would be required.
- 19.7 NPPF (para 174) requires LPAs 'to pursue opportunities for achieving measurable biodiversity net gain' (BNG). The Environment Bill currently passing through parliament will make this a statutory requirement. This requirement will be applied to all new development seeking planning permission, which to be granted consent will have to demonstrate that it will deliver a net gain for biodiversity. The metric to be used to assess biodiversity gain uses habitat quantity and quality as a proxy for biodiversity value. It is worth noting that habitat can also be used to a degree as a

proxy for green infrastructure value so the calculation can also be used to demonstrate wider benefits.

- 19.8 The JPA7 Allocation policy requires net gain to be sought. BNG will be expected to contribute towards enhancing and providing connectivity for local habitat and species priorities. For the Elton allocation this would likely include the wetlands, grasslands, birds, great crested newts and otter as well as the existing strategic ecological locations such as the SBI's and wildlife corridors.
- 19.9 The allocation is considered to be deliverable however the 2019 ecological report will require review as additional ecological information has come forward from other sources indicating detailed surveys are required for otters, invertebrates and vascular plants. Further survey work will be needed as the allocation moves through the planning process.

## **20.0 Habitat Regulation Assessment**

- 20.1 A Habitat Regulation Assessment (HRA) is required for the PfE Joint Plan because it is considered to have the potential to cause harm to the special nature conservation interest of European Protected Sites. A HRA was carried out on the 2020 GMSF.
- 20.2 The Assessment first screened European protected sites in the North West to decide which sites are most likely to be affected by development in Greater Manchester. In carrying out this initial screening process the Assessment considered the main possible sources of effects on the European sites arising from The Plan, possible pathways to the European sites and the effects on possible sensitive receptors in the European sites. Only if there is an identifiable source, a pathway and a receptor is there likely to be a significant effect.
- 20.3 Since the Joint Plan is a high-level, large-scale strategic plan where the main impacts on European sites are likely to be diffuse and cumulative it is considered that certain potential diffuse or indirect sources will be more likely to result from the Plan than more direct sources of harm. None of the proposed allocations in the Plan will result in direct land-take of any European sites.

20.4 These sources are considered to include –

- air pollution,
- diffuse water pollution and
- recreational pressures.

20.5 Taking the above into account, the following European protected sites were screened into the Assessment:

1. Manchester Mosses Special Area of Conservation (SAC)
2. Rochdale Canal Special Area of Conservation (SAC)
3. Peak District Moors South Pennines (Phase 1) Special Area of Conservation (SAC)
4. Peak District Moors South Pennines (Phase 1) Special Protection Area (SPA)
5. South Pennine Moors (Phase 2) Special Area of Conservation (SAC)
6. South Pennine Moors (Phase 2) Special Protection Area (SPA)
7. Rixton Claypits Special Area of Conservation (SAC)
8. Mersey Estuary Special Protection Area (SPA)
9. Rostherne Mere Ramsar / National Nature Reserve

20.6 The GMCA and TfGM are responding to Natural England's comments on the draft HRA by commissioning additional air quality modelling to assess the implications of changes more accurately in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.

20.7 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:

Site Allocation Topic Paper - JPA7 Elton Reservoir– PFE 2021

- Rixton Clay Pits (SAC)
- Midland Meres & Mosses – Phase 1 Ramsar
- Rostherne Mere (Ramsar)

20.8 The following sites requires Stage 2 Appropriate Assessment:

- Manchester Mosses (SAC)
- Peak District Moors (South Pennine Moors Phase 1) (SPA)
- Rochdale Canal (SAC)
- South Pennine Moors (SAC)
- South Pennine Moors Phase 2 (SPA)

20.9 The GMCA are also responding to Natural England’s comments on functionally linked land, recreation disturbances, water pollution and in-combination effects. Details of this are included in the HRA and Assessment of Air Quality Impacts on Designated Sites report.

## **21.0 Historic Environment Assessment**

21.1 The GMSF Historic Environment Assessment Screening Exercise (June 2019) (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>) concluded that further assessment of the historic environment within the Elton Reservoir allocation was required given the number of designated sites within and outside the allocation.

21.2 A designated heritage asset lies within the allocation and therefore has the potential to be directly affected by the allocation, and also indirectly affected by allocation in its setting:

- Old Hall Farmhouse (grade II listed building):

21.3 Three designated heritage assets are outside the allocation, but close to it, and have the potential for their significance to be affected through development within their setting:

- Gate Piers to the North West of Old Hall Farmhouse (grade II Listed Building);
- Church of St Andrew (grade II Listed Building);
- Church of St Thomas and St John Listed Building (grade II Listed Building)

21.4 There are no Scheduled Monuments within the allocation and no designated assets which are primarily archaeological in character. A total of 17 sites of archaeological interest have been identified within the allocation.

21.5 The line of the Manchester-Ribchester Roman road is known to cross the allocation. There is also the potential for non-designated heritage assets from all periods.

### **Old Hall Farmhouse**

21.6 The Illustrative Masterplan shows a potential illustrative layout for development within the allocation. Areas of proposed development are set back some distance to the south from Old Hall Farmhouse beyond a belt of agricultural fields, ensuring separation between the listed building and the new development. No development is proposed to the north side of the listed building, which will successfully ensure that the views towards and away from the principal northern elevation are unaffected.

21.7 A green landscaping strategy, including retention of trees and field boundaries in the area of development to the north of the farmhouse to retain the green and rural character of its setting will be delivered. Additionally, consideration will be given to the density of development and appropriate heights in the area to the south of the farmhouse.

21.8 Whilst the development will result in change to the wider setting of this listed building, it is noted that this is already characterised by a mix of uses and views exist towards built development to the north and north east.

- 21.9 The archaeological site with the most significance is the late Neolithic hengiform monument and associated features on land between Withins Reservoir and Radcliffe Cemetery. This site has been partially investigated by means of small scale archaeological excavations and a geophysical survey.
- 21.10 The geophysical survey also identified a ring ditch close to the hengiform monument. The monument may represent the focus of ritual and communal activities of early farming communities of the Upper Irwell valley. The prehistoric archaeological potential within the allocation beyond the known site of the hengiform monument is hinted at by the find of a Neolithic adze in 2017 close to the hengiform monument and the underlying sands and gravels which provided favourable ground conditions for prehistoric settlement and activity.
- 21.11 The course of a Roman road, running from Manchester to Ribchester is confidently predicted to run across the allocation on the basis of historic mapping and LiDAR data. No other Roman sites or artefacts have been recovered from the immediate area but the Roman road and any Roman period activity presented alongside the road, will be a material consideration in the masterplan. There is little to suggest the presence of any particular medieval archaeological remains within the allocation but any of the sites of the now abandoned post-medieval farmsteads such as Hams Farm may have been established in the medieval period. The archaeologies of the post medieval agricultural landscape and Industrial Revolution are also represented within the allocation with several abandoned farmsteads, three relict collieries, colliery workers' housing, disused railways, a canal and a brick croft. With respect to historic landscape character there are 661 individual historic landscape parcels within the Allocation and a buffer of 1km around the allocation boundary.

### **Summary**

- 21.12 The site promoters have engaged GMAAS with regards to the proposed development. A programme of further works to inform next steps and future masterplans has been agreed with GMAAS in the form of a Written Scheme of Investigation to govern an Archaeological Strategy for the allocation. The purpose of the Archaeological Strategy will be to identify and characterise areas of heritage

potential across the allocation. Furthermore it will support the developing masterplan through an assessment of archaeological potential and development of tools to ensure the development responds appropriately to the potential effects of development on the historic environment.

21.13 The proposed policy wording for the Elton Reservoir Allocation has been informed by the archaeological work undertaken and ensures appropriate evaluation of the heritage assets within the allocation will be undertaken to ensure the protection of these assets in the development proposals.

21.14 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **22.0 Air Quality.**

22.1 The allocation is not located within an Air Quality Management Area (AQMA). However, development associated with traffic will pass through an AQMA. An Air Quality Statement (March 2019) available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone> has been produced in support of the allocation and considers the impact of the proposed development on air quality. Whilst the information at this stage is limited, the statement does conclude that given the size of this allocation, air quality impacts are likely to occur and mitigation will be required.

22.2 As such the statement recommends that:

- No residential properties should be located further forward than current residential properties along the A58 Bury and Bolton Road. This may be reviewed if detailed air quality monitoring is undertaken at a more advanced stage of the proposals;
- A full assessment of the likely impact of new traffic associated with development of the land on local air quality and in particular the existing AQMAs can be undertaken at a more advanced stage; and
- Careful consideration be given to transport infrastructure associated with the scheme.

22.3 Bury Council's internal Environmental Health Team have reviewed the Air Quality Statement and have made the following observations:

- A detailed Air Quality Assessment will be required to quantify the impact;
- It has been concluded that it is likely the development will have a significant impact on local air quality therefore mitigation measures will be required to include encouraging the use of public transport and the provision of electric charging points.

22.4 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## 23.0 Noise

23.1 The Elton Reservoir Noise Assessment (March 2019) available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone> has been undertaken to identify potential noise sources which are likely to have an impact on the allocation.

23.2 The assessment states that the existing road traffic noise from the A58 has the potential to impact on the allocation. Further assessment is needed to ensure that national noise standards are not exceeded from this source.

23.3 To the east of the allocation lies the Metrolink tram line. However, the line does not have any heavy freight. Given there are existing densely population areas located close to the Metrolink line, the report concludes that the potential noise impact from the Metrolink would not prohibit residential development within the allocation.

23.4 The assessment concludes that the impact of noise would not be a barrier to residential development on most of the land within the allocation boundary. It recommends:

- Noise from transportation sources around the allocation would need to be considered as part of any future planning application/s which is likely to require an Environmental Impact Assessment;

- Noise from industrial and commercial sources located around the periphery of the allocation would need to be assessed in more detail as part of any detailed planning application/s submitted;
- There are areas within the allocation and located close to the allocation which are considered tranquil areas and careful design of the masterplan should aim to protect the noise environment at these locations;
- Good acoustic design should be considered as part of the development of the masterplan to protect existing noise sensitive receptors.

23.5 The noise assessment has identified the main industrial, commercial noise and entertainment sources in the vicinity of the allocation. A detailed noise assessment which considers these sources in more detail has not been undertaken. Therefore, this assessment will be required if planning applications for the allocation are submitted.

23.6 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section D – Social

### 24.0 Education

- 24.1 The Elton Reservoir allocation is expected to yield approximately 735 primary age pupils and 490 secondary age pupils. For primary age pupils, this would equate to the equivalent of a 4 form entry (fe) best served through the establishment of 2 new 2fe schools within the allocation. The demand for secondary school places needs to be considered alongside the demand created by other developments in North Bury. Taken together this suggests the establishment of a new 6fe secondary school, possibly within the Elton Reservoir allocation.
- 24.2 The current masterplan includes the land required to accommodate two 2fe primary schools, which would be sufficient to accommodate the primary school pupils identified above.
- 24.3 The most recent view on a potential location for a new secondary school, as reflected in the recently adopted Strategic Regeneration Framework for Radcliffe, suggests the Council owned former 'Coney Green' school site off Spring Lane would be most suitable. The site currently houses Radcliffe Leisure Centre and Pupil Referral Unit. The new school would be accommodated in a new building.
- 24.4 Initially, to meet current demand the building will comprise a provision of a 4fe (600 place) secondary school, with potential for this to increase to 7fe (1,050) in the longer term linked to the development of sites contained within the GMSF.

### 25.0 Health

- 25.1 In terms of healthcare provision, the nearest doctors surgeries are at:
- Watling Street/Mile Lane, Bury
  - Spring Lane, Radcliffe
  - Church Street West, Radcliffe; and

- Cross Lane, Radcliffe.

25.2 However, other facilities are present in Bury town centre and Whitefield district centre.

25.3 In terms of dental surgeries, the most accessible would be:

- Radcliffe Town Centre;
- Ainsworth Road; and
- Bolton Road, Radcliffe

25.4 Other dental surgeries are further afield including those at Bury Town Centre, Redvales, Chapel Field and Whitefield.

25.5 It is estimated that the provision of 3,500 dwellings at the allocation site could accommodate around 8,000 additional residents, based on the average household size in Bury at the 2011 Census. Based on the national benchmark of 1,800 patients per GP and 1,400 per dentist, the allocation might generate demand equivalent to four GPs and dental practitioners.

25.6 Further work will be required to determine whether there is additional capacity within any of the facilities listed above to meet the increased demands arising from the prospective occupants of any new development. If additional provision is necessary, the most appropriate means and location for such provision can be identified through future iterations of the masterplan. Such facilities might potentially be included in conjunction with proposals for new local centres within the development. Alternatively, there may be a requirement to make a financial contribution toward off site health provision through a planning obligation or condition at the planning application stage.

25.7 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section E – Deliverability

### 26.0 Viability

26.1 A Viability Appraisal of the allocation has been run using the Three Dragons Viability Appraisal base model. The model incorporates the full 25% affordable housing requirement and other policy requirements, together with the supporting infrastructure. The results are set out in table 9.

**Table 8. Definitions for viability appraisals**

Key phrase	Description
Test Type	Whether the test is the 'Base' test or a sensitivity test
Total BMLV, SDLT & Land acq fees	The total figure used in the testing for land value, includes tax and fees.  BLV = benchmark land value  SDLT = Stamp duty land tax
Scheme RV (incl BLV & return)	Scheme value (could also be described as headroom) once all costs have been accounted for including land and developer return  RV = Residual value  BLV = benchmark land value
Viability measure as a % of BLV	Description of whether the scheme provides sufficient residual value in terms of how it compares with the benchmark land value i.e. if it is 10% or more above the benchmark land value it is shown as green, if it is within 10% of the benchmark land value it is shown as amber and where it is less than 90% of the benchmark land value it is shown as red.
Headroom (blended return)	The headroom expressed as blended rate of return. The percentages shown are the headroom available after all costs, except developer return divided by the total gross development value for the scheme. If schemes were to go ahead as

	described, then this is the total return available to the developer.
Test result category	Category 1 - The residual value is positive and the residual value is 10% or more above the benchmark land value. Schemes in this group are viable and should be able to proceed.

**Table 9 Viability Appraisal Results**

Test Type	Total BMLV, SDLT & Land acq fees	Scheme RV (incl BLV & return)	Viability measure as a % of BLV	Headroom (blended return)	Test result category
Base model	£27,350,000	£47,890,000	More than 10% BLV	22%	Cat 1

- 26.2 Note that although allocation proposes around 3,500 dwellings, the appraisal is based on 3519 dwellings, based on indicative information provided by the site promoter.
- 26.3 The testing indicates a positive return, however due to the need to provide significant infrastructure, particularly the link road, at an early stage of the development there may be a need for an element of forward funding. The Council, TfGM, Peel Land and Property and other partners will work together to ensure infrastructure can be delivered at the appropriate phase of the development.

## 27.0 Phasing

- 27.1 The policy wording for JPA7 requires a comprehensive masterplan to be approved by the LPA for the allocation, which any proposals must then be in accordance with. The policy states that this shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development. This should include the delivery of highways, infrastructure, surface water drainage, grey infrastructure, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

- 27.2 The policy also states that residential development within the allocation will be limited until key elements of new infrastructure is implemented as necessary mitigation.
- 27.3 A phasing strategy will be developed through on-going discussions with key stakeholders in relation to infrastructure delivery. The estimated phasing and delivery trajectory will evolve as the plans for the allocation are developed further.
- 27.4 The allocation is in an established market area which experiences strong demand for new homes. It has multiple access points and will deliver a wide range of dwelling types and sizes, meaning that there are opportunities for multiple sources of delivery within the allocation. The site promoter has suggested the allocation could be split into approximately five 'outlets' each providing between 30 to 50 dwellings per annum. Delivery of higher density dwellings, such as apartment or retirement accommodation would support higher delivery rates.
- 27.5 A slightly more conservative approach has been taken to the delivery figures used within the PfE, based on only three outlets, but with delivery rates of 50 – 80 dwellings per annum.
- 27.6 The three outlets identified are land to the north at Spen Moor, to the east at Hagside and to the south around Coney Green. First completions are anticipated to take place in 2025/26, with a delivery rate of up to 50 dwellings per annum at Spen Moor and Coney Green, and 80 dwellings per annum at Hagside where it is anticipated there will be more high density apartment development close to the new Metrolink stop.
- 27.7 This results in the following trajectory for the Elton Reservoir Allocation within the plan period:

**Figure 1. Elton Reservoir Housing Trajectory**

27.8 A lead in time of five years from the start of the plan period and around three years from adoption has been allowed. This allocation has undergone considerable masterplanning and preparatory work as part of the GMSF/PfE process, and so outline permission could be granted soon after adoption of the PfE, with first completions in 2025/26.

27.9 Much of the allocation is in the freehold ownership of Peel L&P Investments (North) Limited. Peel L&P intend to act as “master-developer” over the multi-phase development, coordinating delivery alongside Bury Council and other key partners. Peel L&P has also recently established its own house-building company, Northstone, that it intends will deliver a significant part of the proposals, with other house-builders, registered housing providers and working alongside Homes England and the Council. Peel L&P is also able to undertake significant elements of infrastructure delivery, for example greenspace, highways and energy, whilst it also intends to establish site management and maintenance structures to ensure the operation and upkeep of the development in perpetuity.

## 28.0 Indicative Masterplanning

28.1 The site promoters for the Elton Reservoir Allocation have produced an Illustrative Development Framework Plan to show how proposed development could come

Site Allocation Topic Paper - JPA7 Elton Reservoir– PfE 2021

forward within the allocation (see below). This provides the promoters indicative vision and option for the layout of the development, including the location of the residential parcels, green and blue infrastructure, schools, local centre, new Metrolink stop, Park and Ride and key pedestrian and vehicular access.

- 28.2 GMSF Policy JPA7 requires a comprehensive masterplan to be submitted prior to any planning applications within the allocation. The masterplan must include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D1 Infrastructure Implementation. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Figure 2 Elton Reservoir (JPA7) Illustrative Development Framework Plan



## Section F – Conclusion

### 29.0 The Integrated Appraisal

- 29.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation was required.
- 29.2 The majority of the 2019 recommendations for GM7 Elton Reservoir were positively addressed by the 2020 GMSF policy itself or another thematic policy. A small number of residual recommendations remained from the 2019 IA, in order to further strengthen the policies:
- Climate Change – since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
  - Accessible design standards – whilst this is broadly covered in Policy GM-E1 (now JP-P1) and within GM-H3 (now JP-H3) relating to housing, it was suggested that policies are strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1 (now JP-P1).
  - Deprivation – whilst this is also broadly covered within the supporting text and broadly within Policy GM-E1 (now JP-P1), particularly referencing social inclusivity, it is considered that the policy could be more explicitly in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.
- 29.3 These recommendations were incorporated into the final 2020 GMSF.
- 29.4 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF

2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

## **30.0 The main changes to the Proposed Allocation**

- 30.1 The amount of development proposed within JPA7 Elton Reservoir has not changed since the 2019 GMSF. The 2020 GMSF Allocation proposed a minor amendment to the Allocation boundary compared to that presented in the 2019 GMSF and this has been carried forward into the PfE. The area of release will now include a small piece of land adjacent to Burnside Close (off the B6292 Ainsworth Road).
- 30.2 The 2020 GMSF also included additional criteria within the policy requiring:
- A comprehensive masterplan and phasing strategy for the allocation.
  - The provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
  - The provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features.
- 30.3 The 2021 PfE policy incorporates the above changes. An additional criteria was added to the 2021 PfE policy requiring appropriate structural upgrades to Elton Reservoir, where required.
- 30.4 A significant amount of evidence base work has been produced to support the allocation since 2019 and this has allowed the criteria within the policy to be expanded upon and be more specific to the allocation.

## **31.0 Conclusion**

- 31.1 JPA7 Elton Reservoir is considered to meet the site selection criteria and make a positive contribution towards the overall vision, objectives and strategy of the PfE Joint Plan. The allocation is considered to be deliverable and available for

development. Further work has been identified to take forward the allocation through the planning process.

- 31.2 The allocation provides the opportunity to deliver 3,500 high quality homes, including a significant number of affordable homes and contribute to meeting Bury's housing needs. The development will underpin sustainable economic growth and support efforts to regenerate Radcliffe Town Centre. It will be a highly accessible development, with numerous opportunities for sustainable travel.
- 31.3 The allocation will deliver an extensive and diverse network of green and blue infrastructure in the form of a new parkland. This will be an environment of substantial quality which balances the needs of ecology, nature and landscape conservation, habitat biodiversity and recreation.

## Section G – Appendices

### Appendix 1 – Policy GM Allocation 7 Elton reservoir (GMSF, 2019)

Development at this site will be required to:

1. Deliver a broad mix of around 3,500 houses to diversify the type of accommodation in the Bury and Radcliffe areas, including higher densities of development in areas with good accessibility and with potential for improved public transport connectivity, particularly in the southern areas of the site;
2. Make provision for affordable housing in accordance with local planning policy requirements;
3. Make provision for recreation to meet the needs of the prospective residents in accordance with local planning policy requirements;
4. Make provision for significant new and improved highways infrastructure to enable the proposed level of development to be accommodated, including:
  - A north-south spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe;
  - A connection from the spine road to Spring Lane, Radcliffe via the former Coney Green High School site; and
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement;
5. Make provision for major investment in public transport, including a requirement to provide a new Metrolink stop and park and ride facilities in the Warth area in order to enable more sustainable transport choices;
6. Make provision for two new two form entry primary schools to meet the needs of the prospective school-aged residents;
7. Make provision for a new secondary school to meet the needs of the prospective school-aged residents;

8. Make provision for new local centres including a range of appropriate retail and community facilities;
9. Ensure the design and layout allows for effective integration with surrounding communities including the incorporation of linkages and connections that allow for sustainable modes of travel such as new walking and cycling routes, including links and connections to Inner Radcliffe and Radcliffe town centre;
10. Make provision for a large amount of new, upgraded and publicly accessible green infrastructure throughout the area, including the enhancement of the existing assets at Elton and Withins Reservoirs and the Manchester, Bolton and Bury Canal;
11. Minimise impacts on and provide net gains for biodiversity assets within the site;
12. Develop a satisfactory management plan for areas of green infrastructure, biodiversity features and other areas of open space;
13. Upgrade the recreation, leisure and tourism offer of the wider area;
14. Enable more trips to be made by walking and cycling by retaining, extending and enhancing strategic recreation routes on the former Bury to Bolton railway line and beside the Manchester, Bolton and Bury Canal, together with improvements to the network of pedestrian and cycle routes and public rights of way across the site, facilitating new connections to surrounding urban areas;
15. Ensure that any development is safe from potential flood risk from any source and incorporate measures to mimic natural drainage through the use of green sustainable urban drainage to control the rate of surface water run-off; and
16. Ensure that heritage assets and features of archaeological value are fully considered.

The delivery of the allocation and its associated infrastructure will be expected to be supported by a comprehensive masterplan to be agreed with the local planning authority.

### **Justification**

The area around Elton Reservoir is of strategic significance, not only for Bury, but also in the Greater Manchester context given that it will bring forward one of the GMSF's largest

contributions to future housing supply and provide a diverse mix of house types and affordable housing provision for the Bury and Radcliffe areas.

The site is almost entirely surrounded by the existing urban area and is well-connected to existing infrastructure although the delivery of around 3,500 new homes will require the provision of significant levels of new and improved transport and other supporting infrastructure.

Fundamental to the delivery of residential development in this area will be the provision of major highways infrastructure. This will include the need to incorporate a strategic north-south spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe in order to provide an essential alternative to Bury Bridge for traffic travelling south towards Manchester from the west Bury area. Furthermore, in order to improve linkages to and assist in the physical and social regeneration of inner Radcliffe and Radcliffe town centre, there is a need to provide a significant spur road connecting the site to Spring Lane via the former Coney Green High School site. The expectation is that the new highways infrastructure should be in place before significant amounts of housing are developed.

Notwithstanding this, any proposals for development of the site will be required to fully assess the impacts on traffic generation on existing highways and, where necessary, to incorporate the required improvements to other roads and junctions.

The Bury to Manchester Metrolink line runs along the eastern edge of this area and, in order to reduce reliance on the car, any development on the site will be required to incorporate the provision of a new Metrolink stop and any associated park and ride facilities in the Warth area. Direct walking and cycling connections to the Metrolink stop will also be necessary.

Furthermore, a development of this scale will significantly increase demands for education provision and, as a result, the development of the site will need to include the provision of new facilities for primary and secondary education. It will also generate a need to make provision for small local centres that are more accessible to and meet the day-to-day needs of surrounding communities.

New development and investment in this area will need to be fully integrated into the existing urban fabric and with surrounding neighbourhoods and communities. In doing so, any development will need to facilitate new pedestrian and cycle links through the development and into surrounding areas. This will include linkages through to Inner Radcliffe and Radcliffe town centre which, in addition to the spur road, will further help in supporting on-going physical and social regeneration efforts in this area.

Central to the development of this site will be the retention of significant amounts of green infrastructure. The majority of land within this area is currently in agricultural use that is not publicly accessible and the development opportunity will help to open up this land, providing accessible and managed open space for current and future residents, incorporating the water features of Elton and Withins Reservoirs and the Manchester Bolton and Bury Canal and features of ecological value.

The development of the site will also be required to have regard to flood risk, including potential risks associated with the existing water bodies within the site. It will also be necessary for the development to implement an appropriate drainage strategy in order to minimise and control the rate of surface water run-off.

## **Appendix 2 – Policy GM Allocation 7 Elton Reservoir (GMSF, 2020)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been previously approved by the LPA. It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy GM-D 1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband, electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development within this allocation will be required to:

1. Deliver a broad mix of around 3,500 houses to diversify the type of accommodation in the Bury and Radcliffe areas. This includes an appropriate mix of house types and sizes, accommodation for older people, plots for custom and self-build and higher

densities of development in areas with good accessibility and with potential for improved public transport connectivity, particularly in the southern areas of the allocation. It is expected that around 1,900 of these homes will be delivered during the plan period;

2. Make provision for new and improved highways infrastructure including:
  - A north-south strategic spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe that is designed to be suitable for buses, would not adversely impact on the operation of Metrolink services, incorporates provision for active travel and is in line with local design standards;
  - A strategic connection from the spine road to Spring Lane, Radcliffe via the former Coney Green High School site that is designed to be suitable for buses, incorporates provision for active travel and is in line with local design standards; and
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement, including works in and around Radcliffe town centre. Residential development within the allocation will be limited until the above infrastructure (or key elements of it) is implemented as necessary mitigation;
3. Make provision for major investment in public transport infrastructure to enable more sustainable transport choices, including a requirement for a new Metrolink stop and associated park and ride facilities in the Warth area;
4. Deliver a network of safe cycling and walking routes through the allocation linking neighbourhoods with key destinations, designed and constructed in accordance with national and GM standards and local planning policies;
5. Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings on the site and across a range of housing types and sizes (with an affordable housing tenure split of 60% social or affordable rented and 40% affordable home ownership);
6. Make provision for two new two form entry primary schools to meet the needs of the prospective school-aged residents;

7. Make provision for a new secondary school to meet the needs of the prospective school-aged residents;
8. Make provision for new local centres in accessible locations which include a range of appropriate retail, health and community facilities and ensure they are integrated with existing communities;
9. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
10. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to Inner Radcliffe, Radcliffe Town Centre, Radcliffe Metrolink Station, local schools and Bury town centre;
11. Make provision for recreational facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
12. Provide a significant green corridor which remains within the Green Belt and provides a strategic amount of new, high quality and publicly accessible open space/parkland coupled with a network of multi-functional green and blue infrastructure within the allocation to provide health benefits to residents as well as creating a visually attractive environment and providing linkages to the sites wider drainage strategy in accordance with Policy GM-G 2 'Green Infrastructure Network' and Policy GM-G 8 'Standards for a Greener Greater Manchester'. This should include the enhancement and the integration of the existing assets at Elton and Withins Reservoirs and the Manchester, Bolton and Bury Canal to create an extensive recreation, tourism and leisure asset;
13. Minimise impact on and provide net gains for biodiversity assets within the allocation in accordance with Policy GM-G 9 'A Net Enhancement of Biodiversity and Geodiversity';
14. Ensure the allocation is safe from and mitigates for potential flood risk from all sources including the River Irwell, Elton and Withins Reservoir and surface water and does not increase the flood risk elsewhere. The delivery of the allocation should be guided

by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;

15. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy GM-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available. ;
16. Make appropriate provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space/parkland and sustainable drainage features; and
17. Protect and enhance heritage and archaeological assets and their setting within the allocation in accordance with the findings and recommendations of a Heritage Impact Assessment, including the Grade II listed Old Hall Farmhouse and wider historic character of the surrounding area.

### **Justification**

The area around Elton Reservoir is of strategic significance, not only for Bury, but also in the Greater Manchester context given that it will bring forward one of the GMSF's largest contributions to future housing supply and provide a diverse mix of house types and affordable housing provision for the Bury and Radcliffe areas.

The allocation is almost entirely surrounded by the existing urban area and is well-connected to existing infrastructure although the delivery of around 3,500 new homes will require the provision of significant levels of new and improved highways, public transport and other supporting infrastructure. Although the allocation has the capacity to deliver a total of around 3,500 new homes, it is anticipated that around 1,900 of these will be delivered within the plan period. Nevertheless, it is considered

necessary to release the site in full at this stage given that the scale of the proposed development means that it will need to be supported by significant strategic infrastructure and this level of investment needs the certainty that the remaining development will still be able to come forward beyond the plan period.

Fundamental to the delivery of residential development in this area will be the provision of major highways infrastructure. This will include the need to incorporate a strategic north-south spine road through the allocation connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe. This will provide an essential alternative to Bury Bridge for traffic travelling south towards Manchester from the west Bury area. The new road must not adversely impact on the operation of Metrolink services. Furthermore, in order to improve linkages to and assist in the physical and social regeneration of inner Radcliffe and Radcliffe town centre, there is a need to provide a significant spur road connecting the allocation to Spring Lane via the former Coney Green High School site. The new highways infrastructure must be in place before significant amounts of housing is developed and this should be reflected in the Phasing Strategy.

Proposals for development of the allocation will be required to fully assess the impacts on traffic generation on existing highways and, where necessary, to incorporate or facilitate the delivery of the required improvements to other roads and junctions.

The Bury to Manchester Metrolink line runs along the eastern edge of this area and, in order to reduce reliance on the car, any development within the allocation will be required to incorporate the provision of a new Metrolink stop and any associated park and ride facilities in the Warth area. Direct walking and cycling connections to the Metrolink stop will also be necessary.

New development and investment in this area will need to be fully integrated into the existing urban fabric and with surrounding neighbourhoods and communities. In doing so, any development will need to facilitate new pedestrian and cycle links through the development and into surrounding areas. This will include strong linkages to Inner Radcliffe and Radcliffe town centre, Radcliffe Metrolink and local schools which, in addition to the spur road, will further help in supporting on-going physical and social regeneration efforts in this area.

Development of this scale will significantly increase demands for education provision and, as a result, the development will need to include the provision of new facilities for primary and secondary education. It will also generate a need to make provision for appropriate local centres that are more accessible to and meet the day-to-day needs of surrounding communities.

A significant amount of the allocation is to remain as Green Belt. This provides the opportunity to significantly enhance the green infrastructure and biodiversity value of the allocation, enhance and incorporate existing assets such as the priority habitats and the water features of Elton and Withins Reservoirs and the Manchester and Bolton and Bury Canal and improve access to open space for the local community. The development will need to have regard to existing features of ecological and wildlife interest by minimising impacts on and providing net gains for biodiversity.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

There is one Grade II Listed building within the allocation – Old Hall Farmhouse and there are a number of locally listed buildings and structures throughout the allocation. Any development will, therefore, be required to respect the setting of the Farmhouse and capitalise on opportunities to draw on the contribution that the Farmhouse makes to the character of the area. The completion of a Heritage Impact Assessment will be required.

### **Appendix 3 – Policy JP Allocation 7 Elton Reservoir (Places for Everyone, 2021)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been previously approved by the LPA. It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the

whole development in line with Policy JP-D 1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband, electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development within this allocation will be required to:

1. Deliver a broad mix of around 3,500 homes to diversify the type of accommodation in the Bury and Radcliffe areas. This includes an appropriate mix of house types and sizes, accommodation for older people, plots for custom and self-build and higher densities of development in areas with good accessibility and with potential for improved public transport connectivity, particularly in the southern areas of the allocation. It is expected that around 1,900 of these homes will be delivered during the plan period;
2. Make provision for key enabling infrastructure including:
  - A north-south strategic spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe that is designed to be suitable for buses, would not adversely impact on the operation of Metrolink services, incorporates provision for active travel and is in line with local design standards;
  - A strategic connection from the spine road to Spring Lane, Radcliffe via the former Coney Green High School site that is designed to be suitable for buses, incorporates provision for active travel and is in line with local design standards;
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement, including works in and around Radcliffe town centre; and
  - Appropriate structural upgrades to Elton Reservoir, where required. Residential development within the allocation will be limited until the above infrastructure (or key elements of it) is implemented as necessary mitigation;
3. Make provision for major investment in public transport infrastructure to enable more sustainable transport choices, including a requirement for a new Metrolink stop and associated park and ride facilities in the Warth area;

4. Deliver a network of safe cycling and walking routes through the allocation linking neighbourhoods with key destinations, designed and constructed in accordance with national and GM standards and local planning policies;
5. Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings on the site and across a range of housing types and sizes (with an affordable housing tenure split of 60% social or affordable rented and 40% affordable home ownership);
6. Make provision for two new two form entry primary schools to meet the needs of the prospective school-aged residents;
7. Make provision for a new secondary school to meet the needs of the prospective school-aged residents;
8. Make provision for new local centres in accessible locations which include a range of appropriate retail, health and community facilities and ensure they are integrated with existing communities;
9. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant joint plan or local planning policies;
10. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to Inner Radcliffe, Radcliffe Town Centre, Radcliffe Metrolink Station, local schools and Bury town centre;
11. Make provision for recreational facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
12. Provide a significant green corridor which remains within the Green Belt and provides a strategic amount of new, high quality and publicly accessible open space/parkland coupled with a network of multi-functional green and blue infrastructure within the allocation to provide health benefits to residents as well as creating a visually attractive environment and providing linkages to the sites wider drainage strategy in accordance with Policy JP-G 2 'Green Infrastructure Network' and Policy JP-G 8 'Standards for Greener Places'. This should include the enhancement and the integration of the

existing assets at Elton and Withins Reservoirs and the Manchester, Bolton and Bury Canal to create an extensive recreation, tourism and leisure asset;

13. Minimise impact on and provide net gains for biodiversity assets within the allocation in accordance with Policy JP-G 9 'A Net Enhancement of Biodiversity and Geodiversity';
14. Ensure the allocation is safe from and mitigates for potential flood risk from all sources including the River Irwell, Elton and Withins Reservoir and surface water and does not increase the flood risk elsewhere. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
15. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy JP-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available;
16. Make appropriate provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space/parkland and sustainable drainage features; and
17. Protect and, where appropriate, enhance heritage and archaeological assets and their setting, including the Old Hall Farmhouse Grade II listed building and wider historic character of the surrounding area, in accordance with the findings and recommendations of the assessment of heritage assets that forms part of the Plan's evidence base and any updated assessment submitted as part of the planning application process.

## **Justification**

The area around Elton Reservoir is of strategic significance, not only for Bury, but also in the Greater Manchester context given that it will bring forward one of the joint plan's largest contributions to future housing supply and provide a diverse mix of house types and affordable housing provision for the Bury and Radcliffe areas.

The allocation is almost entirely surrounded by the existing urban area and is well-connected to existing infrastructure although the delivery of around 3,500 new homes will require the provision of significant levels of new and improved highways, public transport and other supporting infrastructure. Although the allocation has the capacity to deliver a total of around 3,500 new homes, it is anticipated that around 1,900 of these will be delivered within the plan period. Nevertheless, it is considered necessary to release the site in full at this stage given that the scale of the proposed development means that it will need to be supported by significant strategic infrastructure and this level of investment needs the certainty that the remaining development will still be able to come forward beyond the plan period.

Fundamental to the delivery of residential development in this area will be the provision of major highways infrastructure. This will include the need to incorporate a strategic north-south spine road through the allocation connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe. This will provide an essential alternative to Bury Bridge for traffic travelling south towards Manchester from the west Bury area. The new road must not adversely impact on the operation of Metrolink services. Furthermore, in order to improve linkages to and assist in the physical and social regeneration of inner Radcliffe and Radcliffe town centre, there is a need to provide a significant spur road connecting the allocation to Spring Lane via the former Coney Green High School site. The new highways infrastructure must be in place before significant amounts of housing are developed and this should be reflected in the Phasing Strategy.

Proposals for development of the allocation will be required to fully assess the impacts on traffic generation on existing highways and, where necessary, to incorporate or facilitate the delivery of the required improvements to other roads and junctions.

The Bury to Manchester Metrolink line runs along the eastern edge of this area and, in order to reduce reliance on the car, development within the allocation will be required to

incorporate the provision of a new Metrolink stop and any associated park and ride facilities in the Warth area. Direct walking and cycling connections to the Metrolink stop will also be necessary.

New development and investment in this area will need to be fully integrated into the existing urban fabric and with surrounding neighbourhoods and communities. In doing so, any development will need to facilitate new pedestrian and cycle links through the development and into surrounding areas. This will include strong linkages to Inner Radcliffe and Radcliffe town centre, Radcliffe Metrolink and local schools which, in addition to the spur road, will further help in supporting on-going physical and social regeneration efforts in this area.

Development of this scale will significantly increase demands for education provision and, as a result, the development will need to include the provision of new facilities for primary and secondary education. It will also generate a need to make provision for appropriate local centres that are more accessible to and meet the day-to-day needs of surrounding communities.

A significant amount of the allocation is to remain as Green Belt. This provides the opportunity to significantly enhance the green infrastructure and biodiversity value of the allocation, enhance and incorporate existing assets such as the priority habitats and the water features of Elton and Withins Reservoirs and the Manchester and Bolton and Bury Canal and improve access to open space for the local community. The development will need to have regard to existing features of ecological and wildlife interest by minimising impacts on and providing net gains for biodiversity.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

Structural upgrades may be required to Elton Reservoir to reflect any changes to the categorisation of the reservoir as a result of new residential development being located downstream.

There is one Grade II Listed building within the allocation – Old Hall Farmhouse and there are a number of locally listed buildings and structures throughout the allocation. Any development will be required to respect the setting of the Farmhouse and capitalise on opportunities to draw on the contribution that the Farmhouse makes to the character of the area. The completion of a Heritage Impact Assessment will be required.

## Section H – Bibliography

- 1.0 Elton Parkland Indicative Masterplan, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 2.0 Elton Parkland Agricultural Land Quality, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 3.0 Elton Parkland Air Quality Statement, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 4.0 Elton Parkland Strategy, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.0 Elton Parkland Phase 1 Habitat Survey, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 6.0 Elton Parkland Wintering & Breeding Bird Surveys, 2017, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 7.0 Elton Parkland Results of Desktop Scope & Ecological Surveys, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 8.0 Elton Parkland Great Crested Newts Survey, 2017, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 9.0 Elton Parkland Bat Activity Surveys & Assessment, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 10.0 Elton Parkland Water Vole & Otter Survey, 2017, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 11.0 Elton Parkland Outline Ecological Mitigation and Enhancement Strategy, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 12.0 Elton Parkland Flood Risk Assessment and Outline Drainage Strategy, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 13.0 Elton Parkland Reservoir Flood Study - Impact of Development, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 14.0 Elton Parkland Dam Breach & Flood Inundation Report, 2018, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 15.0 Elton Parkland Phase 1 Preliminary Risk Assessment, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 16.0 Elton Parkland Initial Heritage Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 17.0 Elton Parkland Archaeological & Historic Landscape Character Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 18.0 Elton Parkland Noise Screening Assessment, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 19.0 Elton Parkland Utility Statement, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 20.0 Places for Everyone Written Statement, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 21.0 Places for Everyone Consultation Summary Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 22.0 Housing Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 23.0 Employment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 24.0 Green Belt Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 25.0 Carbon & Energy Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 26.0 Natural Environment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 27.0 Transport Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 28.0 Greater Manchester Transport Strategy 2040 Refresh, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 29.0 Our 5-Year Transport Delivery Plan 2020-2025, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 30.0 Greater Manchester Transport Strategy - 2040 Right Mix Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 31.0 Transport Strategic Modelling Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 32.0 Existing Land Supply and Transport Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 33.0 Transport Locality Assessments – Introductory Note and Assessments - Bury Allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 34.0 Addendum: Transport Locality Assessments Review - Bury Allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 35.0 PfE Integrated Appraisal Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 36.0 PfE Integrated Appraisal Addendum Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 37.0 GMSF Integrated Appraisal Non-Technical Summary 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 38.0 PfE Integrated Appraisal Non-Technical Summary 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 39.0 GMSF Integrated Assessment Scoping Report 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 40.0 PfE Integrated Assessment Scoping Report Addendum 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 41.0 Integrated Assessment of GMSF Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 42.0 Habitat Regulations Assessment of PfE, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 43.0 Habitat Regulations Assessment of PfE - Air Quality Assessment, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 44.0 PfE Strategic Viability Assessment Stage 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 45.0 PfE Strategic Viability Assessment Stage 2: Technical Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 46.0 PfE Strategic Viability Assessment Stage 2 Allocated Sites, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 47.0 Carbon and Energy Implementation Part 1 - Technical Analysis, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 48.0 Carbon and Energy Implementation Part 2 - Carbon Offsetting, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 49.0 Carbon and Energy Implementation Part 2 - Fund Size Appendix B, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 50.0 GM Strategic Flood Risk Assessment Level 1 Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 51.0 GM SFRA Level 1 Appendix A Bury Interactive Maps, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 52.0 GM SFRA Level 1 Appendix B Sites Assessment Part 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 53.0 GM SFRA Level 1 Appendix B Sites Assessment Part 2, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 54.0 GM SFRA Level 1 Appendix C - Development Sites Assessments Summary Reports, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 55.0 GM SFRA Level 1 Appendix D - Functional Floodplain Methodology, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 56.0 GM SFRA Level 1 Appendix E - GMCA Climate Change Models, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 57.0 GM SFRA Level 1 Appendix F - SUDS Techniques and Suitability, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 58.0 GM Flood Risk Management Framework, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 59.0 GM Strategic Flood Risk Assessment Level 2 - Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 60.0 GM Strategic Flood Risk Assessment Level 2 - Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 61.0 Flood Risk Sequential Test and Exception Test Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 62.0 Carbon and Fracking Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 63.0 Economic Forecasts for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 64.0 Employment Land Needs in Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 65.0 COVID-19 and PfE Growth Options, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 66.0 GM Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2018, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 67.0 Green Infrastructure Policy Context, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 68.0 Guidance for Greater Manchester - Embedding Green Infrastructure Principles, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 69.0 Biodiversity Net Gain Proposed Guidance for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 70.0 Integrated Assessment of PfE Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 71.0 Stage 1 Greater Manchester Green Belt Assessment (2016), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 72.0 Stage 1 Greater Manchester Green Belt Assessment - Appendices (2016), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 73.0 GMSF Landscape Character Assessment (2018), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 74.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 75.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2021 PfE Allocations and Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 76.0 Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 77.0 21F. Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations – Appendix B (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 78.0 Stage 2 GM Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 79.0 Stage 2 GM Green Belt Study – Assessment of Proposed PfE Allocations (Addendum 2021), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 80.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 81.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2021 PfE Green Belt Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 82.0 Stage 2 GM Green Belt Study – Identification of Opportunities to Enhance the Beneficial use of the GM Green Belt (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 83.0 GMSF 1 Hist Env Assess Summary Report June 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

# **JPA8 Seedfield**

## **Topic Paper**

### **PfE 2021**

## Contents

Section A – Background .....	4
1.0 Introduction.....	4
2.0 Seedfield Allocation Overview.....	6
3.0 Site Details .....	6
4.0 Proposed Development .....	6
5.0 Site Selection.....	7
6.0 Planning History .....	8
7.0 GMSF 2019 Consultation Responses .....	8
8.0 GMSF 2019 Integrated Assessment .....	10
9.0 GMSF 2020 Integrated Assessment .....	11
10.0 PfE 2021 Integrated Appraisal Addendum .....	<b>Error! Bookmark not defined.</b>
Section B – Physical .....	14
11.0 Transport .....	14
12.0 Flood Risk and Drainage .....	14
13.0 Ground Conditions.....	15
14.0 Utilities.....	15
Section C – Environmental.....	17
15.0 Green Belt Assessment .....	17
16.0 Green Infrastructure.....	21
17.0 Recreation .....	21
18.0 Landscape .....	21
19.0 Ecological/Biodiversity Assessment.....	21
20.0 Habitat Regulation Assessment.....	22
21.0 Historic Environment Assessment .....	22
22.0 Air Quality.....	24

23.0 Noise .....	24
Section D – Social .....	26
24.0 Education .....	26
25.0 Health .....	26
Section E – Deliverability .....	27
26.0 Viability .....	27
27.0 Phasing .....	28
28.0 Indicative Masterplanning .....	29
Section F – Conclusion .....	32
29.0 The Integrated Appraisal.....	32
30.0 The main changes to the Proposed Allocation. ....	32
31.0 Conclusion.....	33
Section G – Appendices .....	35
Section H – Bibliography.....	42

# Section A – Background

## 1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on the 11th of December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE 2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

## **2.0 Seedfield Allocation Overview**

- 2.1 The allocation is located in the Seedfield area of Bury and was formerly occupied by Seedfield High School before more recently being used as a training centre. The allocation provides the opportunity to deliver a diverse mix of house types including affordable housing provision for the Seedfield area.
- 2.2 This Topic Paper brings together a wide range of information and evidence in connection with the proposed strategic site allocation at Seedfield. The paper may be subject to further technical amendments in advance of the formal commencement of consultation.

## **3.0 Site Details**

- 3.1 The allocation is well-connected to the existing urban area and is located less than 2 kilometres from Bury town centre. In total the allocation measures 5.15 ha with an approximate developable area of 3.46 ha. Approximately 50% of the allocation is previously-developed with the remainder of the allocation being used as playing fields. All of the allocation is currently designated as Green Belt.

## **4.0 Proposed Development**

- 4.1 The Seedfield allocation (JP8) will deliver a broad mix of around 140 homes to diversify the type of accommodation in the Seedfield area. The allocation will make provision for affordable housing in line with local planning policy requirements.
- 4.2 Appendix 3 sets out the JPA8 Seedfield policy wording.
- 4.3 The allocation boundary or the area proposed to be released has not been amended from that proposed in the 2019 GMSF and the unpublished 2020 GMSF.
- 4.4 Furthermore, the number of dwellings proposed within the allocation has not been amended from that proposed in the 2019 GMSF and the unpublished 2020 GMSF.

## **5.0 Site Selection**

- 5.1 The Site Selection work had the purpose of identifying the most sustainable locations for residential and employment development that can achieve the Joint Plan's Vision, Objectives and Spatial Strategy.
- 5.2 The Seedfield allocation is largely surrounded by development within the existing urban area with residential development bounding the site on three sides and the East Lancashire Railway embankment bounding the site to the west.
- 5.3 The Seedfield allocation is already connected to the existing urban area and is in a sustainable location.
- 5.4 Given the above, the allocation was selected for inclusion within the on the basis of Criteria 1 'Land which has been previously developed and/or land which is well served by public transport'. Further detail is provided within in the GMSF Site Selection Paper available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.5 A 2021 addendum to the background paper has been produced which confirms that as the allocation has not changed since 2020, the conclusions from the GMSF Site Selection Topic Paper 2020 remain applicable.

- 5.6 The Seedfield allocation fits within the overall Places for Everyone spatial strategy in that it will contribute to inclusive growth. The allocation will contribute to the Borough’s future housing supply and provide a diverse mix of house types and affordable housing provision.
- 5.7 The PfE vision will be delivered through the pursuit of a number of broad objectives. The Seedfield allocation will contribute to meeting the following PfE objectives:
- Objective 1 - Meet our housing need;
  - Objective 2 - Create neighbourhoods of choice; and
  - Objective 6 - Promote the sustainable movement of people, goods and information.

## 6.0 Planning History

6.1 There is no relevant planning history for this allocation.

## 7.0 GMSF 2019 Consultation Responses

7.1 268 comments were received in relation to the allocation during the consultation on the Revised Draft GMSF in 2019. A summary of the key issues raised are provided in Table 1:

**Table 1 Summary of Consultation Responses from the Revised Draft GMSF in 2019**

<b>Principle / scale of development</b>
<ul style="list-style-type: none"> <li>▪ The local area is already largely built-up.</li> <li>▪ Streets would be preferred to cul-de-sacs.</li> <li>▪ The site needs redevelopment and represents an obvious infill opportunity on the edge of the urban area.</li> </ul>
<b>Housing (incl. affordable housing)</b>
<ul style="list-style-type: none"> <li>▪ Concern that proposed homes will not be affordable.</li> </ul>
<b>Green Belt</b>

<ul style="list-style-type: none"> <li>▪ This allocation is already part of a built-up area and should not be Green Belt.</li> </ul>
<b>Brownfield</b>
<ul style="list-style-type: none"> <li>▪ Practical use of a brownfield site and an obvious infill opportunity that needs redevelopment.</li> <li>▪ The plan should include more sites like this on brownfield land.</li> </ul>
<b>Transport – Highways / Public Transport / Cycling / Walking</b>
<ul style="list-style-type: none"> <li>▪ The only access point into the site is inadequate. It is narrow and used for parking, has poor access for emergency services and additional access points are required.</li> <li>▪ Additional development would lead to likely congestion on the A56.</li> <li>▪ Public transport improvements are required e.g. rail/Metrolink.</li> <li>▪ There is a lack of detailed information on transport interventions.</li> <li>▪ Site represents an accessible brownfield site close to bus route and town centre.</li> </ul>
<b>Physical Infrastructure and utilities</b>
<ul style="list-style-type: none"> <li>▪ Lack of detailed information on infrastructure requirements and provision.</li> </ul>
<b>Social Infrastructure</b>
<ul style="list-style-type: none"> <li>▪ Existing schools in northeast Bury over-subscribed. The former secondary school at Seedfield should be brought back into use.</li> <li>▪ GPs and dentists are in short supply.</li> <li>▪ A new sports hall is required as part of the proposals.</li> <li>▪ Lack of detailed information on social infrastructure requirements and what the community benefits will be.</li> </ul>
<b>Environmental</b>
<ul style="list-style-type: none"> <li>▪ These proposals would lead to a loss of wildlife. We need to make the most of natural resources.</li> <li>▪ There would be a loss of recreation space, in particular playing pitches. These are in demand and there is a lack of suitable replacement sites in the area.</li> <li>▪ Open space should be maintained by developers.</li> <li>▪ A buffer is required to the west of the site.</li> <li>▪ There is a lack of detailed information on proposals such as evidence on existing GM ecological networks or an Ecological Impact Assessment.</li> <li>▪ Welcome the proposed off-road access from the site to Burrs Country Park, walking/cycle routes should include Green Infrastructure and needs to be made accessible for horse riders.</li> </ul>
<b>Air Quality</b>
<ul style="list-style-type: none"> <li>▪ Concern that congestion will negatively impact air quality.</li> </ul>

Other
<ul style="list-style-type: none"> <li>▪ Little done to publicise proposals, online portal was difficult to use and questions were leading in nature.</li> <li>▪ Lack of detail on approach taken/reasoning e.g. not clear why previous sites rejected, why some districts have not released Green Belt and others have.</li> <li>▪ Imbalance between Green Belt loss in north and south.</li> </ul>

## 8.0 GMSF 2019 Integrated Assessment

8.1 The 2019 GMSF Integrated Assessment (IA) is available at

<https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

8.2 The IA reviewed how the draft 2019 GMSF policies could impact upon the environment, the economy, local communities, equality and public health. The IA also recommended ways in which the GMSF could be improved to ensure that the policies are as sustainable as possible.

8.3 The Seedfield allocation performed very well against the 2019 Integrated Assessment objectives. However a number of recommendations were made:

- Make specific reference to energy efficiency of the housing stock.
- Consider how housing land can enhance work force skills and training, such as through construction jobs.
- Consider a feasibility study into requirements and ability of local network to support development.
- Benefits such as creation of construction and operational employment, improved transport links or increases in the range of community facilities in deprived areas. Where possible such benefits should be maximised to help bring about long term benefits for deprived areas.
- The allocation policy could reference integration with existing communities and also encourage the provision of varied tenures within the development.

- Ensure any new provision is accessible to all and that local capacity is considered throughout future masterplanning stages.
- Seek to minimise the number of trips made by private car to/from the site. Consider use of mitigation solutions including green infrastructure, incentivising electric vehicles and/or masterplan layout which reduces emissions near sensitive receptors. This is especially appropriate towards the south eastern side nearest to the AQMA.
- Consider ecological receptors throughout detailed design to reduce risk throughout construction and operational phases.
- Integrate green infrastructure throughout the scheme at masterplan stage.
- A suitable flood risk assessment may be required and associated mitigation in order to prevent the Flood Zone expanding.
- Appropriate flood risk mitigation should be implemented (in line with best practice) for all developments that are within or near to areas of flood risk.
- Make reference to energy efficiency directly and ways that it can be increased, such as highlighting the benefits of sustainable modes of transport.
- Consider receptors throughout detailed design to reduce risk throughout construction and operational phases.

8.4 It is important to note that the IA was focusing on each policy in isolation from other policies and that many of the recommended changes for the Seedfield allocation policies were already covered in other GMSF policies. However some wording changes were made as a result of the IA in relation to housing types, electric vehicles, heritage and archaeology.

## **9.0 GMSF 2020 Integrated Assessment**

9.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any

further enhancement/mitigation were required. The 2020 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

9.2 The majority of the 2019 recommendations for the Seedfield allocation had been positively addressed by the 2020 allocation policy itself or other GMSF thematic policies. However the 2020 IA did recommend a further three changes in order to further strengthen the policies:

- Climate Change - since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
- Accessible design standards – whilst this was broadly covered in Policy GM-E1 and within GM-H3 relating to housing, it was suggested that policies were strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1.
- Deprivation - whilst this was also broadly covered within the supporting text within Policy GM-E1, particularly referencing social inclusivity, it was considered that the policy could be more explicit in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.

9.3 These recommendations were incorporated into the final 2020 GMSF.

## **10.0 PfE 2021 Integrated Appraisal Addendum**

10.1 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF 2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

Site Allocation Topic Paper –JPA8 Seedfield – PfE 2021



## Section B – Physical

### 11.0 Transport

11.1 No strategic transport interventions have been identified for the allocation. However, a signalised junction at Walmersley Road could potentially be required if traffic modelling demonstrates that it is necessary and a secondary emergency access point into the allocation may also be required. Further work will be required to establish the exact nature of any transport interventions as the allocation moves through the planning process.

### 12.0 Flood Risk and Drainage

#### Flood Risk Summary

12.1 The allocation is located within Flood Zone 1.

12.2 The allocation is at low risk of surface water flooding.

#### GMSF Greater Manchester Level 1 Strategic Flood Risk Assessment

12.3 The Greater Manchester Level 1 Strategic Flood Risk Assessment (GM Level 1 SFRA) (<https://www.greatermanchester-ca.gov.uk/placesforeveryone>) was completed in March 2019 as part of the evidence base to inform the preparation of the GMSF. This SFRA initiated the sequential risk-based approach to the allocation of land for development and identified whether application of the Exception Test was likely to be necessary using the most up-to-date information and guidance.

12.4 The Level 1 SFRA recommended that development could be permitted due to low flood risk perceived from EA flood maps.

12.5 A site specific flood risk assessment will be undertaken as part of any development proposals as necessary and prior to the submission of any future planning application/s.

## 13.0 Ground Conditions

- 13.1 There are no known ground conditions within the allocation. However, detailed assessments of the ground conditions will be undertaken prior to the submission of any future planning application/s.

## 14.0 Utilities

### United Utilities

- 14.1 United Utilities in their response to the 2019 GMSF consultation highlighted that new development should be focused in sustainable locations which are accessible to local services and infrastructure. United Utilities will continue to work to identify any infrastructure issues and appropriate resolutions throughout the development of the Plan.
- 14.2 In relation to the Seedfield allocation, United Utilities have advised that a combined sewer falls within the allocation and consideration will need to be given to either diverting this sewer if possible or any potential easements should the sewer remain in situ. Consideration must also be given to the disposal of surface water in the most sustainable way. The Site Promoters will be required to agree drainage proposals prior to the submission of any future planning applications.

### Electricity

#### Electricity North West

- 14.3 Electricity North West carried out assessments on the proposed PfE allocations which have fed into the GMCA 'Spatial Energy Plan'. This is a high level assessment of the expected impact of the proposed developments on the electricity network. In relation to Seedfield, the assessment indicated that primary substation capacity in the area may be above 95% of capacity due to forecast additional load resulting from proposed developments.

- 14.4 Electricity North West in their response to the 2019 GMSF consultation, advised that they were confident in being able to meet the network capacity requirements for the level of investment and growth proposed in Greater Manchester. Where necessary they have secured the appropriate regulatory allowances within their ‘Well Justified Business Plan.’

## **Gas**

### National Grid Infrastructure

- 14.5 Discussions with National Grid will need to take place as the allocation moves through the planning process to establish whether or not any existing infrastructure needs to be diverted as a result of the proposals. Discussions will also need to take place to establish if there is sufficient capacity within the network to support the proposals or if any upgrades to the existing infrastructure are required.

## **Telecommunications**

### Existing BT Infrastructure

- 14.6 Further detailed discussions will need to take place with BT as the allocation moves through the planning process to establish whether or not any existing infrastructure needs to be diverted as a result of the proposals. Discussions will also need to take place to establish if there is sufficient capacity within the network to support the proposals or if any upgrades to the existing infrastructure are required.

### Existing Virgin Media Infrastructure

- 14.7 Further detailed discussions will need to take place with Virgin Media as the allocation moves through the planning process to establish whether or not any existing infrastructure needs to be diverted as a result of the proposals. Discussions will also need to take place to establish if there is sufficient capacity within the network to support the proposals or if any upgrades to the existing infrastructure are required.

## Section C – Environmental

### 15.0 Green Belt Assessment

- 15.1 The proposed removal of the Seedfield Allocation has been informed by several studies undertaken by LUC available at: <https://www.greatermanchester-ca.gov.uk/placesforeveryone>
- The Greater Manchester Green Belt Assessment 2016
  - Green Belt Harm Assessment, 2020;
  - Greater Manchester Green Belt Study – Identification of Opportunities, 2020;
  - Greater Manchester Green Belt Study Addendum: Assessment of Proposed 2021 PfE Plan Allocations
- 15.2 The proposed allocation would involve the release of around 5 hectares of land from the Green Belt.
- 15.3 In 2016 GMCA commissioned LUC to undertake an assessment of the Green Belt within GM. The Study assessed the extent to which the land within the GM Green Belt performs against the purposes of Green Belts, as set out in paragraph 80 of the National Planning Policy Framework (NPPF). The aim of this Green Belt Assessment is to provide the GM Authorities with an objective, evidence-based and independent assessment of how GM's Green Belt contributes to the five purposes of Green Belt, as set out in national policy. It also examines the case for including within the Green Belt potential additional areas of land that currently lie outside it.
- 15.4 In the Greater Manchester Green Belt Assessment 2016, GM Allocation 8 Seedfield was included within Strategic Green Belt Area 11.
- 15.5 There were 4 different purposes of Green Belt that each Area was assessed against and Area 11 performs as follows:

**Table 2. Assessment of allocation against the purposes of Green Belt.**

<b>Purpose</b>	<b>Performance of area</b>
To check the unrestricted sprawl of large built up areas	Moderate-Strong
To prevent neighbouring towns from merging into one another	Strong
To assist in safeguarding the countryside from encroachment	Moderate-Strong
Preserving the setting and special character of historic towns	Moderate

- 15.6 In 2019 LUC carried out an assessment identifying the potential opportunities to enhance the beneficial use of remaining Green Belt within 2 km of the allocation site (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>). The study considered the opportunities to offset the loss of Green Belt through compensatory improvements to the environmental quality and accessibility of the remaining Green Belt land.
- 15.7 Land lying within 2 km of GM Allocation 8 Seedfield formed the focus of GI recommendations/mitigation to enhance the ‘beneficial use’ of the Green Belt. There are 3 proposed additions to the Green Belt within 2 km of the Seedfield Allocation – Woolfold, Pigs Lea Brook 1 and Chesham.
- 15.8 The potential GI opportunities in the Green Belt relevant to the Seedfield allocation identified in the assessment include:
- Improve strategic pedestrian and cycle linkages along the River Irwell or the preserved East Lancashire Railway towards Bury Town Centre and Burrs Country Park;
  - Improve access and enhance the green corridor or the River Irwell in this location to create local leisure and tourism opportunities;

- Introduce new crossing points within the adjacent Green Belt south west of JPA8 Seedfield linking Woodhill Road Park and the suburbs of Seedfield/Limefield.
- Relocate Seedfield Sports Club to a suitable location to land within or out with the adjacent Green Belt;
- Walking routes including signage should be reviewed to link neighbouring open space facilities within the adjacent Green Belt;
- Refurbish sports facilities at Clarence Park;
- Incorporate green infrastructure enhancements at existing SBIs, including habitat management in conjunction with GMEU's recommendations at these locations;
- Enhance the Castlesteads scheduled monument within adjacent Green Belt in Burrs Country Park to the north;
- Enhance semi natural habitats and network, including riparian and broadleaved woodland and regenerating habitats typical at Burrs Country Park.
- Incorporate woodland creation schemes based on the Northern Forest Initiative at Burrs Country Park;
- Hedgerow restoration at Brandlesholme Road.

15.9 Some of these opportunities have been included within the policy requirements for the allocation. Others would be more appropriately dealt with a detailed masterplan or planning application(s).

15.10 In conjunction with the assessment of GI opportunities within the Green Belt, LUC carried out an assessment to identify potential harm to the Green Belt through a Green Belt Harm Assessment, 2020. The report concluded that the allocation makes a limited contribution to Green Belt purposes. Release of the allocation would not

increase the containment of any retained Green Belt land and would result in a strong and consistent Green Belt boundary to the west, which would be defined by a woodland edge and bolstered by the railway line and the River Irwell.

- 15.11 Following the decision of Stockport Council to withdraw from the GMSF and the subsequent decision to prepare PfE, LUC produced a further addendum report in 2021. This report considers the impact, in terms of harm to the Green Belt purposes from the release of land, of changes to the proposed Allocation boundaries and areas of Green Belt release identified in the 2021 PfE Plan. Given the allocation boundary or the area proposed to be released has not been amended from that proposed in the 2020 GMSF, the conclusions for Seedfield identified in the 2020 Green Belt studies remain the same.
- 15.12 Evidence on Green Belt is only one part of the evidence base that influence any decision on Green Belt release. Consequently, where studies have found that harm is to be caused by release of the Green Belt, this finding should be balanced against other important factors that could make up exceptional circumstances such as sustainability, viability and deliverability.
- 15.13 The Seedfield allocation is deemed necessary to deliver a housing opportunity with supporting infrastructure. The allocation responds to the spatial strategy in the PfE Joint Plan and its key themes of 'Inclusive Growth' and 'Addressing Disparities' It also directly addresses the aspirations set by Policy JP Strat-6 Northern Areas which seeks to boost economic opportunities and diversify housing provision in the north of the conurbation by the selective release of Green Belt.
- 15.14 The potential GI opportunities in the Green Belt study discussed earlier are not exhaustive and will require consultation with key stakeholders/landowners and may require further surveys and viability testing to establish costings. However, the enhancement opportunities nonetheless demonstrate that opportunities exist to help offset the loss of Green Belt which will have a potential positive effect on the beneficial use of the Greater Manchester Green Belt moving forward.

15.15 The final masterplan for the allocation will be required to use the findings from all the assessments on Green Belt in the area to inform the layout and form development across the allocation.

## **16.0 Green Infrastructure**

16.1 Existing green infrastructure elements can be found to the west and south of the allocation. These will be retained and enhanced as part of any future proposals. Appropriate mitigation measures to provide health benefits to residents as well as measures to create a visually attractive environment will also be provided.

## **17.0 Recreation**

17.1 Part of the allocation is currently used as playing fields. In addition to making provision for the recreational needs of the prospective residents of the new development, there will also be a requirement to provide replacement sports pitch provision to off-set the loss of the existing playing fields within the allocation. It is important that the replacement provision should be accessible, be of an equivalent or greater quantity and quality and laid out and usable prior to the commencement of any development on the Seedfield allocation

## **18.0 Landscape**

18.1 The proposals will retain any existing well-established landscape features such as mature trees and hedgerows. These will be integrated within the development alongside new planting to enhance the ecological value of the allocation.

## **19.0 Ecological/Biodiversity Assessment**

19.1 There are no known ecological issues on the allocation and it should be suitable for residential development in principle. There is, however, a wildlife corridor to the west and south of the allocation that will need to be retained and enhanced as part of any proposals.

19.2 A detailed Ecological Assessment will be undertaken as part of any development proposals as necessary.

## **20.0 Habitat Regulation Assessment**

20.1 A Habitat Regulation Assessment (HRA) is required for the PfE Joint Plan because it is considered to have the potential to cause harm to the special nature conservation interest of European Protected Sites. A HRA was carried out on the 2020 GMSF.

20.2 The Assessment first screened European protected sites in the North West to decide which sites are most likely to be affected by development in Greater Manchester. In carrying out this initial screening process the Assessment considered the main possible sources of effects on the European sites arising from The Plan, possible pathways to the European sites and the effects on possible sensitive receptors in the European sites. Only if there is an identifiable source, a pathway and a receptor is there likely to be a significant effect.

20.3 Since the Joint Plan is a high-level, large-scale strategic plan where the main impacts on European sites are likely to be diffuse and cumulative it is considered that certain potential diffuse or indirect sources will be more likely to result from the Plan than more direct sources of harm. None of the proposed allocations in the Plan will result in direct land-take of any European sites.

20.4 These sources are considered to include –

- air pollution,
- diffuse water pollution and
- recreational pressures.

20.5 Taking the above into account, the following European protected sites were screened into the Assessment:

1. Manchester Mosses Special Area of Conservation (SAC)
2. Rochdale Canal Special Area of Conservation (SAC)

Site Allocation Topic Paper –JPA8 Seedfield – PfE 2021

3. Peak District Moors South Pennines (Phase 1) Special Area of Conservation (SAC)
  4. Peak District Moors South Pennines (Phase 1) Special Protection Area (SPA)
  5. South Pennine Moors (Phase 2) Special Area of Conservation (SAC)
  6. South Pennine Moors (Phase 2) Special Protection Area (SPA)
  7. Rixton Claypits Special Area of Conservation (SAC)
  8. Mersey Estuary Special Protection Area (SPA)
  9. Rostherne Mere Ramsar / National Nature Reserve
- 20.6 The GMCA and TfGM are responding to Natural England's comments on the draft HRA by commissioning additional air quality modelling to assess the implications of changes more accurately in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.
- 20.7 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:
- Rixton Clay Pits (SAC)
  - Midland Meres & Mosses – Phase 1 Ramsar
  - Rostherne Mere (Ramsar)
- 20.8 The following sites requires Stage 2 Appropriate Assessment:
- Manchester Mosses (SAC)
  - Peak District Moors (South Pennine Moors Phase 1) (SPA)
  - Rochdale Canal (SAC)

- South Pennine Moors (SAC)
- South Pennine Moors Phase 2 (SPA)

20.9 The GMCA are also responding to Natural England's comments on functionally linked land, recreation disturbances, water pollution and in-combination effects. Details of this are included in the HRA and Assessment of Air Quality Impacts on Designated Sites report.

## **21.0 Historic Environment Assessment**

21.1 The GMSF Historic Environment Assessment Screening Exercise (June 2019) (available here: <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) concluded that no further assessment of the allocation is required. There are no designated assets nearby or within the allocation and the allocation has no archaeological interest.

## **22.0 Air Quality**

22.1 The scale of development should not result in any air quality issues to the surrounding area in respect of traffic emissions. The allocation is well placed to encourage travel by non-car modes of transport which will help minimise the extent to which additional traffic from the allocation might result in air quality emissions.

22.2 An Air Quality Assessment will be undertaken as part of any development proposals as necessary.

## **23.0 Noise**

23.1 Given the allocation's location adjacent to the urban area, the prevailing use is residential. It is therefore considered that there are no significant noise constraints in the local area which might affect the development of the allocation.

- 23.2 A detailed Noise Assessment will be undertaken, as necessary, as part of any development proposals and any required mitigation will be embedded within the proposed development.

## **Section D – Social**

### **24.0 Education**

- 24.1 The Seedfield Allocation is expected to yield around 29 primary age pupils and 20 secondary age pupils. Current forecasts indicate that there will be sufficient capacity in the area to accommodate this modest yield of primary age pupils.
- 24.2 Cumulative secondary age demand pressures will need to be considered more strategically, and in conjunction with other proposed developments across North Bury.

### **25.0 Health**

- 25.1 Further work will be required to determine whether there is additional capacity within any local healthcare facilities to meet the increased demands arising from the prospective occupants of the new development.
- 25.2 If additional provision is necessary, the most appropriate means and location for such provision can be identified through future iterations of the masterplan. Alternatively, there may be a requirement to make a financial contribution toward off site health provision through a planning obligation or condition at the planning application stage.

## Section E – Deliverability

### 26.0 Viability

26.1 The Three Dragons Viability Appraisal of the allocation using the base model shows a positive result for the allocation, including provision of 25% affordable housing and other policy requirements. The transport costs for the scheme are incorporated within the base model because they are not strategic interventions. The results are set out in the table below:

**Table 3. Definitions for viability appraisals**

Key phrase	Description
Test Type	Whether the test is the 'Base' test or a sensitivity test
Total BMLV, SDLT & Land acq fees	The total figure used in the testing for land value, includes tax and fees.  BLV = benchmark land value  SDLT = Stamp duty land tax
Scheme RV (incl BLV & return)	Scheme value (could also be described as headroom) once all costs have been accounted for including land and developer return  RV = Residual value  BLV = benchmark land value
Viability measure as a % of BLV	Description of whether the scheme provides sufficient residual value in terms of how it compares with the benchmark land value i.e. if it is 10% or more above the benchmark land value it is shown as green, if it is within 10% of the benchmark land value it is shown as amber and where it is less than 90% of the benchmark land value it is shown as red.
Headroom (blended return)	The headroom expressed as blended rate of return. The percentages shown are the headroom available after all costs,

	except developer return divided by the total gross development value for the scheme. If schemes were to go ahead as described, then this is the total return available to the developer.
Test result category	Category 1 - The residual value is positive and the residual value is 10% or more above the benchmark land value. Schemes in this group are viable and should be able to proceed.

**Table 4 Viability Appraisal Results**

Test Type	Total BLV, SDLT & Land acq fees	Scheme RV (incl BLV & return)	Viability measure as a % of BLV	Headroom (blended return)	Test result category
Base model	£1,360,000	£540,000	More than 10% BLV	17%	Cat 1

26.2 The testing indicates a headroom of £540,000, and shows that the scheme is viable based on the high level Three Dragons appraisal. The allocation is classed as Category 1 – the residual value is 10% or more above the benchmark land value, it is viable and should be able to proceed.

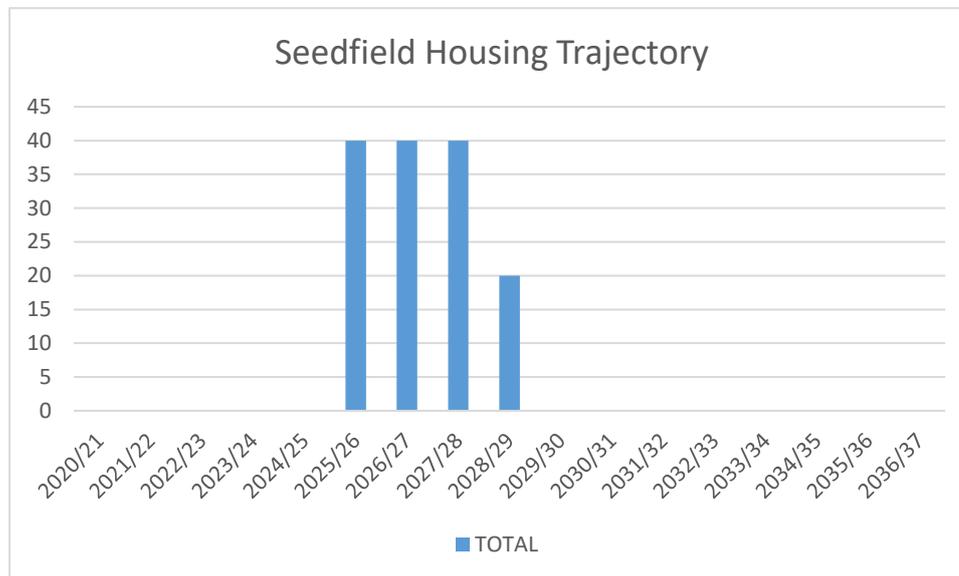
## 27.0 Phasing

27.1 This is a comparatively small partly previously developed allocation in single ownership (owned by Bury Council), with existing highways access and other infrastructure provision. There are no major infrastructure constraints to be overcome before the allocation can be delivered. Therefore it will be relatively straightforward to develop as one outlet in a single phase.

27.2 The allocation is anticipated to deliver 40 dwellings per year from 2025/26, with the final completions estimated for 2028/29. The delivery rate of 40 per annum is in line with other similar sites delivered in the Borough. The first completions are estimated for 2025/26 to give ample time for planning approval to be obtained following adoption of the PfE Joint Plan. This allocation could in fact begin to deliver housing ahead of the PfE Joint Plan as it is partially previously developed, but a more cautious start date has been applied. The previously developed part of the allocation

may be developed ahead of relocation of the existing football pitches to an alternative location.

**Figure 1. Seedfield Housing Trajectory**



## 28.0 Indicative Masterplanning

28.1 Paragraph 145 of the National Planning Policy Framework specifies that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt but that exceptions to this are limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:

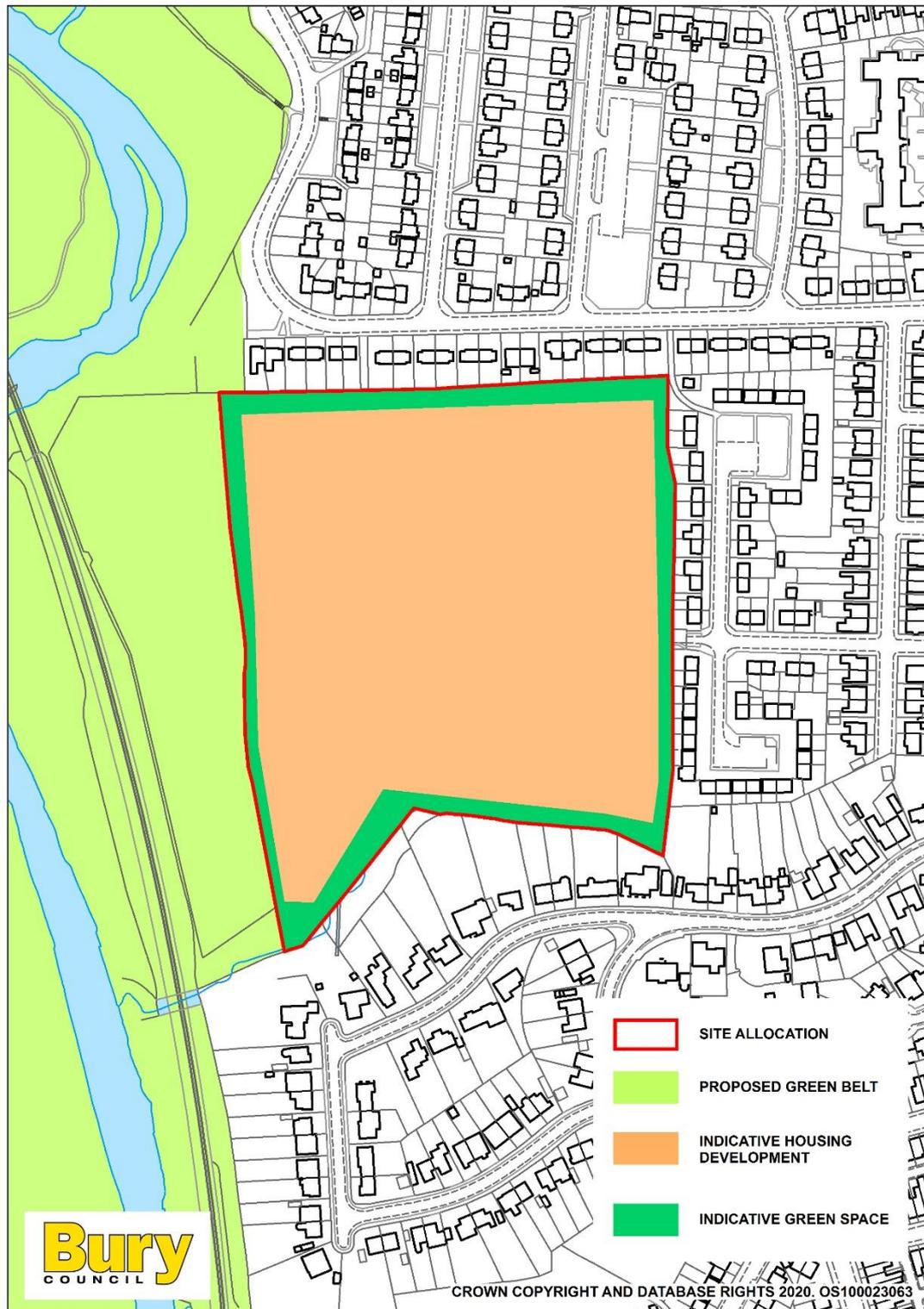
- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

28.2 As such, given that a significant part of the Seedfield allocation is previously-developed, it is considered that, in principle, it has the potential to be acceptable

within the context of current Green Belt policy and is not dependent on the removal of the Green Belt designation through the PfE process. As such, the Seedfield allocation has not been subject to the detailed masterplanning work that has been done on other allocations as part of the justification for removing Green Belt.

- 28.3 Nevertheless, a high-level indicative plan has been prepared to identify potential extent of housing development and to reflect principles around the provision of areas of open space.

Figure 2 : Indicative Masterplan for the Seedfield Allocation (JPA8).



## Section F – Conclusion

### 29.0 The Integrated Appraisal

- 29.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation was required.
- 29.2 The majority of the 2019 recommendations for GM8 Seedfield were positively addressed by the 2020 GMSF policy itself or another thematic policy. A small number of residual recommendations remained from the 2019 IA, in order to further strengthen the policies:
- Climate Change – since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
  - Accessible design standards – whilst this is broadly covered in Policy GM-E1 (now JP-P1) and within GM-H3 (now JP-H3) relating to housing, it was suggested that policies are strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1 (now JP-P1).
  - Deprivation – whilst this is also broadly covered within the supporting text and broadly within Policy GM-E1 (now JP-P1), particularly referencing social inclusivity, it is considered that the policy could be more explicitly in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.
- 29.3 These recommendations were incorporated into the final 2020 GMSF.
- 29.4 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF

2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

### **30.0 The main changes to the Proposed Allocation.**

30.1 The 2020 GMSF GM8 Seedfield policy included additional criteria, to that presented in the 2019 policy<sup>1</sup>, requiring:

- Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies
- Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy GM-G9 A Net Enhancement of Biodiversity and Geodiversity (now JP-G9);
- Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features and sustainable drainage features.

30.2 A significant amount of evidence base work has been produced to support the allocation since 2019 and this has allowed the criteria within the 2020 Policy to be expanded upon and be more specific to the allocation.

30.3 With the exception of the policy reference numbers, the 2021 PfE Seedfield Allocation replicates that proposed in the 2020 GMSF.

### **31.0 Conclusion**

---

<sup>1</sup> See Appendix 1, 2 & 3 for the 2019, 2020 & PfE Seedfield Allocation policy.

- 31.1 JPA8 Seedfield is considered to meet the site selection criteria and make a positive contribution towards the overall vision, objectives and strategy of the PfE Joint Plan. The allocation is considered to be deliverable and available for development.
- 31.2 The allocation provides the opportunity to deliver a residential development in a location which is well-connected to the existing urban area and is less than 2 kilometres from Bury town centre. It provides an opportunity to deliver a diverse mix of house types and affordable housing provision for the Seedfield area.
- 31.3 Appendix 3 sets out the JPA8 Seedfield policy wording.

## Section G – Appendices

### Appendix 1 – Policy GM Allocation 8 Seedfield (GMSF, 2019)

Development at this site will be required to:

1. Deliver a broad mix of around 140 houses to diversify the type of accommodation in the Seedfield area;
2. Make provision for affordable housing in accordance with local planning policy requirements;
3. Make provision for recreation to meet the needs of the prospective residents in accordance with local planning policy requirements;
4. Make provision for additional capacity at existing schools in the area to meet additional demand arising from the development in accordance with local planning policy requirements;
5. Make necessary improvements to local highway infrastructure to facilitate appropriate access to the site and incorporate enhancements to public transport, pedestrian and cycle routes in the area;
6. Ensure the design and layout allows for effective integration with surrounding communities through the incorporation of linkages and connections that allow for sustainable modes of travel such as new walking and cycling routes, including improved access to Burrs Country Park;
7. Retain, enhance the wildlife corridor and green infrastructure elements to the west and south of the site and introduce appropriate mitigation measures;
8. Secure and bring into use suitable replacement sports facilities; and
9. Ensure that any development is safe from potential flood risk from any source and incorporate measures to mimic natural drainage through the use of green sustainable urban drainage to control the rate of surface water run-off.

The delivery of the allocation and its associated infrastructure will be expected to be supported by a comprehensive masterplan to be agreed with the local planning authority.

### **Justification**

The site is well-connected to the existing urban area and is less than 2 kilometres from Bury town centre. It provides an opportunity to deliver a diverse mix of house types and affordable housing provision for the Seedfield area.

Around 50% of the site is previously-developed and a large part of the remaining land is used as playing fields. In addition to making provision for the recreational needs of the prospective residents of the new development, there will also be a requirement to provide replacement sports pitch provision to off-set the loss of the existing playing fields within the site. It is important that the replacement provision should be accessible, be of an equivalent or better quantity and quality and laid out and usable prior to the commencement of any development on the Seedfield site.

The development will generate additional demands for education that will need to be provided for through investment in existing schools in accordance with Local Plan policy requirements.

The attractive setting of the development will be further strengthened by the provision of improved east/west pedestrian and cycle linkages, particularly to and from the expanding leisure attractions at Burrs Country Park.

The development of the site will also be required to have regard to flood risk and it will also be necessary for the development to implement an appropriate drainage strategy in order to minimise and control the rate of surface water run-off.

### **Appendix 2 – GM Allocation 8 Seedfield (GMSF, 2020)**

Development in this allocation will be required to:

1. Deliver a broad mix of around 140 houses to diversify the type of accommodation in the Seedfield area;

2. Make necessary improvements to local highway infrastructure to facilitate appropriate access to the allocation and incorporate enhancements to public transport, pedestrian and cycle routes in the area;
3. Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings on the site and across a range of housing types and sizes (with an affordable housing tenure split of around 60% social or affordable rented and 40% affordable home ownership);
4. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
5. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links to Burrs Country Park and employment opportunities in Bury Town Centre;
6. Retain and enhance and/or replace existing recreation facilities and make provision for new recreation facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
7. Retain, enhance the wildlife corridor and green infrastructure elements to the west and south of the allocation and introduce appropriate mitigation measures to provide health benefits to residents as well as creating a visually attractive environment in accordance with Policy GM-G 2 'Green Infrastructure Network' and Policy GM-G 8 'Standards for a Greener Greater Manchester';
8. Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy GM-G 9 'A Net Enhancement of Biodiversity and Geodiversity';
9. Ensure the allocation is safe from and mitigates for, potential flood risk from all sources including surface water, sewer flooding and groundwater. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;

10. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy GM-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available.; and
11. Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features and sustainable drainage features.

### **Justification**

The allocation is well-connected to the existing urban area and is less than 2 kilometres from Bury town centre. It provides an opportunity to deliver a diverse mix of house types and affordable housing provision for the Seedfield area.

Around 50% of the allocation is previously-developed and a large part of the remaining land is used as playing fields. In addition to making provision for the recreational needs of the prospective residents of the new development, there will also be a requirement to provide replacement sports pitch provision to off-set the loss of the existing playing fields within the allocation. It is important that the replacement provision should be accessible, be of an equivalent or better quantity and quality and laid out and usable prior to the commencement of any development on the Seedfield allocation.

The attractive setting of the development will be further strengthened by the provision of improved east/west pedestrian and cycle linkages, particularly to and from the expanding leisure attractions at Burrs Country Park.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy. Measures such as rainwater recycling, green roofs, water butts and

permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

### **Appendix 3 – Policy JP Allocation 8 Seedfield (Places for Everyone, 2021)**

Development in this allocation will be required to:

1. Deliver a broad mix of around 140 homes to diversify the type of accommodation in the Seedfield area;
2. Make necessary improvements to local highway infrastructure to facilitate appropriate access to the allocation and incorporate enhancements to public transport, pedestrian and cycle routes in the area;
3. Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings on the site and across a range of housing types and sizes (with an affordable housing tenure split of around 60% social or affordable rented and 40% affordable home ownership);
4. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant joint plan or local planning policies;
5. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links to Burrs Country Park and employment opportunities in Bury Town Centre;
6. Retain and enhance and/or replace existing recreation facilities and make provision for new recreation facilities to meet the needs of the prospective residents in accordance with local planning policy requirements;
7. Retain and enhance the wildlife corridor and green infrastructure elements to the west and south of the allocation and introduce appropriate mitigation measures to provide health benefits to residents as well as creating a visually attractive

environment in accordance with Policy JP-G 2 'Green Infrastructure Network' and Policy JP-G 8 'Standards for Greener Places';

8. Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy JP-G 9 'A Net Enhancement of Biodiversity and Geodiversity';
9. Ensure the allocation is safe from and mitigates for, potential flood risk from all sources including surface water, sewer flooding and groundwater. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
10. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy JP-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available; and
11. Make appropriate provision for the long term management and maintenance of areas of green infrastructure, biodiversity features and sustainable drainage features.

### **Justification**

The allocation is well-connected to the existing urban area and is less than 2 kilometres from Bury town centre. It provides an opportunity to deliver a diverse mix of house types and affordable housing provision for the Seedfield area.

Around 50% of the allocation is previously-developed and a large part of the remaining land is used as playing fields. In addition to making provision for the recreational needs of the prospective residents of the new development, there will also be a requirement to provide replacement sports pitch provision to off-set the loss of the existing playing fields within the

allocation. It is important that the replacement provision should be accessible, be of an equivalent or better quantity and quality and laid out and usable prior to the commencement of any development on the Seedfield allocation.

The attractive setting of the development will be further strengthened by the provision of improved east/west pedestrian and cycle linkages, particularly to and from the expanding leisure attractions at Burrs Country Park.

Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

## Section H – Bibliography

- 1.0 Places for Everyone Written Statement, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 2.0 Places for Everyone Consultation Summary Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 3.0 Housing Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 4.0 Employment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.0 Green Belt Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 6.0 Carbon & Energy Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 7.0 Natural Environment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 8.0 Transport Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 9.0 Greater Manchester Transport Strategy 2040 Refresh, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 10.0 Our 5-Year Transport Delivery Plan 2020-2025, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 11.0 Greater Manchester Transport Strategy - 2040 Right Mix Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 12.0 Transport Strategic Modelling Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 13.0 Existing Land Supply and Transport Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 14.0 Transport Locality Assessments – Introductory Note and Assessments - Bury Allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 15.0 Addendum: Transport Locality Assessments Review - Bury Allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 16.0 PfE Integrated Appraisal Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 17.0 PfE Integrated Appraisal Addendum Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 18.0 GMSF Integrated Appraisal Non-Technical Summary 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 19.0 PfE Integrated Appraisal Non-Technical Summary 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 20.0 GMSF Integrated Assessment Scoping Report 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 21.0 PfE Integrated Assessment Scoping Report Addendum 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 22.0 Integrated Assessment of GMSF Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 23.0 Habitat Regulations Assessment of PfE, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 24.0 Habitat Regulations Assessment of PfE - Air Quality Assessment, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 25.0 PfE Strategic Viability Assessment Stage 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 26.0 PfE Strategic Viability Assessment Stage 2: Technical Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 27.0 PfE Strategic Viability Assessment Stage 2 Allocated Sites, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 28.0 Carbon and Energy Implementation Part 1 - Technical Analysis, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 29.0 Carbon and Energy Implementation Part 2 - Carbon Offsetting, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 30.0 Carbon and Energy Implementation Part 2 - Fund Size Appendix B, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 31.0 GM Strategic Flood Risk Assessment Level 1 Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 32.0 GM SFRA Level 1 Appendix A Bury Interactive Maps, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 33.0 GM SFRA Level 1 Appendix B Sites Assessment Part 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 34.0 GM SFRA Level 1 Appendix B Sites Assessment Part 2, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 35.0 GM SFRA Level 1 Appendix C - Development Sites Assessments Summary Reports, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 36.0 GM SFRA Level 1 Appendix D - Functional Floodplain Methodology, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 37.0 GM SFRA Level 1 Appendix E - GMCA Climate Change Models, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 38.0 GM SFRA Level 1 Appendix F - SUDS Techniques and Suitability, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 39.0 GM Flood Risk Management Framework, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 40.0 GM Strategic Flood Risk Assessment Level 2 - Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 41.0 GM Strategic Flood Risk Assessment Level 2 - Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 42.0 Flood Risk Sequential Test and Exception Test Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 43.0 Carbon and Fracking Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 44.0 Economic Forecasts for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 45.0 Employment Land Needs in Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 46.0 COVID-19 and PfE Growth Options, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 47.0 GM Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2018, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 48.0 Green Infrastructure Policy Context, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 49.0 Guidance for Greater Manchester - Embedding Green Infrastructure Principles, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 50.0 Biodiversity Net Gain Proposed Guidance for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 51.0 Integrated Assessment of PfE Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 52.0 Stage 1 Greater Manchester Green Belt Assessment (2016) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 53.0 Stage 1 Greater Manchester Green Belt Assessment - Appendices (2016) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 54.0 GMSF Landscape Character Assessment (2018) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 55.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 56.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2021 PfE Allocations and Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 57.0 Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 58.0 21F. Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations – Appendix B (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 59.0 Stage 2 GM Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 60.0 Stage 2 GM Green Belt Study – Assessment of Proposed PfE Allocations (Addendum 2021), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 61.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 62.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2021 PfE Green Belt Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 63.0 Stage 2 GM Green Belt Study – Identification of Opportunities to Enhance the Beneficial use of the GM Green Belt (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 64.0 GMSF 1 Hist Env Assess Summary Report June 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

This page is intentionally left blank

**JPA9 Walshaw**  
**Topic Paper**  
**PfE 2021**

## Contents

Section A – Background .....	4
1.0 Introduction.....	4
2.0 Walshaw Allocation Overview.....	6
3.0 Site Details .....	6
4.0 Proposed Development .....	7
5.0 Site Selection.....	8
6.0 Planning History .....	9
7.0 GMSF 2019 Consultation Responses.....	9
8.0 GMSF 2019 Integrated Assessment .....	12
9.0 GMSF 2020 Integrated Assessment .....	14
10.0 PfE 2021 Integrated Appraisal Addendum .....	<b>Error! Bookmark not defined.</b>
Section B – Physical .....	17
11.0 Transport .....	17
12.0 Flood Risk and Drainage .....	19
13.0 Ground Conditions.....	23
14.0 Utilities.....	24
Section C – Environmental.....	27
15.0 Green Belt Assessment .....	27
Table 4. Performance of area against the four purposes of Green Belt .....	27
16.0 Green Infrastructure.....	31
17.0 Recreation .....	32
18.0 Landscape .....	32
19.0 Ecological/Biodiversity Assessment.....	34
20.0 Habitat Regulation Assessment.....	35
21.0 Historic Environment Assessment .....	38

22.0 Air Quality .....	40
23.0 Noise .....	41
Section D – Social .....	43
24.0 Education .....	43
25.0 Health .....	43
Section E – Deliverability .....	44
26.0 Viability .....	44
27.0 Phasing .....	46
28.0 Indicative Masterplanning .....	47
Section F – Conclusion .....	51
29.0 The Integrated Appraisal.....	51
30.0 The main changes to the Proposed Allocation .....	52
31.0 Conclusion.....	52
Section G – Appendices .....	54
Section H – Bibliography.....	67

# Section A – Background

## 1.0 Introduction

- 1.1 In November 2014, the AGMA Executive Board recommended to the 10 Greater Manchester local authorities that they agree to prepare a joint Development Plan Document (“Joint DPD”), called the Greater Manchester Spatial Framework (“GMSF”) and that AGMA be appointed by the 10 authorities to prepare the GMSF on their behalf.
- 1.2 The first draft of the GMSF DPD was published for consultation on 31st October 2016, ending on 16th January 2017. Following substantial re-drafting, a further consultation on the Revised Draft GMSF took place between January and March 2019.
- 1.3 On the 30 October 2020 the AGMA Executive Board unanimously agreed to recommend GMSF 2020 to the 10 Greater Manchester Councils for approval for consultation at their Executives/Cabinets, and approval for submission to the Secretary of State following the period for representations at their Council meetings.
- 1.4 At its Council meeting on 3 December Stockport Council resolved not to submit the GMSF 2020 following the consultation period and at its Cabinet meeting on 4 December, it resolved not to publish the GMSF 2020 for consultation.
- 1.5 As a joint DPD of the 10 Greater Manchester authorities, the GMSF 2020 required the approval of all 10 local authorities to proceed. The decisions of Stockport Council/Cabinet therefore signalled the end of the GMSF as a joint plan of the 10.
- 1.6 Notwithstanding the decision of Stockport Council, the nine remaining districts considered that the rationale for the preparation of a Joint DPD remained. Consequently, at its meeting on the 11th of December 2020, Members of the AGMA Executive Committee agreed in principle to producing a joint DPD of the nine remaining Greater Manchester (GM) districts. Subsequent to this meeting, each district formally approved the establishment of a Joint Committee for the preparation of a joint Development Plan Document of the nine districts.

- 1.7 Section 28 of the Planning and Compulsory Purchase Act 2004 and Regulation 32 of the Town and Country Planning (Local Planning) (England) Regulations 2012 enable a joint plan to continue to progress in the event of one of the local authorities withdrawing, provided that the plan has ‘substantially the same effect’ on the remaining authorities as the original joint plan. The joint plan of the nine GM districts has been prepared on this basis.
- 1.8 In view of this, it follows that PfE should be considered as, in effect, the same Plan as the GMSF, albeit without one of the districts (Stockport). Therefore “the plan” and its proposals are in effect one and the same. Its content has changed over time through the iterative process of plan making, but its purpose has not. Consequently, the Plan is proceeding directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.
- 1.9 Four consultations took place in relation to the GMSF. The first, in November 2014 was on the scope of the plan and the initial evidence base, the second in November 2015, was on the vision, strategy and strategic growth options, and the third, on a Draft Plan in October 2016.
- 1.10 The fourth and most recent consultation on The Greater Manchester Plan for Homes, Jobs and the Environment: the Greater Manchester Spatial Framework Revised Draft 2019 (GMSF 2019) took place in 2019. It received over 17,000 responses. The responses received informed the production of GMSF 2020. The withdrawal of Stockport Council in December 2020 prevented GMSF 2020 proceeding to Regulation 19 Publication stage and instead work was undertaken to prepare PfE 2021.
- 1.11 Where a local planning authority withdraws from a joint plan and that plan continues to have substantially the same effect as the original joint plan on the remaining authorities, s28(7) of the Planning and Compulsory Purchase Act 2004 provides that any step taken in relation to the plan must be treated as a step taken by the remaining authorities for the purposes of the joint plan. On this basis, it is proposed to proceed directly to Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) England Regulations 2012.

- 1.12 A comprehensive evidence base was assembled to support the policies and proposals in the GMSF 2020. Given the basis on which the Plan has been prepared, this evidence base remains the fundamental basis for the PfE 2021 and has remained available on the GMCA's website since October 2020. That said, this evidence base has been reviewed and updated in the light of the change from GMSF 2020 to the PfE2021 and, where appropriate, addendum reports have been produced and should be read in conjunction with evidence base made available in October 2020. The evidence documents which have informed the plan are available via the GMCA's website.

## **2.0 Walshaw Allocation Overview**

- 2.1 The proposed Walshaw allocation seeks to deliver 1,250 homes in a sustainable and well-connected location set entirely within the existing urban area. The allocation can deliver new homes alongside recreation facilities, a new primary school, a local centre and strategic transport infrastructure which includes a new link road.
- 2.2 This Topic Paper brings together a wide range of information and evidence in connection with the proposed strategic site allocation at Walshaw. The paper may be subject to further technical amendments in advance of the formal commencement of consultation.

## **3.0 Site Details**

- 3.1 The Walshaw allocation comprises 64 ha with a developable area of 28 ha and is located entirely within the Borough of Bury. It lies to the west of the Borough, 1.6 km west of Bury town centre. The land is loosely bounded by the urban areas of Tottington to the north, Woolfold and Elton to the east, Lowercroft to the south and Walshaw to the west.
- 3.2 Bordering the allocation to the west is High Street / Lowercroft Road, and a strip of residential development, beyond which lies farmland and open countryside. The allocation extends to the north and south of Walshaw Road and existing road

infrastructure also bounds the site, including the B6213 (Bury Road/ Tottington Road), Scobell Street, Dow Lane, and High Street/ Church Street.

- 3.3 The allocation is mainly agricultural in use and contains three reservoirs fed by Walshaw Brook. The Bolholt Hotel and Stables Country Club and Lake Hill private residence are located to the north of the reservoirs although these are excluded from the proposed area for development. The River Irwell lies approximately 1.5 km to the east of the allocation.

## **4.0 Proposed Development**

- 4.1 Approximately 1,250 homes are proposed within the JPA9 Walshaw allocation.
- 4.2 The allocation will include an appropriate mix of house types and sizes, affordable housing, accommodation for older persons, plots for custom and self-build and a mix of housing densities with higher density development in areas with good accessibility and with potential for improved public transport connectivity.
- 4.3 The proposed development will be required to provide infrastructure to support the new community. This includes a new link road through the allocation, other off-site highway works where these are necessary to ensure acceptable traffic movement, more routes for walking and cycling, a local centre with convenience shopping facilities and a new primary school. There will be high quality, publicly accessible, multifunctional green and blue infrastructure throughout the allocation which can be used for sport, leisure and recreation.
- 4.4 The number of dwellings proposed within the allocation has not been amended from that proposed in the 2019 GMSF and the unpublished 2020 GMSF.
- 4.5 The site allocation boundary in the unpublished 2020 GMSF was the same as the 2019 GMSF allocation boundary. However, the PfE boundary has been slightly amended to exclude a small field and hedgerow on the south-easter edge of the allocation, adjacent to Elton High School (an area of approximately 0.4ha).
- 4.6 Appendix 3 sets out the JPA9 Walshaw policy wording.

## 5.0 Site Selection

- 5.1 The Site Selection work had the purpose of identifying the most sustainable locations for residential and employment development that can achieve the Joint Plan's Vision, Objectives and Spatial Strategy.
- 5.2 The Walshaw allocation is almost entirely surrounded by the existing urban area and is well connected to existing infrastructure.
- 5.3 The provision of a new route through the allocation which provides an alternative to the use of the existing highway network through Walshaw coupled with a contribution to the proposed strategic route through the Elton Reservoir site which will also allow traffic from the Walshaw area to travel south without needing to travel through Bury town centre, will deliver significant highway improvements. These will help to resolve existing congestion issues in the wider Bury North area and Bury Town Centre. The development will also facilitate improvements to public transport into and around the allocation in order to allow for more sustainable transport choices.
- 5.4 Given the above, the allocation was selected for inclusion on the basis of Criteria 7 (land that would deliver significant local benefits by addressing a major local problem/issue). Further detail is provided within in the Site Selection Paper (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>).
- 5.5 A 2021 addendum to the background paper has been produced which confirms that as the allocation has not changed since 2020, the conclusions from the GMSF Site Selection Topic Paper 2020 remain applicable.
- 5.6 The Walshaw allocation fits within the overall PfE spatial strategy in that it will contribute to inclusive growth and will contribute to boosting northern competitiveness. The allocation will contribute to the Borough's future housing supply and provide a diverse mix of house types and affordable housing provision.
- 5.7 The PfE vision will be delivered through the pursuit of a number of broad objectives. The Walshaw allocation will contribute to meeting the following PfE objectives:

- Objective 1 - Meet our housing need;
- Objective 5 - Reduce inequalities and improve prosperity; and
- Objective 6 - Promote the sustainable movement of people, goods and information.

## 6.0 Planning History

6.1 Planning permission has not been granted for any significant uses within the allocation.

## 7.0 GMSF 2019 Consultation Responses

7.1 640 comments were received in relation to the allocation during the consultation on the Revised Draft GMSF in 2019. A summary of the key issues raised are provided in Table 1.

**Table 1. Summary of Consultation Responses from the Revised Draft GMSF in 2019**

<b>Principle / scale of development</b>
<ul style="list-style-type: none"> <li>▪ It would be an unfair concentration of large-scale development in one area with no clear rationale for its inclusion.</li> <li>▪ The setting of Walshaw village would be harmed. Separation required between existing and proposed properties.</li> <li>▪ Walshaw is home to a number of businesses, which would be affected. Should be selecting sites that are vacant/have fewer constraints.</li> <li>▪ Loss of farmland that should be kept open as it offers local benefits e.g. residential amenity and improved health/wellbeing.</li> <li>▪ The area is unsuitable for housing. Poor land stability due to past mining activity, culverted watercourses and natural springs are on-site. Evidence required addressing land stability/hydrology.</li> <li>▪ Parts of the site within the indicative housing areas are not available for development. The site should be extended to include The Nurseries/Scholes Nursery.</li> <li>▪ Landowners report that it is available, suitable and achievable. A joint framework is being prepared for the whole site.</li> </ul>
<b>Housing (inc affordable housing)</b>

<ul style="list-style-type: none"> <li>▪ The affordable housing situation will not be addressed.</li> <li>▪ More information needed on affordability and house type. They need to cater for over 65s and first time buyers not aspirational homes.</li> <li>▪ Should be built out by smaller, locally based developers.</li> <li>▪ Higher density terraced housing would minimise greenfield loss and would be in keeping with local area.</li> <li>▪ Housing figure should be expressed as a minimum.</li> </ul>
<p><b>Employment and Economy</b></p>
<ul style="list-style-type: none"> <li>▪ Construction jobs would only be temporary.</li> <li>▪ The proposals will damage the local economy. Local businesses will not benefit.</li> <li>▪ Employment sites continue to be underused and central Manchester sites will still outperform them.</li> </ul>
<p><b>Green Belt</b></p>
<ul style="list-style-type: none"> <li>▪ Large amount of loss, which will merge Bury/Tottington and cause urban sprawl.</li> <li>▪ Has role in enabling recreation, leisure, good health and wellbeing.</li> <li>▪ Efforts to minimise loss are welcomed.</li> </ul>
<p><b>Brownfield</b></p>
<ul style="list-style-type: none"> <li>▪ The Nurseries/Scholes Nursery site is brownfield and should be included.</li> <li>▪ Several unused/derelict brownfield sites and those in town centres should be prioritised and regenerated.</li> </ul>
<p><b>Transport – Highways / Public Transport / Cycling / Walking</b></p>
<ul style="list-style-type: none"> <li>▪ Existing roads are at capacity and are in poor condition partly due to large numbers of schools in the area. There would be an impact on road safety, emergency services and businesses. Consider the impact on the network including routes going out of the Borough.</li> <li>▪ There is pressure on Bury Bridge. We need another road crossing over the Irwell.</li> <li>▪ Proposed highway solution does not alleviate the situation. Not clear how Elton Reservoir link road helps, only displaces traffic.</li> <li>▪ Concerns at collective impact on existing road network and on motorways from both Walshaw and Elton Reservoir allocations.</li> <li>▪ Public transport is poor and new bus routes will not work.</li> <li>▪ Current walking routes not safe, cycling plans will not work.</li> <li>▪ The detailed proposals on infrastructure are welcomed.</li> </ul>
<p><b>Physical Infrastructure and utilities</b></p>

- There is an inadequate sewerage system in Scobell Street area, which overflows in heavy rain. No policy reference to improving its capacity. United Utilities has not addressed this issue.
- The proposals will impact recycling and waste.
- Water shortages in the area and development will make it worse.
- Support for infrastructure provision commitments. Current infrastructure is inadequate and new provision must be in place first.
- Uncertainties over infrastructure require other sites to be considered that do not have constraints.
- The detailed proposals on infrastructure welcomed.

### **Social Infrastructure**

- Increased stress on schools, which are already inadequate, and at capacity.
- Concern that hotel and leisure facilities at Bolholt will be lost.
- More clarity needed on new social infrastructure. Concern that Fairfield Hospital is reducing services.
- Local centre will not work and will become vacant. Shops/community facilities should be within walking distance and be co-located. Should invest in redevelopment of Radcliffe town centre instead.
- Detailed proposals on infrastructure welcomed. Provision of new school welcomed.

### **Environmental – Green Infrastructure, Biodiversity, open space**

- Important element of the GM green infrastructure network.
- Proposals would cause harm to the Special Landscape Area between the lodges.
- Negative impact on key ecological sites, considerable loss of wildlife home to a wide range of species, will reduce their movement. Deciduous woodland and priority ponds are on-site.
- Designations of Sites of Biological Importance/corridors need to be reviewed and extended.
- The proposals would lead to a loss of trees, woodland and hedgerows. There would be no net biodiversity gain.
- The policy should protect and enhance the Nurseries site and require a buffer.
- Loss of well-used recreation space and public rights of way would negatively impact on health and wellbeing. Routes need to be made safe for horse riders and others.
- Green infrastructure corridors should link further west and east to other Borough-wide routes e.g. Kirklees Trail.
- Proposals should provide a buffer for water bodies at Bolholt.
- We need strict guidelines to ensure carbon neutrality benefits.

<ul style="list-style-type: none"> <li>▪ Further evidence required such as an Ecology Impact Assessment and maintenance of green infrastructure corridors.</li> <li>▪ Opportunities exist to secure net gains for nature e.g. green infrastructure, woodland, ponds and protected species.</li> </ul>
<b>Air Quality</b>
<ul style="list-style-type: none"> <li>▪ Huge impact on carbon footprint/pollution likely to increase which would have a negative impact on quality of life.</li> </ul>
<b>Flood risk</b>
<ul style="list-style-type: none"> <li>▪ Concern over increase in flooding, surface water run-off.</li> <li>▪ The policy should be more flexible with regard to natural drainage.</li> </ul>
<b>Heritage</b>
<ul style="list-style-type: none"> <li>▪ Development would have an impact on Walshaw Cross and historic cottages and farms at Bradshaw Road/Four Lane Ends.</li> <li>▪ Should preserve open spaces around Christ Church to retain setting.</li> </ul>
<b>Other</b>
<ul style="list-style-type: none"> <li>▪ There would be a reduced quality of life from the construction process, which will be disruptive and detrimental to amenity and likely increase crime.</li> <li>▪ Online consultation form was difficult to complete. Not everyone has internet access. The document contains too much jargon. We need plain English.</li> <li>▪ This has been a developer-led process.</li> <li>▪ Unfair that most Green Belt loss proposed in north. Unclear why previous draft allocations in north of the borough have been rejected.</li> <li>▪ More bus/Metrolink/park and ride interchanges needed, remove bus lanes, widen roads, more ring roads needed, better linkages to motorway. Improved access to North Manchester General Hospital required.</li> <li>▪ Housing need should be met through a new town. Should negotiate with surrounding authorities and extend timeframe to 15 years.</li> </ul>

## 8.0 GMSF 2019 Integrated Assessment

8.1 The 2019 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

8.2 The IA reviewed how the draft GMSF policies could impact upon the environment, the economy, local communities, equality and public health. The IA also

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

recommended ways in which the GMSF can be improved to ensure that the policies are as sustainable as possible.

8.3 The Walshaw allocation performed well against the 2019 Integrated Assessment objectives. However, a number of recommendations were made:

- Make specific reference to energy efficiency of the housing stock;
  - Consider how housing land can enhance work force skills and training, such as through construction jobs;
  - Consider feasibility study into requirements and ability of local utilities network to support development;
  - Benefits such as creation of construction and operational employment or improved transport links or increases in the range of community facilities, should consider deprived areas. Where possible, such benefits should be maximised to help bring about long term benefits for deprived areas.
  - The allocation needs to encourage integration with existing community and provision of a range of housing tenures.
  - Ensure any new social infrastructure provision is accessible to all and that local capacity is considered throughout future masterplanning stages.
  - Ensure any new educational provision is accessible to all and that local capacity is considered through future masterplanning stages.
  - Seek to minimise the number of trips made by private car to/from the site. Consider the use of mitigation solutions including green infrastructure, incentivising electric vehicles and/or masterplan layout which reduces emissions near sensitive receptors.
  - Consider the priority habitat and wildlife corridor throughout detailed design to reduce risk throughout construction and operational phases.
  - Integrate green infrastructure throughout the scheme at masterplan stage.
- Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

- A suitable flood risk assessment may be required and associated mitigation in order to prevent the flood zone expanding.
- Appropriate flood risk mitigation should be implemented (in line with best practice) for all developments that are within or near to areas of flood risk.
- Make reference to energy efficiency directly and ways that it can be increased, such as highlighting the benefits of sustainable modes of transport.
- Consider receptors throughout detailed design to reduce risk throughout construction and operational phases.
- Consider how development of PDL sites could be encouraged as a result of greenfield development (e.g. by incentives or inclusion of adjacent PDL)
- Further research into agricultural land quality and investigation into if impacts on any 3a land can be avoided/minimised.
- Consider how development of derelict land, properties, buildings and infrastructure could be encouraged as a result of greenfield development (e.g. by incentives or inclusion of adjacent PDL).
- Promote sustainable construction methods.
- Consider waste and recycling facilities in design e.g. consider location of waste/recycling facilities in design/layout of masterplans and how waste facilities can be located to encourage recycling.

8.4 It is important to note that the IA was focusing on each policy in isolation from other policies and that many of the recommended changes for the Walshaw allocation policy is already covered in other GMSF policies. However some wording changes have been made as a result of the IA in relation to housing types, electric vehicles, heritage and archaeology.

## **9.0 GMSF 2020 Integrated Assessment**

- 9.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation were required. The 2020 GMSF Integrated Assessment (IA) is available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 9.2 The majority of the 2019 recommendations for the Walshaw allocation had been positively addressed by the 2020 allocation policy itself or other GMSF thematic policies. However the 2020 IA did recommend a further three changes in order to further strengthen the policies:
- Climate Change - since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
  - Accessible design standards – whilst this was broadly covered in Policy GM-E1 and within GM-H3 relating to housing, it was suggested that policies were strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1.
  - Deprivation - whilst this was also broadly covered within the supporting text within Policy GM-E1, particularly referencing social inclusivity, it was considered that the policy could be more explicit in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.
- 9.3 These recommendations were incorporated into the final 2020 GMSF.

## **10.0 PfE 2021 Integrated Appraisal Addendum**

- 10.1 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

## Section B – Physical

### 11.0 Transport

- 11.1 The allocation is located to the north-west of Bury and is bound by Lowercroft Road to the west, Scobell Street to the north, residential dwellings and industrial units to the east accessed from Tottington Road. Walshaw Road travels east to west through the centre of the allocation. Elton High School is located to the south-east of the allocation, to the south of Walshaw Road.
- 11.2 The allocation includes the provision of a link road, running north to south between Lowercroft Road and Scobell Street. This will provide for development traffic and existing through traffic, reducing flows of traffic passing through Walshaw. The link road will also permit buses to pass through the site, providing flexibility in terms of service provision and routeing. A number of other vehicular accesses to the development will also be provided across the local road network.
- 11.3 The 2020 Locality Assessment (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) concludes that certain parts of the network would be constrained in 2040 without any GMSF, now PfE, related traffic. Whilst the creation of a link road through the Walshaw allocation will ease traffic conditions to the north, additional congestion is predicted to occur at the Crostons Road/Tottington Road junction towards Bury town centre and at the Cocky Moor Road signalised junction to the south as a result of additional PfE traffic. However, implementation of a number of mitigation schemes at these locations will be sufficient to mitigate the PfE (formally GMSF) traffic so that the highway network within the study area either operates at the same level or better than the 2040 Reference Case, or with spare capacity.
- 11.4 The following mitigation measures have been identified:

**Table 2 Supporting Strategic Interventions identified**

Mitigation	Description
------------	-------------

Elton Link Road	New link road between the A58 Bolton and Bury Road and Radcliffe Road, providing access to the Metrolink Stops and associated park and ride facilities at Radcliffe (existing) and Elton (proposed).
-----------------	--

**Table 3 Necessary Local Mitigations**

Mitigation	Description
New Allocation Link Road	Link road providing bus penetration through the allocation between Lowercroft Road and Scobell Street, via Walshaw Road.
Junction 5: Crostons Road/ Tottington Road Junction	Extension of existing two-lane approach on Crostons Road
Junction 5a: Tottington Road/ Walshaw Road Priority Junction	Reconfiguration of the Walshaw Road approach
Junction 7: Cockey Moor Road Junction	Adjustments to signalised junction to improve entry capacities and improve efficiency of signal operation.
Junction 9: A58 Bolton Road/Ainsworth Road	Adjustments to signalised junction to improve operation. Requirement/form to be confirmed.
A58 Bolton & Bury Road/Starling Road	Adjustments to signalised junction to improve operation. Requirement/form to be confirmed.
Provision of bus services	
Provision of off-site active-travel infrastructure	

11.5 There are no SRN Interventions proposed.

11.6 In addition to the initial mitigation measures above, two further junctions are considered to possibly require mitigation:

- A58 Bolton Road/Ainsworth Road; and

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

- A58 Bolton & Bury Road/Starling Road.

11.7 While the need for improvement at these locations is recognised in the Locality Assessment to ensure its robustness, the modelling undertaken does not, at this stage, confirm the need for or the form of any mitigation at these junctions. Further work will therefore need to be undertaken to assess the requirement for and nature of any improvements.

### **Locality Assessment Update**

- 11.8 As a result of the withdrawal of Stockport Council and their associated allocations from the GMSF, the Locality Assessments have been reviewed. The Locality Assessment Update Note (2021) produced for Walshaw confirms that the conclusions of the Walshaw Locality Assessment, November 2020 remain robust. There have been no changes to the allocation with regard to the quantum and phasing of development. A minor change to the allocation boundary has been made which slightly reduces the total area of the allocation.
- 11.9 The 2020 assessment gave an initial indication that the traffic impacts of the allocation can be sufficiently mitigated, and that the allocation is deliverable with the proposed mitigation in place. No additional forms of intervention are considered necessary to support the allocation.
- 11.10 However, further review may be necessary as the allocation moves through the planning process should the allocation be approved. The allocation would need to be supported by continuing wider transport investment across Greater Manchester.

## **12.0 Flood Risk and Drainage**

### **Flood Risk Summary**

- 12.1 The allocation is located within Flood Zone 1.
- 12.2 There are three notable watercourses either within or in close proximity to the allocation:

- Unnamed watercourse to the north of Scobell Street, which flows through the existing residential area from west to east before becoming culverted approximately 50m to the west of Camberley Close. United Utilities records identify the culvert turning and flowing in a north easterly direction. There is no evidence to suggest that it enters the proposed development site.
- Walshaw Brook, an ordinary watercourse which runs north to south through the allocation, flowing in a south easterly direction. There are numerous tributaries that drain at various locations along its length. Also, there are ponds/lakes to the north and south of the Brook and which have connectivity.
- Elton Brook, an ordinary watercourse located close to the southern boundary of the allocation. This generally flows in an easterly direction with a number of tributaries present within the allocation connecting at various points. One of the main tributaries commences within the allocation and crosses a number of the development parcels. Outside the south east boundary, north of Elton Vale Sports Club, are three large water features which are referred to as Parkers Lodges.

12.3 Surface water mapping shows areas of the allocation are potentially susceptible to surface water flooding. These are generally limited to the alignment of existing water features such as Walshaw Brook and the existing lake/pond features.

12.4 A number of existing noteworthy surface water overland flow flood routes have been identified from this data.

- The first originates to the north and east of the allocation and appears to be associated with a low point in Scobell Street which is prone to surface water flooding. Water appears to flow from Scobell Street along/through the allocation's eastern boundary in a southern direction and end up off-site in the pond/lake to the south of the Bolholt Hotel;
- The second of these flow paths is located in the western area of the allocation that originates south of Scobell Street and flows south towards the junction with Walshaw Brook;

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

- The third of these flow paths is to the south east boundary of the allocation and appears to originate from the alignment of Walshaw Brook and around the western most pond/lake features.
- The fourth of these flow paths relates to the alignment of Elton Brook and its tributaries.
- Localised surface water flooding is also identified in sections of the local highway network adjacent to and bisecting the allocation. This generally tends to be contained within the highway boundaries.

12.5 There have been historical instances of sewer flooding north of Scobell Street. United Utilities have advised that this is due to a number of factors including blockages in the existing culverts to the brook running alongside Scobell Street and drainage connections from developments north of Scobell Street.

12.6 Given the topography of the allocation and the surrounding area, it is possible that flooding from surcharged sewers could impact on the allocation as any excess flow would follow the existing allocation topography.

12.7 Regular maintenance including gully cleaning is carried out and United Utilities are currently undertaking works to remove highway drainage from the combined sewers to increase the capacity within the sewer.

### **GMSF Greater Manchester Level 1 Strategic Flood Risk Assessment**

12.8 The Greater Manchester Level 1 Strategic Flood Risk Assessment (GM Level 1 SFRA) (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) was completed in March 2019 as part of the evidence base to inform the preparation of the GMSF. This SFRA initiated the sequential risk-based approach to the allocation of land for development and identified whether application of the Exception Test was likely to be necessary using the most up-to-date information and guidance.

12.9 The Walshaw allocation is located within flood zone 1. Therefore the Level 1 SFRA recommended that the Walshaw allocation could be allocated subject to a site

specific flood risk assessment which would ensure that any potential surface water flood risk could be mitigated on site through site design and layout.

- 12.10 The site promoters for the allocation have prepared Flood Risk Assessments, to assess the risk of flooding in more detail and developed a Masterplan Drainage Strategy for the allocation.
- 12.11 A separate surface water drainage network is proposed within the allocation. This will ensure that surface water run-off from the allocation would not exceed the existing greenfield scenario and a betterment would be provided for longer return periods.
- 12.12 The new drainage system will be designed in accordance with drainage hierarchy and national sustainable urban drainage system (SuDS) standards. The use of green SuDS including detention basins, rain gardens, swales and the proposed controlled release of surface water to Walshaw Brook and Elton Brook will help to minimize the flood risk impact on the downstream watercourse network. It is expected that no surface water will be discharged to the combined public sewer.
- 12.13 Finished site levels will be engineered to provide positive drainage where required and prevent ponding and this should ensure that there will not be an accumulation of standing water.
- 12.14 Gradients of hard standing areas, where possible, will be designed to fall away from buildings such that any overland flow resulting from extreme events would be channelled away from entrances.
- 12.15 To ensure that the proposed development will not increase flood risk elsewhere, surface water drainage discharge rates will be restricted. This restricted discharge in conjunction with surface water attenuation on site will mitigate against flood risk to other land. By reducing the post development peak run-off to greenfield rates prior to its discharge into Walshaw Brook and Elton Brook, this will reduce the potential for surface water flooding on the downstream network. Suitable pollution control measures will be required to safeguard the local environment.

- 12.16 The development and drainage system will be designed to cope with intense storm events (with an allowance for climate change). If an extreme rainfall event exceeds the design criteria for the drainage network, it is likely that there will be some overland flows which are unable to enter the system and existing known overland flows.
- 12.17 Any overland flows generated by the proposed development would be directed away from the existing properties surrounding the allocation and towards the highway network where it can follow natural flow paths.
- 12.18 The proposed policy wording for the allocation seeks to ensure that any development within the allocation is safe from and mitigates for potential flood risk from all sources. The policy requires development to incorporate sustainable drainage systems to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Proposals to discharge to public sewer will need to submit clear evidence demonstrating why alternative options are not available. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should communicate with the public sewer.
- 12.19 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **13.0 Ground Conditions**

- 13.1 The land within the Walshaw allocation has been used for a number of previous uses including agricultural fields, farmland, sewage works, bleach and print works, outbuildings and reservoirs.
- 13.2 Geological mapping indicates that the allocation is underlain by Cannel Rock Sandstone, Old Lawrence Rock Sandstone, Sandstone, Pennine Lower Coal Measures and Trencherbone Rock Secondary Aquifers which are overlain by Till, Glaciofluvial Deposits of Sand and Gravel and Alluvial Clay, Silt and Gravel.

- 13.3 The allocation is located in an area of historic quarrying/mining activity and is also within an identified coal mining area. A Coal Authority reports shows that within much of the allocation no recorded opencast mining has historically occurred. The report states that part of the allocation could be affected by past underground mining of 2 no. seams of coal from an unnamed colliery at 42m and 56m depth, last worked between 1876 and 1878. It is likely that there are other unrecorded shallow (<30m) workings in this area. Two coal shafts have been identified within the allocation boundary. No mine gas emissions or emergency surface hazard call out procedures are recorded in the allocation.
- 13.4 Phase 1 Preliminary Assessments – available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone> - have been produced in support of the allocation and have been reviewed by Bury Council's Environmental Health department who have accepted the findings and confirmed that the level of work is sufficient to take forward the site allocation to the next stage of the PfE.
- 13.5 A geotechnical and geo-environmental ground investigation will be required to be submitted with any planning application/s. This should include potential for ground gas and groundwater monitoring, and a watching brief to be carried out and further investigation of identified potentially contaminated areas to be carried out. Due to the presence of coal seams and 2 historical mine shafts on parts of the allocation it would be appropriate to identify the depth and extent of coal within the underlying strata, and if appropriate to install combined ground gas and ground water monitoring pipes to evaluate any requirements for gas remediation measures.
- 13.6 Furthermore, Environmental Health have requested analytical testing of all materials to be used in gardens and soft landscaped areas to ensure they are suitable for use. A site investigation proposal will be required for submission and approval by Environmental Health.
- 13.7 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## 14.0 Utilities

## **United Utilities**

- 14.1 Three Utilities Assessments have been carried out within the site allocation (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>). They confirm that there are no major diversions and there are points of connection for all utilities near the allocation. However, there is a requirement for a water main easement and this has been incorporated into the Masterplan.

## **Electricity**

### Electricity North West

- 14.2 Electricity North West in their response to the latest GMSF consultation advised that they were confident in being able to meet the network capacity requirements for the investment and growth in proposed in Greater Manchester. Where necessary they have secured the appropriate regulatory allowances within their 'Well Justified Business Plan.'
- 14.3 Electricity North West have carried out assessments on the proposed areas, which fed into the GMCA 'Spatial Energy Plan' document. This is a high level assessment of the expected impact of the proposed developments on the electricity network, the information was presented as a Red/Amber /Green (RAG) indicator. In relation to Walshaw, this allocation presented as Green, which indicates that there are no primary substation capacity issues envisaged due to forecast additional load resulting from proposed developments.

## **Gas**

### National Grid Infrastructure

- 14.4 Cadent have confirmed that there is a low pressure network connection on Scobell Street, 2 meters from the allocation entrance. However, this point of connection will require reinforcement. Following further consultation and assessment it is expected that the most appropriate point of connection for the allocation will be the Medium

Pressure Main in the carriageway of Scobell Street opposite the allocation entrance. As a result, a gas governor will be required within the allocation.

### **Telecommunications**

#### Existing BT Infrastructure

- 14.5 Infrastructure records show that existing BT Openreach infrastructure is limited to existing highway surrounding the proposed allocation. As a result, no significant diversions will be required other than those required to facilitate access to the development. Connection points will be determined by BT Openreach upon submission of a detailed application following more detailed design.

#### Existing Virgin Media Infrastructure

- 14.6 Further detailed discussions will need to take place with Virgin Media as the allocation moves through the planning process to establish whether any existing infrastructure needs to be diverted as a result of the proposals. Discussions will also need to take place to establish if there is sufficient capacity within the network to support the proposals or if any upgrades to the existing infrastructure are required.

## Section C – Environmental

### 15.0 Green Belt Assessment

15.1 The proposed removal of the Walshaw allocation has been informed by several studies undertaken by LUC (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>):

- The Greater Manchester Green Belt Assessment 2016;
- Green Belt Harm Assessment, 2020;
- Greater Manchester Green Belt Study – Identification of Opportunities, 2020
- Assessment of Proposed 2021 PfE Plan Allocations, 2021

The proposed allocation would involve the release of 61 hectares of land from the Green Belt.

15.2 In 2016 GMCA commissioned LUC to undertake an assessment of the Green Belt within GM. The Study assessed the extent to which the land within the GM Green Belt performs against the purposes of Green Belts, as set out in paragraph 80 of the National Planning Policy Framework (NPPF). The aim of this Green Belt Assessment is to provide the GM Authorities with an objective, evidence-based and independent assessment of how GM's Green Belt contributes to the five purposes of Green Belt, as set out in national policy. It also examines the case for including within the Green Belt potential additional areas of land that currently lie outside it.

15.3 In The Greater Manchester Green Belt Assessment 2016, JPA9 Walshaw was included within Strategic Green Belt Area 10. There were 4 different purposes of Green Belt that each Area was assessed against and the Area performs as follows:

**Table 4. Performance of area against the four purposes of Green Belt**

Purpose	Performance of area
---------	---------------------

To check the unrestricted sprawl of large built up areas	Moderate-Strong
To prevent neighbouring towns from merging into one another	Strong
To assist in safeguarding the countryside from encroachment	Moderate-Strong
Preserving the setting and special character of historic towns	Moderate-Strong

- 15.4 In 2019 LUC carried out an assessment identifying the potential opportunities to enhance the beneficial use of remaining Green Belt within 2 km of the allocation site (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>). The study considered the opportunities to offset the loss of Green Belt through compensatory improvements to the environmental quality and accessibility of the remaining Green Belt land.
- 15.5 Land lying within 2 km of JPA9 Walshaw will form the focus of GI recommendations / mitigation to enhance the 'beneficial use' of the Green Belt. There are two proposed additions to the Green Belt within 2 km of the allocation site at Woolfold to the east and Lower Hinds to the south east.
- 15.6 The potential GI opportunities in the Green Belt relevant to the Walshaw allocation identified in the assessment include:
- Upgrade and enhance (resurfacing, new access points) the existing footpath network to provide local level recreational facilities;
  - Create a more attractive gateway access point at Woolfold through resurfacing, interpretation, signage and new planting;
  - Introduce surfacing improvements and an off road multi user route along Elton Brook;
  - Creation of community recreation space at former Cyrus Ainsworth Nurseries;
  - Undertaken enhancements to Elton Vale Sports Club and Dow Lane Play Area;

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

- Enhance allotment provision;
- Enhance existing habitat mosaics and introduce green infrastructure enhancements at Woolfold and Lower Hinds;
- Improve vegetation management and reinstate species rich hedgerows parallel adjacent footpaths, multi-user routeway improvements or at strategic access points such as Leigh Lane;
- Improve the health of still water bodies through the planting of appropriate aquatic and semi-marginal species to increase biodiversity and encourage native species succession and enhance the Cyrus Ainsworth Nurseries and Parkers Lodges SBI;
- Retention and enhancement of existing hedgerow boundaries within JPA9 where possible;
- Enhance and restore the field boundaries in the area around Lowercroft Reservoirs and in the landscape north of Bentley Hall Road, replacing post and wire fences with species rich hedgerows and stone walls;
- Vegetation management in adjacent natural and semi-natural open space at Woolfold and Lower Hinds, including tree works, replanting invasive species management;
- Enhance the existing semi-natural greenspace north of Elton Brook in Green Belt to the east of JPA9.

15.7 Some of these opportunities have been included within the policy requirements for the allocation, for others it is more appropriate for them to form part of the overall masterplan or subsequent planning applications.

15.8 In conjunction with the assessment of GI opportunities within the Green Belt, LUC carried out an assessment to identify potential harm to the Green Belt through The Green Belt Harm Assessment, 2020. The report concluded that the allocation makes a moderate contribution to checking the sprawl of Greater Manchester and

safeguarding the countryside from encroachment. The allocation also makes a relatively limited contribution to maintaining the separation of Bury and Tottington which are already merged to a significant degree.

- 15.9 Releasing the allocation would increase the containment of retained Green Belt land to the southeast, but this plays a similar role in relation to Green Belt purposes and as such this does not increase the harm of release. Release of the allocation would therefore cause moderate harm to Green Belt purposes.
- 15.10 Following the decision of Stockport Council to withdraw from the GMSF and the subsequent decision to prepare PfE, LUC produced a further addendum report in 2021. This report considers the impact, in terms of harm to the Green Belt purposes from the release of land, of changes to the proposed Allocation boundaries and areas of Green Belt release identified in the 2021 PfE Plan.
- 15.11 The 2021 PfE site allocation boundary for Walshaw has been revised very slightly in order to exclude a small field and hedgerow on the south-eastern edge of the allocation, adjacent to Elton High School (an area of approximately 0.4ha). The 2021 addendum report concluded that the area affected by the original allocation boundary was too small to assess as a distinct area, given the strategic nature of the assessment. The exclusion of the area of land therefore has no bearing on the harm assessment findings. Harm of release of the allocation, is therefore, still moderate.
- 15.12 Evidence on Green Belt is only one part of the evidence base that influence any decision on green belt release. Consequently where studies have found that harm is to be caused by release of the Green Belt, this finding should be balanced against other important factors that could make up exceptional circumstances such as sustainability, viability and deliverability.
- 15.13 The Walshaw allocation is deemed necessary to deliver a key strategic housing opportunity with supporting transport infrastructure. The allocation is critical in responding to the spatial strategy in the PfE Joint Plan and its key themes of 'Inclusive Growth' and 'Addressing Disparities' It also directly addresses the aspirations set by Policy JP Strat-6 Northern Areas which seeks to boost economic

opportunities and diversify housing provision in the north of conurbation by the selective release of Green Belt.

15.14 The potential GI opportunities in the Green Belt study discussed earlier are not exhaustive and will require consultation with key stakeholders and may require further surveys and viability testing to establish costings. However the enhancement opportunities nonetheless demonstrate that opportunities exist to help offset the loss of Green Belt which will have a potential positive effect on the beneficial use of the Greater Manchester Green Belt moving forward.

15.15 The final masterplan for the allocation will be required to use the findings from all the assessments on Green Belt in the area to inform the layout and form development across the allocation.

## **16.0 Green Infrastructure**

16.1 The emerging masterplan for the Walshaw allocation includes a multi-functional green infrastructure network which will provide an attractive setting within the allocation as well as extending the existing surrounding landscape into and through the new community. The objective is to provide accessible open space within walking distance of every home. The green and blue infrastructure network will incorporate:

- The retention and incorporation of existing trees, hedgerows and woodland;
- The creation of green wedges and corridors that connect the development with existing neighbourhoods and Walshaw village;
- Provision of strategic cycle and walking connections along the green routes, including the retention and incorporation of existing Public Rights of Way;
- The creation of new biodiversity habitats;
- The provision of a tree lined link road;
- The provision of a network of connected green space and public open space;

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

- The enhancement of key views;
- Provision of a sustainable drainage strategy, designed to address surface water run off across the allocation.

## 17.0 Recreation

- 17.1 New play areas and sports facilities will be required to support the delivery of housing and meet the needs of prospective residents in line with local planning policy requirements.
- 17.2 Good cycling/walking links will integrate the allocation with surrounding communities allowing access to existing nearby sports and recreation facilities.

## 18.0 Landscape

- 18.1 The Walshaw allocation lies within the 'Manchester Pennine Fringe' Character Area (National Character Area 54). The Bury Landscape Character Assessment considers the allocation to be located within 'Fringe Industrial Brooks'. The allocation is also located within a Special Landscape Area which encompasses the standing water and woodland habitats in the southern part of the allocation.
- 18.2 There are no Conservation Areas within the allocation or within visual range of the allocation. The closest Conservation Area is Bury Town Centre, located 1.75km south east of the allocation. Christ Church, lies just outside the allocation boundary, and commands a landmark position overlooking the landscape to the south and east.
- 18.3 Of the 'Guiding Principles' noted within the Bury Landscape Character Assessment for the Fringe Industrial Brooks, the following are of relevance with regards to the allocation and the future development of it in order to preserve and enhance the character and should be incorporated where possible:
- Consolidate and strengthen wildlife links and corridors in all fringe industrial brook areas;

- Promote the introduction of broadleaved woodland and plantation woodland along Walshaw Brook;
- Promote recreation links between brook area and surrounding residential areas;
- Prevent boundary loss and fragmentation around urban fringes;
- Repair and maintain network of hedgerows at Walshaw Brook
- Preserve buildings and other industrial heritage; and
- Retain industrial heritage features relating to the bleach work buildings at Elton and Walshaw Brook where possible.

18.4 Visibility of the allocation appears to predominately relate to the adjacent built settlement edge albeit there are localised opportunities for long distance views extending beyond the allocation. These long distance views extend to the north and provide sight lines of Peel Monument located 4.25km from sections of the public right of way network within and adjacent to the allocation. In addition long distance views can be achieved to general south west of Christ Church. By contrast, the rolling topography of the allocation, together with the presence of woodland and hedgerow vegetation results in pockets that are well contained visually which gives it a more intimate character with views contained to the allocation and adjacent land. The allocation has a settlement edge setting with built form often visible in the periphery of views across the allocation.

18.5 Given the screening benefit and character contributions made by the woodland and standing water habitats within the Special Landscape Area, these habitats should be retained and enhanced as part of the GI Strategy for the allocation.

18.6 Opportunities exist to maintain and improve public access across the landscape on allocation, to link up existing public rights of way network within the wider area, to introduce planting that would strengthen and enhance the existing landscape features and reflect the characteristics of the local landscape and to enable the connectivity of existing woodland habitats.

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

18.7 The final masterplan for the allocation will be required to use the findings from all the landscape character studies to inform the layout and form development across the allocation.

## **19.0 Ecological/Biodiversity Assessment**

19.1 The following habitat types as defined under UK HAB are present within the allocation, most would be regarded as in poor or fairly poor condition:

- Woodland, primarily other broadleaved but including lines of trees;
- Scrub including willow and bramble scrub;
- Rivers and Lakes including standing water and running water;
- Wetlands including swamp and marginal vegetation;
- Grasslands – primarily modified grassland (improved for agriculture) with smaller areas of other neutral grassland;
- Agricultural land – temporary grass (i.e. agricultural leys);
- Hedgrows

19.2 Adjacent to the south-eastern boundary is the Cyrus Ainsworth's nurseries and Parker Lodges Site of Biological Importance (SBI). This SBI includes two water bodies, Lowland mixed broadleaved woodland, grassland and a brook. A minimum offset of 15m is suggested by the site promoters between the SBI boundary and the proposed development.

19.3 To the south of the SBI is Dow Lane informal recreation area and Elton Vale Sports Club, which comprises a cricket club, football pitch and tennis courts.

19.4 The SBI, Recreation Ground and land within the southernmost section of the allocation are located with a Wildlife Links and Corridors Unitary Development Plan (UDP) designation.

- 19.5 The Bury UDP policy for wildlife corridors requires that new development within or adjacent to identified Wildlife Links and Corridors should contribute to their effectiveness through the design, landscaping and siting of development proposals.
- 19.6 NPPF (para 174) requires LPAs 'to pursue opportunities for achieving measurable biodiversity net gain (BNG)'. The Environment Bill currently passing through parliament will make this a statutory requirement. This requirement will be applied to all new development seeking planning permission, which to be granted consent will have to demonstrate that it will deliver a net gain for biodiversity in line with local, regional and national targets. The metric to be used to assess biodiversity gain uses habitat quantity and quality as a proxy for biodiversity value. It is worth noting that habitat can also be used to a degree as a proxy for green infrastructure value so the calculation can also be used to demonstrate wider benefits.
- 19.7 BNG will be expected to be provided on site and off site and should contribute towards enhancing and providing connectivity for local habitat and species priorities. For the Walshaw allocation this would include, ensuring the current pinch point along Lowercroft Road and High Street on the Elton Brook wildlife corridor is not weakened, treating the Walshaw Brook as strategic wildlife corridor and enhancing connectivity for woodland, scrub and riparian species. It will be important to ensure that BNG is integrated with other green infrastructure functions such as recreation and surface water management.

## **20.0 Habitat Regulation Assessment**

- 20.1 A Habitat Regulation Assessment (HRA) is required for the PfE Joint Plan because it is considered to have the potential to cause harm to the special nature conservation interest of European Protected Sites. A HRA was carried out on the 2020 GMSF.
- 20.2 The Assessment first screened European protected sites in the North West to decide which sites are most likely to be affected by development in Greater Manchester. In carrying out this initial screening process the Assessment considered the main possible sources of effects on the European sites arising from The Plan, possible pathways to the European sites and the effects on possible sensitive receptors in the

European sites. Only if there is an identifiable source, a pathway and a receptor is there likely to be a significant effect.

20.3 Since the Joint Plan is a high-level, large-scale strategic plan where the main impacts on European sites are likely to be diffuse and cumulative it is considered that certain potential diffuse or indirect sources will be more likely to result from the Plan than more direct sources of harm. None of the proposed allocations in the Plan will result in direct land-take of any European sites.

20.4 These sources are considered to include –

- air pollution,
- diffuse water pollution and
- recreational pressures.

20.5 Taking the above into account, the following European protected sites were screened into the Assessment:

1. Manchester Mosses Special Area of Conservation (SAC)
2. Rochdale Canal Special Area of Conservation (SAC)
3. Peak District Moors South Pennines (Phase 1) Special Area of Conservation (SAC)
4. Peak District Moors South Pennines (Phase 1) Special Protection Area (SPA)
5. South Pennine Moors (Phase 2) Special Area of Conservation (SAC)
6. South Pennine Moors (Phase 2) Special Protection Area (SPA)
7. Rixton Claypits Special Area of Conservation (SAC)
8. Mersey Estuary Special Protection Area (SPA)
9. Rostherne Mere Ramsar / National Nature Reserve

- 20.6 The GMCA and TfGM are responding to Natural England's comments on the draft HRA by commissioning additional air quality modelling to assess the implications of changes more accurately in air quality on European sites that could potentially be affected by changes to nitrogen levels arising from changes in vehicle movements in Greater Manchester or within close proximity of the Greater Manchester boundary.
- 20.7 A Habitat Regulation Assessment (HRA) has been undertaken and supported by an assessment of air quality impacts on designated sites. The following sites have been screened out at Stage 1 HRA:
- Rixton Clay Pits (SAC)
  - Midland Meres & Mosses – Phase 1 Ramsar
  - Rostherne Mere (Ramsar)
- 20.8 The following sites requires Stage 2 Appropriate Assessment:
- Manchester Mosses (SAC)
  - Peak District Moors (South Pennine Moors Phase 1) (SPA)
  - Rochdale Canal (SAC)
  - South Pennine Moors (SAC)
  - South Pennine Moors Phase 2 (SPA)
- 20.9 The GMCA are also responding to Natural England's comments on functionally linked land, recreation disturbances, water pollution and in-combination effects. Details of this are included in the HRA and Assessment of Air Quality Impacts on Designated Sites report.

## 21.0 Historic Environment Assessment

- 21.1 There are no designated heritage assets within the allocation, however one has been identified close to the allocation boundary (Christ Church, Walshaw). Due to the importance of the interrelationship within the surrounding environment, any proposed development within the allocation could impact on the setting of Christ Church.
- 21.2 There is potential for Pre-historic remains, however, Roman remains are unlikely due to the presence of the Roman road some distance away (approx. 1km to the west of the site allocation).
- 21.3 The GMSF Historic Environment Assessment Screening Exercise, June 2019 (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) concluded that further work is required to investigate the heritage potential of the allocation and this should include:
- Further assessment of the designated asset identified outside the land allocation;
  - Non-intrusive work including walkover and geophysical survey to identify any areas of prehistoric potential;
  - Historic building assessments of the farmsteads, hotel and print work remains; and
  - Targeted intrusive work, depending on the results of the non-intrusive works and also on the site of the former Bolholt print works.
- 21.4 In response, the Promoters for the allocation have engaged with Greater Manchester Archaeology Advisory Service (GMAAS) regarding the proposed development within the allocation. A Walshaw Historic Environment Assessment, June 2020 (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) has been prepared and draws together the available archaeological, historical, topographic, geological and land-use information in order to provide a detailed assessment of the

archaeological potential of the allocation, examine any heritage issues and identify potential mitigation measures.

21.5 In summary the Walshaw Historic Environment Assessment:

- Provides a detailed assessment of Christ Church and confirms its high heritage significance, with its setting within the graveyard and landmark position overlooking the landscape to the south and east contributing to its significance. In response, the emerging masterplan seeks to protect the Church with a surrounding green buffer in order to maintain its prominence in the area's character. Views towards the church are proposed to be maintained and framed for new development. An area of landscaping along the east perimeter of the graveyard is proposed along with tree planting to the south.
- Recommends that the design of the final layout of the proposed development needs to consider maintaining the intervisibility of the church within its surroundings to the north east, east, south-east and south. In addition, any development will need to avoid narrowing the views of the church to those along the network of proposed roads as it was intended that Church was seen within the wider landscape.
- Recommends further consideration of the effects of the proposed development on the setting of the designated heritage asset of Christ Church will be needed as part of the design process.
- Requires a programme of non-intrusive and intrusive investigation and recording works to investigate any surviving archaeological remains primarily from the prehistoric period. This work will focus on those areas that have the most potential to contain evidence relating to prehistoric activities or settlement, i.e. well-drained sands and gravels, localised higher topography overlooking watercourses. By targeting these areas it is intended that features such as hearths, which are also indicators of prehistoric activity, may be revealed.

- Identified historic landscape features which are of local historical interest. These represent historic footpaths or routeways, administrative boundaries or field systems. The Assessment recommended that these heritage assets are retained within the Allocation and where feasible should be enhanced in order to maintain and preserve the links with the elements that shaped the existing landscape around Walshaw.
- Concludes that there is no evidence to suggest that the allocation contains, or have the potential to contain, any archaeological remains of sufficient importance to preclude or constrain development.

21.6 Greater Manchester Archaeological Advisory Service (GMAAS) have accepted the findings of the assessment and confirmed that the level of work undertaken to date is sufficient to take forward the site allocation to the next stage of the PfE.

21.7 Policy JPA9 requires the allocation to protect and enhance the heritage and archaeological assets and their setting within the allocation and the wider historic character of the surrounding area including the Grade II\* Listed building, Christ Church in accordance with the findings and recommendations of a Heritage Impact Assessment.

21.8 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **22.0 Air Quality**

22.1 The allocation is not situated within Bury's allocated Air Quality Management Area (AQMA), although it is in close proximity to main roads situated within the AQMA. An Air Quality Assessment has been produced (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) in support of the allocation and considers the impact of the proposed development on air quality.

22.2 The development of land for residential use has the potential to cause air quality impacts during construction and operation, as well as expose future occupants to any existing air quality issues. However, the Assessment concludes that, whilst

further detailed assessment will be required as the proposals develop, suitable mitigation measures will ensure that air quality levels are kept to acceptable levels. Mitigation measures could include:

- Production of a Travel Plan;
- Sensitive Layout Design
- Provision of electric vehicle charging points within the development; and
- Financial off-setting of emissions.

22.3 The assessment has recommended that a Detailed Air Quality Assessment (DAQA) will be required in support of any future planning application/s for the development.

22.4 Bury Council's internal Environmental Health Team have reviewed the Air Quality Assessment. They have accepted the findings and confirmed that the level of work is sufficient to take forward the site allocation to the next stage of the PfE. Further air quality assessments will be required prior to any planning applications being submitted within the allocation.

22.5 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## **23.0 Noise**

23.1 A Noise Screening Assessment, April 2020 (available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>) has been undertaken to identify potential noise sources which are likely to impact on the allocation.

23.2 The Assessment states that the existing source of noise affecting the proposed allocation will be road traffic noise on the surrounding road network. Given the roads primarily serve the residents of Walshaw and the surrounding area, it is unlikely noise from the local road network will represent an insurmountable constraint to development.

- 23.3 The allocation will produce additional traffic on the local road network and may cause an increase in noise at existing residential properties. However, there are several routes from which traffic will disperse from the proposed allocation. Therefore, the development is not likely to cause a significant potential change in noise levels at these receptors.
- 23.4 Any proposed noise mitigation measures will be agreed with Bury Council prior to commencement of any development.
- 23.5 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section D – Social

### 24.0 Education

- 24.1 The Walshaw allocation is expected to yield approximately 263 primary age pupils and 175 secondary age pupils. Current forecasts show both primary and secondary schools in the area full to capacity, therefore all additional demand created would require additional school places.
- 24.2 It is proposed that the demand for primary places be met through the establishment of a new 1fe primary school located within the allocation providing 210 places, with the balance of the demand being met through an increase in capacity at an existing primary school. Cumulative secondary age demand pressures will need to be considered more strategically, potentially linked to other proposed developments across North Bury.
- 24.3 An area (c.2.5 Ha) of the allocation has been reserved for the provision of a new Primary School, as shown within the Masterplan.

### 25.0 Health

- 25.1 Further work will be required to determine whether there is additional capacity within any local healthcare facilities to meet the increased demands arising from the prospective occupants of the new development. If additional provision is necessary, the most appropriate means and location for such provision can be identified through future iterations of the masterplan. Alternatively, there may be a requirement to make a financial contribution toward off site health provision through a planning obligation or condition at the planning application stage.
- 25.2 The allocation is therefore considered to be deliverable although further work will be needed as the allocation moves through the planning process.

## Section E – Deliverability

### 26.0 Viability

26.1 The Three Dragons Viability Appraisal of the allocation has been run using the base model, which showed the allocation would likely require public support to proceed. However, a sensitivity test has also been carried out for the allocation, showing that a small increase in values of 5% would improve the status of the allocation and return a positive value. The results are set out in the tables below:

**Table 5. Definitions for viability appraisals**

Key phrase	Description
Test Type	Whether the test is the 'Base' test or a sensitivity test
Total BMLV, SDLT & Land acq fees	The total figure used in the testing for land value, includes tax and fees.  BLV = benchmark land value  SDLT = Stamp duty land tax
Scheme RV (incl BLV & return)	Scheme value (could also be described as headroom) once all costs have been accounted for including land and developer return  RV = Residual value  BLV = benchmark land value
Viability measure as a % of BLV	Description of whether the scheme provides sufficient residual value in terms of how it compares with the benchmark land value i.e. if it is 10% or more above the benchmark land value it is shown as green, if it is within 10% of the benchmark land value it is shown as amber and where it is less than 90% of the benchmark land value it is shown as red.
Headroom (blended return)	The headroom expressed as blended rate of return. The percentages shown are the headroom available after all costs,

	except developer return divided by the total gross development value for the scheme. If schemes were to go ahead as described, then this is the total return available to the developer.
Test result category	<p>Category 1 - The residual value is positive and the residual value is 10% or more above the benchmark land value. Schemes in this group are viable and should be able to proceed.</p> <p>Category 4 - These schemes are generally not viable with the measures used in this study and will likely require public sector support to be developed. However, for a number of these residential schemes, despite not meeting the described viability measures, a developer return of 15% and above (still consistent with the range in the PPG) is shown as being achieved, this would suggest a viable scheme, if a developer/land owners found that acceptable.</p>

**Table 6 Viability Appraisal Results**

Test Type	Total BMLV, SDLT & Land acq fees	Scheme RV (incl BLV & return)	Viability measure as a % of BLV	Headroom (blended return)	Test result category
Base model	£17,050,000	- £4,260,000	Less than 90% BLV	14%	Cat 4
Sensitivity test – increase values by 5%	£17,050,000	£7,700,000	More than 10% BLV	18%	Cat 1

26.2 The Three Dragons report shows that without a contribution to strategic transport costs, the scheme produces a positive residual value both for the main and the sensitivity test. However, a small increase in house prices of less than 5% would be required to accommodate the full strategic transport costs identified.

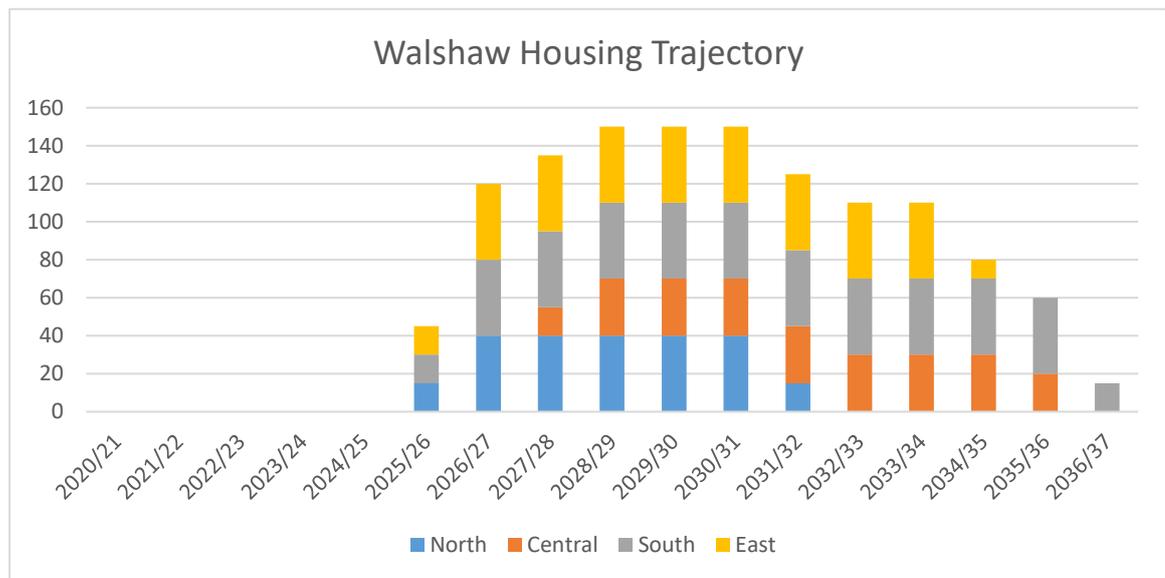
26.3 With a small increase in values compared to the base model, the sensitivity test demonstrates that the allocation would be able to support all policy costs including 25% affordable housing and the infrastructure required to support the development, including the strategic transport costs. A 5% increase is considered appropriate for

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

this location as it is in a popular residential area and is closely linked with Walshaw and the areas to the west of Bury where house prices are typically higher than other parts of the town.

## **27.0 Phasing**

- 27.1 The policy wording for JPA9 requires a comprehensive masterplan to be approved by the LPA for the allocation, which any proposals must then be in accordance with. The policy states that this shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development. This should include the delivery of highways, infrastructure, surface water drainage, grey infrastructure, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.
- 27.2 The phasing strategy will be developed through on-going discussions with key stakeholders in relation to infrastructure delivery. The estimated phasing and delivery trajectory will evolve as the plans for the allocation are developed further.
- 27.3 The allocation is in an established market area and will deliver a range of dwelling types and sizes, including affordable housing and provision for older people. The allocation is split into four separate outlets under the control of Himor (2 outlets), Redrow and Vernon and Co. Developments. Each parcel can be served by a separate access and can therefore be delivered simultaneously.
- 27.4 First completions are anticipated to take place in 2025/26, with a delivery rate of up to 40 dwellings per outlet per year, with all 1,250 dwellings expected to be delivered within the plan period. Although a significant amount of preparatory work has already been undertaken as part of the GMSF process, a lead-in time of five years from the start of the plan period has been allowed before the first completions to allow sufficient time from adoption of the plan for masterplanning to be completed, planning permission to be secured and enabling works to take place before the first units are delivered.

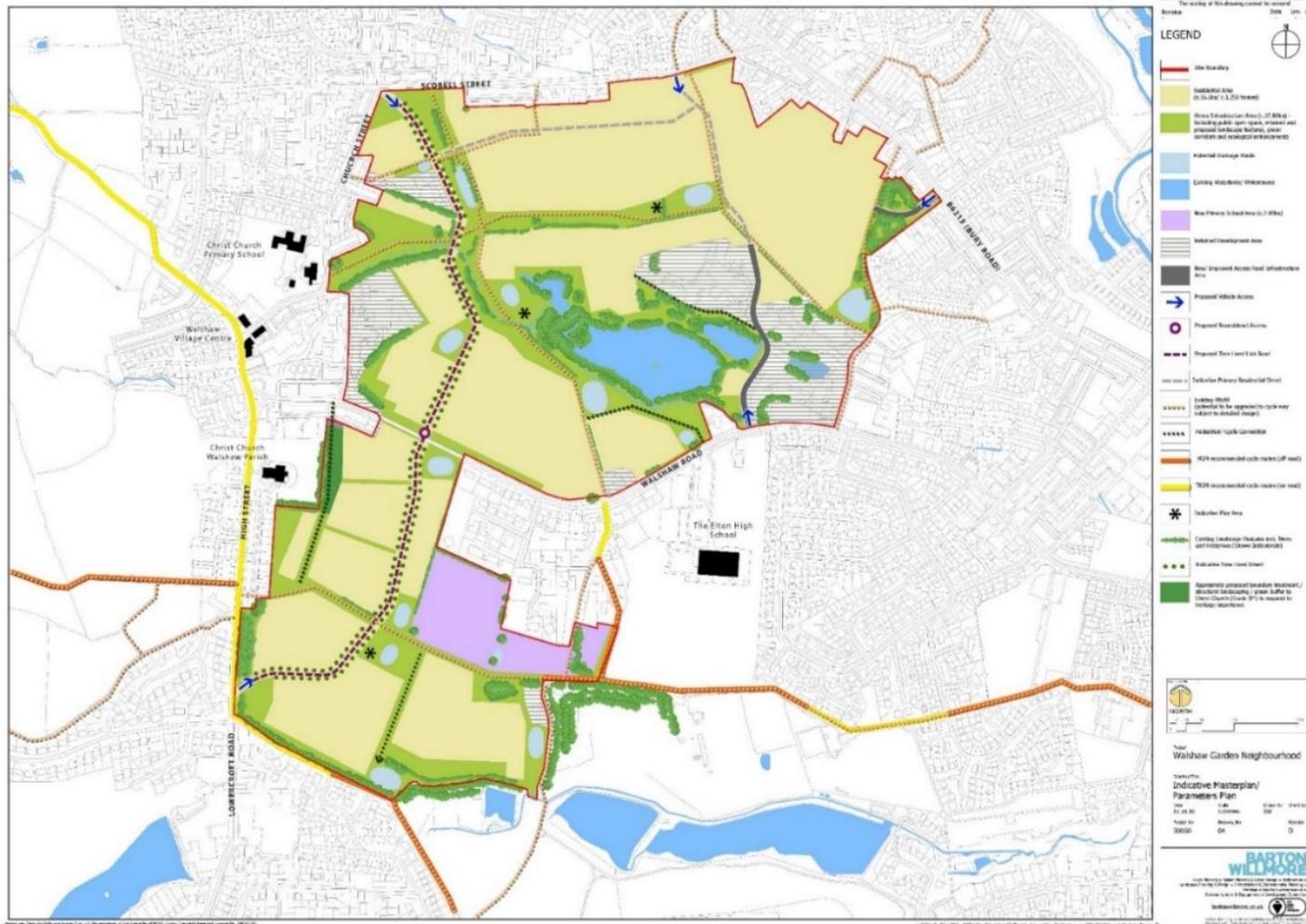
**Figure 1. Walshaw Housing Trajectory**

## 28.0 Indicative Masterplanning

- 28.1 The Site Promoters for the Walshaw Allocation have produced an Illustrative Development Framework Plan (see following plan) to show how proposed development could come forward within the allocation. This provides the promoters indicative vision and option for the layout of the development, including the location of the residential parcels, green and blue infrastructure, schools, local centre, and key pedestrian and vehicular access.
- 28.2 Policy JPA9 requires a comprehensive masterplan to be submitted prior to any planning applications within the allocation. The masterplan must include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D1 Infrastructure Implementation. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband and electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

Figure 2. Illustrative Masterplan for the Walshaw Allocation (JPA9)





# Section F – Conclusion

## 29.0 The Integrated Appraisal

- 29.1 An Integrated Appraisal (IA) was undertaken on the 2020 draft GMSF in order to understand how the policy had changed since the 2019 IA and to identify if any further enhancement/mitigation was required.
- 29.2 The majority of the 2019 recommendations for GM9 Walshaw were positively addressed by the 2020 GMSF policy itself or another thematic policy. A small number of residual recommendations remained from the 2019 IA, in order to further strengthen the policies:
- Climate Change – since the 2019 IA was undertaken there has been greater emphasis on the climate change agenda and this is reflective of the declaration of a climate emergency by the ten GM authorities;
  - Accessible design standards – whilst this is broadly covered in Policy GM-E1 (now JP-P1) and within GM-H3 (now JP-H3) relating to housing, it was suggested that policies are strengthened with more specific reference to accessible design of buildings and spaces to meet the needs of users. This could be achieved through strengthening Policy GM-E1 (now JP-P1).
  - Deprivation – whilst this is also broadly covered within the supporting text and broadly within Policy GM-E1 (now JP-P1), particularly referencing social inclusivity, it is considered that the policy could be more explicitly in terms of inclusive growth and making jobs available to existing local communities or to those suffering deprivation.
- 29.3 These recommendations were incorporated into the final 2020 GMSF.
- 29.4 A 2021 PfE Integrated Appraisal Addendum has been produced and has reviewed the changes made between GMSF 2020 and PfE 2021. As there have been no substantial changes to this specific allocation between GMSF 2020 and PfE 2021 and the 2020 IA recommendations which had been incorporated into the GMSF

2020 remain in the PfE Policy, there has been no change to the assessment of this Policy in relation to the IA Framework since 2020.

## **30.0 The main changes to the Proposed Allocation**

30.1 The amount of development proposed within JPA9 Walshaw has not changed since the 2019 GMSF.

30.2 The 2020 GMSF proposed additional criteria within the policy requiring:

- The provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
- Financial contribution towards off-site secondary school provision to meet the needs generated by the development; and
- The provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features.

30.3 These additional criteria have been carried forward into the PfE allocation policy. A significant amount of evidence base work has been produced to support the allocation since 2019 and this has allowed the criteria within the policy to be expanded upon and be more specific to the allocation.

30.4 The PfE is proposing a minor amendment to the allocation boundary to exclude a small field and hedgerow on the south-easter edge of the allocation, adjacent to Elton High School (an area of approximately 0.4ha).

## **31.0 Conclusion**

31.1 JPA9 Walshaw is considered to meet the site selection criteria and make a positive contribution towards the overall vision, objectives and strategy of the PfE Joint Plan. The allocation is considered to be deliverable and available for development.

Further work has been identified to take forward the allocation through the planning process.

- 31.2 The allocation at provides the opportunity to deliver a high quality residential development in a sustainable location. Community facilities, including a new primary school and Walshaw Village, will be located within an easy and attractive walk of residents. A tree-lined link road will be provided centrally through the allocation while strategic green wedges with new pedestrian and cycle routes, will connect the allocation with the wider countryside and surrounding neighbourhoods.

## Section G – Appendices

### Appendix 1 – GM Allocation 9 Walshaw (GMSF, 2019)

Development at this site will be required to:

1. Deliver a broad mix of around 1,250 houses to diversify the type of accommodation in the Walshaw area;
2. Make provision for affordable housing in accordance with local planning policy requirements;
3. Make provision for recreation to meet the needs of the prospective residents in accordance with local planning policy requirements;
4. Make provision for significant improvements to highways infrastructure, including:
  - The provision of a new through road to enable an alternative to Church Street, Bank Street and High Street;
  - A contribution towards the provision of highways infrastructure through the Elton Reservoir site; and
  - Other off-site highway works where these are necessary to ensure acceptable traffic movement;
5. Make provision for major investment in public transport in order to enable more sustainable transport choices;
6. Make provision for a new one form entry primary school within the site to accommodate additional demand on school places;
7. Make provision for a new local centre including a range of appropriate retail, community facilities and other services;
8. Provide appropriate mitigation and respect the setting of heritage assets in the vicinity of the site;

9. Ensure that any development is safe from potential flood risk from any source and incorporate measures to mimic natural drainage through the use of green sustainable urban drainage to control the rate of surface water run-off;
10. Make provision for green infrastructure corridors focusing on the areas around Walshaw and Elton Brooks and the reservoirs and wildlife corridors including improved accessibility and connectivity within the site and to surrounding areas, including to existing areas of recreation at Dow Lane and Elton Vale;
11. Ensure the design and layout allows for effective integration with surrounding communities including the incorporation of linkages and connections that allow for sustainable modes of travel such as new walking and cycling routes, particularly to allow through access from north to south; and
12. Minimise impacts on and provide net gains for biodiversity assets within the site.

The delivery of the allocation and its associated infrastructure will be expected to be supported by a comprehensive masterplan to be agreed with the local planning authority.

### **Justification**

This is an extensive area of land occupying a sustainable and well-connected location set entirely within the existing urban area. The land is loosely bounded by the urban areas of Tottington to the north, Woolfold and Elton to the east Lowercroft to the south and Walshaw to the west.

The site has the potential to deliver around 1,250 houses, providing a diverse mix of house types and affordable housing provision for the local area.

This number of new homes will require significant improvements to the local highways network to accommodate increased traffic generation. This will require the provision of a new route through the site that provides an alternative to the use of the existing highway network through Walshaw as well as a contribution to the proposed strategic route through the Elton Reservoir site which will also allow traffic from the Walshaw area to travel south without needing to travel through Bury town centre. The development will also need to

facilitate improvements to public transport into and around the site in order to allow for more sustainable transport choices.

The scale of the development will create additional demands for education and the provision of a new one form entry primary school will be required in order to accommodate needs that cannot be met through existing facilities.

In addition, the development should incorporate a new local centre in order to reduce the need for surrounding residents to travel to facilities elsewhere. This could include local retail uses to cater for the day-to-day needs of surrounding residents as well as community facilities and other local services.

Christ Church in Walshaw is a Grade II\* Listed Building sitting adjacent to the site. Any development of the site will, therefore, be required to respect the setting of the church and capitalise on opportunities to draw on the contribution that the church makes to the character of the area.

Existing sport and recreational facilities at Dow Lane and Elton Vale Sports Club are situated to the south of the site and the development should incorporate a green corridor to provide access from the site to these existing recreational assets.

The development will also need to have regard to any existing features of ecological and wildlife interest by minimising impacts on and providing net gains for biodiversity.

To reduce the risk of flooding, the development of the site should minimise the risk associated with inadequate sewer capacity, minimise and control the rate of surface water run-off through an appropriate drainage strategy and safeguard land within the site for flood storage.

Walshaw and Elton Brooks run through the northern and southern parts of the site. These should provide the focal point for the creation of a good quality green infrastructure network providing publicly accessible open spaces and recreational opportunities for residents in the area. Such a network should seek to maximise the value of existing features and areas of nature conservation value and offer opportunities for active travel, particularly between homes, schools, shops, places of work and recreation. Connectivity from west to east is

already well established although there is potential for improved pedestrian and cycle routes linking Tottington in the north to Elton and Starling in the south.

There are some existing reservoirs on the site and other opportunities for blue infrastructure may exist to enhance visual amenity, provide sustainable drainage and widen local biodiversity.

## **Appendix 2 – Policy GM Allocation 9 Walshaw (GMSF, 2020)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been previously approved by the LPA. It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy GM-D 1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband, electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development in this allocation will be required to:

1. Deliver a broad mix of around 1,250 houses to diversify the type of accommodation in the Walshaw area. This includes an appropriate mix of house types and sizes, accommodation for older people, and provision of plots for custom and self-build housing;
2. Make provision for significant new and improved highways infrastructure to enable the proposed level of development to be accommodated, including:
  - The provision of a new strategic through road to enable an alternative to Church Street, Bank Street and High Street that is designed to be suitable for buses and incorporates active travel and is in line with local design standards;
  - Off-site highway works where these are necessary to ensure acceptable traffic movement from the allocation, including appropriate linkages to the Elton Reservoir Link Road;

3. Make provision for major investment in public transport in order to encourage more sustainable transport choices (including potential upgrade of existing bus services or a new bus service linking Tottington - Walshaw - Elton - proposed new Metrolink stop at Warth Bury/Radcliffe);
4. Deliver a network of safe cycling and walking routes through the allocation linking neighbourhoods with key destinations, incorporating Leigh Lane and Dow Lane and in accordance with national and GM standards of design and construction and local planning policy requirements;
5. Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings proposed on the site and across a range of housing types and sizes (with an affordable housing tenure split of 60% social or affordable rented and 40% affordable home ownership);
6. Make provision for a new one-form entry primary school within the allocation to accommodate additional demand on school places;
7. Make a financial contribution towards off-site secondary school provision to meet the needs generated by the development;
8. Make provision for a new local centre in an accessible location which includes a range of appropriate retail, health and community facilities and ensure that it is integrated within existing communities;
9. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant GMSF or local planning policies;
10. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to the recreation areas at Dow Lane, Elton Vale, Whitehead Lodges as well as Walshaw Village and Bury Town Centre;
11. Make provision for new, high quality, publicly accessible, multifunctional green and blue infrastructure within the allocation to provide health benefits to residents to create a visually attractive environment and provide linkages to the sites wider drainage strategy

in accordance with Policy GM-G 2 'Green Infrastructure Network' and Policy GM-G 8 'Standards for a Greener Greater Manchester'. This should include the integration and enhancement of the existing green infrastructure corridors and assets at Walshaw and Elton Brooks;

12. Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy GM-G 9 'A Net Enhancement of Biodiversity and Geodiversity'; It is expected that the biodiversity gain provision will be focused on the Walshaw and Elton Brook corridors and integrated with other green infrastructure functions such as recreation and surface water management;
13. Ensure the allocation is safe from and mitigates for potential flood risk from all sources including surface water, sewer flooding and groundwater. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
14. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy GM-S 5 'Flood Risk and the Water Environment' and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available.;
15. Make appropriate provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features; and
16. Protect and enhance the heritage and archaeological assets and their setting within the allocation and the wider historic character of the surrounding area including the Grade II\* Listed building, Christ Church and its setting in accordance with the findings and recommendations of a Heritage Impact Assessment.

## **Justification**

Site Allocation Topic Paper- JPA 9 Walshaw – PfE 2021

This is an extensive area of land occupying a sustainable and well-connected location set entirely within the existing urban area. The land is loosely bounded by the urban areas of Tottington to the north, Woolfold and Elton to the east Lowercroft to the south and Walshaw to the west.

The allocation has the potential to deliver around 1,250 houses, providing a diverse mix of house types and affordable housing provision for the local area.

This number of new homes will require significant improvements to the local highway network to accommodate increased traffic generation. This will require the provision of a new route through the allocation that provides an alternative to the use of the existing highway network through Walshaw and may require a contribution to the proposed strategic route through the Elton Reservoir allocation which will also allow traffic from the Walshaw area to travel south without needing to travel through Bury town centre. The development will need to facilitate improvements to public transport into and around the allocation in order to allow for more sustainable transport choices.

The scale of the development will create additional demands for education and the provision of a new one form entry primary school and contributions to off-site secondary school provision will be required in order to accommodate needs that cannot be met through existing facilities.

The development will generate the need to make provision for a new accessible local centre providing facilities such as shops, health facilities and community facilities.

Existing sport and recreational facilities at Dow Lane and Elton Vale Sports Club are situated to the south of the allocation and the development should incorporate a green corridor to provide access from the allocation to these existing recreational assets.

The development will need to have regard to any existing ecological and wildlife features including Walshaw and Elton Brooks which run through the northern and southern parts of the allocation interest by minimising impacts on and providing net gains for biodiversity. The brooks should provide the focal point for the creation of a good quality green infrastructure network providing publicly accessible open spaces and recreational opportunities for residents in the area. Such a network should seek to

maximise the value of existing features and areas of nature conservation value and offer opportunities for active travel, particularly between homes, schools, shops, places of work and recreation. Connectivity from west to east is already well established although there is potential for improved pedestrian and cycle routes linking Tottington in the north to Elton and Starling in the south. There are existing reservoirs within the allocation and other opportunities for blue infrastructure may exist to enhance visual amenity, provide sustainable drainage and widen local biodiversity.

To reduce the risk of flooding, the development should minimise the risk associated with inadequate sewer capacity and minimise and control the rate of surface water run-off through an appropriate drainage strategy and, where possible, safeguard land within the allocation for flood storage. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

Christ Church in Walshaw is a Grade II\* Listed Building sitting adjacent to the allocation. Any development will, therefore, be required to respect the setting of the church and capitalise on opportunities to draw on the contribution that the church makes to the character of the area.

The completion of a Heritage Impact Assessment will be required.

### **Appendix 3 – JP Allocation 9 Walshaw (Places for Everyone, 2021)**

Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been previously approved by the LPA. It shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with Policy JP-D 1 'Infrastructure Implementation'. This should include the delivery of highways infrastructure, surface water drainage, grey infrastructure including utilities provision, green and blue infrastructure, broadband, electric vehicle charging points, recreation provision and social infrastructure and ensure coordination between phases of development.

Development in this allocation will be required to:

1. Deliver a broad mix of around 1,250 homes to diversify the type of accommodation in the Walshaw area. This includes an appropriate mix of house types and sizes, accommodation for older people, and provision of plots for custom and self-build housing;
2. Make provision for significant new and improved highways infrastructure to enable the proposed level of development to be accommodated, including:
  - The provision of a new strategic through road to enable an alternative to Church Street, Bank Street and High Street that is designed to be suitable for buses and incorporates active travel and is in line with local design standards;
  - Off-site highway works where these are necessary to ensure acceptable traffic movement from the allocation, including appropriate linkages to the Elton Reservoir Link Road;
3. Make provision for major investment in public transport in order to encourage more sustainable transport choices (including potential upgrade of existing bus services or a new bus service linking Tottington - Walshaw - Elton - proposed new Metrolink stop at Warth -Bury/Radcliffe);
4. Deliver a network of safe cycling and walking routes through the allocation linking neighbourhoods with key destinations, incorporating Leigh Lane and Dow Lane and in accordance with national and GM standards of design and construction and local planning policy requirements;
5. Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings proposed on the site and across a range of housing types and sizes (with an affordable housing tenure split of 60% social or affordable rented and 40% affordable home ownership);
6. Make provision for a new one-form entry primary school within the allocation to accommodate additional demand on school places;
7. Make a financial contribution towards off-site secondary school provision to meet the needs generated by the development;

8. Make provision for a new local centre in an accessible location which includes a range of appropriate retail, health and community facilities and ensure that it is integrated within existing communities;
9. Make provision for other necessary infrastructure such as utilities, broadband and electric vehicle charging points in accordance with relevant joint plan or local planning policies;
10. Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to the recreation areas at Dow Lane, Elton Vale, Whitehead Lodges as well as Walshaw Village and Bury Town Centre;
11. Make provision for new, high quality, publicly accessible, multifunctional green and blue infrastructure within the allocation to provide health benefits to residents to create a visually attractive environment and provide linkages to the sites wider drainage strategy in accordance with Policy JP-G 2 'Green Infrastructure Network' and Policy JP-G 8 'Standards for Greener Places'. This should include the integration and enhancement of the existing green infrastructure corridors and assets at Walshaw and Elton Brooks;
12. Minimise impacts on and provide net gains for biodiversity assets within the allocation in accordance with Policy JP-G 9 'A Net Enhancement of Biodiversity and Geodiversity'; It is expected that the biodiversity gain provision will be focused on the Walshaw and Elton Brook corridors and integrated with other green infrastructure functions such as recreation and surface water management;
13. Ensure the allocation is safe from and mitigates for potential flood risk from all sources including surface water, sewer flooding and groundwater. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;
14. Ensure that sustainable drainage systems are fully incorporated into the development to manage surface water and control the rate of surface water run-off, discharging in accordance with the hierarchy of drainage options. Where possible, natural SuDS techniques should be utilised, prioritising the use of ponds, swales and other infrastructure which mimic natural drainage and be designed as multi-functional green

infrastructure connecting to the wider green and blue infrastructure network in accordance with Policy JP-S 5 'Flood Risk and the Water Environment and nationally recognised SuDS design standards. Proposals to discharge to the public sewer will need to submit clear evidence demonstrating why alternative options are not available.;

15. Make appropriate provision for the long-term management and maintenance of areas of green infrastructure, biodiversity features, other areas of open space and sustainable drainage features; and
16. Protect and, where appropriate, enhance heritage assets and their setting, including the Christ Church Grade II\* listed building, in accordance with the findings and recommendations of the assessment of heritage assets that forms part of the Plan's evidence base and any updated assessment submitted as part of the planning application process.

### **Justification**

This is an extensive area of land occupying a sustainable and well-connected locations entirely within the existing urban area. The land is loosely bounded by the urban areas of Tottington to the north, Woolfold and Elton to the east Lowercroft to the south and Walshaw to the west.

The allocation has the potential to deliver around 1,250 houses, providing a diverse mix of house types and affordable housing provision for the local area.

This number of new homes will require significant improvements to the local highway network to accommodate increased traffic generation. This will require the provision of a new route through the allocation that provides an alternative to the use of the existing highway network through Walshaw and may require a contribution to the proposed strategic route through the Elton Reservoir allocation which will also allow traffic from the Walshaw area to travel south without needing to travel through Bury town centre. The development will need to facilitate improvements to public transport into and around the allocation in order to allow for more sustainable transport choices.

The scale of the development will create additional demands for education and the provision of a new one form entry primary school and contributions to off-site secondary

school provision will be required in order to accommodate needs that cannot be met through existing facilities.

The development will generate the need to make provision for a new accessible local centre providing facilities such as shops, health facilities and community facilities.

Existing sport and recreational facilities at Dow Lane and Elton Vale Sports Club are situated to the south of the allocation and the development should incorporate a green corridor to provide access from the allocation to these existing recreational assets.

The development will need to have regard to any existing ecological and wildlife features including Walshaw and Elton Brooks which run through the northern and southern parts of the allocation by minimising impacts on and providing net gains for biodiversity. The brooks should provide the focal point for the creation of a good quality green infrastructure network providing publicly accessible open spaces and recreational opportunities for residents in the area. Such a network should seek to maximise the value of existing features and areas of nature conservation value and offer opportunities for active travel, particularly between homes, schools, shops, places of work and recreation. Connectivity from west to east is already well established although there is potential for improved pedestrian and cycle routes linking Tottington in the north to Elton and Starling in the south. There are existing reservoirs within the allocation and other opportunities for blue infrastructure may exist to enhance visual amenity, provide sustainable drainage and widen local biodiversity.

To reduce the risk of flooding, the development should minimise the risk associated within adequate sewer capacity and minimise and control the rate of surface water run-off through an appropriate drainage strategy and, where possible, safeguard land within the allocation for flood storage. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

Christ Church in Walshaw is a Grade II\* Listed Building sitting adjacent to the allocation. Any development will, therefore, be required to respect the setting of the church and

capitalise on opportunities to draw on the contribution that the church makes to the character of the area. The completion of a Heritage Impact Assessment will be required.

## Section H – Bibliography

- 1.0 Walshaw Indicative Masterplan, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 2.0 Walshaw Drainage Strategy Executive Technical Summary, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 3.0 Walshaw Masterplan Drainage Strategy, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 4.0 Walshaw HIMOR Flood Risk Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 5.0 Walshaw Redrow Flood Risk Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 6.0 Walshaw VHW Flood Risk Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 7.0 Walshaw Phase 1 Desk Studies Executive Summary, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 8.0 Walshaw HIMOR Phase 1 Desk Study Report, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 9.0 Walshaw Redrow Phase 1 Geo Environmental Site Assessment, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 10.0 Walshaw Vernon Phase 1 Desk Study Report, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 11.0 Walshaw Historic Environment Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 12.0 Walshaw Christ Church, 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 13.0 Walshaw HIMOR & VHW Landscape and Visual Technical Note, 2017, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 14.0 Walshaw Redrow Preliminary Landscape and Visual Overview, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 15.0 Walshaw Arboriculture Technical Note, 2017, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 16.0 Walshaw Redrow Tree Survey Report, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 17.0 Walshaw Noise Screening Assessment, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 18.0 Walshaw HIMOR Utility Feasibility Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 19.0 Walshaw Redrow Utilities Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 20.0 Walshaw VHW Utility Feasibility Report, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 21.0 Walshaw HIMOR & VHW Ecology Technical Note, 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 22.0 Walshaw Redrow Preliminary Ecology Appraisal, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 23.0 Walshaw Air Quality Assessment, 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 24.0 Places for Everyone Written Statement, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 25.0 Places for Everyone Consultation Summary Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 26.0 Housing Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 27.0 Employment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 28.0 Green Belt Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 29.0 Carbon & Energy Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 30.0 Natural Environment Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 31.0 Transport Topic Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 32.0 Greater Manchester Transport Strategy 2040 Refresh, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 33.0 Our 5-Year Transport Delivery Plan 2020-2025, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 34.0 Greater Manchester Transport Strategy - 2040 Right Mix Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 35.0 Transport Strategic Modelling Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 36.0 Existing Land Supply and Transport Technical Note, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 37.0 Transport Locality Assessments – Introductory Note and Assessments - Bury Allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 38.0 Addendum: Transport Locality Assessments Review - Bury Allocations, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 39.0 PfE Integrated Appraisal Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 40.0 PfE Integrated Appraisal Addendum Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 41.0 GMSF Integrated Appraisal Non-Technical Summary 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 42.0 PfE Integrated Appraisal Non-Technical Summary 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 43.0 GMSF Integrated Assessment Scoping Report 2020, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 44.0 PfE Integrated Assessment Scoping Report Addendum 2021, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 45.0 Integrated Assessment of GMSF Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 46.0 Habitat Regulations Assessment of PfE, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 47.0 Habitat Regulations Assessment of PfE - Air Quality Assessment, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 48.0 PfE Strategic Viability Assessment Stage 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 49.0 PfE Strategic Viability Assessment Stage 2: Technical Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 50.0 PfE Strategic Viability Assessment Stage 2 Allocated Sites, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 51.0 Carbon and Energy Implementation Part 1 - Technical Analysis, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 52.0 Carbon and Energy Implementation Part 2 - Carbon Offsetting, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 53.0 Carbon and Energy Implementation Part 2 - Fund Size Appendix B, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 54.0 GM Strategic Flood Risk Assessment Level 1 Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 55.0 GM SFRA Level 1 Appendix A Bury Interactive Maps, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 56.0 GM SFRA Level 1 Appendix B Sites Assessment Part 1, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 57.0 GM SFRA Level 1 Appendix B Sites Assessment Part 2, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 58.0 GM SFRA Level 1 Appendix C - Development Sites Assessments Summary Reports, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 59.0 GM SFRA Level 1 Appendix D - Functional Floodplain Methodology, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 60.0 GM SFRA Level 1 Appendix E - GMCA Climate Change Models, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 61.0 GM SFRA Level 1 Appendix F - SUDS Techniques and Suitability, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 62.0 GM Flood Risk Management Framework, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 63.0 GM Strategic Flood Risk Assessment Level 2 - Report, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 64.0 GM Strategic Flood Risk Assessment Level 2 - Appendices, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 65.0 Flood Risk Sequential Test and Exception Test Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 66.0 Carbon and Fracking Evidence Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 67.0 Economic Forecasts for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 68.0 Employment Land Needs in Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 69.0 COVID-19 and PfE Growth Options, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 70.0 GM Gypsy and Traveller and Travelling Showperson Accommodation Assessment Update 2018, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 71.0 Green Infrastructure Policy Context, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 72.0 Guidance for Greater Manchester - Embedding Green Infrastructure Principles, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 73.0 Biodiversity Net Gain Proposed Guidance for Greater Manchester, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 74.0 Integrated Assessment of PfE Growth and Spatial Options Paper, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 75.0 Stage 1 Greater Manchester Green Belt Assessment (2016) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 76.0 Stage 1 Greater Manchester Green Belt Assessment - Appendices (2016), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 77.0 GMSF Landscape Character Assessment (2018), available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 78.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2020 GMSF Allocations and Additions, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 79.0 Stage 2 GM Green Belt Study - Cumulative Assessment of Proposed 2021 PfE Allocations and Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 80.0 Stage 2 Greater Manchester Green Belt Study - Assessment of Proposed 2019 Allocations (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 81.0 21F. Stage 2 Greater Manchester Green Belt Study – Assessment of Proposed 2019 Allocations – Appendix B (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 82.0 Stage 2 GM Green Belt Study – Addendum: Assessment of Proposed GMSF Allocations (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

- 83.0 Stage 2 GM Green Belt Study – Assessment of Proposed PfE Allocations (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 84.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2020 GMSF Green Belt Additions (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 85.0 Stage 2 GM Green Belt Study – Contribution Assessment of Proposed 2021 PfE Green Belt Additions (Addendum 2021) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 86.0 Stage 2 GM Green Belt Study – Identification of Opportunities to Enhance the Beneficial use of the GM Green Belt (2020) , available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.
- 87.0 GMSF 1 Hist Env Assess Summary Report June 2019, available at <https://www.greatermanchester-ca.gov.uk/placesforeveryone>.

## Appendix 5 – Treatment of existing Unitary Development Plan Policies on adoption of PfE.

Bury UDP Policy		PfE Replacement Policy/Policies
<b>EC1</b>	<b>EMPLOYMENT LAND PROVISION</b>	JP-J1 (Supporting Long-Term Economic Growth)
	EC1/1 – Land for Business (B1), General Industrial (B2) and Warehousing Uses (B8)	Saved- refers to sites
	EC1/2 – Land Suitable for Business (B1) and Office Use	Saved- refers to sites
	EC1/3 – Land Suitable for Business (B1), Office and Hotel/Conference Facility Uses	Saved- refers to sites
<b>EC2</b>	<b>EXISTING INDUSTRIAL AREAS AND PREMISES</b>	JP-J2 (Employment Sites and Premises) and JP-J4 (Industry and Warehousing Development).
	EC2/1 – Employment Generating Areas	Saved- refers to sites
	EC2/2 – Employment Land and Premises Outside the Employment Generating Areas	Saved- refers to sites
<b>EC3</b>	<b>IMPROVEMENT OF OLDER INDUSTRIAL AREAS AND PREMISES</b>	JP-J2 (Employment Sites and Premises)
	EC3/1 – Measures to Improve Industrial Areas	JP-J2 (Employment Sites and Premises)
<b>EC4</b>	<b>SMALL AND GROWING BUSINESSES</b>	Saved
	EC4/1 – Small Businesses	Saved
<b>EC5</b>	<b>OFFICES</b>	JP-J3 (Office Development)
	EC5/1 – Office Development in Bury Town Centre	Saved- refers to sites
	EC5/2 – Other Centres and Preferred Office Locations	Saved- refers to sites
	EC5/3 – Other Office Locations	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
<b>EC6</b>	<b>NEW BUSINESS, INDUSTRIAL AND COMMERCIAL DEVELOPMENT</b>	Saved
	EC6/1 – Assessing New Business, Industrial and Commercial Development	Saved
	EC6/2 – Hazardous Installations	Saved
<b>H1</b>	<b>HOUSING LAND PROVISION</b>	JP- H1 (Scale, Distribution and Phasing of New Housing Development)
	H1/1 – Housing Land Allocations	Saved refers to sites
	H1/2 – Further Housing Development	Saved
	H1/3 – Provision for Gypsies and Travellers	Saved
<b>H2</b>	<b>HOUSING ENVIRONMENT AND DESIGN</b>	JP-H3 (Type, Size and Design of New Housing)
	H2/1 – The Form of New Residential Development	Saved
	H2/2 – The Layout of New Residential Development	Saved
	H2/3 – Extensions and Alterations	saved
	H2/4 – Conversions	Saved
	H2/5 – Conversions of Residential Property to Hotels and Guest Houses	Saved
	H2/6 – Garden and Backland Development	Saved
<b>H3</b>	<b>INCOMPATIBLE USES IN RESIDENTIAL AREAS</b>	Saved
	H3/1 – Assessing Non-Conforming Uses	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	H3/2 – Existing Incompatible Uses	Saved
<b>H4</b>	<b>HOUSING NEED</b>	JP-H3 (Type, Size and Design of New Housing)
	H4/1 – Affordable Housing	Saved
	H4/2 – Special Needs Housing	Saved
<b>H5</b>	<b>HOUSING IMPROVEMENT</b>	Saved
<b>EN1</b>	<b>ENVIRONMENT</b>	JP-P1 (Sustainable Places)
	EN1/1 – Visual Amenity	JP-P1 (Sustainable Places Clause 1, 2 and 11)
	EN1/2 – Townscape and Built Design	Saved
	EN1/3 – Landscaping Provision	JP-P1 (Sustainable Places Clause 16)
	EN1/4 – Street Furniture	Saved
	EN1/5 – Crime Prevention	Saved
	EN1/6 – Public Art	Saved
	EN1/7 – Throughroutes and Gateways	Saved
	EN1/8 – Shop Fronts	Saved
	EN1/9 – Advertisements	Saved
	EN1/10 – Telecommunications	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	EN1/11 – Public Utility Infrastructure	JP-P1 (Sustainable Places Clause 9)
<b>EN2</b>	<b>CONSERVATION AND LISTED BUILDINGS</b>	JP-P2 (Heritage)
	EN2/1 – Character of Conservation Areas	Saved
	EN2/2 – Conservation Area Control	Saved
	EN2/3 – Listed Buildings	Saved
	EN2/4 – Historic Parks	Saved
<b>EN3</b>	<b>ARCHAEOLOGY</b>	Saved
	EN3/1 – Impact of Development on Archaeological Sites	Saved
	EN3/2 – Development Affecting Archaeological Sites	Saved
	EN3/3 – Ancient Monuments	Saved refers to sites
<b>EN4</b>	<b>ENERGY CONSERVATION</b>	JP-S2(Carbon and Energy) JP-S3 (Heat and Energy Networks)
	EN4/1 – Renewable Energy	JP-S2(Carbon and Energy) JP-S3 (Heat and Energy Networks)
	EN4/2 – Energy Efficiency	JP-S2(Carbon and Energy) JP-S3 (Heat and Energy Networks)
<b>EN5</b>	<b>FLOOD PROTECTION AND DEFENCE</b>	JP-S5 (Flood Risk and the Water Environment)
	EN5/1 – New Development and Flood Risk	JP-S5 (Flood Risk and the Water Environment)

<b>Bury UDP Policy</b>		<b>PfE Replacement Policy/Policies</b>
<b>EN6</b>	<b>CONSERVATION OF THE NATURAL ENVIRONMENT</b>	JP-G9 (A Net Enhancement of Biodiversity and Geodiversity)
	EN6/1 – Sites of Nature Conservation Interest (SSSIs, NNRs and Grade A SBIs)	Saved refers to sites
	EN6/2 – Sites of Nature Conservation Interest (LNRs and Grade B and C SBIs)	Saved refers to sites
	EN6/3 – Features of Ecological Value	Saved
	EN6/4 – Wildlife Links and Corridors	Saved
	EN6/5 – Sites of Geological Interest	JP-G9 (A Net Enhancement of Biodiversity and Geodiversity)
<b>EN7</b>	<b>POLLUTION CONTROL</b>	JP-P1 (Sustainable Places)
	EN7/1 – Atmospheric Pollution	JP-S6 (Clean Air)
	EN7/2 – Noise Pollution	Saved
	EN7/3 – Water Pollution	Saved
	EN7/4 – Groundwater Protection	Saved
	EN7/5 – Waste Water Management	Saved
<b>EN8</b>	<b>WOODLAND AND TREES</b>	JP-G7 (Trees and Woodland)
	EN8/1 – Tree Preservation Orders	Saved
	EN8/2 – Woodland and Tree Planting	Saved
	EN8/3 – Red Rose Forest	Saved

<b>Bury UDP Policy</b>		<b>PfE Replacement Policy/Policies</b>
<b>EN9</b>	<b>LANDSCAPE</b>	JP-G1 (Valuing Important Landscapes)
	EN9/1 – Special Landscape Area	JP-G1 (Valuing Important Landscapes)
<b>EN10</b>	<b>ENVIRONMENTAL IMPROVEMENT</b>	Saved
	EN10/1 – Derelict Land	Saved
	EN10/2 – Riverside and Canalside Improvement in Urban Areas	Saved
<b>OL1</b>	<b>GREEN BELT</b>	JP-G10 (The Greenbelt)
	OL1/1 – Designation of Green Belt	JP-G10 (The Greenbelt)
	OL1/2 – New Development in the Green Belt	Saved
	OL1/3 – Infilling in Existing Villages in the Green Belt	Saved
	OL1/4 – Conversion and Re-use of Buildings in the Green Belt	Saved
	OL1/5 – Mineral Extraction and Other Development in the Green Belt	Saved
	OL1/6 – Reuse/Redevelopment of Clifton House, Prestwich	Saved
<b>OL2</b>	<b>OTHER PROTECTED OPEN LAND</b>	Saved
	OL2/1 – Development on Other Protected Open Land	Saved
<b>OL3</b>	<b>URBAN OPEN SPACE</b>	JP-G6 (Urban Green Space)
	OL3/1 – Protection of Urban Open Space	JP-G6 (Urban Green Space)

<b>Bury UDP Policy</b>		<b>PfE Replacement Policy/Policies</b>
<b>OL4</b>	<b>AGRICULTURE</b>	Saved
	OL4/1 – Agricultural Land Quality	Saved
	OL4/2 – Protection of Farm Holdings	Saved
	OL4/3 – Development Impact on Farming Areas	Saved
	OL4/4 – Agricultural Diversification	Saved
	OL4/5 – Agricultural Development	Saved
	OL4/6 – Agricultural Dwellings	Saved
	OL4/7 – Development Involving Horses	Saved
<b>OL5</b>	<b>RIVER VALLEYS</b>	JP-G3 (River Valleys and Waterways)
	OL5/1 – Designation of River Valleys	Saved
	OL5/2 – Development in River Valleys	Saved
	OL5/3 – Riverside and Canalside Development in Urban Areas	Saved
<b>OL6</b>	<b>MULTI-FUNCTIONAL COUNTRYSIDE</b>	Saved
	OL6/1 – New Uses and Development of the Countryside	Saved
<b>OL7</b>	<b>SPECIAL OPEN LAND AREAS</b>	Saved
	<del>OL7/1 – East Lancashire Paper Mill Water Catchment Area</del>	Already deleted

Bury UDP Policy		PfE Replacement Policy/Policies
	OL7/2 – West Pennine Moors	Saved
<b>RT1</b>	<b>EXISTING PROVISION FOR RECREATION IN THE URBAN AREA</b>	Saved
	RT1/1 – Protection of Recreation Provision in the Urban Area	Saved
	RT1/2 – Improvement of Recreation Facilities	Saved
<b>RT2</b>	<b>NEW PROVISION FOR RECREATION IN THE URBAN AREA</b>	JP-P7 (Sport and Recreation)
	RT2/1 – Provision of New Recreation Sites	Saved
	RT2/2 – Recreation Provision in New Housing Development	Saved
	RT2/3 – Education Recreation Facilities	JP-P7 (Sport and Recreation Clause 7)
	RT2/4 – Dual-Use of Education Facilities	JP-P7 (Sport and Recreation Clause 7)
<b>RT3</b>	<b>RECREATION IN THE COUNTRYSIDE</b>	JP-G3 (River Valleys and Waterways), JP-G2 (Green Infrastructure Network), JP-G5 (Uplands)
	RT3/1 – Protection of Existing Recreation Provision in the Countryside	Saved
	RT3/2 – Additional Provision for Recreation in the Countryside	Saved
	RT3/3 – Access to the Countryside	Saved
	RT3/4 – Recreation Routes	Saved
	RT3/5 – Noisy Sports	Saved

<b>Bury UDP Policy</b>		<b>PfE Replacement Policy/Policies</b>
<b>RT4</b>	<b>TOURISM</b>	Saved
	RT4/1 – Tourism Development	Saved
	RT4/2 – Safeguarding Tourism Assets	Saved
	RT4/3 – Visitor Accommodation	Saved
	RT4/4 – Tourism Support Facilities	Saved
	RT4/5 – Special Tourism and Leisure Provision	Saved
	RT4/6 – East Lancashire Railway	Saved
	RT4/7 – The Manchester, Bolton and Bury Canal	Saved
<b>S1</b>	<b>EXISTING SHOPPING CENTRES</b>	Saved
	S1/1 – Shopping in Bury Town Centre	Saved
	S1/2 – Shopping in Other Town Centres	Saved
	S1/3 – Shopping in District Centres	Saved
	S1/4 – Local Shopping Centres	Saved
	S1/5 – Neighbourhood Centres and Local Shops	Saved
	S1/6 – Additions to the Shopping Hierarchy	Saved
<b>S2</b>	<b>CONTROL OF NEW RETAIL AND NON-RETAIL DEVELOPMENT</b>	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	S2/1 – All New Retail Proposals: Assessment Criteria	Saved
	S2/2 – Prime Shopping Areas and Frontages	Saved
	S2/3 – Secondary Shopping Areas and Frontages	Saved
	S2/4 – Control of Non-Retail Uses in All Other Areas	Saved
	S2/5 – New Local Shopping Provision Outside Recognised Shopping Centres	Saved
	S2/6 – Food and Drink	Saved
	S2/7 – Amusement Centres and Arcades	Saved
<b>S3</b>	<b>NEW RETAIL DEVELOPMENT AND ENVIRONMENTAL IMPROVEMENTS</b>	Saved
	S3/1 – New Retail Development Opportunities Within or Adjoining Town Centres	Saved
	S3/2 – New Retail Development Opportunities Within District Centres	Saved
	S3/3 – Improvement and Enhancement (All Centres)	Saved
	S3/4 – Markets	Saved
<b>S4</b>	<b>NEW RETAIL DEVELOPMENT OUTSIDE TOWN AND DISTRICT CENTRES</b>	Saved
	S4/1 – Retail Development Outside Town and District Centres	Saved
	S4/2 – Assessing Out-of-Centre Retail Development	Saved
	S4/3 – Nurseries, Farm Shops and Garden Centres	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	S4/4 – Car Showrooms, Car Sales Areas and Petrol Filling Stations	Saved
<b>S5</b>	<b>LARGE OUT-OF-TOWN SHOPPING CENTRES</b>	Saved
<b>HT1</b>	<b>A BALANCED TRANSPORTATION STRATEGY</b>	JP-C1 (Our Integrated Network) JP-P1 (Sustainable Places), JP-C4 (Streets for All)
<b>HT2</b>	<b>HIGHWAY NETWORK</b>	Saved
	HT2/1 – The Strategic Route Network	Saved
	HT2/2 – Improvements to the Strategic Route Network	Saved
	HT2/3 – Improvements to Other Roads	Saved
	HT2/4 – Car Parking and New Development	Saved
	HT2/5 – Public Car Parks	Saved
	HT2/6 – Replacement Car Parking	JP-C7 (Transport requirements of new development)
	HT2/7 – Lorry Parking	Saved
	HT2/8 – Taxi and Private Hire Business	Saved
	HT2/9 – Highways Agency Road Schemes	Saved
	HT2/10 – Development Affecting Trunk Roads	JP-C7 (Transport requirements of new development)
<b>HT3</b>	<b>PUBLIC TRANSPORT</b>	JP-C1 (Our Integrated Network) and JP-C3 (Our Public Transport)
	HT3/1 – Schemes to Assist Bus Movement	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	HT3/2 – Bus Services	Saved
	HT3/3 – Design of Roads for Bus Routes	Saved
	HT3/4 – Schemes to Assist Metrolink	Saved
<b>HT4</b>	<b>NEW DEVELOPMENT</b>	JP-C7 (Transport requirements of new development)
<b>HT5</b>	<b>ACCESSIBILITY FOR THOSE WITH SPECIAL NEEDS</b>	Saved
	HT5/1 – Access for Those with Special Needs	Saved
<b>HT6</b>	<b>PEDESTRIANS AND CYCLISTS</b>	JP-C1 (Our Integrated Network), JP-C4 (Streets for All), JP-C5 (Walking and Cycling)
	HT6/1 – Pedestrian and Cyclist Movement	Saved
	HT6/2 – Pedestrian/Vehicular Conflict	JP-C4 (Streets for All), JP-C5 (Walking and Cycling)
	HT6/3 – Cycle Routes	Saved
<b>HT7</b>	<b>FREIGHT</b>	JP-C6 (Freight and Logistics)
	HT7/1 – Freight Facilities	Saved
<b>CF1</b>	<b>PROPOSALS FOR NEW AND IMPROVED COMMUNITY FACILITIES</b>	JP-P1 (Sustainable Places) JP-P3 (Cultural Facilities)
	CF1/1 – Location of New Community Facilities	Saved
<b>CF2</b>	<b>EDUCATION LAND AND BUILDINGS</b>	JP-P5 (Education, Skills and Knowledge)
	CF2/1 – Bury College	Saved

<b>Bury UDP Policy</b>		<b>PfE Replacement Policy/Policies</b>
<b>CF3</b>	<b>SOCIAL SERVICES</b>	Saved
	CF3/1 – Residential Care Homes and Nursing Facilities	Saved
<b>CF4</b>	<b>HEALTHCARE FACILITIES</b>	JP-P6 (Health)
	CF4/1 – Fairfield General Hospital	Saved
<b>CF5</b>	<b>CHILDCARE FACILITIES</b>	JP-P5 (Education, Skills and Knowledge)
	CF5/1 – Childcare Facilities in New Developments	Saved
<b>MW1</b>	<b>PROTECTION OF MINERAL RESOURCES</b>	JP-S7 (Resource Efficiency)
	MW1/1 – Areas of Search	Saved
	MW1/2 – Mineral Working Within Areas of Search	Saved
	MW1/3 – Sterilisation of Mineral Deposits	Saved
	MW1/4 – The Need for Aggregates	Saved
<b>MW2</b>	<b>ENVIRONMENTAL CONSIDERATIONS FOR MINERAL WORKINGS</b>	JP-S7 (Resource Efficiency)
	MW2/1 – Assessing Mineral Extraction Proposals	Saved
	MW2/2 – Planning Applications for Mineral Workings	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	MW2/3 – Development Control Conditions (Minerals)	Saved
	MW2/4 – Longstanding Planning Permissions	Saved
	MW2/5 – Derelict or Degraded Land (minerals)	Saved
	MW2/6 – Alternatives to Newly Won Minerals	Saved
	MW2/7 – Transport Routes for Minerals and Minerals Waste	Saved
	MW2/8 – Materials for Restoration	Saved
	MW2/9 – Standards of Restoration (Minerals)	Saved
<b>MW3</b>	<b>WASTE DISPOSAL FACILITIES</b>	JP-S7 (Resource Efficiency)
	MW3/1 – Derelict or Degraded Land (Waste)	JP-S7 (Resource Efficiency)
	MW3/2 – Waste Recycling and Bulk Reduction	JP-S7 (Resource Efficiency)
<b>MW4</b>	<b>ENVIRONMENTAL CONSIDERATIONS FOR WASTE DISPOSAL SITES</b>	Saved
	MW4/1 – Assessing Waste Disposal Proposals	Saved
	MW4/2 – Development Control Conditions (Waste)	Saved
	MW4/3 – Household Waste Disposal	Saved
	MW4/4 – Transport Routes for Waste Disposal Sites	Saved
	MW4/5 – Land Contamination	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	MW4/6 – Standards of Restoration (Waste)	Saved
<b>TC1</b>	<b>TOWN CENTRES</b>	Saved
	TC1/1 – Open Space in Town Centres	Saved
	TC1/2 – Pedestrian/Vehicular Conflict in Town Centres	Saved
<b>TC2</b>	<b>TOWN CENTRE ENHANCEMENT AND DEVELOPMENT</b>	Saved
	TC2/1 – Upper Floors	Saved
	TC2/2 – Mixed Use Development	Saved
	TC2/3 – Vacant And Cleared Sites	Saved
<b>TC3</b>	<b>BURY TOWN CENTRE</b>	Saved
	<b>BURY TOWN CENTRE</b>	Saved
	Area BY1 – Tenterden/Millet Street/Tenterden Street	Saved
	Area BY2 – Bridge Road/Buckley Wells	Saved
	Area BY3 – Bolton Street/Market Street	Saved
	Area BY4 – Manchester Road/Knowsley Street	Saved
	Area BY5 – The Rock/Peel Way	Saved
	Area BY6 – Central Shopping Area	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	Area BY7 – Townside/Market Street	Saved
	Area BY8 – The Rock/Moorgate	Saved
	Area BY9 – George Street	Saved
	Area BY10 – Rochdale Road/Lord Street/York Street	Saved
	Area BY11- Heywood Street/Spring Street	Saved
	<b>RAMSBOTTOM TOWN CENTRE</b>	Saved
	Area RM1 – Market Place/Carr Street/Ramsbottom Lane	Saved
	Area RM2 – St Paul’s/Crow Lane	Saved
	Area RM3 – Bolton Street/Bridge Street	Saved
	Area RM4 – Square Street	Saved
	Area RM5 – Railway Street/Bridge Street/Peel Brow	Saved
	<b>RADCLIFFE TOWN CENTRE</b>	Saved
	Area RD1 – Blackburn Street/Dale Street/Church Street West	Saved
	Area RD2 – Green Street/New Church Street	Saved
	Area RD3 – South of Pilkington Way	Saved
	Area RD4 – Stand Lane/Milltown Street	Saved

Bury UDP Policy		PfE Replacement Policy/Policies
	Area RD5 – St Thomas’s/Bridgefield Street	Saved
	Area RD6 – Spring Lane/Church Street West/Radcliffe Metrolink Station	Saved
	<b>PRESTWICH TOWN CENTRE</b>	Saved
	Area PR1 – The Longfield Centre/Bury New Road	Saved
	Area PR2 – Warwick Street/Derby Street	Saved
	Area PR3 – Rectory Lane	Saved
	Area PR4 – Church Lane/Bury New Road/Clark’s Hill	Saved

This page is intentionally left blank

## Appendix 6 – Equality Impact Assessment



### 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

<b>Department</b>	Business Growth and Infrastructure	
<b>Service</b>	Strategic Planning and Economic Development	
<b>Proposed policy</b>	Publication 'Places for Everyone' Joint Plan	
<b>Date</b>	1 July 2021	
<b>Officer responsible for the 'policy' and for completing the equality analysis</b>	<b>Name</b>	David Wiggins
	<b>Post Title</b>	Unit Manager: Development Planning
	<b>Contact Number</b>	0161 253 5282
	<b>Signature</b>	<i>D. Wiggins</i>
	<b>Date</b>	1 July 2021

#### 2. AIMS

<b>What is the purpose of the policy/service and what is it intended to achieve?</b>	<p>'Places for Everyone' (PfE) sets out a plan for homes, jobs, and the environment across nine of the ten Greater Manchester districts (excluding Stockport). It sets out where we will build the new homes we need, where our businesses will locate to sustain and create jobs for our people, what infrastructure is needed to support the development and to protect and enhance our towns, cities and landscapes. It covers a timeframe up to 2037.</p> <p>Whilst one of the key purposes of PfE is to make provision for the homes and jobs needed across Greater Manchester in a co-ordinated and managed way, it is also about establishing a framework for reducing inequalities, improving the lives of our residents and transforming Greater Manchester into the world-leading city-region we know it can be.</p>
<b>Who are the main stakeholders?</b>	<p>The main stakeholders which are involved in the PfE Joint Plan are local residents, developers, land owners, businesses, planning and development consultants, statutory consultees, infrastructure providers, interest groups and representative bodies.</p>

### 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	No	No	The Publication PFE Joint Plan has been subject to an Integrated Appraisal and part of this has involved an Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including race.
Disability	Yes	No	The Publication PFE Joint Plan includes policies that seek to ensure that all neighbourhoods are designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances. The PFE Joint Plan has also been subject to an Integrated Appraisal and part of this has involved an Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including disability.
Gender	No	No	
Gender reassignment	No	No	The PFE Joint Plan has been subject to an Integrated Appraisal and part of this has involved an Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including gender reassignment.
Age	Yes	No	A number of the development allocations state that they will provide housing for elderly people.

			The PfE Joint Plan has also been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including age.
Sexual orientation	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including sexual orientation.
Religion or belief	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including religion or belief.
Caring responsibilities	No	No	
Pregnancy or maternity	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including pregnancy or maternity.
Marriage or civil partnership	No	No	The PfE Joint Plan has been subject to an Integrated Appraisal and part of this has involved and Equality Impact Assessment which has considered in its scope, the likely effects on discriminatory practices; the potential to alter the opportunities of certain groups of people; and/or effect on relationships between different groups of people, including marriage or civil partnership.

**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.**

<b>General Public Sector Equality Duties</b>	<b>Relevance (Yes/No)</b>	<b>Reason for the relevance</b>
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 PfE Joint Plan will include policies that are specifically designed to make provision for special needs housing, including housing for the elderly as well as ensuring that all neighbourhoods are designed to enable residents to live healthier, happier and more fulfilling lives, with the barriers to doing so minimised as far as possible. This must include recognising and responding to the difficulties that people may face due to age, disability, illness or financial circumstances.
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 (including a list of all EAs carried out on existing policies/procedures/strategies),  
**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
<p>Following consultation on two previous drafts in 2016 and 2019 (then referred to as the GMSF), the PfE Joint Plan is now progressing to the formal Publication stage.</p> <p>If all 9 of the participating districts' Executive Committees agree (including Bury Cabinet), the Publication PfE Joint Plan will then be brought forward for eight-weeks of public consultation.</p>		

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

No

## 5. CONCLUSIONS OF THE EQUALITY ANALYSIS

<p><b>What will the likely overall effect of your policy/service plan be on equality?</b></p>	<p>Positive</p>
<p><b>If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?</b></p>	<p>N/A</p>
<p><b>Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.</b></p>	<p>No</p>
<p><b>What steps do you intend to take now in respect of the implementation of your policy/service plan?</b></p>	<p>Following consultation, the Publication PfE Joint Plan will be formally submitted to the Government alongside all supporting evidence. The Government will then appoint an Independent Planning Inspector (or a panel of Inspectors) to undertake a public examination of the PfE Joint Plan. Importantly, all representations made at the Publication stage will also be submitted to the Government and these will be considered by the Inspector(s) as part of the Examination of the plan.</p>

## 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 PfE Joint Plan 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 YOUR DEPARTMENTAL EQUALITY REPRESENTATIVE FOR RECORDING.**

**SCRUTINY REPORT**

**MEETING:** Overview and Scrutiny Committee

**DATE:** 20 July 2021

**SUBJECT:** Greater Manchester Clean Air Plan

**REPORT FROM:** Councillor Alan Quinn – Cabinet Member Environment, Climate Change and Operations

**CONTACT OFFICER:** Laura Swann – Assistant Director Operations (Strategy)

---

**1.0 BACKGROUND**

- 1.1 Poor air quality is one the largest environmental risk to the public's health. Taking action to improve air quality is crucial to improve population health.
- 1.2 Whilst air quality has been generally improving over time, particular pollutants remain a serious concern in many urban areas and nitrogen dioxide (NO<sub>2</sub>) is one such pollutant.
- 1.3 In Greater Manchester, road transport is responsible for approximately 80% of NO<sub>2</sub> concentrations at the roadside, of which diesel vehicles are the largest source.
- 1.4 Greater Manchester is under a Ministerial direction, along with many local authorities across the UK, to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) levels, issuing a direction under the Environment Act 1995 to undertake feasibility studies to identify measures for reducing NO<sub>2</sub> concentrations to within legal limit values in the "shortest possible time", and in the case of Greater Manchester, by 2024 at the latest.
- 1.5 In Greater Manchester (GM) authorities have worked together to develop a Clean Air Plan to tackle NO<sub>2</sub> Exceedances at the Roadside, referred to as GM CAP.
- 1.6 A report on the introduction of the GM CAP was endorsed by the GMCA on 25 June (Appendix 1). The report detailed all the background work that has taken place and outlined the final plan for approval. Full details around how the scheme will work, the associated implementation, charges and funding are contained within the report.
- 1.7 In total, Greater Manchester has secured over £120m in government funding to help Greater Manchester's people, businesses and organisations prepare:
- £87.9m Clean Commercial Vehicle Fund: LGV (£70m), HGV (£7.6m), coach (£4.4m), minibus (£2m).

- £21.4m Clean Taxi Fund: private hire vehicles (£10.2m), hackney carriages (£9.5m).
- £14.7m Bus Retrofit Fund: to retrofit non-compliant buses running services in GM.
- £3.2m Bus Replacement Fund: to support replacement of non-compliant buses that can't be retrofitted.
- Additional funding has also been secured for over 30 taxi-only electric vehicle charging points at strategic sites across the city-region.

1.8 A briefing note was produced to summarise the key details around the plan (Appendix 2).

1.9 The formal adoption of the plan now needs to go through the Council's approval process. This involves the report going to Cabinet and Full Council in July (Appendix 3).

## **2.0 ISSUES**

2.1 Throughout the development of the plan GM has considered a range of options to deliver compliance, overseen by the GM Steering Group, to understand the type and scale of intervention needed to reduce NO<sub>2</sub> to within legal Limit Values in the "shortest possible time" across Greater Manchester.

2.2 A review of all the information gathered through the eight-week long public consultation in 2020, and wider data, evidence and modelling work, including the impact of the COVID 19 pandemic on GM businesses has been undertaken.

2.3 The final plan takes this into account and changes have been made to the package of support measure available to GM businesses, who need support to upgrade their vehicles.

## **3.0 CONCLUSION**

3.1 We are under a ministerial direction to introduce a Clean Air Plan and to reduce NO<sub>2</sub> concentrations to within legal limit values in the "shortest possible time".

3.2 Poor air quality is one of the largest environmental risk to the public's health. Taking action to improve air quality is crucial to improve population health.

3.3 Introducing the Clean Air Plan contributes to the Let's do it Strategy commitments, to Improve quality of life and to be carbon neutral as a borough by 2038.

## **4.0 APPENDICES**

4.1 Appendix 1 – [Clean Air Plan Update to 25 June 2021 GMCA Meeting](#)

4.2 Appendix 2 – Clean Air Plan Briefing Note

4.3 Appendix 3 - GM Clean Air Final Plan Cabinet Report 21 July 2021

**List of Background Papers:-**

- 23 Feb 2021 Cabinet Report - GM Clean Air Plan: Consultation
- 2 September 2020 Cabinet Report – Clean Air Plan Consultation
- 29 July 2020 Cabinet Report – Greater Manchester Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside – Update

**Contact Details:-**

*Laura Swann – Assistant Director Operations (Strategy)*

This page is intentionally left blank



# Greater Manchester Clean Air Plan

June 2021



## Cleaning up our air

Air pollution is linked to a range of very serious health conditions and contributes to early deaths. Greater Manchester (GM) is taking action to improve air quality on local roads – now and for future generations.

All ten GM local authorities have worked together to develop a joint Clean Air Plan. This includes:

- A government-mandated category C charging GM-wide Clean Air Zone, to secure compliance with nitrogen dioxide (NO<sub>2</sub>) legal limits on local roads in the shortest possible time, and by 2024 at the latest.
- Multi-million pound funding support for GM businesses and organisations to upgrade eligible non-compliant vehicles.

Following a review of all the information gathered through the eight-week long public consultation in 2020 – and wider data, evidence and modelling work – the final Clean Air Plan has now been published. The plan will be considered by ten GM local authorities by the end of July 2021.

## Changes to the GM Clean Air Plan

Analysis of Greater Manchester's air quality has shown that short term improvements in air quality during the pandemic will not be enough to meet legal limits for harmful nitrogen dioxide emissions in the longer term without a Clean Air Zone.

The final plan takes into account the impact of the pandemic on GM businesses who need support to upgrade their vehicles, while making sure that the city-region improves its air quality in the shortest possible time.

Key changes include:

- Temporary exemption from the daily Clean Air Zone charge until 31 May 2023 for taxis and private hire vehicles (PHVs) licensed in Greater Manchester. Vans, minibuses, GM-registered coaches and wheelchair-accessible taxis were already exempt from daily charges until 2023. This is due to the economic impact of the pandemic on those sectors.
- Increased grant funding will be available for those who need it most, including PHVs, coaches, HGVs and vans.
- More options for replacement and retrofit for hackney carriages, PHVs, minibuses and vans.
- Feedback from the consultation highlighted motorhomes can be classified in more than one way by the DVLA. It is recommended that a consultation is held on the inclusion of motorhomes classified as M1SP in the GM Clean Air Zone charges.
- Following feedback, minor modifications have also been made to the Clean Air Zone boundary to include the A575 and A580 at Worsley, subject to consultation.
- Insufficient government funding has been allocated to deliver the 'Try before you buy' electric vehicle hackney carriage scheme. It's proposed the £0.5m allocated will be used to install up to eight additional electric vehicle charging points dedicated for hackney carriage and PHV drivers.

Daily charges remain the same, as lower charges mean more are likely to 'stay and pay', which imposes costs onto businesses without delivering air quality benefits.



## Proposed Final GM Clean Air Zone changes at a glance

### GM-wide CAZ C implemented from 31st May 2022\* - with more time, more money and more options for those most affected

\*Temporary exemptions to 31 May 2023 for LGVs, coaches, GM-licensed hackney carriages and private hire vehicles.

- Propose to consult on the inclusion of the A575 and A580 at Worsley.
- No change to the hours of operation or management of the scheme proposed.
- Propose to consult on inclusion of M1SP motorhomes for parity between vehicles of the same type.

#### Daily charge levels

No change to charges proposed.

Lower charges mean more people stay & pay imposing costs on businesses without delivering air quality benefits - so improving support (more time / more money) is a better mitigation.

#### Permanent discounts & exemptions

Public support for principles.

New exemptions proposed for specific groups in line with principles; and definitions of discounts & exemptions improved to better meet objectives.

Proposed private hire vehicle discount replaced with temporary exemption as more appropriate means of support.

#### \*Temporary exemptions

Feedback that vulnerable groups needed more time due to pandemic.

Propose widening scope so all LGVs, minibuses, coaches, GM-licensed hackney carriages and private hire vehicles can benefit and a temporary exemption for these groups until to 31 May 2023 to allow more time without affecting the year of compliance with legal limits for nitrogen dioxide.

## Clean Vehicle Funds

Greater Manchester has secured over £120m in government funding to help Greater Manchester's people, businesses and organisations prepare:

- **£87.9m Clean Commercial Vehicle Fund:** LGV (£70m), HGV (£7.6m), coach (£4.4m), minibus (£2m).
- **£21.4m Clean Taxi Fund:** private hire vehicles (£10.2m), hackney carriages (£9.5m).
- **£14.7m Bus Retrofit Fund:** to retrofit non-compliant buses running services in GM.
- **£3.2m Bus Replacement Fund:** to support replacement of non-compliant buses that can't be retrofitted.

An additional 5% has been awarded to the ten GM local authorities by government to administer this funding.

Additional funding has also been secured for over 30 taxi-only electric vehicle charging points at strategic sites across the city-region.

This clean vehicle funding will help eligible small and micro businesses, sole traders, self-employed, charities and social enterprises to upgrade non-compliant commercial vehicles and avoid a daily charge. Clean Vehicle Funds will be open for application from November 2021. This would be as a lump sum grant, contribution towards vehicle financing or a combination. Full details of financial support for vehicle owners is available at [cleanairgm.com/clean-air-plans](https://cleanairgm.com/clean-air-plans)



## Hardship Fund

The final GM Clean Air Plan does not include a Hardship Fund. Although feedback from the consultation and the impact of COVID-19 research found that further support was required for GM businesses, government ministers do not agree that a Hardship Fund is the best way to mitigate the impact of uncertainty due to the pandemic. Ministers cite other COVID-response government schemes (not specific to Clean Air Plans) being available to address wider business impacts. However, government has confirmed that they wish to ensure that Clean Air Funds can be adapted if necessary and that they will continue to work with GM to understand the situation, including the funding position if the impacts prove to be more severe than forecast.

As further funding to address potential cases of hardship may be needed, Greater Manchester authorities will be monitoring the situation very closely to ensure that they can take up the government's offer to review the need for further funding if the need can be demonstrated.

## Next steps

1. Final Clean Air Plan considered by ten Greater Manchester local authorities **(by end July 2021)**.
2. Subject to local authority approval, a consultation will be held on the proposed inclusion of M1SP class motorhomes within the scope of Clean Air Zone charges **(September/October 2021)**.
3. Subject to local authority approval, a consultation will be held on a modification to the Clean Air Zone boundary to include the A575 and A580 at Worsley **(September/October 2021)**.
4. Clean Vehicle Funds open for applications from Greater Manchester businesses **(November 2021)**.
5. Clean Air Zone is anticipated to launch on 30 May 2022, subject to joint agreement with government on scheme readiness, including the Central Charging Portal and national vehicle checker.

## Find out more

To find out more about the proposals and to sign up for updates, visit [cleanairgm.com](https://cleanairgm.com). If you have an enquiry please email [info@cleanairgm.com](mailto:info@cleanairgm.com).

For media enquiries, call **0161 244 1055** or email [mediarelations@tfgm.com](mailto:mediarelations@tfgm.com)

## Greater Manchester Clean Air Zone

Government has directed Greater Manchester to introduce a Category C Clean Air Zone. The Zone is expected to be introduced in phases:

- Monday 30 May 2022 for HGVs, buses, hackney carriages and private hire vehicles not licensed in GM.
- Thursday 1 June 2023 for LGVs, minibuses, coaches and GM-licensed hackney carriages and private hire vehicles.

Vehicles that do not meet emission standards will pay a daily charge to travel in the Zone. Private cars, motorbikes and mopeds are not included.

The Clean Air Zone is designed to improve air quality by encouraging upgrades to cleaner vehicles. It is not the same as a Congestion Charge Zone, where all or most vehicles are charged to drive.

### What area will it cover?

All roads within Greater Manchester<sup>1</sup>, apart from roads managed by Highways England such as motorways and trunk roads, will be included in the Clean Air Zone. However, ministers have agreed to include a section of the A57 and A628 within the Zone. This is subject to Tameside Council, Highways England and TfGM establishing how the charging will be applied to this section of road, therefore this stretch of road may not be included from the start of the Clean Air Zone operation. You can find out more detail by visiting

[cleanairm.com/clean-air-zone-map](https://cleanairm.com/clean-air-zone-map)



### How will it operate?

The Zone will run seven days a week, 24 hours a day. It would be enforced by a network of Automatic Number Plate Recognition (ANPR) cameras. Those vehicles liable to pay the charge will pay using the government’s online portal. Discounts and exemptions will be available for some vehicle types. Some exemptions are temporary, some are permanent, and some are for taxis and private hire vehicles licensed with the ten Greater Manchester local authorities only.

### Proposed final daily charges and funding support

Given more time   Offer increased per vehicle   New Offer

Vehicle type	Daily Charge	When charged from	Replacement Funding	Retrofit Funding
Bus	£60	End May 2022	£16k	£16k
HGV	£60	End May 2022	Up to £12k	£16k
Coach	£60	End May 2023	£32k	£16k
Van	£10	End May 2023	Up to £4.5k	£5k
Minibus	£10	End May 2023	£5k	£5k
GM Hackney Cab	£7.50	End May 2023	Up to £10k	£5k
GM PHV	£7.50	End May 2023	Up to £6k	£5k

<sup>1</sup> There is a proposal to exclude a small stretch of the A555 from the junction with the B5166 in the west to the junction with A523 in the east (from Styal Road to the Macclesfield Road junction). This is to enable movements between Poynton and Handforth (which are towns located in the district of Cheshire East), to continue uncharged, given the expectation that implementing a charge would result in local journeys returning to the roads that the A555 was designed to reduce.



<b>Classification</b>	<b>Item No.</b>
<b>Open</b>	

<b>Meeting:</b>	Cabinet
<b>Meeting date:</b>	21 July 2021
<b>Title of report:</b>	GM Clean Air Final Plan
<b>Report by:</b>	Cllr Alan Quinn – Cabinet member – Environment, Climate Change and Operations
<b>Decision Type:</b>	Key Decision
<b>Ward(s) to which report relates</b>	All wards

## 1 Executive Summary:

- 1.1 In Greater Manchester, the ten GM local authorities, the Greater Manchester Combined Authority (GMCA) and Transport for Greater Manchester (TfGM), collectively referred to as "GM", have worked together to develop a Clean Air Plan to tackle NO<sub>2</sub> Exceedances at the Roadside, referred to as GM CAP.
- 1.2 This report sets out the progress made on the GM Clean Air Plan, the report is supported by the following documents which are proposed and subject to approval by the ten GM local authorities:
- Appendix 1 – GM CAP Policy following Consultation
  - Appendix 2 – GM CAP Equality Impact Assessment following Consultation
  - Appendix 3 – AECOM Consultation Report<sup>1</sup>
  - Appendix 4 – Response to the Consultation

---

<sup>1</sup> AECOM – the independent agency who managed and analysed the consultation responses

---

- Appendix 5 – Impacts of COVID-19 Report
- Appendix 6 – Air Quality Modelling Report following Consultation and with COVID-19 impacts
- Appendix 7 – Economic Implications of CAP following Consultation and with COVID-19 impacts
- Appendix 8 – Update on Other Cities’ Clean Air Plans
- Appendix 9 – Compliance with the Secretary of State’s Direction
- Appendix 10 -Clean Air Zone ANPR and Signage Locations

1.3 The proposed final GM Clean Air Plan sets out final proposals for:

- the boundary, hours of operation, management of the scheme, discounts, exemptions and daily charges of a Clean Air Zone;
- the amount of supporting funds for each vehicle type; and
- other supporting measures.

1.4 The proposed final GM CAP policy, which is summarised in this report, is attached at Appendix 1. In relation to the Clean Air Zone (CAZ), it covers the operation and management of the GM CAZ. The anticipated implementation date of the charging CAZ is Monday 30 May 2022<sup>2</sup> when the charges will apply to non-compliant buses, HGVs, and Hackney Carriages and Private Hire Vehicles licensed outside of Greater Manchester. Non-compliant LGVs, minibuses and coaches, and GM-licensed Hackney Carriages and Private Hire Vehicles would be subject to the charges from 1 June 2023 when a temporary exemption expires.

1.5 The boundary of the CAZ will cover the whole of Greater Manchester<sup>3</sup>, excluding the strategic Road Network (SRN) which is managed by Highways England. The daily charges remain the same as at consultation. Lower charges would mean more people are likely to pay the charge, rather than upgrade their vehicle, which would impose costs onto businesses without delivering air quality benefits. Improved support to businesses is proposed to provide a better mitigation than lower charges. One such mitigation is extended temporary exemptions, which include all LGVs and minibuses, GM-licensed hackney carriages and Private Hire Vehicles (PHVs) and all coaches. These exemptions are now proposed to be in place until 31 May 2023. Providing a full 12-month exemption, gives those with non-compliant vehicles more time to upgrade, alongside support funds to assist businesses, individuals and organisations to upgrade their non-compliant vehicles.

---

<sup>2</sup> subject to joint GM and JAQU agreement on overall ‘readiness’, including that the Central Charging Portal and national Vehicle Checker is GM ready.

<sup>3</sup> It is now proposed to include, in addition to the roads consulted on, the A575 and A580 at Worsley and a further consultation is proposed to take place on that.

- 1.6 Feedback from the consultation and consideration of the impact of COVID-19 on Greater Manchester has been used to better understand the requirements of those businesses, individuals and organisations who most need the support to upgrade. It is therefore proposed to amend the support funds from those consulted upon. The final proposed policy increases the funding per vehicle for Private Hire Vehicles, coaches, HGVs and vans whilst remaining the same for other vehicle types. There are also more options for replacement and retrofit for hackney carriages, PHVs, minibuses and vans.
- 1.7 The proposed final GM Clean Air Plan does not include a Hardship Fund. Although feedback from the consultation and the impact of COVID-19 research found that further support was required for GM businesses, Government Ministers do not agree that a Hardship Fund is the best way to mitigate the impact of uncertainty due to the pandemic. Ministers cite other government schemes being available to address wider business impacts. However, Government have confirmed that they wish to ensure that Clean Air Funds can be adapted if necessary; and, that they will continue to work with GM to understand the situation, including the funding position, if the impacts prove to be more severe than forecast.
- 1.8 The proposed final GM Clean Air Plan also explains the next steps with the taxi charging infrastructure and the Try Before You Buy Hackney Carriage scheme. The changes within these schemes have been determined by the funding allocated to GM from Government as well as feedback from the consultation.
- 1.9 This report summarises the Air Quality Modelling of the final CAP package, taking into account the impacts of COVID-19, which concludes that the proposed final Plan will achieve compliance with the legal limits for Nitrogen Dioxide within Greater Manchester in the shortest possible time and by 2024 at the latest as required by the Ministerial Direction.
- 1.10 The report also sets out:
- the key findings of the consultation.
  - highlights from the proposed GM Response to the consultation Report.
  - the findings from the Impact of COVID-19 research, which looks at the potential impact of the COVID-19 pandemic and the potential economic and behavioural changes that may occur.
  - the key findings of the GM CAP Equality Impact Assessment following consultation.
  - the latest position on Government funding, an update on the bus retrofit fund and progress on the GM Clean Air Zone, including signage and governance.

- 1.11 Making the charging scheme is desirable to facilitate the achievement of the local transport policies of the 10 GM local authorities and the GMCA, in particular policy 8 of the 2040 Transport strategy. The GM CAP has been developed, in-line with the 2040 Transport Strategy principles and vision. The 2040 Strategy provides a long-term vision for transport provision in Greater Manchester, along with specific principles and targets for achieving that vision, to ensure that available resources are used to contribute to achieving the region's strategic transport objectives.

## **2 Recommendations**

The Cabinet is requested to:

- 2.1 Note the progress of the Greater Manchester Clean Air Plan;
- 2.2 Note the progress in the distribution of Bus Retrofit funding;
- 2.3 Note Ministers' agreement to include the sections of the A628/A57 in Tameside which form part of the Strategic Road Network within the Greater Manchester's Clean Air Zone (CAZ) and their request for Tameside MBC, TfGM and Highways England to establish the most appropriate solution for the charging mechanism to be applied on this section of the Strategic Road Network (SRN);
- 2.4 Approve the GM Clean Air Plan Policy, at Appendix 1 noting that the policy outlines the boundary, discounts, exemptions, daily charges of the Clean Air Zone as well as the financial support packages offered towards upgrading to a compliant vehicle, including the eligibility criteria to be applied.
- 2.5 Agree the Equalities Impact Assessment, as set out at Appendix 2;
- 2.6 Agree the AECOM Consultation Report, as set out at Appendix 3;
- 2.7 Agree the proposed Response to the Consultation at Appendix 4 which has been prepared by TfGM on behalf of the ten GM local authorities;
- 2.8 Agree the Impacts of COVID-19 Report, as set out at Appendix 5;
- 2.9 Agree the Modelling report of the final CAP package, as set out at Appendix 6, and in particular that the modelling outputs of the final plan scheme show the achievement of compliance with the legal limits for Nitrogen Dioxide in the shortest possible time and by 2024 at the latest as required by the Ministerial Direction;
- 2.10 Agree the economic implications of the CAP Report, as set out at Appendix 7;
- 2.11 Note the update on the GM Minimum Licensing Standards, set out in section 3.1, and in particular that licensing conditions will not be used to support delivery of the GM Clean Air Plan;

- 2.12 Approve a 6-week public consultation on the inclusion of motorhomes classified as MSP1 in the GM Clean Air Zone and on the inclusion of the A575 and A580 at Worsley commencing on 1 September 2021 and delegate authority to the Executive Director of Operations in consultation with the Cabinet Member for Environment, Climate Change and Operations to approve the consultation materials;
- 2.13 Note that the GM Clean Air Charging Authorities Committee has the authority to make the Charging Scheme Order which establishes the GM Charging Scheme in line with the agreed GM Clean Air Plan Policy;
- 2.14 Note that the GM Charging Authorities Committee has the authority to vary the Charging Scheme Order if this is established as the most appropriate charging mechanism to be applied on sections of the A628/A57 part of the Strategic Road Network (SRN) in Tameside;
- 2.15 Note that the Air Quality Administration Committee has the authority to agree the final form of the Operational Agreement for the Central Clean Air Service, and to authorise the making of the Agreement, on behalf of the ten GM local authorities;
- 2.16 Note that the Air Quality Administration Committee has the authority to:
  - a) establish and distribute the funds set out in the agreed GM Clean Air Plan policy;
  - b) approve the assessment mechanism agreed with JAQU to ensure that Clean Air Funds can be adapted if necessary;
  - c) keep the use of the funds under review and to determine any changes in the amounts allocated to each and their use and
  - d) Monitor and evaluate the joint local charging scheme.
- 2.17 Approve the reallocation of funding from the Try Before You Buy scheme to provide additional electric vehicle charging points dedicated for use by taxis;
- 2.18 Delegate to the GM Charging Authorities Committee the authority to determine the outcome of the consultation on both the inclusion of motorhomes classified as MSP1 within the scope of Clean Air Zone charges and on the inclusion in the GM Clean Air Zone of the A575 and A580 at Worsley following the conclusion of that consultation;
- 2.19 Agree the Clean Air Zone ANPR and signage locations, as set out at Appendix 10;
- 2.20 Agree a delegation to Executive Director of Operations in consultation with the Cabinet Member for Environment, Climate Change and Operations to approve the submission of the Interim Full Business Case if required and the Full Business

Case (FBC) to the Government's Joint Air Quality Unit to support the GM Clean Air Plan and any supplementary information to that Unit.

### 3 Key considerations

#### Introduction

- 3.1 Poor air quality is the largest environmental risk to the public's health. Taking action to improve air quality is crucial to improve population health.
- 3.2 Whilst air quality has been generally improving over time, particular pollutants remain a serious concern in many urban areas. These include oxides of nitrogen (NO<sub>x</sub>) and in particular nitrogen dioxide (NO<sub>2</sub>), and particulate matter (PM).
- 3.3 In Greater Manchester, road transport is responsible for approximately 80% of NO<sub>2</sub> concentrations at the roadside, of which diesel vehicles are the largest source.
- 3.4 Long-term exposure to elevated levels of particulate matter (PM<sub>2.5</sub>, PM<sub>10</sub>) and NO<sub>2</sub> may contribute to the development of cardiovascular or respiratory disease and may reduce life expectancy<sup>4</sup>. The youngest, the oldest, those living in areas of deprivation, and those with existing respiratory or cardiovascular disease are most likely to develop symptoms due to exposure to air pollution<sup>5,6</sup>.
- 3.5 Public Health England estimate the health and social care costs across England due to exposure to air pollution will be £5.3 billion by 2035 for diseases where there is a strong association with air pollution, or £18.6 billion for all diseases with evidence of an association with air pollution<sup>7</sup>.
- 3.6 The Secretary of State for Defra has instructed many local authorities across the UK, including authorities in Greater Manchester, to take quick action to reduce harmful Nitrogen Dioxide (NO<sub>2</sub>) levels, issuing a direction under the Environment Act 1995 to undertake feasibility studies to identify measures for reducing NO<sub>2</sub> concentrations to within legal limit values in the "shortest possible time". In Greater Manchester (GM), authorities have worked together to develop a Clean Air Plan to tackle NO<sub>2</sub> Exceedances at the Roadside, referred to as GM CAP.
- 3.7 The core goal of the GM CAP is to address the legal requirement to achieve compliance with the legal Limit Value (40 µg/m<sup>3</sup>) for NO<sub>2</sub> identified through the target determination process in Greater Manchester in the "shortest possible time" in line with Government guidance.

---

<sup>4</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>5</sup> Air Quality – A Briefing for Directors of Public Health (2017), <https://www.local.gov.uk/air-quality-briefing-directors-public-health>

<sup>6</sup> RCP and RCPCH London, Every breath we take lifelong impact of air pollution (2016), <https://www.rcplondon.ac.uk/projects/outputs/every-breath-we-take-lifelong-impact-air-pollution>

<sup>7</sup> <https://www.gov.uk/Government/news/new-tool-calculates-nhs-and-social-care-costs-of-air-pollution>

- 3.8 Throughout the development of the plan GM has considered a range of options to deliver compliance, overseen by the GM Steering Group<sup>8</sup>, and to understand the type and scale of intervention needed to reduce NO<sub>2</sub> to within legal Limit Values in the “shortest possible time” across Greater Manchester.
- 3.9 A best performing option was recommended within an Outline Business Case (OBC) for further consideration and discussion with stakeholders and the public to aid the development of the Full Business Case.
- 3.10 In March 2019 the GM Authorities agreed the submission of the OBC that proposed a package of measures that was considered would deliver compliance in Greater Manchester in the shortest possible time, at the lowest cost, least risk and with the least negative impacts. This involved a Charging Clean Air Zone Class C with additional measures.
- 3.11 The OBC made clear the expectation that the UK Government would support the plans through:
- Clear arrangements and funding to develop workable, local vehicle scrappage / upgrade measures;
  - Short term effective interventions in vehicle and technology manufacturing and distribution, led by national Government with local authorities;
  - Replacement of non-compliant buses; and
  - A clear instruction to Highways England with regard to air pollution from the Strategic Road Network (SRN) in Greater Manchester<sup>9</sup>.
- 3.12 In July 2019 the Secretary of State issued a direction under section 85 of the Environment Act 1995 requiring the 10 GM local authorities to implement the local plan for NO<sub>2</sub> compliance for the areas for which they were responsible, including a Charging Clean Air Zone Class C with additional measures, but with an obligation to provide further options appraisal information to demonstrate the applicable class of charging clean air zone and other matters to provide assurance that the local plan would deliver compliance in the shortest possible time and by 2024 at the latest.
- 3.13 Following that direction further information was supplied to the Secretary of State and the particular measures in the local plan were developed.

---

<sup>8</sup> Members include Directors or Assistant Directors from each GM authority.

<sup>9</sup> GM Authorities are directed to take action on the local road network. Those roads managed by Highways England, such as motorways and trunk roads are excluded from the Clean Air Plan.

- 3.14 The Secretary of State subsequently issued a direction to the ten GM local authorities in March 2020 that required them to take steps to implement the local plan for NO<sub>2</sub> compliance so that compliance with the legal limit for nitrogen dioxide is achieved in the shortest possible time, and by 2024 at the latest, and so that exposure to levels above the legal limit for nitrogen dioxide are reduced as quickly as possible. That local plan involved a Charging Clean Air Zone Class C with additional measures<sup>10</sup>. The direction also required the submission of an interim full business case to the Secretary of State once any necessary public consultation had been completed in respect of the scheme.
- 3.15 The Cabinet Clean Air Update report of 29 July 2020 detailed that in March 2020 the government provided initial funding of £41m for clean vehicle funds to award grants or loans to eligible businesses: £15.4m for bus retrofit, £10.7m for Private Hire Vehicles, £8m for HGVs, £4.6m for coaches and £2.1m for minibuses. Note: These figures include JAQU estimated delivery costs at 5%.
- 3.16 In the Cabinet Clean Air Update report of 2 September 2020 detailed updates on the developments of the GM Clean Air Plan included the Light Goods Vehicles (LGV) and Hackney Carriage funding position, interaction with the Strategic Route Network and Highways England. The report also confirmed arrangements for distributing funding received for bus retrofit and highlighted separate discussions with the Department of Transport about funding for bus replacement.
- 3.17 It set out a proposal for consultation and detailed the policy for consultation. The report also considered the proposed Governance arrangements for the CAZ and that TfGM would act as an 'operating body' responsible for day-to-day operation of the CAZ and the implementation of other GM CAP measures. The report also highlighted the link to taxi and Private Hire Vehicle common minimum licensing standards (MLS).
- 3.18 The GM Clean Air Plan Update Report to Cabinet on 23 February 2021 explained that the outputs of the GM CAP consultation and GM Minimum Licensing Standards (MLS) consultations would be reported as soon as is reasonably practicable and no later than summer 2021. The proposed final policy for the GM CAP would consider all the information and evidence gathered, so that the GM Authorities can understand the consequences that COVID-19 has had on vehicle owners and trades affected by the proposed GM CAP. It explained that the ten GM local authorities would undertake subsequent equalities, air quality and emissions impact assessments, to inform future decisions on each aspect of the final plan.

---

<sup>10</sup> Further details about the local plan in March 2020 are provided in Appendix 9.

- 3.19 Following consideration of the Clean Air Plan Update Report on 23 February 2021 all ten GM local authorities agreed to establish the Clean Air Charging Authorities Committee (a joint committee created by the ten GM local authorities to enable decisions to be taken that are required to be taken jointly by the 10 GM local authorities as charging authorities) and the Air Quality Administration Committee (a joint committee created by the ten Greater Manchester local authorities and the GMCA).

#### **4 CLEAN AIR – PROGRESS SINCE LAST UPDATE**

##### **4.1 Minimum Licensing Standards (MLS) for Taxi and Private Hire services**

- 4.1.1 Hackney Carriage and PHV services are a significant part of GM's transport offer. In 2018, GM's ten local authorities agreed to collectively develop, approve and implement a common set of minimum licensing standards (MLS) for Taxi and Private Hire services that cover the whole of Greater Manchester. At that time, the primary driver for this work was to improve public safety, but vehicle age and emission standards in the context of the Clean Air agenda have now also become a major consideration.
- 4.1.2 As licensing is a local authority regulatory function, the work to devise the Standards has been undertaken by the Greater Manchester Licensing Managers Network, with TfGM supporting the co-ordination of this work, and alignment with other relevant Greater Manchester level policies.
- 4.1.3 The ten Greater Manchester authorities conducted an eight-week consultation from 8 October to 3 December that was carried out virtually and adhered to the Government COVID-19 guidance around social distancing. The purpose of the consultation was to inform and seek the views of the trade and the public about the proposals and engage impacted groups (the trade and the main service users) to build understanding and awareness to inform the final standards, alongside the GM Clean Air Plan, so that the trade could see and input into the policy landscape which would affect them.
- 4.1.4 Whilst the MLS will complement the GM Clean Air Plan, common vehicle standards will not be in place prior to the launch of the GM Clean Air Zone. Therefore, licensing conditions will not be used at this stage to support delivery of the GM Clean Air Plan, however, all future conditions around vehicle standards will complement this activity.

##### **4.2 Outstanding funding asks**

- 4.2.1 As reported in July 2020, government accepted the need for vehicle replacement funds for Hackney Carriages, and Light Goods Vehicles, but requested further development of shared evidence on the needs within this complex sector before responding to the specific asks.

- 4.2.2 On 11 February 2021 Government confirmed by letter that it will provide £14.11m for Hackney Carriages and £73.5m for Light Goods Vehicles. The Hackney Carriage award comprises £10.61m to support grants and loans to upgrade vehicles; £3m for dedicated electric vehicle infrastructure; and £0.5m for an EV Hackney carriage try before you buy scheme, confirming scope for the ten GM local authorities to move funding between the Hackney Carriage elements. These figures include JAQU estimated delivery costs at 5%.
- 4.2.3 GMCA's Clean Air lead, Councillor Western responded to Ministers requesting an urgent meeting to outline Leaders' concerns that the 11 February letter did not take into account the need for revision in the light of the emerging findings on the impact of COVID-19 and in respect of the statutory consultation, following a briefing that TfGM officials had given to the Joint Air Quality Unit (JAQU) on the profound impact that the pandemic has had on a number of the business sectors impacted by the proposed Clean Air Zone.
- 4.2.4 This meeting took place on 15 March 2021. Councillor Western advised that the analysis undertaken by TfGM is clear that the case for the right Clean Air Plan to address NO<sub>2</sub> emissions in GM in the shortest possible time remains. Therefore, in advance of any consideration of COVID-19 impact, GM would like to encourage a reconsideration of the level of baseline funding support, for LGV replacement costs in particular, so that it met the funding request submitted in the OBC.
- 4.2.5 Reflecting on the work that has followed this meeting Councillor Western wrote on 29 April to Ministers setting out the issues to be resolved if GM was to make a final plan. These were identified as the level of LGV, hardship and bus replacement funding, as well as a commitment from Government to work closely together with GM to monitor and evaluate progress, adapting it if the impacts require change to any aspect of the Plan. This included the consideration of additional funding if the impacts prove to be more severe than forecast.
- 4.2.6 On 9 June, Ministers wrote to Councillor Western confirming their position on the outstanding funding asks.
- On bus replacement funding Ministers confirmed that they will provide £3.4m to support bus replacement by small and medium size companies.
  - Apart from that addition Ministers stated that they did not plan to increase the amount awarded. GM had asked for the LGV funding amount of £73.5m to be reconsidered against the ask of £80m. With regards to the need for a Hardship Fund Ministers stated they "were not convinced" that it was the best way to mitigate the impact of uncertainty due to the pandemic, in addition to the awards already made. They also advised of the other government schemes in place to address wider business impacts.

- Ministers also stated that they wish to ensure that NO<sub>2</sub> plans are being delivered as planned and adapted if necessary. Ministers confirmed they cannot make any future funding commitment at this stage – but stated they would continue to work with GM to understand the situation in the future based on the monitoring and evaluation of progress, including the funding position if the impacts prove to be more severe than forecast.

4.2.7 At a meeting on 15 June Minister Pow and JAQU officials confirmed that a mechanism would be agreed to ensure that Clean Air Funds can be adapted if necessary and, that they will continue to work with GM to collectively understand the situation, including the funding position, if the impacts prove to be more severe than forecast. This assessment methodology will be agreed by the Air Quality Administration Committee in advance of the funds opening in November 21.

4.2.8 As further funding to address potential cases of hardship may be needed, Greater Manchester Authorities will be monitoring the situation very closely to ensure that they can take up the Government's offer to review the need for further funding if the need can be objectively demonstrated.

### **4.3 Try Before You Buy & EV Taxi Infrastructure**

4.3.1 In the consultation it was proposed that EV charging infrastructure (EVCI) would be installed to support the taxi trade in GM. The charging posts will be installed in suitable, available and sustainable locations, with a focus on repurposing public sector assets and will be supported by the development of an EV Taxi (Hackney Carriage and PHV) charging membership scheme. As set out in para 3.2.2 of this report the Government have offered £3m towards GM's ask of £6.5m, this is sufficient to deliver 28-30 charge points, compared to the planned provision of 40 charge points.

4.3.2 In the consultation it was proposed that there would be a "Try Before You Buy" initiative for GM-licensed hackney carriage drivers to test electric vehicles and address uncertainties such as operating costs, range anxiety and availability of charging infrastructure. The funding ask for this is £1.69m, however Government have offered £0.5m. This is not sufficient funding to deliver the scheme. Therefore, alongside the changes to the timeline on delivering common vehicle standards through the GM Minimum Licensing Standards and the wider options for vehicle upgrades for hackney carriages and Private Hire Vehicles (outlined in sections 7.5 and 7.6) it is recommended that this funding is reallocated by the ten GM local authorities to provide an additional 6-8 charge points dedicated for use by taxis within the EVCI programme.

### **4.4 Strategic Road Network managed by Highways England**

4.4.1 The ten GM Authorities continue to ask the Government to direct Highways England to tackle NO<sub>2</sub> exceedances on the Strategic Road Network (SRN) in the same way GM Authorities are having to take action on the local road network.

- 4.4.2 In particular, Tameside MBC has highlighted to Ministers that the inconsistency in approach is leaving many residents unprotected, particularly, around the A628/A57, a strategically important trans-Pennine route that passes through the villages of Hollingworth and Mottram as a single carriageway. This route, managed by Highways England, will be left with NO<sub>2</sub> exceedances that are not being addressed, despite the area being declared as part of GM's Air Quality Management Area.
- 4.4.3 As previously reported on 25 August 2020, Tameside MBC were notified that Government ministers have agreed to consider extending Greater Manchester's Clean Air Zone (CAZ) charges to the sections of the A628/A57 which form part of the Strategic Road Network, within the proposed CAZ boundary. The extension of any charges to the A628/A57 will be subject to a full assessment of the potential impacts, to be led by Highways England. This will cover air quality impacts on other roads, safety impacts, carbon impacts, as well as wider issues for Highways England, such as operational and network issues.
- 4.4.4 On 9 June Ministers wrote to the Leader of Tameside MBC to advise that following consideration of assessment provided by Highways England, Ministers have agreed to the inclusion of the identified section of the A57 and A628 within the Greater Manchester charging Clean Air Zone and that Government will work collaboratively with Tameside MBC, TfGM and Highways England to establish the most appropriate solution for the charging mechanism to be applied on this section of the Strategic Road Network within the current legislation and timeframe available.

#### 4.5 **Clean Bus Fund – Retrofit**

- 4.5.1 As reported in July 2020 the Government awarded £14.7m as an initial tranche of funding to retrofit buses running services in Greater Manchester that have older engines which are not compliant with the GM CAZ emission standards. Government also confirmed the funding award for Bus Retrofit funding should be distributed as a continuation of the Clean Bus Technology Fund. As this funding mechanism is distinct from the wider delivery of the GM CAP, no consultation feedback was requested on this aspect of the policy.
- 4.5.2 The distribution of Bus Retrofit funding commenced in December 2020.
- 4.5.3 This fund offers operators of locally registered bus services up to £16k of funding per vehicle towards the retrofit of non-compliant buses before the launch of the Clean Air Zone in Spring 2022. The funding is available for vehicles, including minibuses and coaches, operating on a registered bus service within Greater Manchester. This includes cross-boundary services operating within the GM CAZ boundary.
- 4.5.4 As at the end of May, there have been 63 applications made by 18 operators. The total number of buses eligible for retrofit funding that has been approved is 756. The total funding that has been approved is just over £11.7 million.

4.5.5 The retrofitting of buses has now started, with seven operators having commenced retrofitting their vehicles, at the time of publication.

#### **4.6 Clean Air Zone Preparatory Arrangements**

4.6.1 The ten GM local authorities are undertaking the preparatory implementation and contract arrangements required to deliver the CAZ and other GM CAP measures. Preparatory work is required in order to maintain delivery momentum in line with the funding arrangements agreed with Government, for example in relation to automatic number plate recognition (ANPR) cameras, back office systems and service providers. Given that the ten GM local authorities are subject to the direction to implement the CAZ, the preparatory procurement arrangements commenced without a risk of the consultation outcome being pre-judged.

4.6.2 TfGM is running the procurement exercises with potential suppliers on behalf of the ten GM local authorities to final evaluation and is to provide a report to allow the authorities to make a decision to award to the successful supplier(s) on receipt of the confirmation of funding from Government.

4.6.3 Once the ten GM local authorities make a final plan mobilisation will commence. The geographic scale of the zone (almost 1,300km<sup>2</sup>) is such that over 2,300 road signs and almost 1,000 automatic number plate recognition (ANPR) cameras will need to be installed on the highway network. The cameras need to be integrated into a technology platform, that will also be connected to the payment and vehicle checking services which are being established by central government. In addition, the operational teams of both TfGM and the chosen supplier must be recruited, trained and mobilised.

4.6.4 Whilst much of this technology is tried and tested, the programme schedule is complex. This currently shows that implementation of a scheme that has fully tested all of the component parts is late May 2022 and therefore this is now the earliest date that the GM CAZ could launch.

4.6.5 **Procurement Update** – All of the major enabling procurements have now been completed. Each of the ten GM local authorities will use existing delegation arrangements to award contracts. The timely award of the contracts are critical for the disbursement of funds before the end of 2021 and the commencement of the CAZ in May 2022.

4.6.6 **ANPR / Signage** – Once the boundary of the Clean Air Zone has been determined the location of the signs/cameras can then be formally agreed by the respective Highway Authorities. However, work has been done on signs/cameras locations by officers working on the GM CAP on the basis that the boundary was anticipated at the GM administrative boundary (and noting that the GM local authorities are subject to a ministerial direction to implement a GM-wide CAZ C). The Cabinet are requested to agree the Clean Air Zone ANPR and signage locations, as set out at Appendix 10.

- 4.6.7 **Operational Agreement for the Central Clean Air Service with JAQU** – in order to access central government services such as the national payment portal, the ten Greater Manchester local authorities will be required to enter into a legal agreement with the Secretary of State for JAQU/DVLA to provide the CAZ Central Services. The services will consist of a vehicle compliance checker, a customer payment portal and a centralised vehicle database (which are being made available by JAQU to enable the operation of all UK Clean Air Zones). In providing the CAZ central service customer payment portal JAQU charge a £2 fee per transaction.<sup>11</sup> This transaction charge is payable by all Authorities operating UK Clean Air Zones. For example a taxi driver paying a £7.50 daily charge, £2 will be kept by JAQU and £5.50 will be paid to the ten Greater Manchester local authorities to manage and operate the zone.
- 4.6.8 The Air Quality Administration Committee has the authority to agree the final form of the Operational Agreement for the Central Clean Air Service, and to authorise the making of the agreement, on behalf of the ten GM local authorities.

## **5 CLEAN AIR – CONSULTATION SUMMARY OF RESPONSES**

- 5.1 As reported in January the ten GM authorities conducted an eight-week consultation from 8 October to 3 December 2020 which was carried out virtually and adhered to the Government’s COVID-19 guidance around social distancing. The purpose of the consultation was to seek views from residents, visitors, stakeholders and businesses on the proposals to achieve legally compliant NO<sub>2</sub> levels in Greater Manchester. The GM Minimum Licensing Standards consultation ran in parallel to ensure that those impacted and/or interested in the proposals could have a complete view of the proposed changes to vehicles and the financial support available.
- 5.2 The consultation was not seeking views on whether to introduce a charging scheme as that has been directed by the Secretary of State. It set out a position for consultation on the daily charge, discounts and exemptions of a Category C GM Clean Air Zone, and the proposals for the supporting funds.
- 5.3 TfGM, on behalf of the ten Greater Manchester authorities, conducted the consultation, under the Clean Air GM brand. AECOM – an independent consultant – was appointed to receive, manage, process and analyse the consultation responses on TfGM’s behalf; to undertake qualitative research on the proposals (a research method of facilitated sessions to seek feedback from representative groups); and produce a full report on the findings from the consultation.
- 5.4 The consultation was also supported by engagement activity to ensure all groups could engage with the consultation materials and respond in a meaningful way.

---

<sup>11</sup> The Clean Air Zones Central Services (Fees) (England) Regulations 2020 set out the fee per transaction payable by charging authorities for use of the customer payment portal.

- 5.5 The consultation materials were published on [www.cleanairgm.com](http://www.cleanairgm.com) on 8 October 2020. This included the [consultation document](#), the questionnaire, technical reports, the policy for consultation and supporting public facing materials such as leaflets and fact sheets.
- 5.6 A total of 4,768 responses were received during the consultation period:
- 3,954 via online questionnaire
  - 770 via email
  - 43 paper questionnaires
  - 1 telephone response
- 5.7 The majority of respondents (3,858) were individuals / members of the public, with 784 responses from businesses, including anyone who is self-employed and / or a sole trader and includes taxi owners, drivers and operators. There were then 124 responses from representatives including but not limited to schools, charities, social enterprise, trade organisations, Government bodies and councilors and elected officials. Two respondents did not answer the question about the respondent type in the questionnaire.

5.7.1 The full AECOM report can be found in Appendix 3.

## 5.8 **Stakeholder responses**

### 5.8.1 **Hackney Carriage and Private Hire Vehicle representations**

- 5.8.2 Representations were made from 343 hackney carriage and PHV drivers and operators, as well as from several representative bodies. The representations covered many personal circumstances around the changes to income seen during the pandemic. There were also views suggesting that:
- The Clean Air Zone should include private cars
  - Pollution levels do not warrant the measures being taken
  - Clean Air Zone boundary is too large
  - The hours of operation for the Clean Air Zone running from midnight to midnight should not be the transition time between 24-hour periods
  - Hackney carriages and PHVs should be permanently exempt
  - Disabled passenger vehicles should not be permanently exempt
  - Discounts should be offered to hackney carriages
  - Only grants should be available
  - Oppose funding the upgrade of non-compliant vehicles (specifically buses and non-WAV taxi/PHV)
  - Concerns about affordability of upgrades and indebtedness and concern that vehicle finance would need to be at or close to 0% interest rate to be affordable
  - More support required for smaller businesses

- Funding for minibuses should be higher due to unaffordability of upgrade
- Funding being offered to upgrade to ZEC is not enough
- EV infrastructure – not enough to support the trade
- Funding should be higher for hackney carriages and PHVs due to unaffordability of upgrade
- Opposition to the Try-Before-You-Buy (TBYB) Hackney Carriage Scheme
- More funding is needed in the Hardship Fund.

## **5.9 Environmental campaigners**

- 5.9.1 During the consultation there were two environmentally focused campaigns, where emails were sent to elected members and directly to the consultation email account. One of the campaigns, which included 172 emails, (referred to as the Environmental Bill Lobby group in the AECOM report, see Appendix 3) asked for a more ambitious clean air zone including for all polluting vehicles stating that it was unclear how the proposed zone will lower pollution as quickly as possible, given it does not include restrictions on private vehicles.
- 5.9.2 The campaigners also asked for an earlier timeline for delivery and action, asking for compliance before 2024, as well as greater incentives for walking and cycling, as well as for cleaner vehicles and public transport. They endorsed the funding to support those with non-compliant vehicles to upgrade, however they asked for more incentives around providing alternatives to car use, such as car clubs and e-bike schemes. The campaign also asked for a commitment to reach WHO levels for particulate matter (PM2.5) by 2030 and targeted action to reduce pollution outside schools, hospitals, and care homes to protect those most at risk.
- 5.9.3 There was a second environmental campaign of 484 emails (referred to as the CAZ Campaign group in the AECOM report, see Appendix 3) to members and the consultation. This focused on three points asking for:
- charge levels to be set at levels that achieve real changes in the way people travel;
  - an ultra-low emission zone (ULEZ) to be introduced in Manchester City Centre which includes all polluting vehicles; and
  - the government to provide financial support to help those individuals and businesses who need to change to cleaner vehicles.

## **5.10 National Friends of the Earth and Manchester Friends of the Earth**

- 5.10.1 These two representations supported the principle and implementation as soon as practically possible of a CAZ. They supported the proposed boundary and hours of operation, and the proposals for funding. But they considered that to meet the requirement to ensure legal limits on NO<sub>2</sub> are met in the shortest time possible required the creation of a CAZ Category D, because diesel cars are the big problem for roadside illegal NO<sub>2</sub> levels. The option of a ULEZ/CAZ D for the city centre and Inner Ring Road would improve air quality in the city centre and benefit wider areas. They also considered that the CAZ proposals need to be set in the context of a wider sustainable transport strategy.

## 5.11 ClientEarth

- 5.11.1 ClientEarth provided a full written response to the GM CAP Consultation. On a number of key points it supported the proposals in the consultation. In particular there was support for the boundary, the hours of operation and signage, financial support for bus upgrades and the Clean Commercial Vehicle Fund, hackneys, private hire and a hardship fund.
- 5.11.2 However, for a number of reasons (summarised below) ClientEarth considered that the consultation proposals *'did not go far enough to reduce illegal levels of pollution across Greater Manchester with the urgency required by law'*:

### **Failure to favour the most effective options – including tackling pollution from private cars:**

- 5.11.3 ClientEarth stated that the Councils' CAZ proposal would do nothing to tackle pollution from private cars. ClientEarth considered that cars are the biggest contributor to illegal levels of pollution across Greater Manchester and made reference to the GM council's own analysis which showed that cars account for 45% of road-based NO<sub>x</sub> emissions across the region.
- 5.11.4 ClientEarth asserted that a class D CAZ, which includes private cars, would be likely lead to quicker reductions in NO<sub>2</sub> pollution than the class C CAZ option put forward for consultation. It also considered that an inner ring road class D CAZ, delivered alongside the wider regional class C CAZ proposals, could accelerate pollution reductions, bringing benefits in the early years (with reductions in the number of sites in exceedance in 2021) and also deliver greater certainty that compliance will be achieved across the region by 2024, by reducing the number of points modelled to be below the limit value but within the margin of error of the Councils' model.
- 5.11.5 By excluding this class D CAZ option from their proposals, ClientEarth considered that the GM councils had applied a flawed interpretation of the case law regarding the legal requirements the councils' plan must satisfy. Both the target date for compliance and the route to that target which reduces exposure as quickly as possible must be treated as primary determining factors when identifying and prioritising measures for inclusion.

### **Failure to account for modelling uncertainties:**

- 5.11.6 ClientEarth considered that the GM CAP proposals failed to account for modelling uncertainty in a way that ensured that those proposals were "likely" to deliver compliance with legal limit values in the shortest possible time, in line with the relevant legal tests. ClientEarth raised concerns that forecasts of improvements in air quality have been shown to be overly optimistic in the past. ClientEarth also raised the point that the calculated Root Mean Square Error values are relatively high suggesting a high degree of error in the air quality projections.

**CAZ Charges for vans (£10) are too little:**

5.11.7 ClientEarth considered that to the extent that higher charges are likely to lead to either (a) an earlier overall compliance date, or (b) a route to compliance that reduces human exposure to pollution more quickly, higher charge levels must be adopted as part of the final CAZ plans if they are to satisfy the necessary legal requirements. ClientEarth considered that the analysis also shows that by further increasing the charge for LGVs to £12.50, the “stay and pay” response could be reduced by a further 15%. They also considered that given the extent that a higher LGV charge would lead to more rapid pollution reductions, it would need to be included in the Councils’ final plan.

**The scope of permanent and temporary exemptions should be limited:**

5.11.8 ClientEarth urged the GM Councils to limit the scope of permanent local exemptions to the greatest extent possible and considered that if exemptions are set too broadly they risk undermining the effectiveness of any CAZ and therefore the likelihood of achieving compliance with NO<sub>2</sub> limit values in the shortest possible time. The focus should instead be on providing direct support to people and businesses to switch to alternative cleaner forms of transport. In particular, ClientEarth did not agree with the Councils’ proposals to provide discounts to those PHVs also used as private vehicles.

5.11.9 Again ClientEarth urged the GM councils to limit the scope of temporary local exemptions to the greatest extent possible and considered that if exemptions are set too broadly they risk undermining the effectiveness of any CAZ and therefore the likelihood of achieving compliance with NO<sub>2</sub> limit values in the shortest possible time. In particular, ClientEarth strongly disagreed with the exemption for LGVs and minibuses for a number of reasons. ClientEarth noted the GM Councils’ own analysis, which showed that LGVs account for 29% NO<sub>x</sub> road transport emissions, and that LGVs are the second biggest contributor to illegal levels of NO<sub>2</sub>. ClientEarth also disagreed with the Councils’ rationale behind the exemption but in any event in its view the priority of the Councils’ air quality plan should not be to avoid the disruption to the market value of second hand LGVs but rather to protect peoples’ health as quickly as possible. If there was to be any such exemption it should be limited to the greatest extent possible.

5.11.10 ClientEarth considered that the GM councils should instead be focusing their efforts on working with government to provide help and support for drivers and fleet managers to clean up or upgrade their vehicles, and/or adopt technologies to help them manage their transport needs more efficiently and use cleaner alternatives.

**5.12 Business representations**

5.12.1 441 businesses responded to the consultation, as well a number of regional and national stakeholders who represent GM businesses. Their feedback is included in the AECOM Report.

5.12.2 The Federation of Small Businesses, GM Chamber of Commerce and CBI wrote a joint letter as part of their submission to the GM Clean Air Plan consultation. They recognised the need to address poor air quality but considered that now was not the right time to be moving forward with the proposed structure and format given the difficulties faced by the business community as a result of COVID-19 (supported by a business survey). They suggested that:

- The financial offer falls way short of what is needed, and it should be made available as quickly as possible and prior to the start of the CAZ itself.
- The introduction of charging should be delayed so businesses have adequate time to make the necessary changes, recognising the extreme economic circumstances created by Covid-19: otherwise the charges may result in increased business costs without achieving the desired reduction in pollution: the CAZ should not be introduced sooner than 2024.
- GM should revisit the proposals to reflect current, short and medium term requirements taking account of updated data on the impact of the pandemic on air quality in GM.

5.13 **Other key findings of the consultation** feedback on the **GM Clean Air Zone** included:

- There was some support for the proposed boundary, with some commenting that the area should be increased and include the SRN. Others commented that the area was too large, that the zone should be limited to the city centre. There were also concerns from neighbouring local authorities on the impact on their businesses and routes.
- Over half of the public and representatives, who provided a comment on the hours of operation were generally supportive, whereas two thirds of businesses suggested amendments to the operation time including using peak and off-peak charging.
- Views on the proposed daily charge varied, in general businesses felt charges for all vehicles are too much and generally the public felt the charges are about right or too little. This was across all vehicle types.
- For the permanent and temporary local exemptions and the permanent local discounts, there was broad support from both the public and businesses. There were some concerns from the public about continuing to have polluting vehicles on the road. However, there were also some comments raised around further discounts and exemptions that were deemed necessary to support GM's economy and recovery from COVID-19. This is set out in more detail in the report at Appendix 3.

5.13.1 Feedback on the **Funding to upgrade non-compliant vehicles**:

- There was high level of support for the funds amongst all respondent types and many felt it was needed in order to help business upgrade.

- However, there were concerns about the funds and their management.
- Many comments received stated that the proposed amounts to support each vehicle type were not enough. There were also some comments made for those who are not in GM not being eligible for the funds.
- There were some concerns raised about mismanagement of the funds and people taking advantage of the scheme.
- Some respondents who thought they had non-compliant vehicles and would be impacted by the CAZ were unsure whether they would be eligible for funding.

#### 5.13.2 Feedback on the **other supporting measures**

- For the Try Before You Buy initiative for GM-licensed hackney drivers, there was both support and concerns. Supportive comments mentioned that it will support vehicle owners to overcome anxieties surrounding electric vehicle technology and encourage more drivers to convert to electric. Others commented that it could be extended to other vehicles such as PHV and LGVs. But there were also concerns about how it would work, vehicle performance and charging infrastructure.
- There was strong support for the Hardship fund from members of the public, businesses and representatives.
- There was a polarised view of the proposed finance offer; a third of comments were supportive stating it was vital to helping businesses upgrade to compliant vehicles. However, a third of comments were negative raising concerns it could lead to increased debt for those receiving loans, putting increased pressure on businesses.

#### 5.13.3 Feedback on the **impact of COVID-19**

- 76% of businesses and 79% of taxis stated they had been financially impacted by COVID-19. This included increased levels of debt, reduced savings and lower turnover. Many stated any savings had been used and felt their credit rating had decreased. There were comments asking for the proposals to be delayed and that COVID-19 had led to improvements in air quality, so the CAZ may not be required.

#### 5.13.4 Feedback on the **importance of air quality and confidence that the GM Clean Air Plan will bring down levels of NO<sub>2</sub>**

- Members of the public and representatives mainly agreed there is a need to improve air quality in Greater Manchester, fewer businesses did. Some felt the proposals did not go far enough but others felt there were other much larger contributors to air pollution than traffic.

## **6 COVID-19: THE IMPACTS**

- 6.1 To understand the wider impacts of COVID-19 the GM CAP officer team have undertaken an assessment of the possible impacts of COVID-19.
- 6.2 Since the COVID-19 pandemic has progressed there have been many questions about what its effect on traffic means for Greater Manchester's Clean Air Plan (GM CAP). In particular, the GM Authorities are asked for comparative data for Air Quality monitoring for this year – during the full lockdown period and more recently – compared with last year.
- 6.3 The GM Clean Air Plan monitors NO<sub>2</sub>, using diffusion tubes at 222 sites where "target determination" modelling predicted illegally high levels of NO<sub>2</sub> in 2021. The GM CAP monitoring and evaluation plan has commissioned a further extension to the NO<sub>2</sub> monitoring network, expected to be in place mid-2021. This is designed to enable evaluation of the scheme performance and confirm compliance with legal limits.
- 6.4 Air pollution reduced in 2020 as a result of the travel and economic restrictions in place due to the COVID-19 pandemic. In 2020, 16 of the above sites measured NO<sub>2</sub> concentrations exceeding the legal Annual Average standard of 40 µg/m<sup>3</sup>. Exceedances were recorded in Manchester, Tameside, Stockport, Bolton and Rochdale. This compares to 129 locations that were measuring concentrations above 40 µg/m<sup>3</sup> in 2019. The significant improvement in air quality during the lockdown period does demonstrate that traffic is the primary factor causing exceedance, and that reducing vehicle emissions will lead to improvements in NO<sub>2</sub>.
- 6.5 However, travel patterns and the associated pollutant emissions returned to near pre-COVID-19 levels towards the end of 2020, and it is expected these improvements in NO<sub>2</sub> will not be sustained through 2021.
- 6.6 The Secretary of State has directed the 10 GM local authorities to implement the local plan<sup>12</sup> to address exceedances of the Annual Average standard for NO<sub>2</sub> which is set at 40 ug/m<sup>3</sup>. The GM Clean Air Plan is required to take action to tackle NO<sub>2</sub> levels over a number of years into the future in order to demonstrate compliance with legal limits<sup>13</sup> and the nearer term influence of COVID-19 on air quality is not expected to lead to sufficiently long-term reductions in pollution such that the modelled exceedances of the legal NO<sub>2</sub> limits will be met without implementing a Clean Air Zone.
- 6.7 The ways in which the COVID-19 pandemic could influence future emissions has been considered in the Impacts of COVID-19 Report (see Appendix 5). They are:

---

<sup>12</sup> The 10 authorities may not vary, revoke or suspend their implementation of the local plan without the prior written consent of the Secretary of State.

<sup>13</sup> The modelling approved by Government of NO<sub>2</sub> concentrations in Greater Manchester predicts that exceedance of the legal limit is likely to continue until 2027, if action is not taken to reduce road vehicle emissions.

- Delay in fleet upgrades: Due to the uncertainty in the economy and vehicle supply chain generated by the COVID-19 pandemic, there is evidence showing a fall in the number of new vehicle registrations, indicating that vehicle owners are delaying upgrading their vehicles. This has resulted in a more non-compliant fleet operating in GM and higher emission outputs from these vehicles than previously assumed. Following a review process with JAQU, the GM CAP baseline monitoring of air quality for the purpose of the Clean Air Plan has been updated to reflect this change to the on-road fleet.
- Increased working from home: More people have worked at home during the pandemic than ever before and there is evidence that some businesses are planning to maintain at least some working from home for their employees, but the extent of future home working and impact on the road network remains highly uncertain. The reductions in commuting trips on the road network associated with increased working from home patterns may also be tempered by factors influencing travel mode choice. It is also recognised the commute mode choice is affected by journey times, with the GM road network experiencing significant delays due to congestion in peak periods. The effects of suppressed demand on the road could rapidly offset gain from working from home patterns, as commuters switch back from public transport options to car due to improved journey time, and also social distancing or hygiene perception on public transport options.
- Government guidance precludes the GM CAP from incorporating any assumptions about future home working patterns into its baseline modelling. However, indicative modelling for the GM CAP has shown that even with the largest predicted levels of reductions in commuters, increased home working is likely to translate into only marginal benefits in the number of exceedance locations. These benefits would be significantly outweighed by the increases in exceedance locations experienced through worsened vehicle emissions due to the delayed fleet upgrade.
- Reduction in bus mileage: Patronage on buses has reduced during the pandemic. Evidence shows that after the initial drop in supply, bus mileage has been maintained close to full operation. This has been due to the support offered by Government. However, at this stage it is unknown whether the level of bus services operated in GM will continue or how long for. Additionally, both potential routes which could be affected are also unknown, and reduced bus patronage may be associated with a modal switch from bus to private car, rather than simply a reduction in trips. Indicative testing of reduced bus mileage suggested marginal benefits across GM's exceedance locations. However, these indicative benefits did not offset substantial increases in exceedances linked to delayed fleet upgrades. Amendments to bus mileage have not been incorporated within the GM CAP models.

- Changes in the economic circumstances of vehicle owning businesses: it is evident that businesses overall have lost revenue, used up reserves and are more indebted and less able to borrow than prior to the pandemic. A significant minority of businesses remained closed at the end of March 2021. Investment cycles have been and may remain disrupted. This is not affecting all vehicle types or sectors equally. This, along with potential constraints on the supply of compliant vehicles, means that vehicle owners may be less able to upgrade their vehicles in response to the CAZ. Indicative testing shows that, if the pandemic meant that businesses were more likely to stay and pay, this could lead to increased emissions and exceedances. Providing businesses with more time or financial support can help ensure that they upgrade their vehicles in response to the CAZ, rather than choosing to 'stay and pay'.

## **7 GM RESPONSE TO CONSULTATION**

- 7.1 Following the consultation, TfGM has reviewed consultation Responses, using the methodology set out in the Appendix 4, alongside the COVID-19 impacts analysis, Economic Implications Report, further air quality modelling and EQIA. These documents have informed the "Response to the Consultation Report" at Appendix 4, which has been prepared by TfGM on behalf of the 10 GM local authorities, who will also be asked to endorse it as their response in the Local Authority reports.
- 7.2 The following paragraphs summarise the responses to be found in Appendix 4 on some of the main issues raised. More technical matters, such as issues about modelling uncertainty, are dealt with there and in related reports.
- 7.3 Whether the local plan for NO<sub>2</sub> reductions (March 2020) should not now be implemented: Modelling does not indicate that such a plan is no longer necessary. The 10 GM local authorities are obliged to implement the local plan for NO<sub>2</sub> reductions considered by the Secretary of State in March 2020 as a result of the direction that was then issued in any event unless it is varied or revoked. How the final plan complies with the Ministerial Direction issued in March 2020 is addressed in Appendix 9.
- 7.4 The Clean Air Zone:
- **Alternatives to a Charging Clean Air Zone should be prioritised.** The ten GM local authorities have been directed by the Secretary of State to introduce a Class C Clean Air Zone. In Greater Manchester evidence demonstrates in any event that due to ongoing exceedances of the legal limit value for NO<sub>2</sub> across the Greater Manchester region, existing and future pollutant concentrations within Greater Manchester warrant the implementation of the GM CAP.

- The charging CAZ **should be Class D or should be supplemented by a Class D CAZ within the Inner Ring Road**. The authorities were directed by the Secretary of State in March 2020 to implement their local plan for NO<sub>2</sub> compliance that was considered by the Secretary of State on March 16 2020 which included a Class C CAZ in Greater Manchester following rejection of these alternatives (as explained in Appendix 9). Forecasting shows that 2024 is the first year of compliance with the legal limits for nitrogen dioxide within Greater Manchester with the local plan. Achieving compliance in Greater Manchester is not possible sooner with the other options that have been suggested.
- **A number of specific roads and areas were requested to be included or excluded from the CAZ**. The response to consultation report summarises each of these points in turn to make sure that the boundary in place aligns to the principles of a fair, consistent and easily communicable zone boundary. Feedback from the consultation highlighted that the A575 and A580 at Worsley was not included. It is recommended that a consultation is held on the inclusion of the A575 and A580 at Worsley in the GM Clean Air Zone.
- **The proposals should be implemented earlier or later than proposed**. Due to the nature of this programme, the CAZ could not be implemented earlier than planned. The ten GM local authorities are also under an obligation by virtue of the direction by the Secretary of State to implement the local plan for NO<sub>2</sub> compliance as soon as possible. However, for those who requested that charges be introduced later, there are now a number of additional temporary exemptions in place, to provide more time to those who need it most to upgrade their vehicle.
- **Hours of operation – the CAZ should not operate 24 hours a day 7 days a week**. This included having peak and off-peak hours, not charging on evenings and weekends and operating at alternative times than midnight to midnight. The Response to Consultation Report explains that due to a number of factors, including the impact of a potential change in travel behaviour resulting from the CAZ, not operating 24/7 may have on reducing air quality means that the proposed hours of operation should remain 24 hours a day, 7 days a week.
- **The charges should be higher / lower for non-compliant vehicles or vary depending on the emissions standards or miles travelled within the CAZ**. The Response to Consultation Report responds to each of these points separately, outlining the analysis that has been undertaken to respond to these points and other measures that have been introduced to better mitigate any adverse impacts raised. No changes to the charges are recommended.

- **The GM Clean Air Zone should include other pollutants and higher vehicle standards and private cars.** The ministerial direction requires the GM CAP specifically to tackle NO<sub>2</sub> Exceedances at the roadside. The Greater Manchester wide approach set out in the consultation is the scheme which delivers compliance with the legal limit for NO<sub>2</sub> in Greater Manchester in the shortest possible time, providing considerable health benefits at the lowest cost to society and the economy.
- **Charges should apply to M1 vehicles with a body type of 'motorcaravan.'** Feedback from the consultation highlighted motorhomes can be classified in more than one way by the DVLA. Currently, non-compliant motorhomes classified as N1 or N2 would be charged in the GM CAZ scheme as a non-compliant LGV, with a £10 daily charge. However, a group of vehicles with a body type of 'motorcaravan' and a vehicle type approval of M1 (or M1 Special Purpose) that are non-compliant, would not be charged in the current GM CAZ scheme. Feedback from the consultation highlighted the lack of parity between this classification vehicles. It is recommended that a consultation is held on the inclusion of motorhomes classified as MSP1 in the GM Clean Air Zone.
- **Permanent exemptions should be limited:** Some permanent exemptions are nationally stipulated, because some types of vehicle are engaged in unique or novel operations or are particularly difficult or uneconomic to adapt to comply with the Government's Clean Air Framework requirements. As guided by the Government's Clean Air Zone Framework, Greater Manchester has constrained the permanent exemptions offered. The current exemptions are considered proportionate. The proposed local permanent exemptions are not expected to delay the date of compliance<sup>14</sup>. GM's response to this issue is set out in Section 8 of GM's Response to Consultation Report.
- **Private leisure vehicles should be permanently exempt.** Feedback from the consultation has suggested that private leisure vehicles which are HGVs are considered too expensive to upgrade, particularly from those who live outside of the CAZ boundary, also restriction of Leisure Vehicles Discount to vehicles registered in Greater Manchester is not parity of treatment with vehicles <3.5t and could damage the Greater Manchester leisure industry, e.g. events, equine and caravan park businesses, by excluding non-GM vehicles due to cost of entering the zone. This issue will be addressed through changes to the permanent local discount for all vehicles classified under the Private HGV tax class to be eligible for a discounted charge of £10 per day.
- **Vehicles used by disabled users should be permanently exempt.** This issue will be addressed through a permanent exemption for privately owned LGVs or minibuses, where they are specially adapted for use by a disabled user, which is not covered by the Disabled Vehicle Tax Class, subject to restrictions on their use through eligibility criteria.

---

<sup>14</sup> See Appendix E of the Air Quality Modelling Report, Appendix 6 of this report

- **Buses, taxis and other vehicles should be permanently exempted from the CAZ.** Using the analysis from the Impacts of COVID-19 research as well as consultation feedback a number of permanent exemptions have been set out, including for heritage buses, training buses, Specialist HGV tax classes. As well as this, buses used on a Greater Manchester school bus service tendered prior to March 2019 will be exempt to the end of July 2022. However, buses will not be exempted, in order to encourage more buses to be compliant when the CAZ is introduced. A temporary exemption will be in place for all GM-licensed Hackney Carriages and Private Hire Vehicles until 31 May 2023. This is to provide the GM taxi trade with more time to recover from the effects of COVID-19 and support their ability to invest in upgrades to compliant alternatives before a charge is applied.
- **There should be limited local temporary exemptions included in the scheme.** Under the Government's Clean Air Framework, further local exemptions and discounts can be proposed where appropriate so long as they do not undermine GM's ability to achieve compliance in the shortest possible time. Prior to the consultation information<sup>15</sup> was published and set out evidence to suggest that introducing a CAZ C across the region before 2023 without a temporary exemption for LGVs would not be effective, as there would not be a sufficient fleet of affordable second-hand LGVs available to enable GM's van owners to upgrade in response to the scheme. In light of the pandemic, there is evidence to suggest that many LGV owners have experienced reduced turnover and profits, have used up savings/reserves, are more indebted, and have delayed or are planning to delay capital investment (including in replacement vehicles) as a result of the pandemic. There is also evidence to suggest that GM Hackney Carriages and Private Hire Vehicles need more time to upgrade their vehicles to compliant alternatives in order to protect the service they provide to vulnerable users across Greater Manchester. Modelling of the post-Consultation policy demonstrates that even with the scheme fully in place (and no temporary exemptions remaining in force), compliance is not achieved in 2023. A further year of natural fleet renewal is required in order for compliance to be achieved in 2024. Therefore, the temporary local exemptions are not forecast to delay compliance from 2023 to 2024. The temporary exemptions in the proposed final GM Clean Air Plan would not delay or postpone the predicted legal compliance date in Greater Manchester.

---

<sup>15</sup> Technical note 12:

[https://assets.ctfassets.net/tlpgbvy1k6h2/mRNFtuRf2wyt1G1viiqDr/673c71dbbc8df8dda0f2b519fb8b0645/12\\_-\\_GM\\_CAP\\_Evidence\\_of\\_the\\_impact\\_of\\_2021\\_implementation\\_of\\_a\\_CAZ\\_C\\_\\_without\\_exemptions\\_.pdf](https://assets.ctfassets.net/tlpgbvy1k6h2/mRNFtuRf2wyt1G1viiqDr/673c71dbbc8df8dda0f2b519fb8b0645/12_-_GM_CAP_Evidence_of_the_impact_of_2021_implementation_of_a_CAZ_C__without_exemptions_.pdf)

- **Changes to temporary exemptions should be broader in scope and longer.** Using the analysis from the Impacts of COVID-19 research as well as consultation feedback a number of temporary exemptions have been extended. This includes coach operators outside of Greater Manchester and all Greater Manchester licensed hackney carriages and Private Hire Vehicles, whilst the temporary exemption for LGVs remains in place. It is proposed that these remain in place until 31 May 2023. As long as the temporary local exemptions have been removed early enough that drivers will have had time to be influenced by the forthcoming CAZ charge, make their choices and obtain a new vehicle before 1<sup>st</sup> January 2024, then the temporary local exemptions would not affect the predicted legal compliance date. GM considers that the benefits of not charging users outweigh the disadvantages of doing so.
- **Charges for vans should be higher:** Client Earth considered that the charges for vans should be higher as this would lead to a greater behavioural response and therefore be more effective. They also made some comments about discrepancies between evidence published by GM; these are addressed specifically in the Response to Consultation Report<sup>16</sup>. In the updated modelling of the Policy following consultation, there is a proportion of the fleet that has been presumed not to upgrade in any event, as a result of the COVID-19 pandemic. With the impacts of COVID-19 and the post-consultation Policy, 79% of non-compliant LGVs are forecast to choose to upgrade in 2023 and 84% in 2025. Overall, this means that the vast majority of LGVs on the road would be compliant from 2023 onwards (around nine in ten by 2025). Such is the extent of the upgrade of the fleet that any further benefits from higher charges are likely to be minimal.
- **A number of concerns around how the CAZ will work, including payment, enforcement, tracking non-compliant vehicles.** The response explains the practicalities of how the CAZ will work, using an ANPR camera network, the Government's online payment portal. This did not raise any changes in how the CAZ would operate.

#### 7.5 Funding to support upgrading non-compliant vehicles:

- **Oppose funding the upgrade of non-compliant vehicles.** The Response to Consultation Report explains the rationale around the funding to support the upgrade of non-compliant vehicles, including the feedback from vehicle owners responding to the consultation, who say that they need help to upgrade as they cannot afford it and that for some sectors, including the taxi and coach sectors, as COVID-19 has had a negative economic impact on their businesses.

---

<sup>16</sup> Appendix 3 to this report

- **Funding should target the oldest and most polluting vehicles as a priority.** The Response to Consultation Report explains that measures to target the upgrade of the oldest and/or most polluting vehicles have been considered throughout development of the GM CAP and are embedded within the proposals.
- **Concerns about affordability of upgrades and indebtedness and vehicle finance needing to be at or close to 0% interest rate to be affordable.** The Response to the Consultation Report explains the rationale around the funding to support the upgrade of non-complaint vehicles. In light of consultation feedback, adjustments have been proposed to the grant amounts and vehicle finance contributions available to owners or registered keepers of a number of vehicle types, to increase the amount of financial support available to applicants.
- **Access to funding needs to be fair.** Numerous points of feedback on how the funding should be distributed, including that it should be available for all owners of non-compliant vehicles. The Response to Consultation report explains that the proposals have been assessed throughout their development, including with respect to equalities impacts, and it is considered that they should provide access to the funding support for those likely to be most vulnerable to the GM CAZ charge and costs of upgrade.
- **All vehicles that operate in GM and will be affected should be eligible for funding including those beyond the boundary.** The policy now sets out that the Air Quality Administration Committee has the authority to consider possible changes to the eligibility criteria, including opening up the Funds to vehicle owners outside Greater Manchester.
- **Funding should be means tested.** Though the proposed eligibility criteria are not means tested, the criteria and process for releasing funding support is based on research and analysis of the potential socio-economic impacts of the GM CAZ, including the Distributional Impact Report. This indicated that the smallest businesses, organisations and individuals within GM are likely to be the most vulnerable to the CAZ requirements.
- **Funding should only be for voluntary sector and small businesses, funding should be prioritised for these groups.** The vehicle caps set in policy provide a mechanism to limit the maximum number of vehicles a single applicant can apply for funding to upgrade non-compliant vehicles. It mitigates the risk of oversubscription of the funds by larger businesses with larger fleets. The Clean Commercial Vehicle Fund eligibility criteria will ask applicants to demonstrate that they are either a small business, micro business/entity, self-employed/sole trader, an entity regulated by the Charity Commission (including registered, active charities and active charities exempted from registration); a social enterprise (including non-profit organisations); or a private owner (owner/registered keeper) of a non-compliant vehicle which are not used for commercial purposes.

- **Concerns about the management of vehicle funding and fraudulent applications.** The Response to Consultation Report explains that a range of appropriate measures have been embedded within the GM CAP to ensure transparency, tractability and robust management and administration of funding.

7.6 Other feedback

- **Concerns that the proposal would not improve air quality / reduce pollution.** Modelling shows that the proposed GM Clean Air Plan will encourage many older vehicles to be retrofitted or upgraded to cleaner vehicles, and that compliance across Greater Manchester will be met in the “shortest possible time” which is now by 2024.
- **Negative economic impacts on Greater Manchester.** This included concerns over increased prices of goods / services / fares being passed onto end consumers / passengers. The Economic Impacts Report and Equalities Impact assessment following the consultation has analysed the impacts on different groups within Greater Manchester. The mitigations put in place including changes to temporary exemptions and increased funding amounts

**8 THE GM CLEAN AIR FINAL PLAN**

- 8.1 The review outlined in Section 6 has informed the proposed GM CAP Policy following Consultation. The policy, attached in full at Appendix 1, outlines the boundary, discounts, exemptions, daily charges of the Clean Air Zone as well as the financial support packages offered towards upgrading to a compliant vehicle, including the eligibility criteria and funding rounds to be applied.
- 8.2 Members are asked to note that this policy is to be agreed by the ten GM local authorities and that the GM Clean Air Charging Authorities Committee has the authority to make the Charging Scheme Order which establishes the GM Charging Scheme in line with the agreed policy.
- 8.3 The anticipated implementation date of the Clean Air Zone is Monday 30 May 2022<sup>17</sup> for Buses, HGVs and Hackney Carriages and Private Hire Vehicles licensed outside of Greater Manchester and from 1 June 2023 for LGVs, minibuses and coaches, and GM-licensed Hackney Carriages and Private Hire Vehicles.

**8.4 Clean Air Zone**

Clean Air Zone: Boundary	Primarily aligned with the administrative boundary of Greater Manchester Authorities excludes the Strategic Road Network (SRN) <sup>18</sup> .The detailed boundary can be found here: <a href="https://cleanairgm.com/clean-air-zone-map/">cleanairgm.com/clean-air-zone-map/</a>
-----------------------------	--

<sup>17</sup> Subject to joint GM and JAQU agreement on overall ‘readiness’, including that the Central Charging Portal and national Vehicle Checker is’ GM ready.

<sup>18</sup>The SRN consists of roads which are not managed by local and regional GM authorities, namely motorways and trunk roads managed by Highways England. The SRN is illustrated on the Highways England Network Management Map available at: <https://www.gov.uk/Government/publications/roads-managed-by-highways-england>

	Consultation to be undertaken on the inclusion of the A575 and A580 at Worsley <sup>19</sup> .
Clean Air Zone: Times of Operation	24 hours a day, 7 days a week The anticipated implementation date is Monday 30 May 2022 <sup>18</sup>
Clean Air Zone: Vehicles Affected	<ul style="list-style-type: none"> <li>• Licensed Hackney Carriage</li> <li>• Licensed Private Hire Vehicle</li> <li>• Bus</li> <li>• Coach</li> <li>• Minibus</li> <li>• LGV</li> <li>• HGV</li> </ul>

8.5 **Proposals for Licensed Hackney Carriages** – Government has awarded the ten GM local authorities £9.5m.

Clean Air Zone: Exemptions	All Hackney Carriages which are licensed to one of the ten Greater Manchester Authorities, as of the 3 December 2020 will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£7.50 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>The following funding is available for upgrading a non-compliant Hackney Carriage to a purpose-built Wheelchair Accessible Vehicle (WAV):</p> <p>up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR</p> <p>up to £10,000 towards the running costs of a new purpose-built WAV Zero Emissions Capable (ZEC) vehicle. This option is available when the compliant vehicle acquired with GM CAP funds has also been eligible for a Government plug-in grant; OR</p> <p>up to £10,000 towards a second-hand purpose-built WAV ZEC vehicle; OR,</p> <p>up to up to £5,000 towards a compliant purpose-built WAV vehicle (Euro 4 petrol or Euro 6 diesel or better).</p>

<sup>19</sup> Originally this section of the A575 and A580 at Worsley was excluded at consultation.

	<p>The following funding is available for upgrading a non-compliant taxi to a non-Wheelchair Accessible Vehicle:</p> <p>up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR</p> <p>up to £6,000 towards the running costs of a new Zero Emissions Capable (ZEC) vehicle; OR</p> <p>up to £6,000 towards a second-hand ZEC vehicle; OR</p> <p>up to £3,000 towards a compliant vehicle (Euro 4 petrol or Euro 6 diesel or better)</p> <p>Limit of 5 vehicles per applicant.</p> <p>GM estimates that the funding of £9.5m, received from Government would provide funding to upgrade/retrofit around 1,130 vehicles.</p>
--	--

**8.6 Proposals for Licensed Private Hire Vehicles** – Government has awarded the ten GM local authorities £10.2m.

Clean Air Zone: Exemptions	All Private Hire Vehicles which are licensed to one of the ten Greater Manchester Authorities, as of the 3 December 2020 will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£7.50 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>The following funding is available for upgrading a non-compliant Private Hire Vehicle to a purpose-built Wheelchair Accessible Vehicle (WAV):</p> <p>up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR</p> <p>up to £10,000 towards the running costs of a new purpose-built WAV Zero Emissions Capable (ZEC) vehicle. This option is available when the compliant vehicle acquired with GM CAP funds has also been eligible for a Government plug-in grant; OR</p> <p>up to £10,000 towards a second-hand purpose-built WAV ZEC vehicle; OR,</p>

	<p>up to up to £5,000 towards a compliant purpose-built WAV vehicle (Euro 4 petrol or Euro 6 diesel or better).</p> <p>The following funding is available for upgrading a non-compliant taxi to a non-Wheelchair Accessible Vehicle:</p> <p>up to £5,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system; OR</p> <p>up to £6,000 towards the running costs of a new Zero Emissions Capable (ZEC) ZEC vehicle; OR</p> <p>up to £6,000 towards a second-hand ZEC vehicle; OR</p> <p>up to £3,000 towards a compliant vehicle (Euro 4 petrol or Euro 6 diesel or better)</p> <p>Limit of 5 vehicles per applicant.</p> <p>GM estimates that the funding of £10.2m, received from Government would provide funding to upgrade/retrofit around 3,075 vehicles.</p>
--	---

8.7 **Proposals for Buses** – Government has awarded the ten GM local authorities £14.7 million for bus retrofit and £3.2m for bus replacement.

Clean Air Zone: Exemptions	<p>There will be permanent exemptions for Heritage buses (I.e. over 20 years old) not used for hire and reward and driver training buses.</p> <p>Buses used on a Greater Manchester school bus service tendered prior to March 2019 will have a temporary exemption that will end in July 2022.</p>
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>Bus retrofit - Up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS) certified system</p> <p>£3.4m - Bus replacement - Up to £16,000 for purchase or lease of a compliant vehicle for up to medium size companies.</p>

	The funding ask would provide funding to retrofit or towards upgrade of all non-compliant buses operating in GM, around 1,500 vehicles in total (noting that a further c350 are being retrofitted under the CBTF).
--	--

**8.8 Proposals for Coaches** – Government has awarded the ten GM local authorities £4.4 million as an initial tranche of funding.

Clean Air Zone: Exemptions	All coaches not running on a registered bus service will be eligible for a temporary exemption until 31 May 2023.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)
Clean Vehicle Funding	<p>A grant of £32,000 per vehicle for replacement OR access to vehicle finance.</p> <p>OR a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS)</p> <p>Limit of 5 vehicles per applicant.</p> <p>Government have provided funding of £4.4m, which would provide funding to upgrade/retrofit around 174 vehicles.</p>

**8.9 Proposals for Minibuses** – Government has awarded the ten GM local authorities £2 million.

Clean Air Zone: Exemptions	<p>Community Minibuses – Those operating under a permit under section 19 or section 22 of the Transport Act (1985), issued by a body designated by the Secretary of State are eligible for a permanent exemption.</p> <p>Minibuses specially adapted for a disabled user will be permanently exempted.</p> <p>Minibuses will be eligible for a temporary exemption until 31 May 2023.</p>
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£10 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £5,000 per vehicle to replace or retrofit their vehicle OR access to vehicle finance, offering an average subsidy of £5,000, with the subsidy per vehicle capped at £7,000.

	Government has provided £2m in funding, which would provide funding to upgrade around 380 vehicles.
--	---

8.10 **Proposals for LGV** – the ten GM local authorities have been awarded £70 million to support LGV owners to upgrade or retrofit their vehicles.

Clean Air Zone: Exemptions	Light Goods Vehicles (LGVs) will be eligible for a temporary exemption until 31 May 2023.  LGVs specially adapted for a disabled user will be permanently exempted.
Clean Air Zone: Discounts	None
Clean Air Zone: Daily Charge	£10 per charging day (midnight to midnight)
Clean Vehicle Funding	A grant of £3,500 for replacement of LGVs under 1.6t per vehicle OR access to vehicle finance, offering an average subsidy of £3,500, with the subsidy per vehicle capped at £5,000.  A grant of £4,500 for replacement of LGVs over 1.6t and up to 3.5t per vehicle OR access to vehicle finance, offering an average subsidy of £4,500.  A grant of £5,000 for retrofit of LGVs.  This would be limited to 5 vehicles per applicant.  The £70 million funding would provide funding to upgrade/retrofit around 15,900 vehicles.

8.11 **Proposals for HGV** – Government has awarded the ten GM local authorities £7.6m.

Clean Air Zone: Exemptions	Specialist Heavy Goods Vehicles – Certain types of heavily specialised HGVs, such as those used in construction or vehicle recovery.  Non-road-going vehicles – Certain types of non-road going vehicles which are allowed to drive on the highway such as agricultural machines; digging machines; and mobile cranes (T1, T2 or T3 vehicle types)
Clean Air Zone: Discounts	All vehicles classified under the Private HGV tax class to be eligible for a discounted charge of £10 per day.
Clean Air Zone: Daily Charge	£60 per charging day (midnight to midnight)

Clean Vehicle Funding	<p>A grant of up to:</p> <p>&lt;7.5t £5,000          &lt;18t £7,000          &lt;26t £9,000          &lt;32t £12,000          &lt;44t £6,500</p> <p>per vehicle, dependent on vehicle size OR access to vehicle finance.</p> <p>OR a grant of up to £16,000 towards retrofit to a compliant standard via a Clean Vehicle Retrofit Accreditation Scheme (CVRAS)</p> <p>This would be limited to 5 vehicles per applicant.</p> <p>The Government fund received of £7.6m would provide funding to upgrade around 798 vehicles.</p>
-----------------------	---

## 8.12 Air Quality Modelling of final GM CAP

- 8.12.1 The core goal of the GM Clean Air Plan is to achieve compliance with the legal Limit Value (40 µg/m<sup>3</sup>) for NO<sub>2</sub> at locations identified through the target determination process within Greater Manchester in the “shortest possible time” in line with Government guidance.
- 8.12.2 The Modelling report of the local plan Policy following consultation can be found in Appendix 6. The modelling has been updated to use the latest information from the updated package and using updated assumptions from the impact of COVID-19 research and other information. The methodology has been agreed with government.
- 8.12.3 The modelling outputs of the scheme show the achievement of Nitrogen Dioxide compliance within Greater Manchester in 2024 as required by the Ministerial Direction which is the shortest possible time within which it can be achieved.
- 8.12.4 Appendix 9 sets out how the current proposals meet the requirements of the latest Ministerial Direction in March 2020<sup>20</sup>.

## 8.13 Equalities Impact Assessment following consultation

<sup>20</sup> The ministerial direction can be found here:  
<https://democracy.manchester.gov.uk/documents/s18580/Appendix%20%20-%20Greater%20Manchester%20NO2%20Plan%20Direction.pdf>

- 8.13.1 Under equality legislation, there is a requirement to have due regard for the need to:
- Eliminate unlawful discrimination, harassment and victimisation
  - Advance equality of opportunity between persons who share a relevant protected characteristic, and persons who do not share it
  - Foster good relations between those who have a relevant protected characteristic and those who don't.
- 8.13.2 Relevant protected characteristics in relation to the GM Clean Air Plan are considered to be age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex and sexual orientation.
- 8.13.3 The analysis of potential disproportionate or differential impacts of the proposed GM Final Clean Air Plan are set out in the GM CAP Equality Impact Assessment following Consultation at Appendix 2.
- 8.13.4 The assessment concludes that improved air quality resulting from the GM CAP will have a disproportionate benefit for many protected characteristic groups namely, pregnancy and maternity; older people, young people and children; those with disability or ill-health; and those from minority ethnic and faith groups who are more likely to live in deprived neighbourhoods.
- 8.13.5 It also concludes that, despite the proposed package of mitigating measures, there is the risk of residual adverse impacts on some protected characteristic groups in relation to personal and business affordability: gender (male drivers), minority ethnic and faith groups. A potential, residual adverse impact in relation to accessibility was also concluded for those with protected characteristics older and young people; disability; gender reassignment and sexual orientation.
- 8.13.6 Overall, the assessment recognises that a significant package of temporary and permanent exemptions, discounts and funds has been put in place and that these have reduced the potential negative impact on protected characteristic groups. Having regard to the benefits of the GM CAP the proposals are considered to be justified notwithstanding the remaining risk of disproportionate or differential impacts on protected characteristic groups.
- 8.13.7 Promotion and accessibility of the mitigating measures to protected characteristic groups will be key to ensuring that those impacted are fully aware of and able to benefit from the support available.
- 8.13.8 To fulfil their duty under the Equality Act, each of the ten GM local authorities has undertaken a local assessment and reported any significant variances against the GM-wide assessment, the supporting GM CAP Equality Impact Evidence report and the ten local authority assessments can be found in Appendix 2.

## 8.14 **Assessment of potential Economic Implications following consultation**

8.14.1 The potential implications of the GM CAP on the economy of Greater Manchester have been considered in the Economic implications of the CAP Report (see Appendix 7). The report sets out:

- **The economic implications of Clean Air Zones.** This section explains the potential reduction in early deaths, reduced time spent in hospitals and increase in the number of hours worked, leading to a positive economic benefit for GM. However, there are some direct costs to non-compliant vehicle owners as well as broader costs and behavioural changes. This may include upgrading vehicles, changes in travel habits and potential changes in demand.
- **The assessment of economic implications of the GM Clean Air Plan pre-COVID-19;** the background to the process undertaken which all took place before the pandemic; including the development of the Outline Business Case using the Government's framework, and the assessment of the plans using the Government's guidance including primary and secondary success criteria. It explains the rationale for each of the measures proposed for consultation.
- **The wider impacts and the economic implications of COVID-19 on GM and the UK;** this provides a summary of the economic implications of COVID-19 on the United Kingdom, explaining employment rates and the support provided to businesses. It also explains the feedback provided in the consultation on Greater Manchester businesses' experiences, including lower turnover, increased debt and delays to investment (including vehicle upgrades). It also summarises ONS data around the sectors most affected, and then explains the results of the vulnerability assessment for sectors with Coaches, Minibuses, HGVs and LGVs post-COVID-19.
- **The revisions to the GM Clean Air Plan to take into account the impact of COVID-19.** This section explains the changes to the proposals, as well as how they mitigate the adverse impacts of the GM Clean Air Plan.

8.14.2 The report concludes that whilst there is still uncertainty around individual circumstances and the wider UK economy, the analysis of the impacts of COVID-19 alongside the development of the updated GM Clean Air Plan measures supports the case for a Hardship Fund. As outlined above Government have not awarded Greater Manchester Hardship funding. Further funding to address potential cases of hardship may well be needed and the Greater Manchester Authorities will be monitoring the situation very closely to ensure that they can take up the Government's offer to review the need for further funding if the need can be objectively demonstrated.

## 8.15 **Distribution of Funding**

- 8.15.1 The Air Quality Administration Committee has the authority to establish the funds and distribute the funds to support those businesses, individuals and organisations who need to upgrade their vehicle to become compliant in line with the agreed policy.
- 8.15.2 It is envisaged that owners of non-compliant vehicles will be able to apply for funding to support their vehicle upgrades in November 2021.
- 8.15.3 Information on the funding options available to upgrade to a compliant vehicle will be available on [cleanairgm.com](http://cleanairgm.com). This will include information on eligibility criteria and how to apply for funding.
- 8.15.4 Those wishing to apply will set up a secure online account and provide the necessary information to submit an application for funding. This includes providing data about themselves, their vehicle and their business and these details are verified through a series of validation checks.
- 8.15.5 Following a successful eligibility assessment and acceptance of the Terms and Conditions of funding, the Applicant will be provided with a funding award notification, which will set out the funding options available to them. At this stage, the Applicant would then be able to explore the funding opportunities available to them.
- 8.15.6 With the exception of the Clean Bus Fund and running cost grants under the Clean Taxi Fund, which are paid to the Applicant, all funds are paid directly through accredited suppliers of retrofit and replacement upgrade options, to ensure a comprehensive audit trail, accountability for public funding and to reduce the risk of fraudulent activity. Trade in of the non-complaint vehicle is mandatory.

## 9 **NEXT STEPS**

### 9.1 Officers will:

- Continue to undertake the preparatory implementation and contract arrangements that need to be undertaken to deliver the CAZ and other GM CAP measures.
- Prepare a consultation on the inclusion of motorhomes classified as MSP1 and the A575 and A580 at Worsley in the GM Clean Air Zone.
- Make arrangements to distribute funds to support those businesses, individuals and organisations who need to upgrade their vehicle to become compliant.
- Prepare FBC documentation for submission to the Government's Joint Air Quality Unit (JAQU).

- Work with JAQU and Highways England to establish the most appropriate solution for the charging mechanism to be applied to the section of A57/A628 on the Strategic Road Network.
- Prepare the CAP monitoring and evaluation plan – This will take account of the fact that in May 2016 a single Air Quality Management Area (AQMA) was declared for Greater Manchester based on the modelling of nitrogen oxides emissions. The Greater Manchester Air Quality Action Plan sets out the measures which will reduce air pollution within Greater Manchester’s AQMAs. An Annual Status Report (ASR) provides updates on progress of all actions included within the Greater Manchester Air Quality Action Plan (2016-2021) (AQAP). DEFRA has responded positively to GM’s suggestion that the update of the AQAP, and any remodelling of the Air Quality Management Area (AQMA), should be postponed until the air quality impact of the proposed GM-wide Clean Air Zone to address roadside NO<sub>2</sub> has been fully understood as part of the GM CAP monitoring and evaluation plan.

**10 APPENDIX 1 – GM CAP POLICY FOLLOWING CONSULTATION**

10.1 Attached as a supplementary paper.

**11 APPENDIX 2 – GM CAP EQUALITY IMPACT ASSESSMENT FOLLOWING CONSULTATION**

11.1 Attached as a supplementary paper.

**12 APPENDIX 3 – AECOM CONSULTATION REPORT**

12.1 Attached as a supplementary paper.

**13 APPENDIX 4 – RESPONSE TO THE CONSULTATION**

13.1 Attached as a supplementary paper.

**14 APPENDIX 5 – IMPACTS OF COVID-19 REPORT**

14.1 Attached as a supplementary paper.

**15 APPENDIX 6 – AIR QUALITY MODELLING REPORT FOLLOWING CONSULTATION AND WITH COVID-19 IMPACTS**

15.1 Attached as a supplementary paper.

**16 APPENDIX 7 – ECONOMIC IMPLICATIONS OF CAP FOLLOWING CONSULTATION AND WITH COVID-19 IMPACTS**

16.1 Attached as a supplementary paper.

**17 APPENDIX 8 – OTHER CITIES’ CLEAN AIR PLANS**

17.1 Attached as a supplementary paper.

**18 APPENDIX 9 – COMPLIANCE WITH THE SECRETARY OF STATE’S DIRECTION**

18.1 Attached as a supplementary paper.

**19 APPENDIX 10 – CLEAN AIR ZONE ANPR AND SIGNAGE LOCATIONS**

19.1 Attached as a supplementary paper.

---

**Other alternative options considered**

The text of the report describes all relevant considerations.

---

Community impact/links with Community Strategy

The proposals in the GM Clean Air Plan are designed to protect the health of our communities and are in line with Section 4.2 re “Place” in the Bury 2030 Strategy.

The GM CAP is a place-based solution to tackle roadside NO<sub>2</sub> emission, which will have a positive impact on Carbon.

---

Equality Impact and considerations:

*Under section 149 of the Equality Act 2010, the ‘general duty’ on public authorities is set out as follows:*

*A public authority must, in the exercise of its functions, have due regard to the need to -*

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

*The public sector equality duty (specific duty) requires us to consider how we can positively contribute to the advancement of equality and good relations, and demonstrate that we are paying ‘due regard’ in our decision making in the design of policies and in the delivery of services.*

<b>Equality Analysis</b>	<i>Please provide a written explanation of the outcome(s) of either conducting an initial or full EA.</i>
An Equality Impact Assessment is included as Appendix 2.	

*\*Please note: Approval of a cabinet report is paused when the 'Equality/Diversity implications' section is left blank and approval will only be considered when this section is completed.*

---

Assessment of Risk:  
The following risks apply to the decision:

<b>Risk / opportunity</b>	<b>Mitigation</b>
Initial risk register set out in Clean Air Plan OBC (March 2019)	.

---

Consultation:

The GMCAP was subject to a major public consultation exercise in October to December 2020.

---

**Legal Implications:**

Legal considerations are set out in Appendix 9 of the report.

---

**Financial Implications:**

**Revenue:** Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government.

**Capital:** Initial Financial Case set out in Clean Air Plan OBC (March 2019), with all development and delivery costs to be covered by central Government.

Funding has been provided across Greater Manchester to award grants or loans to eligible business to support them with the costs of vehicle replacements or retro fitting of carbon reduction equipment

---

**Report Author and Contact Details:**

Laura Swann – Assistant Director - Operations (Strategy)  
 Chris Horth – Unit Manager – Environment Team

---

Background papers:

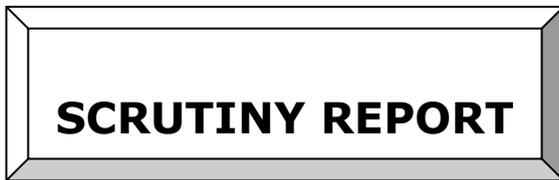
- 23 Feb 2021 Cabinet Report - GM Clean Air Plan: Consultation
- 2 September 2020 Cabinet Report – Clean Air Plan Consultation
- 29 July 2020 Cabinet Report – Greater Manchester Clean Air Plan – Tackling Nitrogen Dioxide Exceedances at the Roadside – Update

**Please include a glossary of terms, abbreviations and acronyms used in this report.**

Term	Meaning
GMCAP	Greater Manchester Clean Air Plan
MLS	Minimum Licensing Standards
LGV	Light Goods Vehicle
CAZ	Clean Air Zone
NO2	Nitrogen Dioxide
JAQU	The Governments Joint Air Quality Unit
ANPR	Automatic Number Plate Recognition
PM	Particulate Matter
PM2.5	Particulate matter with diameter under 2.5 micrometres
PM10	Particulate matter with diameter under 10 micrometres
OBC	Outline Business Case

ug/m3	Microgrammes per metre cubed
PHV	Private Hire Vehicle
HC	Hackney Carriage
EV	Electric Vehicle
SRN	Strategic Road Network
ZEC	Zero Emission Capable (Vehicle)

This page is intentionally left blank



**MEETING:** Overview and Scrutiny Committee

**DATE:** 20 July 2021

**SUBJECT:** Climate Action Strategy and Action Plan

**REPORT FROM:** Councillor Alan Quinn – Cabinet member  
Environment, Climate Change and Operations

**CONTACT OFFICER:** Laura Swann – Assistant Director of Operations  
(Strategy)

---

## **1.0 BACKGROUND**

- 1.1 The "Let's Do It" Strategy approved by Cabinet on 23 February 2021 included a commitment for the whole borough to be carbon neutral by 2038, which responds to the Council's declaration of a Climate Emergency in 2019. This carbon neutral target aligns with the Greater Manchester target included in the 5 Year Environment Plan for Greater Manchester.
- 1.2 The Council has produced a Draft Climate Action Strategy and Climate Action Plan for Bury to set out what needs to be done to achieve the target. A 10-week public consultation is currently being carried out on these draft documents.

## **2.0 ISSUES**

- 2.1 Achieving the Council's carbon neutral commitment will require a step change in the way our communities live. This represents a huge challenge, but one that we must face to protect the health and wellbeing of our residents.
- 2.2 To help achieve this change the Council must provide leadership for all individuals and organisations in the borough to reduce emissions and must lead by example.
- 2.3 In January 2021, Bury Council's Greenhouse Gas Report 2019/20 (Appendix 1) was published and showed that the council had reduced its emissions by 47% from the 2008/09 base year.
- 2.4 Reductions in emissions from electricity were significant and some of this was attributed to an increase in the purchase of renewable energy. With the current electricity contract for the council 30.7% of the electricity we purchase is from renewable generation.
- 2.5 To tackle the wider emissions from across the borough the Draft Climate Action Strategy and Action Plan were produced. Approval to take these documents out to public consultation was provided by the Cabinet on 26 May (Cabinet report – Appendix 2).

- 2.6 The Draft Climate Action Strategy sets out the background information, the scale of the challenge facing the Borough and the need to work together and take action now. It breaks down the change needed into 11 Key Action areas:
1. Our Energy Supply
  2. Our Homes, Workplaces and Public Buildings
  3. Clean Travel
  4. The Things we Buy and Throw Away
  5. Food
  6. Our Natural Environment
  7. The Green Economy
  8. Environmental Justice
  9. Climate Resilience and Adaptation
  10. Putting Climate Change at the Heart of Council Action
  11. Carbon Offsetting
- 2.7 The Draft Climate Action Plan sets out individual actions that need to take place across the 11 key action areas. This will be a more fluid document that will be updated each year in conjunction with the community and will be used to monitor progress / delivery and keep things on track.

### **3.0 Consultation**

- 3.1 Delivering the ambitious carbon neutral target by 2038 will require communities across Bury to work together to meet this challenge. The Climate Action Strategy and Action Plan needs to be owned by the Council, residents and stakeholders and the current consultation seeks the views of the wider community to ensure their views are considered.
- 3.2 The consultation will last for 10 weeks from 3 June to 12 August 2021.
- 3.3 With the current restrictions due to Covid and the impact on social gatherings, the consultation has been required to have a strong emphasis on online and digital engagement. The Council web site is the main point of contact where stakeholders can provide feedback via an online questionnaire.
- 3.4 To supplement the online resources, a dedicated phone line and email address have also been established, to enable people to find out more information and to request hard copy documents.
- 3.5 To ensure the responses captured are reflective of the diverse nature of the community in Bury a communications plan has been developed. Details of promotion of the consultation to date and planned promotion and engagement going forward are contained in Appendix 3.
- 3.6 The consultation has now been open for 5 weeks and the latest figures in relation to responses are shown below :

Date	Visits to Consultation Site	Questionnaires Completed
5/7/21	524	87

- 3.7 Following the consultation, a further report will be produced for Cabinet approval, with the final draft Climate Action Strategy and Climate Action Plan, taking into account the results and feedback from the consultation. The Climate Action Plan will then continue to be a fluid document that will be updated and revised each year.

#### **4.0 CONCLUSION**

- 4.1 The Draft Climate Action Strategy and Plan sets out Bury Council's approach to meeting carbon neutral targets and addressing the climate emergency.
- 4.2 Achieving carbon neutral targets requires actions from all sections of our community and the current consultation on the Draft Climate Action Strategy and Plan aims to engage our local residents, businesses and other stakeholders in the development of practical deliverable actions.
- 4.3 Increasing engagement in relation to the Climate Strategy, through various engagement options (Appendix 3) will be the main focus of the team until 12 August when the consultation closes.

#### **5.0 APPENDICES**

- 5.1 Appendix 1 – [Bury Council's Greenhouse Gas Report 2019/20](#)
- 5.2 Appendix 2 – Cabinet Report – 26 May 2021 - [Public Consultation on the Draft Climate Strategy and Climate Action Plan](#)
- 5.3 Appendix 3 – Climate Action Strategy Consultation Progress Briefing Note

---

#### **List of Background Papers:-**

N/A Appropriate documents attached as Appendices.

#### **Contact Details:-**

Chris Horth – Unit Manager(Environment Team)  
[c.horth@bury.gov.uk](mailto:c.horth@bury.gov.uk)

This page is intentionally left blank



## Climate Action Strategy Consultation Progress Briefing Note

This briefing note provides an update regarding the Climate Action Strategy consultation progress. The consultation went live on the 3 June and will run until 12 August.

### Total responses so far (as of 5<sup>th</sup> July 2021)

Visited the consultation page	524
Engaged with the consultation page (downloaded a link/started the consultation but not finished/clicked a link)	205
Completed the consultation	87

### Engagement to date

Since going live, we have reached out and engaged with many different organisations and groups including: the GMCA and TfGM, Bury Climate Action, Prestwich Environmental Forum, Friends of Burrs Park, Incredible Edible, Manchester Environmental Education Network, the Northern Care Alliance and Strategic Commissioning Board, Bury Arts Museum, Bury Local Co-op Forum and Bury VCFA. We have presented the Strategy to these organisations and disseminated links which have then been passed on to their respective mailing lists.

We have also utilised the mailing lists kept by several Council departments and sent the consultation to the Walking and Cycling Forum; Tenants and Residents Associations; contacts acquired from the Housing Strategy consultation; carers working with the Council; businesses, faith groups, and local organisations operating in our neighbourhoods and Townships; and headteachers at our schools.

### Planned engagement

We are in conversations with the Bury Youth Cabinet and Chesham Primary School to host an assembly and hope to do further engagement work with students in Bury over the coming weeks. We are also looking to engage further with older people living in Bury as well as religious groups and will aim to do this via the VCFA.

The Big Fandango, a charity working to reduce textile waste, will have a launch event at the end of July, and we will work with the charity to promote to the Climate Strategy and an associated press release will be created.

To promote engagement and provide the residents of Bury with the opportunity to ask questions, we are planning a number of digital events including a public webinar via MS Teams which will take a format similar to the Housing Strategy consultation;



and several in-depth focus groups with organisations across Bury that have a deeper awareness of environmental issues.

We are in the process of organising marketing collateral including pull up banners and railing banners highlighting the consultation. We plan to distribute these across Bury's vaccination centres, leisure centres and parks with high footfall. We will also invest funding in online Facebook ads which will promote the consultation. Despite the COVID restrictions, we feel these options will provide us with the best opportunity to reach as many people as possible.

Following feedback received during the first half of the consultation we have also produced a shorter online questionnaire. This shorter questionnaire will be available alongside the more detailed option on the One Community Bury website and will provide participants who may be short on time with an alternative.

We are aiming to reach as many people as possible and given the limitations due to COVID we are unable to host in-person meetings and usual marketing is not as effective. In response we have focused mostly on digital marketing and online meetings but will reassess later in July as we are more aware of restrictions.