AGENDA FOR

CABINET

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To: All Members of Cabinet

Councillors : E O'Brien (Leader) (Chair), A Arif (Cabinet Member for Housing Services), R Gold (Cabinet Member for Communities and Inclusion), G McGill (Cabinet Member for Culture, Economy and Skills), C Morris (Cabinet Member for Regeneration and Growth), L Smith (Deputy Leader and Cabinet Memberfor Environment, Climate Change and Operatoins, and Children and Young People), T Tariq (Cabinet Member for Adult Care, Health and Public Service Reform) and S Thorpe (Deputy Leader, Finance and Corporate Services)

Dear Member/Colleague

Cabinet

You are invited to attend a meeting of the Cabinet which will be held as follows:-

Date:	Tuesday, 30 June 2026
Place:	Bury Town Hall
Time:	6.00 pm
Briefing Facilities:	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.
Notes:	

AGENDA

1 APOLOGIES FOR ABSENCE

2 DECLARATIONS OF INTEREST

Members of Cabinet are asked to consider whether they have an interest in any of the matters of the Agenda and, if so, to formally declare that interest.

3 PUBLIC QUESTION TIME

Questions are invited from members of the public about the work of the Cabinet.

Notice of any question must be given to Democratic Services by midday on Friday, 26 June 2026. Approximately 30 minutes will be set aside for Public Question Time, if required.

4 MEMBER QUESTION TIME

Questions are invited from Elected Members about items on the Cabinet agenda. 15 minutes will be set aside for Member Question Time, if required.

Notice of any Member question must be given to the Monitoring Officer by midday Thursday 25 June 2026.

5 MINUTES *(Pages 5 - 14)*

Minutes from the meeting held on 15 April 2026 are attached.

6 BURY LOCAL PLAN (REGULATION 19) *(Pages 15 - 274)*

Report of the Leader of the Council is attached.

7 SIMISTER BOWLEE DEVELOPMENT FRAMEWORK *(Pages 275 - 444)*

Report of the Leader of the Council is attached.

8 WALSHAW DEVELOPMENT FRAMEWORK *(Pages 445 - 584)*

Report of the Leader of the Council is attached.

9 ELTON RESERVOIR DEVELOPMENT FRAMEWORK *(Pages 585 - 764)*

Report of the Leader of the Council is attached.

10 ADOPTION OF SPD13 - HOUSES IN MULTIPLE OCCUPATION *(Pages 765 - 810)*

Report of the Leader of the Council is attached.

11 ADOPTION OF SPD19 - HOT FOOD TAKEAWAY *(Pages 811 - 854)*

Report of the Leader of the Council is attached.

12 **BURY ART MUSEUM APPOINTMENT OF CONTRACTOR** *(Pages 855 - 864)*

Report of the Cabinet Member for Culture, Economy and Skills is attached.

13 **APPROVAL TO UNDERTAKE PUBLIC CONSULTATION ON A DRAFT HOUSING STRATEGY FOR BURY** *(Pages 865 - 946)*

Report of the Cabinet Member for Housing Services and Cabinet Member for Regeneration and Growth is attached.

14 **OPTIONS FOR CLOSURE OF SIX TOWN HOUSING LTD** *(Pages 947 - 962)*

Report of the Cabinet Member for Housing Services is attached.

15 **CONTRACT AWARDS IN RESPECT OF THE HRA CAPITAL INVESTMENT PROGRAMME 2026/27 AND CARBON REDUCTION - SUSTAINABILITY IMPROVEMENT MEASURES** *(Pages 963 - 970)*

Report of the Cabinet Member for Housing Services is attached.

16 **PROCUREMENT FOR GAS COMPLIANCE, REPAIRS AND MAINTENANCE FRAMEWORK** *(Pages 971 - 976)*

Report of the Cabinet Member for Housing Services is attached.

17 **COMMUNITY ACCOMMODATION SERVICE TIER 3** *(Pages 977 - 986)*

Report of the Cabinet Member for Housing Services is attached.

18 **LOCAL AUTHORITY HOUSING FUND ROUND 4 (LAFH R4)** *(Pages 987 - 1014)*

Report of the Cabinet Member for Housing Services is attached.

19 **IMPLEMENTATION OF RENTERS RIGHTS ACT 2025** *(Pages 1015 - 1100)*

Report of the Cabinet Member for Housing Services is attached.

20 **MINUTES OF ASSOCIATION OF GREATER MANCHESTER AUTHORITIES / GREATER MANCHESTER COMBINED AUTHORITY** *(Pages 1101 - 1134)*

To consider the minutes of meetings of the Greater Manchester Combined Authority held on 13 February and 27 March 2026.

21 **URGENT BUSINESS**

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

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Agenda Item 5

Minutes of:	**CABINET**
Date of Meeting:	15th April 2026
Present:	Councillor E O'Brien (in the Chair) Councillors C Cummins, R Gold, C Morris, A Quinn, L Smith and S Walmsley
Also in attendance:	Councillors M Smith and R Bernstein
Public Attendance:	9 members of the public were present at the meeting.

CA.1 APOLOGIES FOR ABSENCE

Apologies for absence had been submitted by Councillors T Tariq and S Thorpe.

CA.2 DECLARATIONS OF INTEREST

There were no declarations of interest.

CA.3 PUBLIC QUESTION TIME

A written question regarding cumulative traffic impact had been received by a member of the public, Joanna Britton, who was unable to attend and as such Members agreed that a written response to his question would be sent.

The following question was submitted in advance of the meeting by members of the public, James and Tracey Tierney:

Can the Council confirm the exact geographical parcels within allocation JPA1.2 where the first phase of 90 homes is proposed and state whether these parcels are subject to any known constraints relating to flooding risk, drainage capacity or access limitations.

Responding, Councillor O'Brien reported the Simister Bowlee Development Framework included an indicative masterplan and this includes an approach to the phasing of development within the site. However, the exact phasing of the site will be dependent on detailed information that will be required as part of a future planning application.

The reference to a first phase of 90 homes has been taken from the Five-Year Supply Statement 2025 which provides an indicative assessment of the amount of housing that is expected to be delivered on identified sites across the Borough over the next five years. The 2025 Statement states that the Simister Bowlee site promoters have indicated that the first completions will be in 2028/29 and a total of 90 dwellings will be completed within the next within the next five years (1 April 2025 - 31 March 2030).

The Five-Year Supply Statements are updated on an annual basis and reflect the latest information on all housing sites across the Borough. Future updates will reflect the sites progress through the planning process, including information relating to future planning applications.

All planning applications will need to be supported by detailed and up-to-date evidence on a wide range of matters including detailed assessments of drainage capacity, flood risk and issues relating to transport.

A further supplementary question was submitted:
All the homes in the area are on septic tanks and don't use the main sewage system, there is no infrastructure on the boundary where the development is being built, what will happen to the homes on septic tanks and not mains sewage?

Responding, Councillor O'Brien stated the Council does not hold, and is not legally required to hold, a definitive register of all properties using private septic tanks or other non mains sewage systems within the borough. The legal responsibility for a septic tank or small sewage treatment plant rests with the "operator" of the system, who in most cases is the property owner. A developer in an application would have to state how they would deal with drainage and connecting to existing infrastructure.

The Council would determine this when applications are submitted. If the scheme was deemed unsatisfactory then a scheme may not be recommended for approval. The Council would try and work with the developer and local residents to ensure that existing arrangements are not interrupted and the proposals have the adequate infrastructure. At this stage, full details of drainage schemes are unknown but this would be presented as part of the planning process and be judged accordingly.

A written question regarding septic tanks on Heywood Old Road and parts of Simister had been received by a member of the public, Peter Rourke, who was unable to attend and as such Members agreed that a written response to his question would be sent.

The following question was submitted in advance of the meeting by a member of the public, Danielle Davies:

Regarding the first phase of 90 homes, what is the confirmed strategy for foul drainage? Specifically, will sewage be managed via a gravity-fed system into the existing network, or will a new pumping station be required? If the latter, where is the proposed location for this infrastructure?

Responding, Councillor O'Brien as mentioned previously, the reference to a first phase of 90 homes had been taken from the 5 Year Supply Statement 2025 which provides an indicative assessment of the amount of housing that is expected to be delivered on identified sites across the Borough over the next five years.

The 2025 Statement states that the Simister Bowlee site promoters have indicated that the first completions will be in 2028/29 and a total of 90 dwellings will be completed within the next within the next five years (1 April 2025 - 31 March 2030). The figures are subject to change and have not been granted planning permission.

When planning applications are submitted within the allocation, these will need to be supported by much more detailed and up-to-date evidence on a wide range of matters, including detailed assessments of drainage.

A further supplementary question was submitted:
When the smart motorway was built around the area, some residents had their septic tanks dropped and split which cost residents from their own pocket, what would the Council and developers do for that with the amount of homes being put on the area over a number of years. There will be a lot strain with HGV's on Heywood Old Road and parts of Simister, there will be septic tanks that get damaged as they have been there a long time. Will there be yearly maintenance provided for residents?

Councillor O'Brien clarified if the damage caused was from the construction or use of the motorway and Ms Davies communicated that residents have said it was from both. She had not lived in the area long but thought residents should be communicated with.

Councillor O'Brien stated that he would ask the planning department to explore if a baseline could be implemented before any work happens to enable communications with the developers that if there was damage to a property, what the response may be.

There are processes as a result of damage in both small and large scale developments and he would ask officers for a briefing on this and provide a written follow up response on this in relation to septic tank damage as a result of development and what are the legal implications and how we can prevent and safeguard this.

The following question was submitted in advance of the meeting by a member of the public, Amanda Foster:

In the July 2021 JPA 1.2 Simister and Bowlee Topic Paper, the Council published a housing trajectory showing early-years delivery of around 170 homes in the first five years of the plan period. This was presented as part of the evidence base to demonstrate deliverability and was balanced against Green Belt harm when making the case for "exceptional circumstances" to release the land from the Green Belt.

However, the Council's own 5 Year Housing Land Supply Statement (November 2025) now shows promoters revising first completions to 2028/29, with only 90 dwellings expected in the next five years - a reduction of approximately 47%.

If the early delivery assumptions in the 2021 Topic Paper have proven so unreliable (as demonstrated by the promoters' own revised trajectories in the Councils' 5YHLS statements), why were they used to help justify taking land out of the Green Belt in the first place?

This appears to highlight a risk of optimism bias in the original evidence, which could undermine confidence in the exceptional circumstances case.

I acknowledge that housing trajectories are promoter-led and can be subject to change, and that the overall housing need across Greater Manchester remains pressing. However, for a strategic Green Belt release of this scale and sensitivity, it is essential that assumptions remain realistic and that infrastructure constraints (including drainage, flood risks and cumulative traffic) are fully resolved with up-to-date evidence.

Will Cabinet therefore commission an immediate independent review of the site's deliverability before progressing further with the adoption of the Development Framework SPD or determining any planning applications?

Responding, Councillor O'Brien stated that during the examination of Places for Everyone, the Inspectors concluded that the new homes proposed at Simister Bowlee will deliver significant social and economic benefits on a well-located site in accordance with the Plan's overall spatial strategy.

They were satisfied that those benefits would outweigh the harm that would be caused to the Green Belt and that, on balance, there are exceptional circumstances to justify removing land from the Green Belt.

The Inspectors' considerations assessed the benefits of the site as a whole and their conclusions were not based on delivery rates.

Housing trajectories can change over time but this does not undermine the principle of removing the site from the Green Belt and allocating it for housing.

As such, it was not necessary to commission an independent review of the site's deliverability.

A further supplementary question was submitted:
Given the downward provision in anticipated delivery what mechanisms are in place to independently test the realism of promoter led delivery. How will future plan making and decision making not be overly dependent on promoter led assumptions especially when used to promote exceptional circumstances for green belt release.

Responding, Councillor O'Brien stated a judgement would be made on each case and a challenge for strategic sites was that they take time to come forward. Many details change from a scheme being submitted through to delivery. Consideration must be given if a scheme is deliverable and tested via the planning inspectorate which are independent. Plans are scrutinised over a long period of time looking at evidence which they have approved at this initial stage giving the confidence to continue. Working with developers must continue to support infrastructure and when land is released for housing its done for good use and purpose without excessive disruption to local areas. Every year all sites are reviewed and adjustments on expectations for supply can change.

A written question regarding highway safety on the A6045 had been received by a member of the public, Lindsey Bothwell, who was unable to attend and as such Members agreed that a written response to his question would be sent.

A written question regarding the Prestwich redevelopment had been received by a member of the public, Andrew Kilpatrick, who was unable to attend and as such Members agreed that a written response to his question would be sent.

The following question was submitted in advance of the meeting by a member of the public, Helene Lees:

Will the Council confirm that no planning approval or progression of development at JPA1.2 will take place until full and up-to-date evidence on drainage, flooding, and transport impacts has been completed and made publicly available?

Responding, Councillor O'Brien, the current stage of the planning process is the production of the Simister Bowlee Development Framework and this is still at a strategic level. The scope and detail of the evidence currently available is proportionate to this type of document.

However, as the proposals for the site develop into more detailed planning applications, these will need to be supported by much more detailed and up-to-date evidence on a wide range of matters, including detailed assessments of drainage, flood risk and transport.

These will be a key part of the formal consultation on planning applications and will therefore be publicly available for comment.

The strategic elements of the plan will continue at present around framework but all information and details will be made available once that stage of the process was reached.

A further supplementary question was submitted:
Whilst there was a need for housing, those planned are not needed with a development in Birch not selling and this should be a consideration for even starting this project when this does not help the public. The development needed to be the correct type of housing with

£300,000 to £500,000 priced homes not acceptable. The Council should consider all of this including infrastructure and her road was already busy and dangerous.

Responding, Councillor O'Brien stated that affordability can sometimes be missed but the types of properties have to be a mix. In recent years the Council in partnership had delivered a number of social homes with plans for more. Decent and quality homes are required which are affordable and this was a challenge at the moment. There are ways to influence the market and the Government, Home England and the Mayor of Greater Manchester can be worked with. Some people at the moment accept poor quality housing at a cost to get on the property ladders. The Council would try and help provide a range of houses that are suitable and affordable.

Due to limited time permitting, other members of the public in attendance were invited to ask questions.

The following question was asked by a member of the public, Mr Peter Judge:

In relation to flood risk and climate data, the places for everyone evidence relies on historical flood data, when will the Council publish an updated strategic flood risk assessment that incorporates the 2024-25 peak rainfall data and how this would influence the site layout for the first 90 houses.

Responding, Councillor O'Brien agreed that flooding and rainfall was creating a challenge for the existing infrastructure any development must consider sustainable drainage some of which has been implemented in the borough. Future developments could be more sustainable than they are at present via rainwater catchment and permeable surfaces. The data to inform and influence decisions would be sourced via the Environment Agency around flood zone risks.

When the detailed planning application for the site was considered that information would be accurate and up to date taking into account drainage, rainfall and flood risk.

Councillor O'Brien would provide a specific update on the data element of the question and provide a written follow up response in due course.

Councillor Alan Quinn, the Cabinet Member for Environment, Climate Change and Operations added that the Environment Agency have remodelled water flows from previous data and this had been updated in recent schemes. The flood water management act introduced in Wales made it mandatory for developers to install sustainable drainage. Current infrastructure struggles with adverse weather caused by climate change. He drew attention to checks not being undertaken on developments linking into existing United Utility networks causing problems and the system being overwhelmed. He was hopeful the Government could introduce sustainable systems via the National Planning Policy Framework.

The following question was asked by a member of the public, Daniel Jacobs:

This question is for Lynne Ridsdale, in 2021 the Cabinet provided a bail out to capital partners to buy the Millgate. The purchase had impacted the Council over time disposing of assets and stopping marketing them. He believed this had created a financial hole and wanted to know the full financial picture as a result. The Council's DPO had emailed him confirming the figure was held of how large the purchase was. Could you confirm a commitment to release the figures to reveal the financial mess and if not, why wont the figures be released?

Responding, as Leader of the Council, Councillor O'Brien stated it was not for the Chief Executive to justify decisions as it was his responsibility as Leader of the Council.

He stated the Millgate was bought and not bailed out. The site was purchased by the Council when it was on the market. It was purchased as part of a joint venture and subject to commercial responsibilities details would follow. He disputed the question that it has caused financial problems for the Council and the Millgate was one of the best performing shopping centres across both Greater Manchester and nationwide.
Footfall was just under pre-Covid levels and it was a good asset contributing to its own running and parts are still marketed with new tenants.

It was purchased as part of a development opportunity due to it being an important part of the town centre strategy. With footfall potentially decreasing it gave the Council more control over any changes rather than any managed decline. It was a good asset for the authority with more potential.

A separate discussion took place on the high number of freedom of information requests submitted by Mr Jacobs over the past 18 months which were over 70 in total not including subject access requests. The latest request from Mr Jacob's were being administered at present.

The Chief Executive commented that the latest FOI request would have go via the Council's joint venture which added to the complexity of the request due to the commercial partnership with a private sector partner.

CA.4 MEMBER QUESTION TIME

There were no Member questions.

CA.5 MINUTES

It was agreed:

That the minutes of the Cabinet meeting held on the 11th March 2026 be approved as an accurate record.

CA.6 CORPORATE PLAN 2026-27

The Leader and Cabinet Member for Strategic Growth presented the Corporate Plan 2026/27 on behalf of the Deputy Leader and Cabinet Member for Finance and Transformation.

In 2020 the ambitious LET'S do it! Community Strategy for Bury was launched, setting out a vision for the borough through to 2030: to stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation.

Since then, both Bury Council and the wider Team Bury Partnership have worked together to transform their collective response to public service reform and to increase focus on the seven high level outcomes committed to within the Strategy. There is now a much stronger "golden thread" that binds the collective endeavour across the partnership.

The 2026/27 Corporate Plan sets out the Council's strategic priorities and delivery objectives for the financial year and our role in delivering the overarching vision of the borough's LET'S do it! Community Strategy.

The Corporate Plan has been designed to continue to reflect three central priorities and key enabling functions with a streamlined set of objectives. The three priorities: Improving Childrens Lives, Driving Inclusive Growth and Tackling Inequalities overlay the "business as

usual" departmental functions which are described separately in service planning documents. In addition, key enabler objectives are described which support the significant transformation agenda that the organisation has planned over the next 12 months alongside the continuing improvement work to be monitored through the Governance and Assurance Board.

Decision:
Cabinet:
Approved the Corporate Plan for 2026/27 and accompanying draft key performance indicators and therefore approving the strategic priorities and delivery objectives for the year.

Reasons for the decision:
To set the strategic vision of the organisation for the next year and enable transparency and robust monitoring of performance and delivery of the Corporate Plan and associated improvement activity.

Alternative options considered and rejected:
Not applicable

CA.7 SHORT BREAKS REVIEW - CHILDREN WITH DISABILITIES

The Deputy Leader and Cabinet Member for Children and Young People presented a report seeking approval to progress the recommissioning of Bury's Short Breaks Service. The proposed model aims to strengthen early intervention, increase flexibility, and deliver a more responsive, outcomes-focused service aligned to the changing SEND demand in Bury. Early provider market engagement will inform a sustainable, inclusive, and high-quality model underpinned by a fair pricing framework.

Social Emotional Mental Health difficulties (SEMH), Autism Spectrum Disorder (ASD), Moderate Learning Disability, and Specific Learning Disability account for over 80% of current SEND need. Parent and carer feedback is broadly positive but consistently highlights the need for more flexible, needs-led provision and improved community-based access. The current offer faces capacity pressures and does not fully reflect the diversity of presenting need.

Decision:
Cabinet:

1. Approved the redesign of the Short Breaks model to create a more flexible, strengths-based and outcomes-focused offer.
2. Approved the commencement of a structured market and stakeholder engagement exercise, in compliance with the Procurement Act 2023.
3. Authorised an extension of the existing principal Short Breaks contract dated 1st September 2021 with Action for Children Services Limited – company number 02332388, by a further 8 months until 31 March 2027 (from current expiry of 31 August 2026) to ensure service continuity during the engagement and procurement development period.
4. Noted that final model proposals, full financial appraisal, and contract award recommendations will be brought to Cabinet for approval following the engagement phase

Reasons for decisions:

Service delivery was currently concentrated with one principal provider, supplemented by three further commissioned providers and Direct Payments. Financial analysis shows substantial unit cost variation, from £6,764 (Direct Payments) to £21,378 (highest-cost provider), against a 2025/26 budget of £2.4m with a projected £28,000 overspend.

The current principal contract expires on the 31st August 2026. The provider, Action for Children Services Limited, has provisionally agreed to extend by a further 8 months to 31 March 2027, supporting a thorough engagement process. This extension is anticipated to be permissible under PA23 as a non-substantial modification that does not significantly alter the scope or economic balance of the contract.

The engagement phase will be cost-neutral, managed within existing resources. A full financial appraisal will accompany the final model recommendation.

Alternative options considered and rejected:

1. Maintain current model

Advantage- No additional procurement resource required.
Disadvantage- Reduced capacity, rising costs, market fragility, procurement compliance risk. Not recommended.

2. Redesign without engagement

Advantage- Faster to implement initially.
Disadvantage- No market intelligence; high risk of undeliverable or unaffordable model. Not recommended.

3. Redesign through structured engagement (Preferred)

Advantage- Informed by market capability; supports sustainability and improved outcomes.
Disadvantage- Requires time and resource investment during engagement phase.

CA.8 PROCUREMENT FOR REPAIRS AND MAINTENANCE FRAMEWORK

The Cabinet Member for Housing Services presented a report seeking approval to proceed with a full procurement to establish the Council's own Framework for Repairs and Maintenance services ("Repairs and Maintenance Framework"), in compliance with the Procurement Act 2023. The Repairs and Maintenance Framework will be structured into two broad Repairs and Maintenance Lots. This package is designed to have less lots with 1 to 2 main repairs and maintenance contractors delivering a wider range of services under a 'General Building' Lot. The second lot is for 'Specialist Services' and is broken down into 7 individual sub lots covering electrical repairs, aids & adaptations, drainage, glazing, painting, pest control and scaffolding.

The Repairs and Maintenance Framework is projected to have an estimated spend of circa £4-5 million over the life of the framework which is 4 years. The framework will have a greater emphasis on social value outcomes and SME participation. The procurement is scheduled to be concluded in July 2026. Following this, a subsequent Cabinet report accompanied by an Award Report providing a full audit on the tender process will be presented to seek approval for awarding the Repairs and Maintenance Framework.

Decision:
Cabinet:

Approved the procurement and development of the Repairs and Maintenance Framework for housing repairs and maintenance service.

Reasons for decision:

To maintain compliance with statutory obligations of the Procurement Act 2023 and ensures principles are fairness, transparency, value for money, and accountability.

Bury Council must urgently prioritise value for money in the repairs and maintenance budgets by significantly reducing uncontrolled spending. In doing so seeks the best balance of cost, quality, long-term performance and lifecycle value for repairs and maintenance works.

A full tender issued with Bury Council designing lots to reflect service needs and then publicly advertising the contract. This is to accommodate incumbent suppliers and give fair opportunities for local and regional contractors to tender.

Alternative options considered and rejected:

Use external Frameworks to source Bury's requirements

Rejected: Framework providers typically apply a minimum 2-3% management fee. On a projected framework value of £5 million, this would amount to approximately £100,000 - £150,000, a cost the Council would avoid by delivering the framework directly. In addition, such Frameworks have limited influence over framework terms and pricing models, and SME representation at framework level is often low.

Councillor M. Smith queried how local SME's could be attracted if they had no previous dealings and where would they find these contracts.

In response, the Cabinet Member for Housing Services described the procurement pathways available with more engagement making partnership working better which included medium sized enterprises.

CA.9 URGENT BUSINESS

There was no urgent business reported.

COUNCILLOR E O'BRIEN
Chair

(Note: The meeting started at 6.00pm and ended at 6.55pm)

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Agenda Item 6

Classification:	Decision Type:
Open	Key

Report to:	Overview and Scrutiny (29 June 2026) Cabinet (30 June 2026)	**Date:** 30 June 2026
Subject:	Bury Local Plan (Regulation 19)	
Report of	Leader of the Council	

Summary

1. The Bury Local Plan will set out a long-term framework to manage future growth and development in the Borough and covers the period from 2022 to 2043 It will form a key part of Bury's wider development plan alongside:

   - Places for Everyone Joint Development Plan (adopted in March 2024);
   - Greater Manchester Joint Minerals Plan (adopted in April 2013); and
   - Greater Manchester Joint Waste Plan (adopted in April 2012).

2. Places for Everyone (PfE) is a strategic plan that covers nine of the ten Greater Manchester districts (excluding Stockport). PfE was adopted in March 2024 and provides the strategic framework up to 2039 within which the participating districts need to develop their individual Local Plans.

3. The Local Plan sets out more locally-specific planning policies to complement those in PfE. Once adopted, Bury's Local Plan policies will replace the remaining saved policies in the Unitary Development Plan.

4. The Local Plan will therefore be a key document used to determine and shape future planning applications and development proposals.

5. Consultation on the draft Local Plan under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 took place over an eight-week period between 17 March and 12 May 2025. All representations received on the draft Local Plan have now been fully considered and, where necessary, amendments have been made to the Plan.

6. The Local Plan has now progressed to the Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations and approval is sought to invite further representations on this version of the Plan.

Recommendation(s)

7. It is recommended that Cabinet:

   a. Approves the Publication Bury Local Plan, Policies Map and supporting background documents and invite representations over for an eight-week period commencing no earlier than 10 July 2026; and

   b. Delegates power to the Executive Director of Place to make minor non-material editorial amendments to the Publication Local Plan before the invitation to make representations commences.

Reasons for recommendation(s)

8. To ensure that stakeholders have a further opportunity to have their say on the emerging Bury Local Plan.

Alternative options considered and rejected

9. To not approve the Publication Local Plan, Policies Map and supporting background documents. This would prevent stakeholders commenting on the Publication Local Plan and would result in the future adoption of the document being contrary to planning regulations and legal requirements.

Report Author and Contact Details:

Name: David Wiggins

Position: Service Manager: Strategic Planning and Infrastructure

Department: Place

E-mail: d.i.wiggins@bury.gov.uk

Background

10. The Government requires all local councils to produce a long-term plan that sets out a positive vision for the future of their area. Plans should provide a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings.

11. The Town and Country Planning (Local Planning) (England) Regulations 2012 sets out the legal and procedural requirements for local authorities producing and consulting on their Local Plan. There are various stages in the production of a Local Plan and the Publication Bury Local Plan is part of the plan preparation under Regulation 19.

12. Bury's Local Plan will set out a long-term framework to manage future growth and development in the Borough and covers the period of 2022 to 2043. Once

adopted, its policies will replace the saved policies in the Unitary Development Plan and will sit alongside the three other adopted plans in forming Bury's wider development plan, namely:

- Places for Everyone Joint Development Plan (adopted in March 2024);
- Greater Manchester Joint Minerals Plan (adopted in April 2013); and
- Greater Manchester Joint Waste Plan (adopted in April 2012).

13. Places for Everyone (PfE) is a strategic plan that covers nine of the ten Greater Manchester districts (including Bury) and was produced collaboratively by the Mayor of Greater Manchester and the nine local authorities. PfE was adopted in March 2024 and provides the strategic framework within which the participating districts need to develop their individual Local Plans.

14. PfE sets out the overall spatial strategy for the nine Greater Manchester districts up to 2039. Some of the major strategic decisions relating to Bury's future growth and development have already been made through the PfE Joint Plan. For example, it identifies future needs for housing and employment floorspace, allocates strategic sites to help meet these needs and identifies a revised Green Belt boundary.

15. The Local Plan sets out more locally-specific planning policies to complement those in PfE. The Local Plan will therefore be a key document used to determine and shape future planning applications and development proposals.

16. Consultation on the draft Local Plan under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 took place over an eight-week period between 17 March and 12 May 2025. All representations received on the draft Local Plan have now been fully considered and, where necessary, amendments have been made to the Plan. A summary of the main issues received in response to consultation on the draft Local Plan is set out in a Consultation Statement (Appendix 4).

17. The Local Plan has now progressed to the Publication stage under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations and approval is sought to invite further (final) representations on this version of the Plan. Any representations received at this stage will be submitted to the Government for consideration as part of the Examination of the Local Plan.

18. More detail on the Local Plan can be viewed on the Council's web site at www.bury.gov.uk/burylocalplan which includes a series of Frequently Asked Questions to give answers to common questions such as what a Local Plan is, how the Bury Local Plan relates to Places for Everyone, what it says about certain issues and how you can have your say and stay informed.

Scope and content of the Publication Local Plan

19. The full Publication Local Plan can be viewed at Appendix 1. The strategy for the Plan is underpinned by a Strategic Vision of how we think the Borough should be by the end of the plan period together with a set of Strategic Objectives designed to achieve this and a high-level spatial strategy that identifies key locations for growth and broad areas where development will be resisted.

20. The Plan then includes a series of more fine-grained policies that seek to deliver the Vision and Strategic Objectives. These policies are set out in various chapters relating to:

    - Meeting our housing needs;
    - Delivering economic growth;
    - Supporting our centres;
    - Promoting tourism and culture;
    - Creating healthy and successful communities;
    - Promoting sustainable transport;
    - Conserving the built environment and achieving high quality design;
    - Protecting green and blue infrastructure;
    - Open space, sport and recreation;
    - Protecting the Green Belt;
    - Managing water and flood risk;
    - Addressing air quality, pollution and hazards;
    - Delivering other infrastructure; and
    - Development management.

Key Diagram and Policies Map

21. The NPPF states that the broad locations for development should be indicated on a key diagram, and land use designations and allocations identified on a Policies Map.

22. The Key Diagram is shown in Figure 5 of the Local Plan. This shows the key areas for growth in the Borough and, for contextual purposes, includes the strategic allocations from the adopted Places for Everyone Joint Plan. As adopted PfE allocations, these are not part of the Local Plan but are shown on the Key Diagram to reflect future key areas of housing and employment growth in the Borough. Similarly, the Key Diagram also shows the extent of the adopted Green Belt as designated under PfE Policy JP-G9.

23. The Local Plan Policies Map presents a spatial interpretation of policies and designations set out in the Local Plan. This will be available on the Council's web site from the start of consultation on the Publication Local Plan via an interactive online mapping tool. Ultimately, the Local Plan Policies Map will become part of a wider composite Policies Map that will also include adopted allocations and designations from other parts of the development plan i.e. Places for Everyone and the Greater Manchester Joint Minerals and Waste Plans.

24. The Policies Map for the Publication Local Plan can be viewed at Appendix 2.

Integrated Assessment and Habitats Regulations Assessment

25. An Integrated Assessment (IA) is undertaken at each stage in the preparation of the Local Plan. The IA will incorporate the statutory requirements of Sustainability Appraisal and Strategic Environmental Assessments, with an Equalities Impact Assessment and Health Impact Assessment also included. This will ensure that sustainability, health and equality issues are taken fully into consideration throughout plan preparation. A Non-Technical Summary of the IA of the Local Plan is appended to this report (Appendix 3).

26. The Publication Local Plan has also been subject to a Habitats Regulations Assessment (HRA) to test if the Local Plan could significantly harm the designated features of a European site.

Other supporting evidence

27. The National Planning Policy Framework states that the preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals.

28. Several thematic Topic Papers have been prepared which consolidates relevant background evidence and identifies the key issues for Bury that the Local Plan should seek to address. The themes of the Topic Papers largely reflect the chapters within the Local Plan set out in paragraph 20 above and these will be published from the start of consultation.

29. More detailed studies have also been prepared to support the approach in the Local Plan, specifically:

    - A Housing Needs and Demand Assessment;
    - An assessment of thresholds for retail and leisure impact assessments;
    - A Flood Risk Assessment;
    - A viability assessment; and
    - An assessment of needs for open space, sport and recreation.

Inviting representations

30. It is proposed to invite representations on the Publication Local Plan in accordance with Bury's current Statement of Community Involvement (December 2024) and Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

31. It is intended that consultation will take place over an 8-week period starting no sooner than 10 July 2026.

32. All material relevant to the Publication Local Plan will be available for inspection via the Council's planning policy pages of the web site[1]. Relevant material will also be made available for inspection electronically at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday to Friday) and at local libraries[2] and the Tottington Centre[3] during their normal opening hours.

33. All statutory consultation bodies as well as a wide range of other individuals, groups and stakeholders that are on the Strategic Planning consultation database will receive a direct invitation to make representations on the Publication Local Plan.

34. It will also be advertised via the Council's social media platforms.

Next steps

35. Moving forward, the Publication Local Plan, relevant supporting material and all representations received on the Publication Local Plan will be submitted to the Secretary of State.

36. An independent Inspector will then be appointed by the Government to examine the 'soundness' of the Plan and determine whether it is legally compliant. If the Plan is found to be sound and legally compliant or if it could be made so subject to modification, we would then seek to formally adopt the Local Plan.

Links with the Corporate Priorities:

37. Bury's Local Plan will form part of Bury's statutory development plan. It sets out statutory policies that will guide future growth and development in the Borough. The strategic objectives set out in the Local Plan closely align with the priorities set out in the 'Let's Do It' strategy which also specifically refers to the Local Plan as having a key role to play in the delivery of its objectives and priorities.

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[1] https://www.bury.gov.uk/burylocalplan
[2] https://www.bury.gov.uk/libraries-and-archives/find-a-library
[3] https://www.tottingtoncentre.co.uk/

Equality Impact and Considerations:

38. A full EIA has been carried out with only positive impacts identified at this stage (see Appendix 5). These have been identified through the Integrated Assessment which ensures the plan meets Equality Act 2010 requirements. Equality impacts will continue to be assessed using the EIA through to agreement and publication.

Environmental Impact and Considerations:

39. The Publication Local Plan is supported by an Integrated Assessment (IA) that incorporates a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). The role of a SA is to promote sustainable development through assessing the emerging Local Plan against economic, environmental and social objectives. A HRA has also been carried out to ensure the protection of the integrity of European protected sites is an integral part of the planning process at the local level.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Stakeholders do not engage in the consultation on the Publication Local Plan	The Local Plan is being prepared in accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 which are reflected in the Council's Statement of Community Involvement. However, the consultation process will be kept under review and will be adjusted if additional stakeholder engagement is required.

Procurement Implications

40. No procurement implications

Legal Implications:

41. The legislative requirements for the preparation of the Local Plan are set out in the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012 and are being complied with.

42. The proposed publication of the Local Plan complies with the requirements of Regulation 19 of the 2012 Regulations and the Council's Statement of Community Involvement. The Council shall take into account any representations made to it following publication before formal submission of the Local Plan to the Secretary of State.

Financial Implications:

43. There are no direct financial implications resulting from the issue of a local plan.

Appendices:

Appendix 1 - Publication Bury Local Plan.

Appendix 2 – Publication Local Plan Policies Map.

Appendix 3 – Non-Technical Summary of the Integrated Assessment of the Publication Bury Local Plan.

Appendix 4 – Bury Local Plan Consultation Statement.

Appendix 5 – Equality Impact Assessment.

Background papers:

Places for Everyone Joint Development Plan (adopted March 2024).

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

Term	Meaning
PfE	Places for Everyone Joint Development Plan – Joint development plan of nine Greater Manchester districts. This plan was adopted in March 2024.

www.bury.gov.uk/burylocalplan

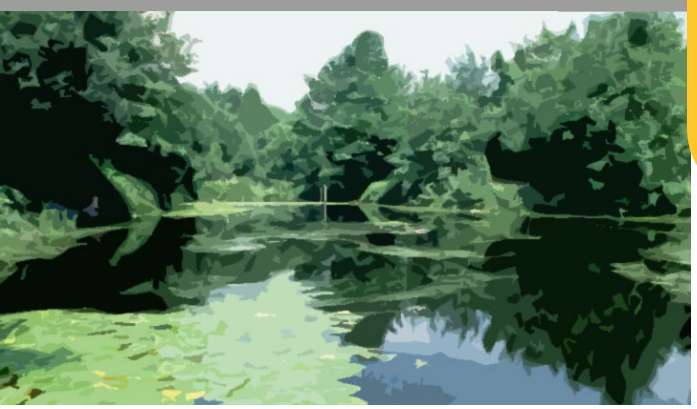
Bury Council






Publication Bury Local Plan (Regulation 19)

June 2026







Foreword

These are exciting times for Bury. As one of the ten districts of Greater Manchester, Bury has a key role to play in supporting the economic and growth ambitions of the conurbation and the Council is working alongside its Greater Manchester colleagues on a wide range of initiatives to support this.

Bury is one of the nine Greater Manchester districts that contributed to the preparation of the Places for Everyone Joint Development Plan (PfE) which was adopted in March 2024. PfE forms a key part of the statutory development plan for each of the nine participating districts. It sets out a range of strategic policies and identifies the amount of new employment floorspace and housing that is required and the strategic locations to accommodate these development needs, including a transformational opportunity for economic and employment growth at the Northern Gateway and key strategic housing sites at Elton Reservoir, Walshaw and Simister.

In addition to the strategic policies in PfE, there is a need to now bring forward a Local Plan for Bury. The Local Plan will be a follow-on plan sitting alongside PfE as a key part of Bury's statutory development plan and will set out locally-specific planning policies for Bury. The Local Plan will complement other key strategies and plans for Bury including our 'Let's Do It!' Strategy, Local Transport Strategy, Economic Strategy and Climate Action Strategy.

Despite its recent success stories, Bury still faces some difficult challenges. For example, we need to deliver continued regeneration in the areas such as East Bury and Radcliffe and to ensure that the Borough is home to healthy and cohesive communities.

We need to support the reinvention of our town centres in the face of significant changes to patterns of retailing and ensure sufficient provision of good quality affordable homes.

We need to ensure that the Borough maintains a good quality natural and built environment and that we introduce measures which will enable us to mitigate the cause and effects of climate change in a positive manner.

Together we will seek to build on the existing qualities and strengths of each community to truly realise our ambitions to make Bury a greater place and I look forward to your comments on this next important stage for Bury's new Local Plan.



Councillor Eamonn O'Brien
Leader of the Council and Cabinet Member for Strategic Growth

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Strategic policies

Paragraph 21 of the 2024 National Planning Policy Framework (NPPF) states that plans should make explicit which policies are strategic policies. These should be limited to those necessary to address the strategic priorities of the area (and any relevant cross-boundary issues), to provide a clear starting point for any non-strategic policies that are needed. Of the Local Plan policies listed above, the following are strategic policies:

Chapter	Strategic policies
Meeting our housing needs	LP-H1; LP-H2; LP-H3; LP-H4; LP-H5; LP-H6; LP-H7; LP-H8.
Delivering economic growth	LP-E1; LP-E2; LP-E3; LP-E4.
Supporting our centres	LP-TC1; LP-TC2.
Promoting tourism and culture	LP-TO1.
Creating healthy and successful communities	LP-CM1; LP-CM2; LP-CM3; LP-CM4.
Promoting sustainable transport	LP-TR1; LP-TR2; LP-TR3; LP-TR4; LP-TR5; LP-TR7.
Conserving our built environment and achieving high-quality design	LP-BE1; LP-BE2; LP-BE3; LP-BE6.
Conserving and enhancing our green infrastructure	LP-GI1; LP-GI3.
Improving access to quality open space, sport and recreation	LP-OS1; LP-OS2; LP-OS3.

Chapter	Strategic policies
Protecting the Green Belt	LP-GB2; LP-GB4; LP-GB5.
Managing water and flood risk	LP-W1; LP-W2; LP-W3.
Addressing air quality, pollution and hazards	LP-AP1; LP-AP2.
Delivering other infrastructure	LP-OI1; LP-OI2; LP-OI3.
Development management	LP-DM1.

1 Introduction

1.1 Planning affects many aspects of our lives and our environment – from where we live, work, shop and how we spend our leisure time. It helps shape the way our townships develop and aims to balance the often conflicting demands of housing, businesses, agriculture, recreation, transport, the environment and community needs.

1.2 It has a key role to play in delivering solutions to poverty and inequality at a local level. This involves the delivery of homes, services, amenities and infrastructure that improve economic, social and health outcomes.

1.3 The Government requires all local councils to produce a long-term plan that sets out a positive vision for the future of their area. Plans should provide a framework for addressing housing needs and other economic, social and environmental priorities; and a platform for local people to shape their surroundings. These documents are known as development plans.

1.4 Bury's Local Plan will sit alongside three other adopted plans in forming Bury's wider development plan, namely:

- Places for Everyone Joint Development Plan (adopted in March 2024);
- Greater Manchester Joint Minerals Plan (adopted in April 2013); and
- Greater Manchester Joint Waste Plan (adopted in April 2012).

1.5 This Publication Local Plan sets out a long-term framework to manage future growth and development in the Borough and covers the period of 2022 to 2043.

1.6 It comprises a series of strategic and non-strategic planning policies against which future development proposals will be considered. The Local Plan is accompanied by a Policies Map which provides a spatial interpretation of the Plan, identifying specific sites and areas where certain policies will apply.

1.7 The Local Plan is being prepared in accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012.

Next steps and proposed timetable

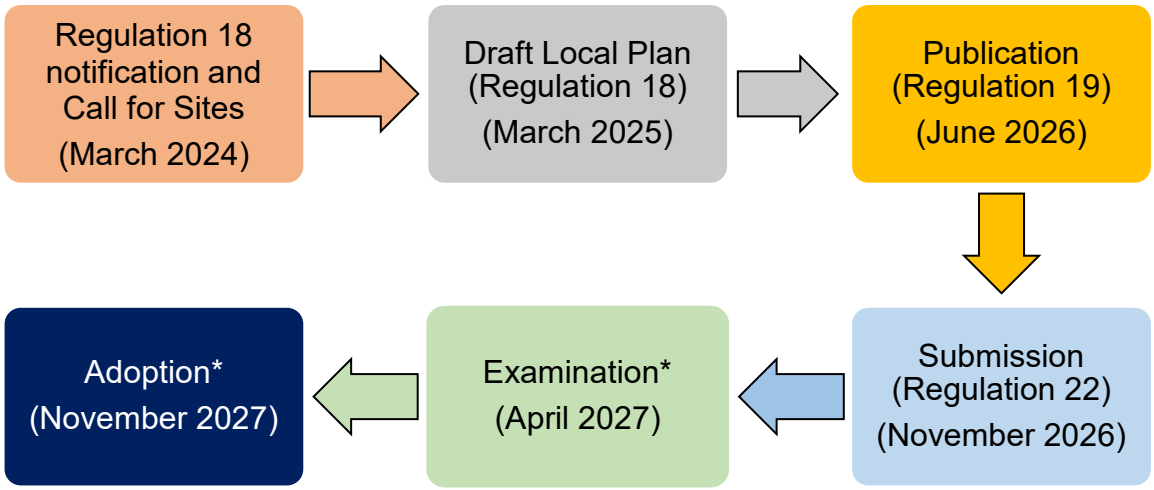
1.8 Moving forward, any representations received in response to consultation on this Publication version of the Local Plan will be formally submitted to the

Secretary of State alongside the Publication Local Plan and other supporting documentation.

1.9 An independent Inspector will then be appointed by the Government to examine the 'soundness' of the Plan and whether it is legally compliant. If the Plan is found to be sound or if it would be sound subject to modification, we would then seek to formally adopt the Local Plan.

1.10 Figure 1 sets out the preparation process for the Local Plan as well as the intended timescales.

Figure 1 – Proposed stages and timetable for Bury's Local Plan



* Subject to the timetable of the Planning Inspectorate

Commenting on the Local Plan

1.11 Comments are invited on this Publication Local Plan, along with any views relating to the supporting evidence. The eight-week period for making comments runs from Friday 10 July May 2026 to 23:59 on Friday 4 September 2026.

1.12 It should be noted that representations received at this stage will be submitted to the Government for consideration as part of the subsequent examination of the plan by a Planning Inspector. **Given that an Inspector's examination of the plan will be confined to issues of soundness and legal compliance, any representation on this version of the Local Plan should, likewise, focus on these matters**.

1.13 In order to give us a clear and accurate picture of your views, you are requested to make your representation on an official comment form which

you can access via the Council's web site at www.bury.gov.uk/burylocalplan. In doing so, we will be able to establish your definitive views.

1.14 It is the Council's preference for comment forms to be returned electronically to planning.policy@bury.gov.uk. However, you can download a comment form from the above web site and return it by post to the following address:

Strategic Planning and Infrastructure
Place Directorate
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

1.15 You may also wish to accompany your representation with a request to be notified when:

- The Local Plan is submitted to the Secretary of State for independent examination;
- The Inspector's recommendations following the examination are published; and
- The Local Plan is formally adopted.

1.16 If you want to stay informed about all aspects of the Bury Local Plan and other development planning matters, you can register your interest by completing our online form at www.bury.gov.uk/burylocalplan. We'll contact you at all key stages of the plan so you can always make your views known. You'll need an email address to register online and you can unsubscribe from the service at any time by emailing your details to planning.policy@bury.gov.uk or calling 0161 253 7800. If you haven't got an email address, you can opt to receive postal updates by calling us.

1.17 It should be noted that consultation on the Local Plan is not an opportunity to object to sites that have already been allocated through the Places for Everyone Joint Plan. Places for Everyone (and the sites allocated within it) was adopted by each of the nine participating districts in March 2024.

1.18 As such, the sites allocated at the Northern Gateway (JPA1.1 and JPA1.2); Elton Reservoir (JPA7); Seedfield (JPA8) and Walshaw (JPA9) are no longer designated as Green Belt and the principle of development on these sites has been established.

1.19 These sites do not form part of the Local Plan and any comments on them cannot be considered through the Local Plan process.

2 Context for the Local Plan

2.1 The planning system in England is plan-led which means that development plans are used to guide and manage future development and as the basis for determining planning applications. Planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

2.2 The preparation of Bury's new Local Plan needs to be undertaken within the context of existing national and sub-regional planning policies as well as other related strategies and plans.

National planning policy

2.3 All development plans must be prepared within the context of the Government's planning policies. These are primarily set out within the National Planning Policy Framework (NPPF)[1] which sets out the Government's planning policies for England and how these should be applied. The NPPF provides a framework within which locally prepared plans can be produced.

2.4 The NPPF is supported by separate policy documents related to waste[2] and traveller sites[3] as well as more detailed information in Planning Practice Guidance[4].

Transitional arrangements

2.5 The current NPPF (December 2024) includes transitional arrangements for the purposes of plan-making, stating at paragraph 234 that the policies in the current NPPF will apply except in specific circumstances. This includes exception 234(c) where 'the plan includes policies to deliver the level of housing and other development set out in a preceding local plan (such as a joint local plan containing strategic policies) adopted since 12 March 2020'.

2.6 The preceding Places for Everyone Joint Plan (adopted in March 2024) sets out requirements for housing and employment development and, as such,

[1] National Planning Policy Framework (December 2024)
[2] National Planning Policy for Waste
[3] Planning policy for traveller sites
[4] Planning Practice Guidance

the transitional arrangements set out in paragraph 234(c) of the NPPF are applicable to this Local Plan.

2.7 Paragraph 235 of the NPPF specifies that where any of the exceptions set out under paragraph 234 apply, the plan will be examined under the relevant previous version of the Framework (i.e. December 2023)[5].

Plan period

2.8 In terms of the plan period, paragraph 22 of the NPPF states that strategic policies should look ahead over a minimum 15-year period from adoption.

2.9 Given that this Local Plan includes a number of strategic policies (see index of policies), it is covering the period up to 2043.

Places for Everyone

2.10 Places for Everyone (PfE) covers nine of the ten Greater Manchester districts and was produced collaboratively by the Mayor of Greater Manchester and the nine local authorities[6]. PfE was adopted in March 2024 and provides the strategic framework for this Local Plan.

2.11 PfE sets out the overall spatial strategy for the nine Greater Manchester districts. Some of the major strategic decisions relating to Bury's future growth and development have already been made through the PfE Joint Plan. For example, it identifies future needs for housing and employment floorspace, allocates strategic sites to help meet these needs and identifies a revised Green Belt boundary.

2.12 This Local Plan provides a more detailed set of locally specific planning policies to complement PfE. Given that both documents will be key components of Bury's development plan, there is clearly a need for consistency between the two.

Greater Manchester Joint Minerals and Waste Plans

2.13 The ten Local Authorities in Greater Manchester are the waste and minerals planning authorities for their respective area. Each authority is responsible for land use planning matters for waste and minerals development. The ten Greater Manchester authorities worked together to produce a Greater

[5] National Planning Policy Framework (December 2023)
[6] Bolton, Bury, Manchester City, Oldham, Rochdale, Salford City, Tameside, Trafford and Wigan Councils

Manchester Joint Waste Development Plan Document (the Waste Plan), adopted in 2012 and a Greater Manchester Joint Minerals Development Plan Document (the Minerals Plan) which was adopted in 2013.

2.14 The Waste Plan considers all types of waste arisings, including construction, demolition and excavation waste; commercial and industrial waste; hazardous waste; and Local Authority collected waste. It allocates sites and areas to provide sufficient opportunities for waste management facilities across Greater Manchester and provides a policy framework for determining planning applications for new waste management facilities.

2.15 The Minerals Plan provides a guide to operators and the public about where mineral extraction may take place in future and safeguards mineral resources from other forms of development.

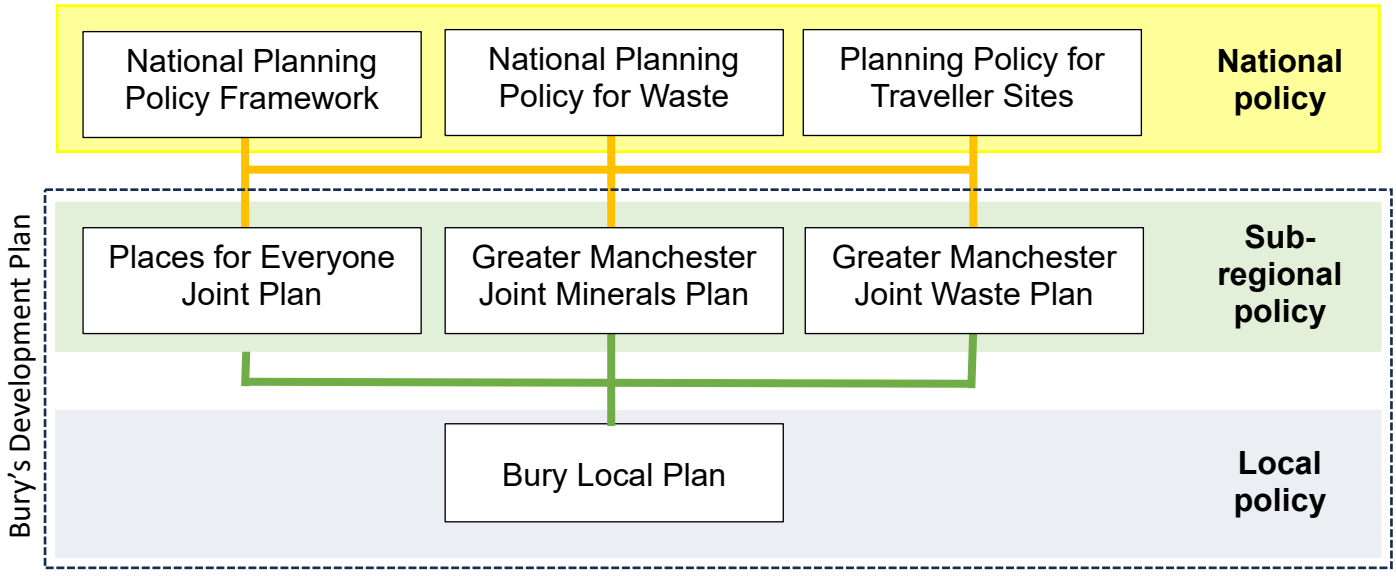
2.16 A review of the Joint Minerals and Waste Plans has indicated that there is a need to update both plans and the ten Greater Manchester districts recently agreed to the principle of the making of a combined Joint Minerals and Waste Plan for Greater Manchester.

2.17 Given this joint work, minerals and waste matters are out of the scope of the Local Plan in order to avoid duplication and potential inconsistencies.

Planning policy hierarchy

2.18 Figure 2 sets out the hierarchy of planning policies that will be applicable to Bury.

Figure 2 – Proposed planning policy hierarchy



2.19 The overall development plan for Bury will comprise the Local Plan, the Places for Everyone Joint Plan and the Greater Manchester Joint Minerals and Waste Plans (or any subsequent replacement) and these should be read as a whole to inform the decision-making process. As such, there is no need for the Local Plan to include policies that are adequately covered within other development plan documents or national policy.

2.20 Although none have been adopted at present in Bury, there is also potential for the development plan to include one or more Neighbourhood Plans. These give communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of their local area. However, any Neighbourhood Plan would need to be aligned to the more strategic elements of the development plan, such as the Local Plan and Places for Everyone.

Bury's 'Let's Do It!' Strategy

2.21 Bury's Let's Do It! Strategy is a ten-year vision and strategy for the Borough. It seeks to build upon a shared sense of local pride and act as a call to arms for progressing the local vision 'to stand out as a place achieving faster economic growth than the national average, with lower than national average levels of deprivation'.

2.22 It was created by Team Bury which is a partnership of all Bury's public services, schools and colleges, the voluntary and community sector and businesses.

2.23 Achieving the Strategy's Vision will require communities, businesses and public services working together:

- **Locally**, by empowering and enabling community-led approaches and support, working with increasingly integrated public services;
- With **Enterprise** through ambitious programmes of regeneration; opening up employment land and creating new jobs. We will connect local people to opportunities through skills development and by encouraging innovation and new ideas;
- **Together**, by working as one system across communities, public services and businesses, recognising and valuing our increasingly diverse communities of place, identity and experience; and
- Through **Strength**, by taking an asset-based approach to our work; helping people to focus on what is strong, not what is wrong and encourage resilience and independence.

2.24 Bury's Local Plan will play a key role in delivering the vision and aims of the Let's Do It Strategy and, as such, it is important that there is alignment between these two key local strategies.

Evidence base

2.25 The National Planning Policy Framework requires that the preparation and review of Local Plans should be underpinned by relevant, up-to-date and proportionate evidence and this is one of the key tests that an Inspector will consider when examining the soundness of the Plan and determining whether the strategy is justified.

2.26 The evidence base includes relevant documents prepared to support the Places for Everyone Joint Plan as well as other evidence where this is required to support a locally specific approach.

2.27 It also includes an Integrated Assessment which will assess the potential impacts of the Local Plan (embracing a Sustainability Appraisal/Strategic Environmental Assessment, a Health Impact Assessment and an Equalities Impact Assessment) as well as a Habitats Regulations Assessment (HRA) to test if the Local Plan could significantly harm the designated features of a European site.

2.28 The Local Plan will also be supported by an Infrastructure Delivery Plan. This will provide a framework for infrastructure provision over the plan period, setting out what level of new or improved infrastructure will be required to deliver the growth proposed in the Local Plan.

Duty to Co-operate

2.29 The duty to co-operate was introduced in the Localism Act 2011. It places a legal duty on local planning authorities to engage constructively and actively and to address strategic cross-boundary matters in preparing local plans. The duty to co-operate is not a duty to agree but rather to engage in a meaningful and substantive way in respect of cross-border issues.

2.30 Local planning authorities must demonstrate how they have complied with the duty at the examination of the Local Plan. Bury Council will continue to actively and constructively engage with adjoining districts and other organisations and partners.

3 The strategy

3.1 This chapter sets out a broad strategy for the Local Plan in order to give an overview of the proposed approach towards the future growth and development of the Borough.

3.2 The strategy describes a broad direction for the Local Plan's policies and site allocations. It includes an overarching Vision for the Borough; a series of Core Objectives; and a Spatial Strategy that broadly sets out where the Plan will seek to distribute new development as well as key areas where development will be resisted.

3.3 Fundamentally, the strategy for the Local Plan is underpinned by the need to strive towards achieving sustainable development.

Strategic vision

3.4 The Local Plan can significantly influence the growth and development in Bury. At the outset therefore it is important to broadly set out the type of place that we want Bury to be in the future. The Vision for the Bury Local Plan is as follows:

'By 2043 the Borough will have embraced sustainable growth in a managed way and responded to the climate emergency in the delivery of new development.

Underpinned by the transformational Northern Gateway (Heywood/Pilsworth) site and the diverse independent business and tourism sectors, the Borough will have a strong local economy that provides good quality and accessible jobs and makes a significant contribution towards boosting the economic output from the north of Greater Manchester.

The Borough will be home to the townships of Bury, Ramsbottom, Tottington, Radcliffe, Whitefield and Prestwich that have built on their unique characters and distinctive roles, supported by thriving and diverse centres that act as the focal points for their surrounding communities. Neighbourhoods in East Bury and Inner Radcliffe will have seen successful physical and social regeneration efforts which have led to reduced deprivation and inequality.

It will be home to strong, vibrant and healthy communities with access to good quality and affordable housing that meets all needs and has

been delivered on a combination of previously developed land and strategic housing sites at Walshaw, Elton Reservoir, Castle Road and Simister. All residents will have good access to open space, education and other community facilities.

The Borough will have responded to the biodiversity emergency having taken bold action to reverse the decline in our natural heritage. It will be home to a high-quality natural environment centred on strategic assets, including the river valleys and West Pennine Moors.

It will also have a high-quality and diverse built environment that reflects local heritage, culture and character and which incorporates well-designed places that are safe and resilient to the effects of climate change, and which contribute to a carbon neutral Greater Manchester with all new development being net zero carbon.

It will have good connections to surrounding areas and beyond with increased use of sustainable modes of transport and less reliance on fossil-fuelled private motor vehicles which will have helped the Borough achieve higher standards of air quality.'

Climate change

3.5 Like all the Greater Manchester local authorities, Bury Council has declared a climate emergency and set a target to be carbon neutral by 2038. Adopted in 2021, the Council has developed a strategy for achieving carbon neutrality by 2038 and policies in this Local Plan as well as the Places for Everyone Joint Plan include measures that will support ambitions for Greater Manchester to be carbon neutral by 2038 and for all new development to be net zero carbon in operation by 2028.

3.6 The Places for Everyone Joint Plan includes policies designed to contribute towards Greater Manchester's commitments to become carbon neutral by 2038. These include measures to reduce greenhouse gas emissions and to promote decentralised energy infrastructure.

3.7 Climate change is also a key issue for biodiversity. It is already altering habitats, species distribution and ecosystem resilience, with rising temperatures, changing rainfall patterns and more frequent extreme weather events placing increasing pressure on biodiversity. This Local Plan will respond by protecting and enhancing the Borough's green infrastructure network, securing measurable biodiversity net gain, and promoting nature-based solutions within new development.

3.8 Climate change is a cross-cutting theme within the Local Plan, with the majority of chapters contributing to climate change mitigation and adaptation and it seeks to supplement climate change-related policies in Places for Everyone with a range of policies, including those associated with flood risk and water management, green infrastructure, design, air quality and transport infrastructure whilst seeking to promote development in sustainable locations that encourage active travel and the use of public transport.

Strategic objectives

3.9 In order to achieve the Vision and to make Bury the place that we want it to be, it is important to establish a broad framework and direction for the Local Plan. This is set out in the Strategic Objectives for the Local Plan to:

1. **Ensure that the Borough is resilient and adaptive to the cause and effects of climate change and support ambitions for Greater Manchester to be carbon neutral by 2038 and for all new development to be net zero carbon by 2028;**
2. **Make efficient use of land by promoting the redevelopment of available brownfield sites;**
3. **Deliver an appropriate supply of well-designed housing to meet needs;**
4. **Deliver a competitive and diverse local economy and accessible high-quality jobs throughout the Borough;**
5. **Support a hierarchy of vital and viable town, district and local centres;**
6. **Safeguard existing and promote new tourism and cultural development in appropriate locations;**
7. **Make a positive contribution towards addressing issues associated with deprivation and health and wellbeing across all the Borough's communities;**
8. **Ensure that the Borough's residents have access to good quality education and other community facilities;**
9. **Encourage sustainable transport choices and reduce the number and length of journeys, particularly by private motor vehicles;**
10. **Ensure that all new development displays high standards of design and layout;**
11. **Positively manage the conservation and enjoyment of the Borough's heritage assets;**

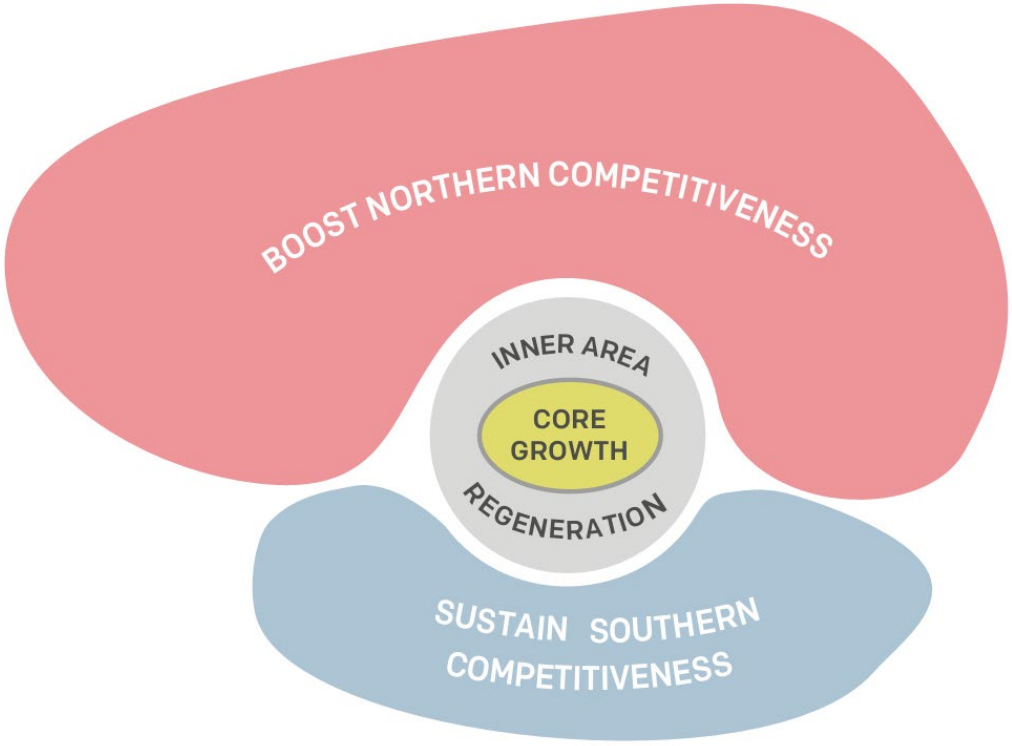
12. **Assist in the process of achieving nature recovery and ecological network connectivity by conserving and enhancing the Borough's natural environment and supporting a net gain in Bury's biodiversity;**
13. **Ensure that the Borough's residents have access to enough good quality green and blue infrastructure, open space, sport and recreation facilities;**
14. **Protect the Green Belt from inappropriate development and support beneficial uses within it;**
15. **Ensure that new development is safe from flooding and does not contribute to increased flood risk elsewhere and to promote improvements to the Borough's water courses;**
16. **Ensure the sustainable management of water, both in terms of sustainable drainage and the protection and efficient use of public water supply resources;**
17. **Prevent both new and existing development from contributing to, or being adversely affected by, poor air quality, unacceptable levels of pollution or hazards; and**
18. **Ensure and that new and existing development is supported by necessary infrastructure.**

Spatial strategy

3.10 The National Planning Policy Framework requires plans to set out an overall strategy for the pattern of development in the area to which it relates.

3.11 Bury's Local Plan sits under the Places for Everyone (PfE) plan, which sets the spatial strategy for the city-region, to deliver sustainable and inclusive growth. A key part of this is boosting the competitiveness of the northern districts (including Bury) and PfE has allocated several large, strategic sites for housing and employment development in Bury.

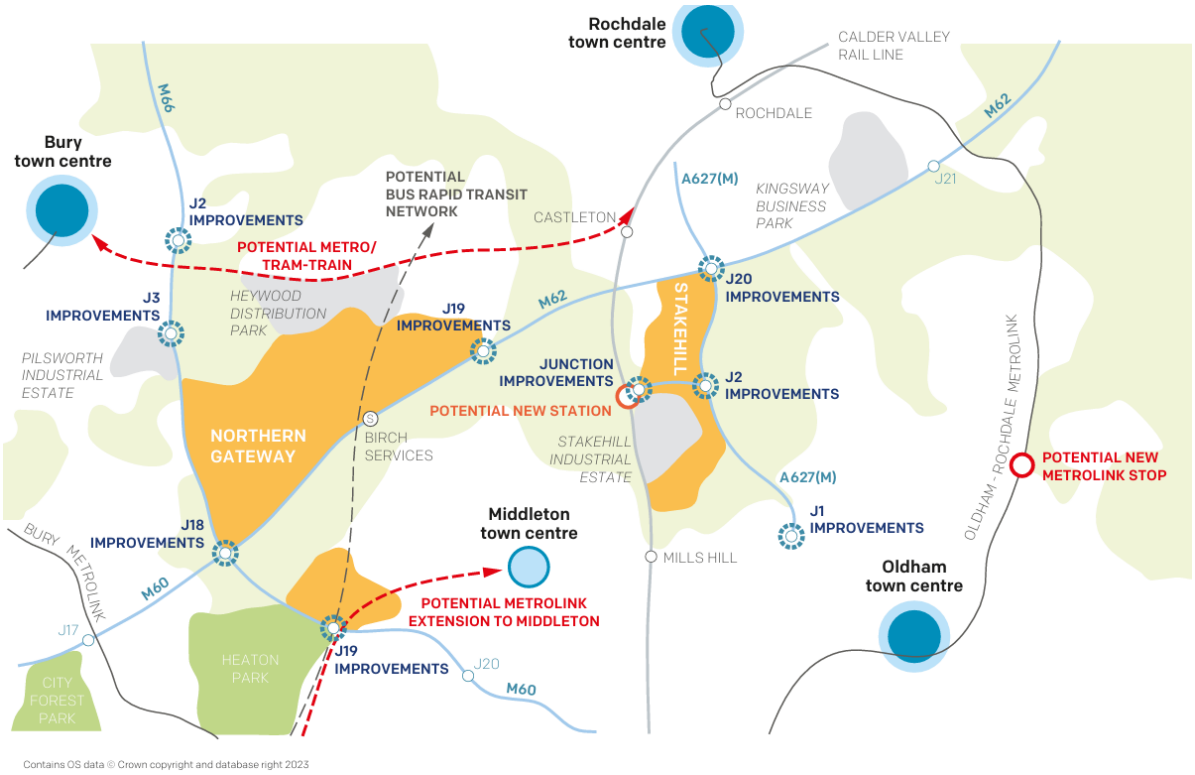
Figure 3 - PfE spatial strategy



3.12 PfE shows that Bury is positioned within a planned corridor of growth focused around the M62 and extending across Bury, Rochdale and Oldham - referred to as North-East Growth Corridor, or Atom Valley. This area has the potential to deliver transformative change for Bury and the wider region.

3.13 This has led to the formal designation of the Atom Valley Mayoral Development Zone (MDZ) which includes the allocation for nationally significant growth at the Northern Gateway (Policies JPA1.1 and JPA1.2). The designation of the Atom Valley MDZ provides a clear mechanism to align public and private sector investment and ensure that there is commitment to the principle to delivering inclusive and sustainable growth across this area and adjoining towns.

Figure 4 - North East Growth Corridor



3.14 The Spatial Strategy for the Local Plan reflects the strategic approach set out in Places for Everyone, including the strategic housing and employment sites that are proposed to meet future development needs but also includes more locally specific spatial priorities. It broadly identifies key locations within the Borough where growth and development will be accommodated as well as broad areas where development will be resisted and this is reflected in the Key Diagram that follows.

Broad distribution of development

3.15 The strategy for the Local Plan is fundamentally underpinned by an aim to achieve sustainable development, and this includes seeking to ensure that development occurs in sustainable locations. This involves focusing development in locations that, as far as possible:

- Are, or can be made, accessible by sustainable forms of transport such as walking, wheeling, cycling and public transport to reduce the need to make car-borne journeys;
- Reduce the need to travel by having good access to jobs, schools, shops and services, parks, civic buildings, health care and other amenities;

- Are, or have the potential to be, connected to existing infrastructure for roads, water, wastewater and utilities;
- Encourage the re-use of previously developed land;
- Support health and wellbeing and assist in addressing issues associated with the Borough's deprived communities;
- Are safe from flood risk and wouldn't cause increased flood risk elsewhere; and
- Conserve natural resources, habitat and open space and would not have a detrimental impact on the Borough's heritage assets.

3.16 PfE used the Government's standard methodology (applicable at the time) to calculate housing needs across the plan area. However, as a joint plan, Places for Everyone enabled a redistribution of some of Bury's housing needs amongst other districts to reflect the availability of land and strategic priorities for the conurbation. As a result, Bury has been able to reduce the housing target over the plan period and, importantly, this enabled Bury to reduce the amount of Green Belt needed to meet housing needs.

3.17 The Borough's urban land supply is largely made up of brownfield sites within the existing urban areas of Bury and Radcliffe where the greatest brownfield opportunities exist. The Council has a successful track record in securing the regeneration of brownfield sites and the Plan's strategy reflects the continued commitment to support the development of brownfield land, including a significant amount of new housing within the Borough's key town centres.

3.18 However, there simply is not enough brownfield land within the Borough to meet even the reduced housing target in PfE. Consequently, to address the shortfall, PfE identifies several strategic housing allocations on land that was previously designated as Green Belt at Seedfield, Walshaw, Elton Reservoir, Castle Road (Unsworth) and Simister. These sites were selected against robust criteria and on the basis that they are in sustainable locations in terms of being well connected to the existing urban area and infrastructure.

3.19 Similarly, Places for Everyone includes an economic strategy that seeks to rebalance the Greater Manchester economy by significantly boosting the economic output from the north of the sub-region. In pursuit of this, Places for Everyone has identified a strategic employment allocation at Heywood/Pilsworth as part of a collection of three employment allocations within the North East Growth Corridor. The Heywood/Pilsworth site straddles Bury and Rochdale and is the most significant proposal for employment development within Places for Everyone.

3.20 The Heywood/Pilsworth site occupies a strategic location adjacent to the M60, M62 and M66 and market analysis considers that this, together with the scale of the opportunity, will attract high-quality businesses and employment opportunities, including advanced manufacturing processes to support product innovation and research activity in Manchester city centre.

3.21 The site provides the opportunity to deliver an internationally significant employment development with the potential to deliver a total of around 1.2 million sq.m. of employment floorspace and it is estimated that the development has the potential to generate around 20,000 jobs.

3.22 However, the Local Plan recognises the importance of ensuring that the Borough includes a wide range of employment sites and accommodation to meet all levels of need and affordability. Consequently, in addition to encouraging new inward investment at Heywood/Pilsworth, the Local Plan seeks to consolidate and enhance existing employment areas and sites throughout the Borough where these provide, or have the potential to provide, valuable sources of employment often in more affordable accommodation.

3.23 The Local Plan also seeks to direct development involving main town centre uses (such as retail, commercial leisure and offices), towards the Borough's existing hierarchy of centres, ensuring that the scale of the development is proportionate to the position of the centre within the hierarchy. The focus for these uses will be the Borough's key town centres of Bury, Ramsbottom, Radcliffe and Prestwich although, as the Borough's sub-regional centre, Bury will accommodate the majority of this development.

3.24 The Local Plan recognises the contribution that the Borough's tourism and cultural assets make towards the overall success of the local economy and, as such, the strategy is to encourage growth in this sector by supporting and protecting existing and potential assets and encouraging further appropriate visitor-related development. At present, Bury's key tourism and cultural assets are the East Lancashire Railway; the West Pennine Moors; Bury Market; the Irwell Valley; Bury Transport Museum; the Fusiliers Museum, Lancashire; Bury Art Museum and Sculpture Centre; Bury Libraries; and the Met.

3.25 The growth and development proposed for Bury will require significant investment in infrastructure across the Borough to ensure that the additional demands created by this growth are met. This includes the need to make provision for transport, education, healthcare, open space and recreation, community spaces/facilities, digital and telecommunications, waste management, water supply, wastewater and flood risk mitigation.

Conserving and enhancing the environment

3.26 Whilst seeking to accommodate the Borough's needs for growth and development, the Strategy seeks to balance this with the need to conserve and enhance the natural, built and historic environment and to plan for measures to address climate change mitigation and adaptation.

3.27 In line with national planning policy, the Plan's strategy is to resist inappropriate development in the Green Belt except in very special circumstances and to seek to ensure that areas of Green Belt are brought into beneficial use, where appropriate. In broad terms, the Borough's Green Belt covers the following areas:

- In the north and west of the Borough between Bury and Bolton incorporating open land areas to the west of Ramsbottom and southwards through the Hawkshaw, Affetside and Ainsworth areas to the Bradley Fold area of Radcliffe;
- the Irwell Valley between Bury and Ramsbottom;
- in the north and east of the Borough between Bury and Rochdale incorporating open land areas to the east of Ramsbottom and southwards through Shuttleworth and Nangreaves and to the east of Walmersley; and
- in the south and west of the Borough between Bury and Salford incorporating open land to the west of Radcliffe and southwards through Outwood, Philips Park to the west of Prestwich.

3.28 The river valleys of the Irwell and the Roch and their tributaries are the major components of the Borough's strategic green infrastructure network, as are the West Pennine Moors, wildlife corridors and key ecological and geological assets. These areas are intrinsic to the Borough's image and offer a range of benefits such as the potential for climatic adaptation, flood alleviation, opportunities for leisure and health benefits, biodiversity and landscape distinctiveness. Furthermore, they represent significant opportunities for cross-boundary linkages into green infrastructure networks within surrounding districts. The Local Plan seeks to conserve and enhance key areas of Green Infrastructure and to also ensure that new development makes a contribution towards the provision of new and improved Green Infrastructure.

3.29 In terms of the built environment, the Local Plan seeks to positively manage the conservation and enjoyment of the Borough's Conservation Areas, Listed Buildings, Scheduled Monuments, archaeological features and local non-designated heritage assets.

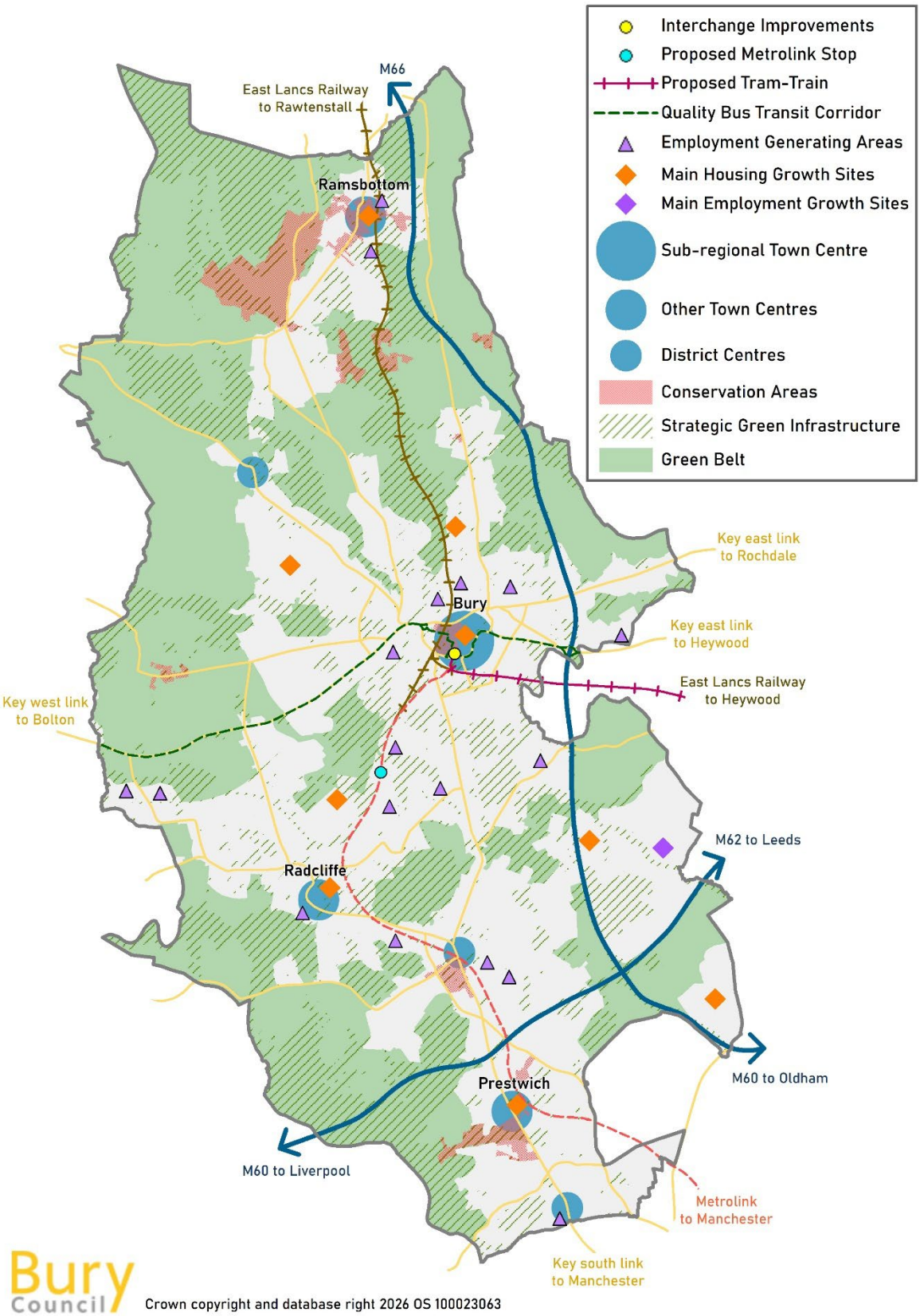
3.30 The Local Plan will also seek to ensure that all new development delivers high-quality, inclusive and sustainable places that respond positively to local context and contribute to a distinctive sense of place.

Key Diagram

3.31 The NPPF states that the broad locations for development should be indicated on a key diagram.

3.32 The Key Diagram is shown in Figure 3 below. This shows the key areas for growth in the Borough and, for contextual purposes, includes the strategic allocations from the adopted Places for Everyone Joint Plan. As adopted PfE allocations, these are not part of the Local Plan but are shown on the Key Diagram to reflect future key areas of housing and employment growth in the Borough. Similarly, the Key Diagram also shows the extent of the adopted Green Belt as designated under PfE Policy JP-G9.

Figure 5 – Local Plan Key Diagram



Policies Map

3.33 The NPPF states that land use designations and allocations should be identified on a Policies Map.

3.34 The Local Plan Policies Map presents a spatial interpretation of policies and designations set out in the Local Plan. This is available on the Council's web site via an interactive online mapping tool.

3.35 Ultimately, the Local Plan Policies Map will become part of a wider composite Policies Map that will also include adopted allocations and designations from other parts of the development plan i.e. Places for Everyone and the Greater Manchester Joint Minerals and Waste Plans (or subsequent replacement).

4 Meeting our housing needs

4.1 The NPPF states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.



4.2 The scale of housing growth to be accommodated up to 2039 has been set through the Joint Places for Everyone Development Plan, as set out in Table 1.

Table 1 – Housing growth to 2039

	Annual average 2022-2039	2022-2025 (annual)	2025-2030 (annual)	2030-2039 (annual)	Total 2022-2039
Bury housing requirement	452	246	452	520	7,678

4.3 As set out in Places for Everyone paragraph 1.56, in the event that a local plan looks beyond 2039, the minimum requirement figure set out in Policy JP-H1 should be used to inform local plan targets.

4.4 As a result, a requirement of 452 dwellings per year will apply to the period from 2039 – 2043. This results in a total housing requirement of **9,486 dwellings from 2022 – 2043** as set out in Table 2.

Table 2 – Housing growth to 2043

	Annual average 2022-2039	2022-2025 (annual)	2025-2030 (annual)	2030-2039 (annual)	2039-2043 (annual)	Total 2022-2043
Bury housing requirement	452	246	452	520	452	9,486

4.5 Places for Everyone also seeks to support the delivery of affordable housing and the delivery of a range of dwelling types and sizes to meet local needs, including specialist housing and the needs of specific groups. It also identifies minimum density standards that new housing development should have regard to.

4.6 The Housing Topic Paper identifies the key housing issues that the Local Plan should seek to address. Some of the key local issues for housing include the need to plan to meet the needs of a growing and ageing population by ensuring the provision of an adequate supply of appropriate and affordable housing in the right locations and ensuring that development makes an efficient use of land. It is also vital to ensure that new residential development responds to the climate emergency and supports the transition to a low carbon future in a changing climate.

4.7 In response to these issues the Local Plan, alongside Places for Everyone, seeks to deliver an appropriate supply of well-designed housing to meet the Borough's needs.

4.8 The Strategic Housing Land Availability Assessment (SHLAA) provides details of sites considered suitable, available and achievable for residential development. Table 3 (based on the 2025 SHLAA) illustrates that sufficient housing land has been identified to meet Bury's housing requirement over the plan period.

Table 3 – Housing supply 2022 - 2043

Source of supply	Number of dwellings
Housing completions 2022-2025	836
Units on sites under construction and with planning permission	2,084

Source of supply	Number of dwellings
PfE allocations	5,279
Other identified sites within town centres	2,135
Other identified sites outside town centres	570
Small sites windfall allowance	342
Total 2022-2043	11,246

4.9 The Places for Everyone sites are allocated for a total of 6,440 units within Bury, however 81 homes now have planning permission and are under construction, and a total of 1,080 units are expected to come forward after 2043 and are therefore excluded from the total in the table above.

4.10 Comparing the housing land supply against the housing requirement demonstrates that there is an 18.6% flexibility allowance, which will ensure the housing requirement can be met.

Policy LP-H1: Housing land provision

The Council will seek to ensure that:

a. Sufficient land is available to deliver the adopted housing requirement for Bury as set out in Places for Everyone Policy JP-H1;

b. The plan, monitor and manage approach is used to ensure that the Borough's housing target is delivered;

c. The development of suitable sites within existing settlements and the re-use of suitable previously developed land are encouraged, to support sustainable patterns of development and aid regeneration;

d. The targets for affordable housing are met, taking account of viability issues and site characteristics;

e. The specific housing needs of particular groups are catered for, including older persons and those in need of specialist housing;

f. The accommodation requirements of travelling communities are catered for in appropriate locations;

g. Housing sites deliver an appropriate mix of house types, sizes and tenures that reflect the specific housing needs in a particular area; and

h. Best use is made of the existing housing stock and vacancy rates are reduced.

Windfall Development

It is likely that further opportunities for residential development will arise over the plan period on sites that have not been specifically identified in the Strategic Housing Land Availability Assessment or allocated in the Places for Everyone Joint Development Plan. Planning applications on such 'windfall' sites will be considered against the criteria set out in Policy LP-H2.

The Council will also have regard to Local Plan Policy LP-BE6 when considering the design and layout of any new residential development.

Justification

4.11 The Local Plan can contribute towards meeting housing needs by ensuring the delivery of sufficient housing to meet the PfE housing requirement that is of the right size, type and tenure to help meet local needs. Furthermore, the Local Plan can help to ensure that new housing is delivered in accessible locations and built to a high standard of design and energy efficiency.

4.12 The detailed design and layout of a particular proposal for new housing development will be considered against Local Plan Policy LP-BE6 (Design and Layout of New Development) alongside other relevant development plan policies.

Policy LP-H2: Windfall housing development

Any planning application for housing development on a site that is not allocated for residential use will generally be allowed to come forward if the site is:

a. within the urban area or is not inappropriate development within the Green Belt in accordance with national planning policy;

b. on land that is not protected or allocated for other purposes;

c. of a scale which can be accommodated taking into account the existing or proposed availability of infrastructure;

d. not in an area of flood risk from any source (or it can be demonstrated that any flood risk can be managed in accordance with Policy LP-EN8);

e. suitable in land use terms, with regard to amenity, local environment and surrounding land uses; and

f. not in conflict with the overall Spatial Strategy and other policies in the Local Plan, Places for Everyone Plan and National Planning Policy Framework.

Applications for residential development on sites that do not meet all the above criteria will generally be deemed unacceptable unless it can be demonstrated that particular circumstances exist to justify approval.

Justification

4.13 The Places for Everyone Joint Development Plan identifies strategic allocations for future housing development in Bury. However, planning applications will come forward on sites that haven't been specifically identified in the development plan. These sites are known as 'windfall' sites and they can make an important contribution to meeting Bury's housing needs over the plan period.

4.14 In the past decade, windfall sites have made an important contribution to housing growth in the Borough. It is expected that there will continue to be a steady number of planning applications on small windfall sites (i.e. below five units) over the plan period, including those relating to the conversion of existing buildings and infill development plots in large garden areas. These small sites are extremely difficult to identify and allocate through the Local Plan process as they are often reliant on an owner making a decision about releasing the potential of their properties (e.g. whether to sub-divide a large dwelling).

4.15 Planning applications on larger windfall sites are unlikely to be as numerous but are still likely to make a contribution towards housing growth over the plan period. The Strategic Housing Land Availability Assessment (SHLAA) has sought to identify opportunities from larger sites, but it is inevitable that further opportunities on large sites will present themselves over the plan period.

4.16 Windfalls will help to provide greater housing choice for existing and future residents, and this Policy is designed to ensure that the release of further housing land is managed in such a way that accords with the key objectives of the Local Plan. This includes concentrating housing development on suitable sites within the urban area, whilst safeguarding land protected for other uses, including Green Belt.

4.17 The detailed design and layout of a particular proposal for new windfall housing development will be considered against Local Plan Policy LP-BE6 (Design and Layout of New Development) alongside other relevant development plan policies.

Policy LP-H3: Housing mix

To ensure that an appropriate mix of dwellings will be delivered over the plan period to address the housing needs of the local community, the Council will require applicants to set out in their supporting documents how their proposed development will help to address local housing needs.

When determining an appropriate mix of dwelling types and sizes in development proposals, account will be taken of:

a. the latest evidence of housing need as set out in the Council's Housing Needs and Demand Assessment and other sources of evidence identifying particular housing needs in an area;

b. the characteristics of the site and surrounding area;

c. the general nature of the proposal; and

d. the affordable housing targets set out in Policy LP-H4.

The Council will support proposals for specialist and supported accommodation in appropriate locations to meet needs. This includes proposals that will provide suitable accommodation for a growing older population, as well as provision for looked after children and care leavers.

Justification

4.18 One of the key issues to be addressed through the Bury Local Plan is the need for a range of house types, sizes and tenures across all different groups in the community. The Housing Needs and Demand Assessment (2025)[7] has made an assessment of housing need by both tenure and type of housing across different sub-areas of the Borough. The analysis indicates the following overall dwelling mix: 1-bedroom (10-15%), 2-bedroom (30-35%), 3-bedroom (35-40%) and four or more-bedroom (15-20%).

4.19 The evidence of housing need will be kept under review and those looking to submit a planning application for residential developments should take account of the most-up-date evidence of housing needs. The precise mix should be determined on a site-by-site basis taking into account the latest evidence as well as the site location (including density requirements set out in PfE Policy JP-H4), site characteristics and the nature of the surrounding area. In the case of small sites, again these will be considered on a site-by-

[7] In determining an appropriate mix, regard will be had to the latest available evidence.

site basis and may contribute to some of the needs identified rather than the full range.

4.20 The appropriateness of the location for specialist and supported accommodation will depend to some extent on the type of provision and the client group that the provision is for. However, the general expectation is that specialist and supported accommodation should be in sustainable locations with reasonable access to community and support facilities (either on or off site), shops and services and public transport connections. The creation of multi-generational communities will be supported.

4.21 In addition to delivering an appropriate mix of dwelling types and sizes, all new dwellings must be built to the nationally described space standards and the "accessible and adaptable" standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable in accordance with PfE Policy JP-H3. Local Plan Policy LP-H5 also requires 4% of homes on sites of 50 or more dwellings to be built to the 'wheelchair user' standard in Part M4(3) of the Building Regulations unless this is impracticable due to site-specific factors or it is demonstrated to be unviable.

4.22 Demand for a range of house types, sizes and tenures across all sections of the community has been identified as a key issue for Bury and Policy LP-H3 sets out the Council's intended approach towards meeting housing needs through new development.

Policy LP-H4: Affordable housing provision

Minimum affordable housing requirements

All developments that provide 10 or more net additional dwellings should deliver affordable housing in line with the following requirements[8] (rounded to the nearest dwelling):

- 10% of all units on developments of 10-24 units should be affordable, subject to viability[9];
- 15% of all units on developments of 25 or more units within Bury, Radcliffe and Prestwich town centres based on the town centre boundaries indicated on the Policies Map should be affordable, subject to viability;

[8] Other than Build to Rent developments, for which requirements are set out separately within this policy.
[9] This requirement applies to all sites outside the Green Belt, including sites in town centres.

- 25% of all units on developments of 25 or more units outside Bury, Radcliffe and Prestwich town centres should be affordable, subject to viability; and
- 50% of all units on sites of 10 or more dwellings in the Green Belt, subject to viability where justified and in accordance with the NPPF and Planning Practice Guidance in relation to site-specific viability assessment for major development in the Green Belt.

Developers are expected to make efficient use of land and attempts to artificially reduce the scale of development to below the threshold for providing affordable housing will not be acceptable.

Where there is evidence that a site or development has been artificially split in order to avoid policy requirements by being below the dwelling threshold identified above, the Council will consider whether it would be appropriate to apply the policy requirements to each of the smaller sites individually irrespective of their number of dwellings.

Other housing that is not in the form of individual self-contained accommodation within use Class C2 (for example care homes and nursing homes) will not be required to provide affordable housing.

Tenure of new affordable housing

The affordable housing tenure must accord with the definition of affordable housing within the National Planning Policy Framework.

Subject to the nature and location of the site and other material considerations the tenure mix to be provided should be based on:

- 60% social or affordable rented; and
- 40% affordable home ownership[10].

The Council strongly supports the delivery of social rented homes and will require developers to demonstrate that all opportunities for their delivery have been explored in determining the affordable housing tenure mix.

Exemptions to this tenure mix apply where the proposed development:

- Provides solely for Build to Rent homes;

[10] Affordable home ownership tenures include shared ownership, First Homes, and Discount Market Housing for which a minimum 25% discount will be required.

- Provides specialist accommodation for a group of people with specific needs such as purpose-built accommodation for the elderly or students;
- Is proposed to be developed by people who wish to build or commission their own homes; or
- Is exclusively for affordable housing, a community-led development exception site, First Homes exception site or a rural exception site.

Build to Rent schemes

All Build to Rent developments for ten or more dwellings, including those within town centres, are expected to provide 20% of the units as affordable housing, to be provided in the form of Affordable Private Rent[11], with these dwellings being (in addition to meeting the other requirements set out in this Policy):

i. At a rent that is at least 20% less than the local market rent (inclusive of service charges) for an equivalent dwelling; and

ii. Occupied by eligible households having regard to household income levels and local rent levels to address local affordable housing need, as agreed between the Council and operator.

Type and size

The eventual amount and mix of affordable housing to be delivered, including dwelling type and size, will be determined by specific site conditions, nature of proposed development and other material considerations, such as viability issues and evidence of need in a particular location. However, the affordable housing provision should generally reflect the mix and range of house types and sizes that are proposed on a site (i.e. 10% or 25% of each type/size).

On-site and off-site provision

Affordable housing provision will be sought on site unless exceptional circumstances can be demonstrated that would warrant off site contributions, and where the agreed approach contributes to the objective of creating mixed and balanced communities. Off-site provision should be of equivalent value and delivered in suitable locations within the Borough in the form of units erected off site, the provision of land to build units or as a last resort, be in the form of a financial contribution (commuted sum).

[11] May also be known as Intermediate Rent.

Design

Affordable housing should be fully integrated and dispersed throughout the site unless there are specific circumstances that warrant otherwise. In either event, the affordable housing provision should be indistinguishable from the market housing and built to the same specifications (i.e. not separate house types for affordable homes), unless there are particular reasons not to do so (e.g. if there is a specific requirement from a Registered Provider).

Delivery

Affordable housing provision should be secured through a Section 106 legal agreement and be provided in perpetuity.

The Council will apply this policy on the basis that residential sites have been bought (or are being purchased) at a price that reflects all known development constraints and planning policy requirements, including this affordable housing policy. However, the Council may accept a reduced affordable housing provision if it can be demonstrated that there are genuine viability constraints[12] that would harm the deliverability of a site. In such circumstances, the Council will normally seek to apply an overage arrangement within a legal agreement to secure additional affordable housing (either on site or off site) up to the delivery of the full level of affordable housing sought by this policy if any viability issues are resolved over the development period.

Justification

4.23 Increasing the availability of affordable, good quality homes is an important Council priority. Like most other parts of the country, house prices have increased and affordability has worsened in Bury in recent years, which means that many households are unable to access quality affordable housing that meets their housing requirements. Many households are, therefore, living in overcrowded conditions or in sub-standard accommodation.

4.24 As of 31 March 2024, there were 2,211 households on the housing register seeking affordable housing in the Borough, with 1,371 being in a reasonable

[12] Where an applicant seeks to reduce affordable housing or infrastructure contributions for viability reasons, the applicant will be required to provide a full open book financial appraisal and associated supporting information. This will be assessed by an independent viability consultant at the applicant's expense where necessary.

preference category. The 2025 Bury Housing Need and Demand Assessment update, carried out using the methodology in National Planning Practice Guidance, identifies a need for 1,017 affordable homes per annum if the backlog of need were to be addressed over 10 years[13].

4.25 In view of the level of need and the importance of ensuring that residents are able to live in a home which meet their living needs at a price they can afford, the Council considers that affordable housing should be provided on all sites of 10 or more dwellings, with a stepped approach to require 10% of homes on schemes of 10-24 dwellings and 25% on sites of 25 more dwellings. In town centres, the Local Plan Viability Assessment demonstrates that a lower target of 15% is justified to allow development to come forward. All opportunities to increase the number of affordable units or the proportion of social rent (for example through the use of grant funding) should be explored. Where development of 10 or more dwellings takes place on land situated in the Green Belt subject to the "Golden Rules" set out in NPPF (2024) there is a requirement to provide 40% affordable housing. The requirement for Build to Rent schemes to deliver 20% affordable housing is in accordance with Planning Practice Guidance Paragraph: 002 Reference ID: 60-002-20180913. Different affordable housing requirements may apply to different parts of a site.

4.26 The Housing Need and Demand Assessment (2025) recommends an affordable tenure split of 30% social rent, 30% affordable rent and 40% affordable home ownership. The Local Plan Viability Assessment has demonstrated that the requirement for 30% social rent would present a particular challenge to viability in the absence of public sector funding. The Council strongly supports the delivery of social rented homes and will require developers to demonstrate that all opportunities for their delivery have been explored in determining the affordable housing tenure mix.

4.27 The Council anticipates that in addition to affordable homes delivered by private developers as a result of Policy LP-H4, additional social rented homes will be delivered by Registered Affordable Housing Providers and on Council-led developments over the plan period.

4.28 In the event that First Homes are provided as part of the affordable housing mix, the Council's local eligibility criteria require applicants to have been resident within the Borough for at least the last 6 months or more prior to application and have no current or former rent arrears or history of anti-social behaviour with the Council. These criteria are also applicable to discount

[13] It is important to note that the need for affordable housing cannot be met through developer contributions and the planning system alone.

market housing, but do not apply to members of the Armed Forces, the divorced or separated spouse or civil partner of a member of the Armed Forces, the spouse or civil partner of a deceased member of the Armed Forces (if their death was caused wholly or partly by their service) or veterans within five years of leaving the Armed Forces.

4.29 Where applicants seek to demonstrate that there are particular circumstances where the cumulative effect of policy requirements and policy obligations would render a scheme unviable, an applicant may submit a viability assessment to demonstrate that a lower level of planning obligations or an alternative tenure mix would be appropriate in order to enable the development to be delivered, as set out in LP-DM1. Viability assessments must be carried out in accordance with planning practice guidance, will be made publicly available and will be subject to review at the applicant's expense where necessary. Where appropriate, the Council will incorporate a clawback mechanism into a legal agreement to ensure that additional provisions are made if the development is more viable than originally assumed through the viability assessment.

4.30 Consistent with national planning policy, our expectation is that affordable housing will be delivered on-site. This is in order to promote inclusive and mixed communities, as well as to help ensure that there is no undue delay to the delivery of affordable housing. However, there may be exceptional circumstances where it is appropriate to deliver affordable housing off-site, including through payment in lieu as a last resort. Applications will be required to provide robust justification for any off-site provision. Viability alone will not be considered sufficient justification for off-site provision. When off-site provision is acceptable in principle, we will expect all subject sites to be considered together for the purpose of calculating the level of affordable housing provision required.

4.31 It is important to note that provision of affordable housing through developer contributions alone will not be sufficient to meet affordable housing needs. The Council will continue to work in partnership with registered providers, Homes England, developers and landowners to maximise opportunities for affordable housing delivery across the Borough.

Policy LP-H5: Provision of housing for older people and people with disabilities

The Council will seek to secure a broad range of housing choices for older people and people with disabilities (including physical disabilities, learning disabilities and mental health needs), maximising their ability to live

independent lives and retain control over their accommodation and services, including through:

a. Requiring all new dwellings to be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable, in accordance with PfE Policy JP-H3;

b. Requiring 4% of all homes on sites of 50 dwellings or more to be built to 'wheelchair user' standard in Part M4(3) of the Building Regulations (or any subsequent revisions to the standard), unless this is impracticable due to site-specific factors or it is demonstrated to be unviable;

c. Supporting measures that enable people to stay within their existing homes, such as physical adaptations, provided there is no unacceptable impact on the amenity of neighbouring properties; and

d. Supporting the improvement of existing and the development of new specialist accommodation, including sheltered housing, extra-care housing, nursing homes and residential care homes.

New residential accommodation specifically targeted at older and disabled people should:

e. Be well-integrated with the wider neighbourhood;

f. Offer easy access to community facilities, local services and public transport;

g. Provide sufficient car parking for occupiers (dependant on the nature of the development), staff (in the case of C2 use) and visitors;

h. Be designed to reflect relevant best practice; and

i. Where appropriate, provide a range of tenures.

Justification

4.32 Ensuring that older people and people with disabilities have access to suitable housing is an important aspect of meeting housing needs within the Borough.

4.33 Recent population projections indicate that there is likely to be a significant increase in the number of people aged over-65. The Housing Need and Demand Assessment (2025) estimates that there will be a need for an

additional 4,458 units of accommodation for older people over the period from 2022 to 2043 including 170 Use Class C2 residential care bedspaces, 868 Extra Care units and 3,420 C3 dwelling units including leasehold sheltered / retirement and conventional sheltered housing. The population changes are likely to present some challenges in terms of ensuring specific housing and care requirements of these groups can be met. It is also assumed that there will be ongoing adaptation of existing dwellings to support those with additional needs.

4.34 PfE Policy JP-H3 requires all new dwellings to be built to the "accessible and adaptable" standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable. Ensuring new homes are adaptable through meeting part M4(2) of the Building Regulations will assist in enabling people to stay within their own homes as needs change, rather than having to move to more specialist accommodation.

4.35 Achieving the higher standard for some homes of being designed as "wheelchair user dwellings" (Building Regulations Part M4(3)) would further increase the flexibility of new homes to adapt to varied needs. Part M4(3) of the Building Regulations distinguishes between "wheelchair accessible" (a home readily useable by a wheelchair user at the point of completion) and "wheelchair adaptable" (a home that can be easily adapted to meet the needs of a household including wheelchair users). The PPG states that Local Plan policies for wheelchair accessible homes (which satisfy the requirements of Building Regulations M4(3)(2)(b)) should only be applied to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling. Where the requirement for M4(3) (wheelchair user) housing applies, the condition will specify that optional requirement M4(3)(2)(a) will apply requiring that dwelling should be wheelchair adaptable.

4.36 Although many older and disabled people will live in mainstream housing it is likely that new specialist accommodation will be required during the plan period and such provision can help to free up family houses for others.

4.37 Greater Manchester was recognised as the UK's first age-friendly city region by the World Health Organisation in 2018 and is seeking to rise to the challenges of our ageing population and the changing nature of later life through the Greater Manchester Age-Friendly Strategy 2024-2034. Policies that meet the needs of older people, especially in terms of housing can help address these challenges.

4.38 As well as considering housing needs, it will also be important to ensure that the requirements of older and disabled people are met through development

more generally, for example through the design of public spaces and the concept of 'lifetime neighbourhoods'. Further advice on designing to support our ageing population can be found in 'Creating Age-Friendly Developments' produced by the GM Housing Planning and Ageing Group and the 'HAPPI principles'.

Policy LP-H6: Homes for looked after children and care leavers

The Council will support residential development for looked after children and care leavers where the proposed development is compliant with other policies in PfE and the Local Plan.

In determining applications for new children's homes and Ofsted regulated semi-independent supported accommodation, the Council will seek to ensure that new provision:

a. Is in a suitable, sustainable location and appropriate premises;

b. Does not result in the clustering or overconcentration of provision for looked-after children in any particular area of the Borough; and

c. Gives priority to children and young people from the Bury area in the first instance, in line with local needs.

With regards to criterion b, permission may not be granted where it will be within 400 metres of existing properties meeting similar needs. The Council will make a decision on a case-by-case basis and considering the factors listed above and any site-specific circumstances.

Applicants should liaise with the Council at the earliest opportunity to ensure priority is given to children and young people from the Bury area in the first instance.

Justification

4.39 The NPPF states that the size, type and tenure needed for different groups should be assessed and reflected in planning policies, including the needs of looked after children. Caring for looked after children is an important part of the Local Authority's role and it is important that these potentially vulnerable children and young people are provided with the right homes in the right places, with access to schools / colleges and the support that they need.

4.40 The planning system is not the only regulatory regime relevant to children's homes. Section 11 of the Care Standards Act 2000, the Children's Homes (England) Regulations 2015 require children's homes to be registered with

Ofsted. The Supported Accommodation (England) Regulations 2023 apply to supported accommodation accommodating looked after children and/or care leavers aged 16 and 17. There is also guidance that care providers should follow when registering and operating such properties. This includes the preparation of location assessments to show the steps that have been taken to make sure that the home is needed locally, is in the right place and is safe and that it promotes positive opportunities for children and young people.

4.41 New children's homes and Ofsted registered semi-independent supported accommodation should be within sustainable locations, appropriate for the proposed occupants and comply with the criteria set out in the policy. New facilities must be well integrated into the local community and operated in accordance with a robust Management Plan.

4.42 In order to support the best interests of the occupants of these homes and to protect local character and amenity, it is important that new developments do not result in an overconcentration of homes for looked after children and care leavers within a local area. In order to demonstrate that the proposed development would not result in any clustering of children's residential care home uses and Ofsted registered supported accommodation the Council will seek to avoid new provision being approved within 400 metres of existing provision. Applicants should carry out an assessment and provide this as part of their planning application, although it is acknowledged that some such information will not be publicly accessible in order to safeguard the children in care. The Council will utilise GIS and other desktop assessment tools in assessing the information provided.

4.43 It is important to note that planning permission will not be required in all cases of development of children's homes, including for changes of use from dwelling houses in class C3 of the Town and Country Planning (Use Classes) Order 1987 where the children's home remains within class C3 or there is no material change of use to class C2 (to be determined on a case by case basis). It will not be possible to apply this policy in such situations. We would however encourage all accommodation providers to engage with the Local Authority to ensure that the accommodation and its location are appropriate to meet local needs.

4.44 If the Council determines that such changes of use require further control to ensure that vulnerable children and young people are accommodated in appropriate locations and any wider issues of community integration are addressed, then the Council may take a view that a change of use from a dwelling-house to a children's care home will result in a material change of use, on a case-by-case basis.

Policy LP-H7: Custom, self-build and community-led housing

The Council will seek the provision of at least 5% of all dwellings on developments of 200 or more homes to be serviced plots for sale to self-build and custom housebuilders, where practicable[14]. The provision will take account of:

a. Evidence of local need;

b. The nature of the development proposed; and

c. The viability of the development.

Where it can be demonstrated that there is no demand for the provision of self-build plots after having been made available in serviced form at a realistic price and marketed appropriately over a continual 6-month period, these plots may be built out as conventional plots for market housing by the developer.

Applications for custom, self-build and community-led housing will be favourably considered where this is consistent with other policies, proposals and wider objectives of the Local Plan. Applications must be accompanied by a site wide infrastructure strategy and fragmented approaches to infrastructure delivery will not be supported.

Justification

4.45 The NPPF states the housing needs for different groups in the community should be assessed and reflected in planning policies. This should include the needs of people who wish to commission or build their own homes. Self-build and custom-build housing is defined as housing built by an individual, a group of individuals, or persons working with or for them, to be occupied by that individual. Such housing can be either market or affordable housing.

4.46 Community-led housing is where people and communities play a leading and lasting role in addressing their own housing needs, providing an alternative form of housing delivery and diversifying the housing market. The definition of community-led housing includes a wide-range of ownership, occupancy and management models including (but not limited to) community land trusts, housing co-operatives and cohousing.

[14] For example, where a site is comprised solely of specialist accommodation, affordable housing, build-to-rent accommodation or predominantly high-density apartment development due to its location, characteristics or other planning policy requirements the Council will not seek the provision of custom or self-build plots.

4.47 It should encompass the following three principles:

a. Meaningful community engagement and consent occurs throughout the development process. The community does not necessarily have to initiate and manage the process, or build the homes themselves, though some may do so.

b. The local community group or organisation owns, manages or stewards the homes and in a manner of their choosing and this may be done through a mutually supported arrangement with a Registered Provider that owns the freehold or leasehold for the property; and

c. The benefits to the local area and/or specified community must be clearly defined and legally protected in perpetuity.

4.48 The Self-build and Custom Housebuilding Act 2015 requires local planning authorities to prepare and maintain a register of individuals and associations of individuals who are seeking to acquire serviced plots of land for their own self-build and custom housebuilding. As of 31 December 2024, there are 203 individuals and 3 associations seeking single plots within the Borough on the register.

4.49 A Section 106 planning obligation will be required to secure the delivery of self-build plots in accordance with this policy and must include details of a marketing strategy for the self-build plots on the application site and other measures intended to ensure effective engagement with the community and parties on the self-build register. Plots should be carefully selected to ensure they can be serviced in an agreed specified period in the construction programme and are attractive to prospective self and custom house builders.

4.50 The planning obligation will also set out the circumstances under which the requirement to deliver self-build plots will be released. Evidence demonstrating that it was not possible to deliver the custom and self-build plots, or secondly shell homes, will be required with any subsequent full application or reserved matters for the plots in question.

4.51 In respect of 'shell homes' they will be expected to be offered at a point prior to 2nd fix. Developers may offer options and packages to completion, but purchasers should not be tied into the use of such services as a condition of sale. Options that offer prospective purchasers involvement in customising external appearance (where appropriate), internal arrangements and sustainability credentials are also encouraged. In order to avoid custom-build sites being left in a poor condition with incomplete highways and communal areas the Council will, where appropriate, require applicants to enter into a S106 legal agreement to ensure the principal access road and communal

areas, plus any other mitigation, as may be appropriate, is delivered to adoptable standards by an agreed trigger, during the build out of the site.

4.52 The affordable housing requirement (Policy LP-H4) should be calculated on 100% of the unit numbers, including the self-build element.

Policy LP-H8: Gypsies, Travellers and Travelling Showpeople

The Council will seek to meet the needs of Gypsies, Travellers and Travelling Showpeople, on appropriate sites, with a preference for such sites to be on previously developed land. Sites should:

a. provide an acceptable living environment for future occupiers;

b. not be subject to physical constraints or other environmental issues that cannot be mitigated, or that would impact upon the health, safety or general wellbeing of residents on the site, including (but not limited to) consideration of land contamination, biodiversity/geodiversity and the historic environment;

c. not be in an area of flood risk from any source (unless it can be demonstrated that any flood risk can be managed in accordance with Policy EN8);

d. be in a sustainable location, with good access to public transport routes, shops, schools and other community facilities;

e. have safe and suitable vehicular and pedestrian access to the highway network;

f. have adequate space for operational needs including the parking, turning and servicing of vehicles and the storage of equipment

g. be served (or can be served) by adequate facilities and services that are required to meet the needs of the occupiers, including facilities for sewage and waste disposal, water and power supplies and drainage;

h. have no significant adverse effect on the amenity of nearby residents or operations of adjoining land uses; and

i. be well integrated within the local townscape, using boundary treatments and screening materials which are sympathetic to and in keeping with, the surrounding area.

If the proposal meets the above criteria, applications for sites that are required to meet the identified needs of Gypsies, Travellers and Travelling

Showpeople will be favourably considered where this is consistent with other policies, proposals and wider objectives of the Local Plan.

Justification

4.53 As set out in NPPF and the Planning Policy for Traveller Sites (PPTS), the needs of different groups in the community, including travellers should be assessed and reflected in planning policies. The latest evidence (set out in the Greater Manchester Gypsy and Traveller Accommodation Assessments of 2024 and the Bury Housing Need and Demand Assessment 2025) suggests a need for five additional pitches for gypsies and travellers and three plots for travelling show people.

4.54 The Local Plan policy above sets out the key locational criteria that will be used to help identify appropriate sites and determine applications across the Borough. Gypsy and Traveller plots have been delivered on windfall sites in the past and may come forward as such over the plan period. A call for sites has been carried out but no sites have been put forward for Gypsy and Traveller or Travelling Showpersons provision. The policy will be used to help identify sites for accommodation for travelling communities as well as to assess planning applications on sites that are not specifically identified for that purpose.

4.55 The policy reflects the need to ensure that sites are in sustainable locations where the occupants can access the range of facilities and services that would normally be enjoyed by members of the settled community. The health and safety of the occupants is also an important consideration, and sites will need to be located in areas where the quality of the environment is at the same acceptable standard as other residential sites.

Policy LP-H9: Alterations and extensions to residential properties

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

a. the size, shape, design and external appearance of the proposal;

b. the character of the property in question and the surrounding area;

c. the amenity of adjacent properties;

d. visibility for pedestrians, cyclists and drivers of motor vehicles;

e. provision for parking, access and refuse storage;

f. the sustainable management of surface water;

g. the impact on any underground utility services; and

h. the potential presence of roosting bats and nesting birds.

Justification

4.56 Whilst changes to the General Permitted Development Order now allow some forms of residential extension to go ahead without a need for planning permission, some alterations still require planning permission.

4.57 Extensions and alterations to dwellings, including garden extensions and garages, can be visually intrusive; restrict daylight, privacy and outlook to neighbouring properties; potentially impact wildlife; and unacceptably reduce the available garden area. This policy seeks to ensure that where it is within the Council's control, alterations and extensions to residential properties are of a high standard of design and would not cause unacceptable adverse impacts.

4.58 As such, it is considered necessary to include this Policy to manage the design, form and size of proposed extensions and alterations to ensure that they are sympathetic in nature with the original building and surrounding area.

Policy LP-H10: Residential conversions

The Council will consider applications for the conversion of buildings into two or more self-contained units having regard to the following factors:

a. the effect on the amenity of neighbouring property through noise, visual intrusion, the position of entrances, provision and impact of parking areas, extensions and fire escapes;

b. the general character of the area and the existing concentration of flats;

c. the amenity of occupants;

d. the effect on the street scene of any changes to the external appearance of the building; and

e. access, car parking, secure cycle storage and servicing requirements (including waste and recycling storage).

Justification

4.59 Given the trend towards smaller households, the conversion of buildings into self-contained units can be an effective way of providing small, relatively low-cost accommodation.

4.60 However, it is necessary to ensure that dwelling standards are maintained and to ensure that, generally, an over-provision of such property does not adversely affect the need to maintain a good mix of housing types or the character and amenity of residential areas.

4.61 It is important to note that a change of use to two or more self-contained units may not always require planning permission because it may be subject to permitted development rights. It will not be possible to apply this policy in such situations. If there is evidence that such changes of use are having a significant negative impact on the character of residential neighbourhoods then the Council will seek to introduce an Article 4 Direction covering part, or all, of the Borough to remove the relevant permitted development rights.

Policy LP-H11: Houses in multiple occupation

Applications for the conversion of buildings into houses of multiple occupation, the development of new houses in multiple occupation or proposals to increase the number of bedrooms within existing HMOs will only be permitted where it can be demonstrated that the proposal would not, either individually or cumulatively with other completed developments and schemes with planning permission or prior approval:

a. Have an unacceptable impact on the amenity of neighbouring properties through noise, visual intrusion, the position of entrances, impact of parking areas, extensions and fire escapes.

b. Have an unacceptable impact on the positive residential character of the surrounding neighbourhood, having particular regard to potential increases in:

    i. Noise and disturbance;

    ii. On-street car parking; and

    iii. Waste management requirements.

c. Result in any house that is in use as a single dwelling being immediately adjacent to more than one house in multiple occupation (immediately adjacent properties include properties behind or in front, as well as to either side).

d. Result in an unacceptable concentration of HMOs in the area. Proposals which would result in more than 10% of properties (residential and commercial) or more than four properties (whichever is the fewer) being classed as HMOs within a 100m buffer of the application property and proposals for additional HMOs where these thresholds are already exceeded will not be considered acceptable.

e. Result in three or more adjacent HMOs.

In determining applications for HMOs, regard will be had to:

f. the amenity of occupants and internal layout of the property;

g. the effect on the street scene of any changes to the external appearance of the building;

h. car parking, secure cycle storage and servicing requirements (including waste and recycling storage); and

i. arrangements for management and maintenance of the HMO.

Justification

4.62 HMOs can provide a cost-effective form of accommodation and contribute to meeting housing needs. However, such uses require careful control to ensure they do not compromise the residential amenity of the neighbourhood or the amenity of individual dwellings.

4.63 It is also important to ensure the HMOs provide suitable living standards for future occupants. This will include having regard to the Council's HMO licensing requirements, internal layout of the property, as well as the appropriate provision of outdoor amenity space. Planning applications for Houses in Multiple Occupation (HMOs) will also be required to make provision for new or enhanced open space, sport and recreation to meet the needs of the prospective residents in accordance with LP-OS2.

4.64 It is important to note that HMOs may not always require planning permission for conversion from a single dwelling, because they may be subject to permitted development rights, or the proposed use may be judged not to be materially different from the existing use. It will not be possible to apply this policy in such situations. If there is evidence that such changes of use are having a significant negative impact on the character of residential neighbourhoods then the Council will seek to introduce an Article 4 Direction covering part, or all, of the Borough to remove the relevant permitted development rights.

5 Delivering economic growth

5.1 The NPPF states that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.



5.2 In terms of economic development, Places for Everyone (PfE) establishes the quantitative floorspace requirements for industrial and warehousing and office development across the Plan area and seeks to ensure a distribution of development that helps to achieve the strategic economic priorities for Greater Manchester. This includes the aim to rebalance the Greater Manchester economy by significantly boosting the economic output of the northern districts and the identification of the Northern Gateway (Heywood/Pilsworth) strategic employment site to help to achieve this.

5.3 Some of the key issues associated with the Borough's existing local economy and employment[15] are connected to a traditionally inadequate land supply, low quality and low paid employment opportunities and the need to create greater economic diversity to minimise the impact of declining employment in the manufacturing sector, including the need to support growth, training and skills in green industries.

5.4 In response to these issues, it is proposed that the Local Plan, alongside Places for Everyone, should seek to deliver a competitive and diverse local

[15] References to 'employment' within the Local Plan relate to offices [E(gi)], research and development [E(gii)], light industrial [E(giii)], general industrial [B2] and warehousing [B8] uses as identified in the Town and Country Planning (Use Classes) Order 1987 (as amended).

economy and high-quality jobs in a way that does not compromise carbon targets.

Policy LP-E1: Business, industrial and warehousing development

In addition to the Places for Everyone strategic employment site at the Northern Gateway (Heywood/Pilsworth), the Council will also encourage business [Class E(gii and iii)], industrial [Class B2] and warehousing [Class B8] development within the Borough's established employment areas and other suitable locations.

In considering proposals for new industrial and warehousing development, the Council will have specific regard to the following:

a. The scale, size, density, layout and height of the development and the materials used;

b. Access, servicing and car parking provision;

c. The room for manoeuvring goods vehicles clear of the highway;

d. Landscaping and boundary treatment, which must be integrated with the strategy for surface water management;

e. The potential effect of noise, light, dust, smell, vibration, air and water pollution on neighbouring properties, public health and the general environment;

f. The health and safety of employees, visitors and adjacent occupiers;

g. The potential use of Ultra Low Emissions Vehicles and the incorporation of measures to encourage active travel;

h. The incorporation of full fibre connections, including ducting capable of accommodating more than one digital infrastructure provider; and

i. Whether the proposed development is, or can be, adequately serviced by appropriate infrastructure.

The Council will also have regard to Local Plan Policy LP-BE6 when considering the design and layout of any new business, industrial and warehousing development.

Justification

5.5 This policy will be used as a basis for assessing the overall design and environmental impact of new proposals for business, industrial and warehousing development. Ensuring good design in terms of scale, size, density, layout, height and materials is important in maintaining and improving the image of the Borough.

5.6 At the same time, it is important that the surrounding environment is protected and that potential health and safety matters and the incorporation of measures to encourage more sustainable travel are fully considered.

Policy LP-E2: Office development

The Council will seek to encourage office growth [Class E(gi)] to support the spatial strategy set out in the Places for Everyone Joint Plan and the aim to boost northern competitiveness.

The focus of new office development will be on the Borough's key town centres due to their strong local profile, excellent public transport connections and access to services.

As a main town centre use, the location and scale of proposals for new office development will be considered against the requirements of Local Plan Policy LP-TC2.

New office development must deliver high-quality, sustainable and well-integrated places and proposals will be supported where they:

a. Achieve high-quality design that responds to local character, with appropriate scale, height and massing;

b. Provide active frontages and avoid blank elevations in prominent locations;

c. Create legible, safe and accessible layouts with clear pedestrian and cycle priority;

d. Ensure compatible relationships with neighbouring uses, supported by appropriate landscaping and boundary treatments;

e. Minimise carbon emissions through energy-efficient design, low-carbon technologies and natural light/ventilation;

f. Incorporate SuDS, urban greening and measures to manage overheating and surface water;

g. Prioritise sustainable travel through high-quality cycle facilities and good connections to public transport;

h. Provide parking in accordance with local standards, including disabled and EV spaces;

i. Deliver inclusive access for all users;

j. Provide healthy internal environments and, where appropriate, outdoor amenity or landscaping to support wellbeing;

k. Include advanced digital connectivity and ensure utilities are delivered efficiently without harming the public realm.

The Council will also have regard to Local Plan Policy LP-BE6 when considering the design and layout of any new office development.

Justification

5.7 Office development is defined in the National Planning Policy Framework as a main town centre use. The NPPF operates a 'town centres first' approach to main town centre uses stating that these should be located in town centres, then in edge of centre locations and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.

5.8 In accordance with the NPPF, Places for Everyone states that Bury town centre, with its strong local profile, excellent transport connections and access to services, will be the focal point for this development and this is reflected by Policy LP-E2.

5.9 The principle of proposals for new office development will be considered against Local Plan Policy LP-TC2 (Managing the Location and Scale of Main Town Centre Uses).

5.10 High-quality office development plays a vital role in supporting economic growth, attracting investment and creating places where businesses and employees can thrive. Well-designed buildings enhance townscape character and contribute positively to the public realm, while poor design can undermine the quality and functionality of employment areas.

5.11 The policy ensures that new office schemes are sustainable, inclusive and resilient, in accordance with national planning policy. Prioritising energy efficiency, low-carbon technologies and climate adaptation supports the transition to net-zero and reduces long-term operational impacts. Ensuring

good layout, active frontages and sustainable travel connections improves accessibility, encourages active modes of transport and reduces congestion.

5.12 Providing high-quality digital infrastructure and healthy internal environments reflects modern workplace needs and contributes to productivity and wellbeing. The policy therefore ensures that office development is future-proof, contextually appropriate and delivers lasting benefits for businesses, employees and the wider community.

Policy LP-E3: Employment Generating Areas

The Council will seek to ensure that the Borough's established Employment Generating Areas (EGAs) are consolidated, retained and, where necessary, regenerated to help to create a sustainable, diverse and competitive local economy, to provide certainty to businesses operating from within them and to maintain existing and future employment opportunities for the Borough's residents.

Acceptable Uses Within an EGA

Within the EGAs identified on the Policies Map, development will only be allowed for Business [Class E(gii and iii)], General Industrial [Class B2] and Warehousing [Class B8] uses.

Appropriate built waste management facilities may also be acceptable within any EGA.

Proposals for Other Uses within an EGA

Proposals for other uses on sites within an EGA will not be permitted unless an applicant can clearly demonstrate that:

a. There is no reasonable prospect of the site (either in full or part) continuing to be used for employment purposes under current market conditions. Applicants will be required to provide evidence to show that the re-use of the site for employment purposes is not commercially viable and evidence that the site has been robustly marketed for a minimum of 12 months at a realistic value.

b. The development would not adversely affect other existing employment uses operating within the EGA; and

c. The proposal is in accordance with other relevant development plan policies.

Where criterion (a) – (c) are satisfied, the Council will require a one-off financial contribution to compensate for the loss of the employment land[16] unless there are demonstrable plans in place for the business occupying the site to relocate to an alternative site within the Borough.

The following areas are designated as Employment Generating Areas and these are shown on the Policies Map:

- LP-E3/1: Ramsbottom North.
- LP-E3/2: Ramsbottom South.
- LP-E3/3: Chamberhall, Bury.
- LP-E3/4: Fernhill, Bury.
- LP-E3/5: Freetown, Bury.
- LP-E3/6: Bridge Hall Lane, Bury.
- LP-E3/7: Daisyfield, Bury.
- LP-E3/8: Pilsworth.
- LP-E3/9: Warth Business Park, Bury.
- LP-E3/10: Hardy's Gate, Bury.
- LP-E3/11: Bradley Fold, Radcliffe.
- LP-E3/12: Eton Hill Road, Radcliffe.
- LP-E3/13: Radcliffe West, Radcliffe.
- LP-E3/14: Polyflor, Radcliffe New Road, Whitefield.
- LP-E3/15: Park 17, Whitefield.
- LP-E3/16: Albert Close Trading Estate, Whitefield.
- LP-E3/17: Sedgley Trading Estate, Prestwich.

Justification

5.13 The Borough's larger concentrations of employment uses are designated as Employment Generating Areas (EGAs) and are identified on the Policies Map. The Borough contains seventeen EGAs ranging from the older, inner industrial areas of Bury, Radcliffe and Ramsbottom to the more modern areas such as Park 17 and Pilsworth.

[16] Contributions will be based on the Government's latest land value estimates for industrial land in Bury (https://www.gov.uk/government/collections/land-value-estimates)

5.14 If existing firms and jobs are to be protected in the Borough, it is important that investment for employment generating purposes is encouraged. Protecting EGAs for employment uses will help to achieve this by providing businesses with a degree of certainty as to the future use of these areas, avoiding the introduction of conflicting land uses and having an important part to play in retaining local employment opportunities.

5.15 The focus of Policy LP-E3 is on the consolidation and retention of EGAs in employment use and, where opportunities arise for new development or the recycling of existing sites, to encourage development involving business [E(gii and iii)], general industrial [B2] and warehousing [B8] uses. Proposals for new business, industrial or warehousing development within an EGA will be considered against Local Plan Policy LP-BE6 (Design and Layout of New Development).

5.16 In addition, the nature of such areas means that they may also be suitable for uses associated with built waste management facilities. Although not strictly within the E(g), B2 or B8 range of uses, built waste management facilities are generally industrial in appearance and the nature of EGAs mean that there are unlikely to be issues connected to conflicting land uses.

5.17 When considering proposals for non-employment uses within EGAs, the Council will require the applicant to submit robust evidence to demonstrate that there is no reasonable prospect of the site being used for employment purposes at that time. In doing so, an applicant will be required to provide evidence to show that the re-use of the site for employment purposes is not commercially viable. Furthermore, an applicant will also be required to supplement an application with evidence that the site has been robustly marketed for a minimum of 12 months at a realistic value, showing the full extent of interest in the site as a result.

5.18 One of the Council's fundamental concerns when considering proposals for non-employment uses within an EGA will be whether this would be likely to have any adverse implications for other existing businesses operating within the EGA as well as for the prospective occupiers of the non-employment uses. For example, where housing is proposed near existing employment uses, this may give rise to pressure to curtail employment uses to the detriment of the wider EGA.

5.19 In the event that the applicant is able to demonstrate that there is no reasonable prospect of the site being retained in employment use under current market conditions and that the proposal would not have an unacceptable adverse impact of remaining businesses within the EGA, the proposal may be acceptable subject to a one-off payment (based on the

latest Government land value estimates for industrial land in Bury) to compensate for the loss of employment land. Contributions will be used by the Council to help to bring forward alternative employment opportunities elsewhere in the Borough.

5.20 However, the one-off payment would not be required where it can be clearly demonstrated that that the business operating from the site would be relocating to an alternative site within the Borough.

Policy LP-E4: Employment sites outside Employment Generating Areas

Outside designated Employment Generating Areas, the Council will seek to retain existing employment sites in Business [E(g)], General Industrial [B2] or Warehousing [B8] uses to help to create a sustainable and competitive local economy, to ensure a diverse supply of employment sites and to maintain accessible employment opportunities for the Borough's residents.

Where an employment site outside an Employment Generating Area is clearly unsuitable, in land use terms, the Council will give favourable consideration to alternative uses, provided that such uses accord with other Local Plan policies.

However, in instances where an existing employment site is considered suitable in land use terms, an applicant will be required to:

a. Provide evidence to show that the re-use of the site for employment purposes is not commercially viable and evidence that the site has been robustly marketed for a minimum of 12 months at a realistic value to demonstrate that there is no reasonable prospect of the site (either in full or part) continuing to be used for employment purposes under current market conditions; and

b. Demonstrate that the proposal is in accordance with other relevant development plan policies.

Where criterion (a) and (b) can be satisfied, the Council will require a one-off financial contribution to compensate for the loss of the employment

land[17] unless there are demonstrable plans in place for the business occupying the site to relocate to an alternative site within the Borough.

Justification

5.21 Outside the Employment Generating Areas set out under Policy LP-E3, the Borough contains a significant amount of either individual or small clusters of employment uses which, given Bury's industrial heritage, often comprise older premises in secondary locations and close to residential areas.

5.22 Whilst these sites may not always be in prime locations, they can often provide more affordable accommodation and offer the opportunity for people to work close to where they live, thus potentially reducing travel distances and reliance on the private car as a way of travelling to work. Consequently, Policy LP-E4 broadly supports the retention of appropriate sites as important local opportunities for employment.

5.23 Where existing employment sites are inappropriate in land use terms, proposals for other non-employment uses will be encouraged provided that they accord with other development plan policies.

5.24 However, where non-employment uses are proposed on a site that is considered appropriate in land use terms, the Council will require the applicant to submit robust evidence to demonstrate that there is no reasonable prospect of the site being used for employment purposes under current market conditions. In doing so, an applicant will be required to provide evidence to show that the re-use of the site for employment purposes is not commercially viable and that the site has been robustly marketed for a minimum of 12 months at a realistic value, showing the full extent of interest in the site as a result.

5.25 If the applicant is able to demonstrate that there is no reasonable prospect of the site being retained in employment use under current market conditions, the Council will require a one-off payment (based on the latest Government land value estimates for industrial land in Bury) to compensate for the loss of employment land. Contributions will be used by the Council to help to bring forward alternative employment opportunities elsewhere in the Borough.

[17] Contributions will be based on the Government's latest land value estimates for industrial land in Bury (https://www.gov.uk/government/collections/land-value-estimates)

5.26 However, the one-off payment would not be required where it can be clearly demonstrated that that the business operating from the site would be relocating to an alternative site within the Borough.

6 Supporting our centres

6.1 Town centres are locations that sit at the heart of our communities. The vitality of town centres is largely underpinned by retail activity but recent years have seen significant challenges to this sector, particularly with the impacts of rapidly changing shopping patterns which have been escalated by the pandemic. In turn, this has presented a significant challenge to the Borough's hierarchy of centres.



6.2 The NPPF specifies that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

6.3 Some of the key local issues associated with the Borough's town centres are varying levels of vitality in the Borough's key centres and that changing shopping patterns are resulting in a reduction in high street retailing. The Council's key aim is to support and enhance the vitality of the Borough's hierarchy of centres. This will include adopting the 'town centres first' approach to proposals for main town centre uses[18] but to also allow centres to grow and diversify in a way that can adapt to rapid changes in the retail and leisure industries by promoting a suitable mix of uses, including additional housing to encourage increased town centre living.

6.4 Town centres have developed over many years and, inevitably, circumstances change over time with new opportunities for regeneration arising on a fairly consistent basis. In order to support the vitality and resilience of these town centres and to ensure that they adapt and evolve, it is important that the redevelopment of town centre regeneration opportunities is heavily promoted.

[18] As defined in Appendix 2 of the National Planning Policy Framework

Policy LP-TC1: Hierarchy and role of centres

The Council will seek to maintain and enhance the vitality of the Borough's hierarchy of town, district and local centres by making them the key focus for new development involving main town centre uses.

The Borough's hierarchy and respective roles of centres is as follows:

Sub-regional town centre

- Bury - As the Borough's sub-regional centre and most accessible location, Bury town centre will continue its role as the Borough's key location for shopping, services, leisure, tourism and cultural facilities supported by residential, healthcare and educational uses.

Other town centres

- Ramsbottom – will continue to consolidate as a thriving centre based predominantly on its mutually supportive functions as a specialist retail, food and drink, market and tourist destination.
- Radcliffe – will continue to build on town centre regeneration opportunities and environmental improvements, including residential-led opportunities to help consolidate it as a vibrant centre catering primarily for the needs of surrounding communities.
- Prestwich – will continue to regenerate and consolidate as an 'urban village' where people live and work and where the 'village' centre provides the focus for the life of the local community, assisted by the redevelopment of the Longfield Centre.

District centres

- The Borough's district centres of Tottington, Whitefield and Sedgley Park will continue to function as largely retail and service centres providing for the needs of local communities.

Local centres

- The Borough's local centres will be maintained and enhanced as predominantly retail centres providing for the day-to-day needs of local residents and businesses.

Additional local centres will be necessary to serve major population increases arising through the significant new residential/employment allocations identified in Places for Everyone at Walshaw, Elton Reservoir, Heywood/Pilsworth and Simister.

Justification

6.5 The Borough is host to a diverse hierarchy of centres ranging from the sub-regionally significant town centre of Bury which acts as the Borough's key focal point, to smaller local centres which serve the day-to-day needs of the area. The specific centres making up the hierarchy are shown on the Policies Map.

6.6 Traditionally, retail activity has underpinned the vitality of our centres. However, recent years have seen high streets across the country having to contend with rapid changes and substantial challenges arising largely through substantial growth in multi-channel retailing.

6.7 The scale of change has meant that if they are to survive as functioning centres, many will need to adapt their role and become less reliant on retail activity to support footfall.

6.8 In terms of the Borough's larger town centres, there is a need to ensure that they improve their resilience by becoming vibrant centres for living, culture, entertainment, leisure, shopping, business and civic activity.

6.9 Lower order district and local centres fulfil progressively more localised functions serving the needs of their surrounding communities. Retail uses underpin these centres and the Local Plan seeks to maintain this role where possible.

6.10 New development brings additional demands for a wide range of facilities and it will be necessary to require additional local centres to support new communities or workers where these might otherwise have limited access to centres elsewhere.

Policy LP-TC2: Managing the location and scale of main town centre uses

The Council will seek to maintain and enhance the vitality of the Borough's hierarchy of centres by ensuring that proposals for main town centre uses are in an appropriate location and that proposals for retail, leisure and office development are of a scale that would not have significant adverse impacts.

Location

In managing the location of main town centre uses, the Council will require a sequential assessment in conjunction with planning applications

involving sites that are not in an existing centre[19] and are not in accordance with the Local Plan.

Main town centre uses will be located within existing centres, then in edge of centre locations[20]; and only if suitable sites are not available (or expected to become available within a reasonable period) will out of centre sites be considered.

When considering edge of centre and out of centre proposals, preference will be given to accessible sites which are well connected to the town centre.

Scale

To ensure that full consideration is given to the scale of development and whether this would have any significant adverse impacts, an impact assessment will be necessary to accompany proposals for retail and leisure uses[21] (including those relating to mezzanine floorspace and the variation of restrictive conditions) which are not located within a defined centre where:

a. the proposal provides a gross floorspace in excess of 500 sq.m. gross; or

b. the proposal is located within 800 metres of either:

   i. an 'other town centre' or district centre and is in excess of 300 sq.m. gross; or

   ii. a local centre and is in excess of 200 sq.m. gross.

[19] For retail purposes, the 'centre' extends to the defined Primary Shopping Areas of town centres and the boundaries of district and local shopping centres. For the other main town centre uses (as defined in the NPPF), the 'centre' will extend to the wider town centre boundary and the boundaries of district and local centres.

[20] For retail purposes, a location that is well connected to, and up to 300 metres from, the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange.

[21] Leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls).

The Council will refuse applications which fail to satisfy the sequential test or where it considered likely that the proposal would have a significant adverse impact.

It should be noted that Policy LP-TC2 also applies to retail uses developed in conjunction with petrol filling stations.

Justification

6.11 National planning policy recognises that centres are at the heart of local communities and that local planning authorities should continue to bring forward policies and proposals that support their vitality and viability. Main town centre uses are critical to the vitality and viability of centres.

6.12 In accordance with national policy, the Council is keen to support the vitality and viability of the Borough's hierarchy of existing centres by ensuring that they remain the focus for town centre uses and, in the case of retail, leisure and office uses, that any such development does not have a significant adverse impact on a centre by virtue of its scale.

6.13 To manage the location of such uses, Policy LP-TC2 requires applications involving main town centre uses that are not within an identified centre and are not in accordance with the Local Plan to be accompanied by a sequential assessment. The sequential assessment will include a thorough appraisal of all more central options to justify why the less central site should be considered. The sequential approach will not be applied to small scale rural offices or other small scale rural development.

6.14 Where an applicant can demonstrate compliance with the sequential assessment to justify an edge-of-centre or out-of-centre development, the Council will need to be satisfied that the scale of the proposal would not undermine the vitality and viability of any existing centre.

6.15 By setting locally specific floorspace thresholds for new retail and leisure development that trigger the requirement for an impact assessment, the policy provides a clear and consistent mechanism to scrutinise proposals that could generate significant trade diversion, reduce footfall or deter investment in established centres, particularly those lower in the hierarchy which are more sensitive to change.

6.16 The approach reflects national 'town centres first' policy by managing the scale of development in conjunction with the sequential test, ensuring that larger-scale proposals are directed to the most resilient and accessible locations such as Bury town centre, while protecting smaller centres from disproportionate impacts.

6.17 It should not be implied that proposals at or in excess of these thresholds are inherently inappropriate in scale. Rather, the thresholds have been established as a way of ensuring that a proposal for retail or leisure development gives more detailed consideration as to the potential impacts associated with it.

6.18 Any assessment of impact undertaken in association with proposals for additional retail floorspace in the proximity of Bury town centre should have regard to the potential impact on Bury Market.

Policy LP-TC3: Primary Shopping Areas

The Council will seek to maintain retailing [Class E(a)] as the predominant use at ground floor level within the Primary Shopping Areas of town and district centres.

In determining proposals for the change of use at the ground floor level from retail [Class E(a)] to a non-retail use, the Council will have regard to the following factors:

a. Whether it would make a positive contribution to the vitality, viability and diversity of the centre;

b. Whether it would have an unacceptable adverse impact on daytime footfall;

c. Whether it would positively restore and/or enhance the character and appearance of the frontage;

d. Whether the scale and type of use is appropriate to the size and function of the centre;

e. Whether the proposal will give rise to disturbance or nuisance; and

f. Whether the proposal would result in an over concentration of non-retail uses which could adversely change the nature or character of the area.

Justification

6.19 At the heart of the Borough's town and district centres is the area where retail uses are concentrated. Whilst it is recognised that changing retail patterns and the growth of on-line retailing is likely to lead to a reduction in retailers operating from within shop units, retailing is, and will continue to be, an important use in driving footfall and maintaining and enhancing the vitality and viability of centres. Consequently, the general aim is to ensure that

retailing remains the predominant use within Primary Shopping Areas. The Primary Shopping Areas for the Borough's town and district centres are shown on the Policies Map.

6.20 In assessing proposals for a change of use from retail to a non-retail use, the Council will take into account a number of considerations including the nature and character of the use proposed, the vitality and viability of the centre and the prominence of its location within the street scene. In this respect, the Council is keen to encourage attractive uses which maintain activity and encourage footfall throughout the day. This is seen as particularly relevant to centres that have experienced a prolonged period of decline where there may be scope for consolidating and strengthening the centre by allowing for a wider range of services and promoting a greater diversification of uses.

Policy LP-TC4: Local centres

The Council recognises the importance of local facilities within the Borough's local centres and in determining proposals for the change of use at the ground floor level, the Council will have regard to the following factors:

a. The vitality and viability of the centre and whether this would be benefited by the proposal;

b. The particular nature and character of the use proposed, including the level of activity associated with it;

c. That the proposal is appropriate in scale and character to the requirements of the area and necessary to serve local needs which would not otherwise be met;

d. Whether it would positively restore and/or enhance the character and appearance of the centre;

e. The length of time the unit has remained vacant; and

f. Whether or not the locality is adequately served by alternative local facilities within reasonable walking distance.

Justification

6.21 In addition to town and district centres, the Borough contains smaller local centres that provide for the day-to-day needs of their surrounding communities.

6.22 Policy LP-TC4 recognises the valuable contribution made by these facilities seeks to retain Class E(a) retailing as the predominant use in recognition of the role that such facilities can play in providing for the local community and reducing the need to travel which can be of particular benefit to those that are less mobile.

Policy LP-TC5: Local shops and services

The Council will seek to retain local shops and services outside recognised centres, particularly where these serve the day-to-day needs of local communities that would otherwise have limited access to such facilities.

Where a proposal involves the loss of a vacant shop or service, the Council will expect the applicant to provide robust evidence to demonstrate that the premises have been comprehensively marketed and that there has been no interest in maintaining the premises as a local shop or service.

Justification

6.23 Although not of a sufficient scale to be recognised as a local centre, local shops and services can play an important role in meeting the day-to-day needs of local communities (especially those that are less mobile) and this is particularly the case in more isolated and less accessible locations, such as in rural village settlements.

6.24 The policy seeks to resist proposals that would involve the loss of local shops and services outside recognised centres and, in doing so, would consider the availability and accessibility of other opportunities for the local community to meet their day-to-day shopping and service needs.

Policy LP-TC6: Upper floors in centres

The Council will support proposals which bring underused and vacant space on upper floors of premises within centres back into beneficial use.

Justification

6.25 It is often the case that the upper floors of premises within centres are vacant or underused and this is considered to represent a waste of a valuable resource and the under-utilisation of space. Many floors above shops and other commercial properties are used for storage or left partially or completely empty, which generally leads to poor standards of maintenance and visual appearance. Other premises have vacant and

obsolete office space which is difficult to let because of poor accommodation.

6.26 The policy reflects the Council's aim to encourage a range of uses, such as offices and residential, within upper floors which will generate additional footfall and activity and help to support the vitality of centres.

Policy LP-TC7: Food and drink

In considering all proposals for restaurants, hot food takeaways, cafes, snack bars, public houses or any other uses involving the sale of food and drink, the Council will have regard to the following factors:

a. the amenity of nearby residents by reason of noise, smell, litter and opening hours;

b. whether the proposal would result in an over concentration of food and drink uses, which could adversely change the nature or character of a centre as a whole;

c. whether the proposal would lead to an unacceptable loss of retail uses and adversely impact on the vitality of a centre;

d. whether the proposal has the potential to have a negative impact on health and wellbeing (see Policy LP-CM2);

e. parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement;

f. provision for the storage and disposal of refuse and customer litter; and

g. the environmental impact of any ventilation flues and/or ducting.

Justification

6.27 Food and drink uses pose a number of potential associated environmental and highway safety problems which need to be carefully controlled. The factors to be considered when assessing planning applications mainly relate to the effect on amenity, particularly where residential properties are in close proximity, road safety and traffic flow.

6.28 Such uses are most appropriately located within town and district centres and other mixed-use areas, where their impact will tend to be least damaging and demand for their services is greatest.

6.29 Proposals for food and drink uses in other parts of the built-up area may be considered acceptable, if they meet the detailed requirements of this policy, and other policies of the Plan.

6.30 The Council also considers that where a development is acceptable in principle, the Council may impose conditions on an approval to mitigate the potentially damaging effects of these uses and/or protect the amenity of nearby residents. These conditions may include measures to control opening hours, noise, smell, the storage of refuse and the collection of litter.

Policy LP-TC8: Betting shops

The Council will manage the location and concentration of betting shops to protect the vitality and viability of centres and to safeguard residential amenity and public wellbeing.

Proposals for new or extended betting shops will be permitted where all of the following criteria are met:

a. The proposal would not result in an over-concentration of betting shops within the frontage or centre;

b. The use would not harm the primary retail function of the centre;

c. There would be no unacceptable impact on residential amenity, including noise, disturbance or anti-social behaviour;

d. The proposal would not result in the loss of a unit that makes a significant contribution to the diversity of retail uses; and

e. The premises can be satisfactorily managed, including opening hours, security measures and customer management.

Proposals located within 400 metres walking distance of schools, youth facilities, hostels, supported housing or other sensitive uses must be supported by an Impact Statement demonstrating that the proposal would not have an unacceptable impact on potentially vulnerable groups.

Justification

6.31 Policy LP-TC8 seeks to strike a balance between supporting town centre vitality and managing the potential adverse social, environmental and economic impacts of betting shops. The policy reflects national guidance that planning and licensing are separate regimes, while recognising that the location and concentration of betting shops can materially affect the character and function of centres.

6.32 By managing clustering, protecting primary retail frontages and safeguarding sensitive uses, the policy promotes healthy, diverse and resilient centres while allowing appropriately located and managed betting shops.

7 Promoting tourism and culture

7.1 In recognition of the value of tourism and culture to the wider economy, the NPPF identifies these uses as main town centre uses. In addition, the NPPF also recognises the positive impact that tourism can have on the rural economy, specifying that local plans should support sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres.



7.2 The Borough's tourism and cultural assets play an important role in the wider local economy both in terms of visitor spend and in creating a vibrant living environment that will be attractive to a highly skilled workforce. At present, Bury's key tourism and cultural assets are the East Lancashire Railway; the West Pennine Moors; the Manchester, Bolton and Bury Canal; Bury Market; the Irwell Valley; Bury Transport Museum; the Fusiliers Museum, Lancashire; Bury Art Museum and Sculpture Centre; Bury Libraries; and the Met.

7.3 Therefore, it is considered that one of the Local Plan's key aims should be to safeguard existing and promoting new tourism and cultural development in appropriate locations.

Policy LP-TO1: Tourism and cultural assets

The Council recognises the significant contribution that tourism and culture make towards the competitiveness and diversity of the local economy and in improving the attractiveness and quality of life within the Borough and will endeavour to support and develop the Borough's tourism and cultural offer by:

a. Safeguarding the Borough's existing tourism and cultural assets associated with the East Lancashire Railway, the West Pennine Moors, town centre assets and the Irwell Valley;

b. Encouraging and supporting proposals for the further development and enhancement of facilities associated with the East Lancashire Railway;

c. Protecting and safeguarding the Manchester, Bolton and Bury Canal and supporting proposals for its restoration, whilst protecting its biodiversity value;

d. Safeguarding key landscape and heritage assets;

e. Encouraging improvements to the range and quality of tourism and cultural assets;

f. Encouraging and supporting the development of further appropriate visitor-related attractions and facilities where opportunities arise and where the type of development is consistent with other Local Plan policies;

g. Encouraging and supporting an extension to the range of visitor accommodation, in appropriate locations;

h. Incorporating cultural activities or features capable of hosting cultural events into major developments, where practical and appropriate;

i. Supporting the temporary use of sites and premises for cultural activities;

j. Developing and supporting the evening economy and 'lifestyle amenities' in the Borough's town centres and protecting and enhancing tourism and cultural assets that make a valuable contribution to the evening economy of town centres; and

k. Seeking to improve access to these assets, particularly by sustainable modes of travel.

Justification

7.4 Tourism and culture are increasingly seen as important and inter-related components of economic development that provide both direct and indirect support to a wide array of service industries from restaurants to music venues.

7.5 Not only does the tourism and culture sector make a direct contribution towards the Borough's economy in its own right but it also has indirect benefits in terms of making the Borough a more attractive place to live for a high-skilled and knowledge-intensive workforce as well as bringing significant health and wellbeing benefits to those that visit and use these assets.

7.6 By seeking to safeguard existing and capitalise on opportunities for additional tourism and cultural assets as well as facilities that support the tourism and cultural sector, such as restaurants and visitor accommodation, the Council will seek to ensure that the role of this sector is strengthened and can continue to grow.

7.7 By their nature, tourism and cultural assets attract visitors and the Council will seek to ensure that the Borough's tourism and cultural assets are better connected and have improved accessibility, particularly by walking, wheeling, cycling and public transport.

8 Creating healthy and successful communities

8.1 Social infrastructure covers a range of services and facilities that meet local needs and contribute towards a good quality of life and it includes health provision, education and community facilities.



8.2 It plays an important role in developing strong and inclusive communities and can provide opportunities to bring different groups of people together, contributing to social integration and the desirability of a place.

8.3 The NPPF states that planning policies and decisions should take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.

8.4 It also states that it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement and to development that will widen choice in education.

8.5 Policies should also plan positively for the provision and use of community facilities to enhance the sustainability of communities and residential environments and guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

8.6 Some of Bury's key issues regarding health and wellbeing are associated with inequalities in life expectancy and health and significant levels of obesity and physical inactivity amongst the Borough's residents.

8.7 In terms of education, in recent years there has been a sustained decline in the birth rate and this has had an impact on the demand for school places.

However, the impact of falling rolls is not felt consistently across the Borough, with forecast surplus capacity across the Borough showing significantly different impacts.

8.8 Some of the key local issues associated with the Borough's community facilities are that a growing and ageing population will put increased pressures on community facilities and that some existing facilities are in poor condition and in need of investment.

8.9 In response to these issues, it is considered that the Local Plan should seek to ensure that new development makes a positive contribution towards social value and equality, does not have adverse effects on health and that the Borough's residents have access to good quality education and community facilities.

Policy LP-CM1: New development and social value

The Council will require all applications for major developments[22] to be accompanied by a Social Value Strategy that clearly identifies how the proposal will support social inclusion and deliver social value throughout the lifetime of the development. This shall include demonstrating how the development will maximise its positive contribution, as relevant, to:

a. Reducing inequalities in Bury and the adverse impacts that these inequalities have on residents;

b. The ability of local residents and vulnerable groups to fully participate in society;

c. Good mental and physical health, in accordance with Policy LP-CM2: New development and health and wellbeing; and

d. Economic inclusion, with positive consideration given to:

   i. Ensuring that access arrangements cater for all needs, including maximising opportunities for walking, wheeling and cycling;

   ii. Promoting on-site employment opportunities to Bury residents;

   iii. Providing training opportunities for Bury residents; and

   iv. Utilising local supply chains.

[22] Major development is defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015, as amended, or any successor to it.

Justification

8.10 Social value is about the positive impacts that can be delivered in society and is measured by the actions taken to improve community benefit.

8.11 There are notable inequalities within Bury's communities around levels of deprivation; health and life expectancy; employment; and educational attainment.

8.12 In support of the Council's Let's Do It! Strategy, requirements for social value in planning have the power to unlock additional community benefit from the development which can contribute towards addressing some of the Borough's deep-rooted inequality issues.

8.13 To help to address issues around inequalities in Bury, it will be necessary for new development to take all practicable measures to maximise its wider social value and its contribution to social inclusion. Opportunities to deliver social value through new development arise both the construction and operational phases.

8.14 A key aspect of this is economic inclusion and ensuring that Bury's residents have the opportunity to share in the benefits of development and economic growth. For example, new development that includes effective initiatives around economic inclusion could help Bury residents into employment and/or training, helping to tackle deprivation by raising people out of poverty and reducing inequalities, whilst benefiting the development directly through improved access to a larger, healthier and more highly skilled labour supply.

8.15 The production of a Social Value Strategy for major developments provides a mechanism for thinking about how social value and social inclusion can be maximised, securing the implementation of suggested measures and enabling the public to understand the positive impact that new development will have on their neighbourhood and community. The Council will positively engage with developers in the production and implementation of their Social Value Strategies, but the involvement of other stakeholders, including local residents, is also strongly encouraged in order to maximise their impact and the acceptance of new development.

Policy LP-CM2: New development and health and wellbeing

The Council will seek to ensure that new development makes a positive contribution towards the health and wellbeing of the Borough's communities having regard to whether the development can contribute towards:

a. Helping to address issues associated with deprivation and inequalities in health and wellbeing;

b. Increasing opportunities for people to pursue more active lifestyles and active use of public spaces;

c. Controlling development (such as Hot-food takeaways and fast-food outlets) that has the potential to have a negative impact on health and wellbeing;

d. Supporting food growing and community food growing to ensure that residents have access to nutritious, affordable and sustainable food;

e. Helping to improve air quality and other pollution that may impact on human health;

f. Seeking to ensure that places are designed in a way that delivers positive mental health and wellbeing outcomes;

g. Supporting development proposals that promote and encourage the use of public transport, walking, wheeling and cycling.

h. Improving access to high-quality community, social, recreational and cultural facilities and the natural environment;

i. Creating safe and accessible environments and developments;

j. Reducing crime and the fear of crime;

k. Improving local public transport and active travel links to Fairfield Hospital to better aide patients and staff accessing the hospital; and

l. Seeking the provision of new or improved health facilities on developments of 200 or more homes to address the unmet need generated by the development where the demand resulting from a major residential development will create, or exacerbate, a shortfall in health provision.

Justification

8.16 It is now widely recognised that planning can have a significant impact on physical and mental health and wellbeing. National guidance states that planning policies and decisions should aim to achieve healthy, inclusive and safe places and the Local Plan can contribute towards this by taking account of and support local strategies to improve health, social and cultural

wellbeing for all, including through the reduction of pollution and improved air quality.

8.17 Health and wellbeing is a cross-cutting issue that can be improved through a range of specific Local Plan policies and proposals and Policy LP-CM2 highlights the key areas where the Local Plan can help to address this by identifying a range of broad considerations that will be taken into account in determining all planning applications.

8.18 Policies around health and wellbeing will operate in tandem with other initiatives, such as the work undertaken by the Council's Neighbourhood Wellness Teams who work in community settings on wellness, health and 'education' activities with local communities dealing with issues such as diabetes, drugs, alcohol, respiratory and heart clinics, moving more, community rehab and cancer.

8.19 The Council will work with the Integrated Care Board and health care providers to ensure the capacity of health facilities in Bury increases in line with the changing needs of our communities.

8.20 Where proposals for developments of 200 or more residential units may result in a shortfall in primary healthcare provision, this will trigger a review of nearby practice premises with a capacity assessment.

8.21 A deficiency in healthcare provision will be demonstrated by, but not limited to, factors such as:

- The levels of utilisation of the premises;
- The clinical/non-clinical split of the accommodation; and
- The extent to which changes in patient needs are likely to result in additional workload for the practices.

8.22 Where relevant this will be done on a case-by-case basis to minimise adverse localised impacts of new housing on primary care services.

8.23 The Council will prepare additional guidance on when developer contributions for health care facilities will be sought, and the mechanisms for securing these, including through the use of Section 106 agreements.

Policy LP-CM3: Education provision in new housing

The Council will require developers of 10 or more homes of a type that generates demand for school places to make provision for the educational needs arising from the development.

In considering whether the impacts of the development are adequately mitigated, the Council will have regard to:

a. The extent of educational needs arising from the development, based on up-to-date pupil yields, ensuring that all educational needs are properly addressed; and

b. Whether existing or planned/committed school capacity within the relevant school place planning area is sufficient to accommodate the extent of educational needs arising from the proposed development.

Provision will typically involve a financial contribution that will be used to enable increased capacity at an existing school commensurate with the anticipated pupil yield from the development.

Where the scale of new housing development in an area (either individually or cumulatively) necessitates additional school provision, the Council will require this to be delivered in conjunction with the development(s). Where the Council does not have control over a suitable and available site that would be accessible to the development, land will need to be set aside within the development.

In all cases, the Council will ensure that the needs for school places arising from the development are delivered in a timely manner but, in the case of strategic housing development, the Council will support the early delivery of new schools.

If the Council forward-funds school places in advance of developer contributions being received, contributions will be sought as necessary mitigation for the development.

Justification

8.24 The National Planning Policy Framework specifies that plans should set out the contributions expected from development. This should include the provision of infrastructure, such as that needed for education. This approach is supported by guidance from the Department for Education on securing developer contributions for education[23] which clearly states that the Government expects local authorities to seek developer contributions towards school places that are created to meet the need arising from housing development.

[23] Securing Developer Contributions for Education', DfE (April 2019)

8.25 Most types of new housing development leads to increased demand for school places and, as such, it is considered appropriate for developers of new housing to make provision to meet this increased demand.

8.26 The type and scale of education provision will be based on the likely pupil yield arising from the development, ensuring that all educational needs are properly addressed. The calculation of pupil yields will be based on up-to-date evidence from recent housing developments.

8.27 Provision should cover all school phases (age 0-19 years), special educational needs and, where relevant, both temporary and permanent needs such as school transport costs and temporary school provision before a permanent new school opens.

8.28 Not all types of new housing will generate additional demand for new school places and contributions towards education provision will not be sought from, one-bedroom dwellings or non-family housing such as houses in multiple occupation, sheltered housing and residential institutions.

8.29 Developer contributions towards new school places should involve both a financial contribution towards construction costs and, where necessary, the provision of land to accommodate the educational development. Contributions will be based on up-to-date cost information.

8.30 It should be noted that programmes such as the Basic Need Grant and Free Schools and other capital funding do not negate housing developers' responsibility to mitigate the impact of development on education. Developers will still be expected to make an appropriate contribution towards the construction costs of a project and the 'initial assumption' is that both land and funding for construction will be provided for new schools planned within housing developments.

8.31 There may be instances where the Council would wish to see the delivery of a new school at an earlier stage in the development than would otherwise be possible. Where this is the case, the Council may explore the potential to forward-fund the delivery of school places and subsequently recoup costs through the receipt of developer contributions necessary to mitigate the development.

Policy LP-CM4: Community facilities

The Council will normally resist proposals that would result in the loss of sites and premises currently or last used for the provision of community facilities or services. Their loss will only be accepted if:

a. It can be clearly demonstrated that the community use is no longer needed or economically viable; or

b. Alternative provision of equivalent or greater community benefit is made available in a location that continues to serve the community from which the facility is to be lost.

The Council will support proposals for new and improved community facilities where:

c. there will be no unacceptable impact on residential amenity and the local environment;

d. they would not lead to unacceptable levels of traffic generation and have adequate car parking provision;

e. they are accessible by public transport, walking, wheeling and cycling; and

f. they incorporate the needs and requirements of the disabled.

The Council will also have regard to Local Plan Policy LP-BE6 when considering the design and layout of any new development of community facilities.

Justification

8.32 Community facilities make an important contribution to the quality of life offered by the Borough. Therefore, safeguarding and improving community facilities will help to maintain and improve the quality of life enjoyed by the Borough's residents.

8.33 For the purposes of the Local Plan, community facilities are considered to include facilities and services required to support development for the health and wellbeing, social, educational, spiritual and cultural needs of the community, such as:

- Public halls (including community/youth centres)
- Non-residential education and training facilities
- Day nurseries/crèches
- Childcare centres
- Post offices
- Village shops
- Places of worship and church halls
- Museums, libraries, art galleries and theatres

- Doctors' surgeries, dentists, health centres and clinics, chemists, hospitals
- Residential care homes and nursing homes
- Public park buildings
- Public houses
- Performance spaces

8.34 It is important to retain adequate community facilities and services to maintain the attractiveness, sustainability and function of Bury's neighbourhoods and communities.

5.28 To demonstrate that the community use is no longer needed, or economically viable applicants will be required to supplement an application with evidence that the site has been robustly marketed for a minimum of 12 months at a realistic value, showing the full extent of interest in the site as a result.

8.35 A building or other land can potentially be registered by a community body with the Local Planning Authority as an Asset of Community Value if its main use has recently been or is presently used to further the social wellbeing or social interests of the local community and could do so in the future. Once registered, if an Asset of Community Value comes up for sale, the community have an opportunity to make a bid to purchase the asset. However, the registration of an asset does not place any restriction on what an owner can do with their property as it is planning policy that determines permitted uses for specific sites.

8.36 It is acknowledged that community facilities are, on the whole, to the benefit of everyone. However, whilst the community benefits from such facilities, those in closest proximity to them could be subject to inconvenience, disturbance and disadvantages such as noise, litter, extra traffic movement and on-street car parking. Proposals where the potential benefits occurring from the community facility are outweighed by the negative effects on the environment and amenity, will normally be unacceptable.

8.37 In addition, in examining proposals for new community facilities it will often be necessary to consider the needs of those using the facilities, such as whether the facilities are accessible by both public and private transport and suit the needs of the disabled.

8.38 The detailed design and layout of a particular scheme will be considered against Local Plan Policy LP-BE6 (Design and Layout of New Development) alongside other relevant development plan policies.

9 Promoting sustainable transport

9.1 The promotion of sustainable transport is one of the key themes of the NPPF and that planning should seek to encourage a reduction in the need to travel and make provision for genuine and realistic alternatives to travelling by car. It states that transport issues should be considered from the earliest stages of plan-making and development proposals.



9.2 Enhancing and promoting transport modes that are more environmentally friendly than the private car is key to the future delivery of accessible and reliable transport networks and reduce the carbon footprint of the Borough. Bury's Local Transport Strategy sets the strategic direction for travel and mobility within Bury, identifying transport requirements that align with our future growth needs and in response to changing travel technologies. It reflects the Greater Manchester Transport Strategy 2040 (GM2040) which sets out the long-term vision for how transport needs to change across Greater Manchester and the key priorities for achieving this.

9.3 Some of the key local issues associated with accessibility in the Borough are connected to traffic congestion at peak periods, air quality issues arising from transport, health issues arising from inactive lifestyles and inadequacies in the capacity and quality of public transport and its supporting infrastructure.

9.4 In response to these issues, it is considered that the Local Plan should deliver attractive sustainable transport choices in new developments and reduce the number and length of journeys, particularly by private motor vehicles.

Policy LP-TR1: Sustainable transport

The Council will promote sustainable transport across the Borough by encouraging a modal shift towards more sustainable modes of travel, such as walking, wheeling, cycling and public transport. In doing so, the Council will seek to:

a. Reduce the need to travel by maximising the amount of development within the existing urban area and by increasing the density of development in the most sustainable locations;

b. Ensure that development maximises opportunities to encourage a modal shift in transportation from private car use to accessible active travel and sustainable transport through considered design;

c. Support investment in transport infrastructure, including investment in key public transport hubs;

d. Ensure that all of the Borough's transport networks take account of the needs of all users, including those with impaired mobility and their carers;

e. Ensure that new development minimises any impacts on existing transport networks and, where necessary, ensuring that it delivers the necessary transport infrastructure improvements in a timely manner;

f. Create better connections to and from our existing areas of green and blue infrastructure;

g. Seek developer contributions (where appropriate and necessary to mitigate the impacts of the development) towards the provision or improvement of public transport schemes in accordance with identified Council infrastructure priorities;

h. Encourage the improvement of public transport services to the Borough's less accessible locations, such as village settlements; and

i. Facilitate delivery of electric vehicle charging infrastructure, subject to their appropriate design and location to at least the level required by Building Regulations Part S or any subsequent standard (see Policy LP-TR7).

Justification

9.5 The NPPF specifies that the planning system should actively manage patterns of growth in support of sustainable transport. Significant

development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health.

9.6 The promotion of sustainable transport is one of the core themes of the Local Plan. It includes an approach that seeks to ensure that people are able to access jobs, services and leisure activities as easily as possible and that the Borough's businesses are well-connected to suppliers, markets and labour.

9.7 The scale of development proposed in Bury will increase pressure on the Borough's transport networks. However, the extent of this can be mitigated by supporting objectives to secure a fundamental shift away from travelling by private motor vehicle to more sustainable forms of transport, such as walking, wheeling, cycling and public transport.

9.8 The Local Plan can help to achieve this by ensuring that new development contributes towards making more sustainable transport modes a more attractive alternative to the private motor vehicle. For example, it can help to achieve this by managing the location, mix and density of new development and encourage the use of sustainable transport modes.

9.9 Improving the attractiveness and extent walking, wheeling and cycling will bring added benefits in terms of maximising social inclusion and supporting healthier and more active lifestyles.

9.10 Bury will continue to work with stakeholders and Transport for Greater Manchester (TfGM) to remove barriers to active travel (walking, wheeling and cycling) and encourage walking, wheeling and cycling as sustainable and active modes. The continued delivery of the Bee Network will encourage much higher levels of both walking, wheeling and cycling and help to address low levels of physical activity and promoting mental wellbeing.

Policy LP-TR2: Walking, wheeling and cycling

The Council will seek to promote increases in travel by walking, wheeling and cycling by:

a. Protecting, enhancing and expanding a network of accessible, safe and usable walking, wheeling and cycling routes;

b. Ensuring that proposals for new development prioritise provision to help maximise walking, wheeling and cycling, where necessary,

including allowing for connections to existing walking, wheeling and cycling networks where opportunities exist;

c. Ensuring that the pedestrian environment is accessible to all including children and people living with disabilities;

d. Requiring new and encouraging improved cycle parking facilities at all destinations that generate a significant number of trips, including public transport interchanges, workplaces, town and district centres, leisure facilities and visitor attractions; and

e. Ensuring that proposals for new employment development includes provision for shower, changing and drying facilities.

Designs will be expected to adhere with the GM Streets for All Design Guide and Check List where possible.

Justification

9.11 30% of trips under 1km in Greater Manchester are made by car which is the equivalent of just 15 minutes on foot. Walking, wheeling and cycling have the potential to replace a significant number of short car journeys, as well as contributing to healthier and more active lifestyles and social inclusion.

9.12 The Bee Network is Greater Manchester's bold vision to deliver a joined-up London-style transport system. The Bee Network includes ambitious plans for Greater Manchester to have the largest cycling and walking network in the country, connecting every area and community in Greater Manchester, including in Bury, with more than 1,800 miles of routes and 2,400 new crossings. This ambition is set out in Greater Manchester's adopted Local Cycling and Walking Implementation Plan Change a Region to Change a Nation and is supported by Greater Manchester's Active Travel Commissioner's Active Travel Mission.

9.13 To achieve the committed modal shift ambitions set out in GM2040 and to deliver the Bee Active Network as our core active travel network, we must make our streets safer, more attractive and inclusive places for everyone to spend time in, as well as pass through. We must invest in safe walking, wheeling and cycling routes to ensure all our residents have the opportunity to make healthy choices.

9.14 Encouraging active lives need to be placed at the heart of everything we do in Bury and we must provide an environment in which active travel is a safe, enjoyable, natural choice for everyday journeys. By delivering a connected active travel network, we are not only striving to encourage more people to

walk, wheel and cycle but we are trying to create a more liveable Borough, with pleasant local neighbourhoods where most daily needs can be met on foot, by wheeling or by cycling.

9.15 To assist in this process, it is important that new development and wider place-making is designed in a way that encourages walking, wheeling and cycling and that the Borough's network of walking, wheeling and cycling infrastructure is maintained and improved. For example, ensuring that new development makes provision for convenient, safe and secure cycle parking can be key in seeking to increase cycle use and reduce dependence on private motor vehicles.

Policy LP-TR3: Public transport

The Council will support improvements to the Borough's public transport network and facilities to promote more sustainable transport choices and reduce reliance on private motor vehicles.

In doing so, the Council will support proposals that would lead to:

a. Increased capacity of the public transport network and improved reliability, frequency, speed, directness and coverage of public transport routes and services;

b. Improved public transport networks that link to key destinations such as town and district centres and other key employment areas;

c. More effective service integration, including through the coordination of services, improved interchanges and integrated ticketing;

d. Improvements to the passenger experience, including services, safety, security, waiting environment and comfort;

e. Improved access and accessibility to public transport, including for those with impaired mobility and additional park and ride facilities;

f. Improved public transport services to the Borough's less accessible locations, such as village settlements; and

g. A reduction in harmful emissions, including through the use of low and zero emission vehicles.

The following are identified on the Policies Map as being integral to the provision of improved accessibility and connectivity:

- LP-TR3/1: Bury Interchange, Haymarket Street, Bury - Redevelopment and reconfiguration of Bury Interchange.
- LP-TR3/2: Warth, Radcliffe - New Metrolink station.
- LP-TR3/3: Tram-train route - Bury - Heywood - Castleton, including potential stops.
- LP-TR3/4: Quality Bus Transit (QBT) Corridor - Bury-Heywood-Rochdale
- LP-TR/3/5: Quality Bus Transit (QBT) Corridor – Bury-Bolton

Justification

9.16 An attractive, efficient and cost-effective public transport network that is fully integrated with other forms of transport and which provides a genuine alternative to travelling by private motor vehicle will be key if public transport is to play a fundamental role in achieving a modal shift in the way we travel. It is also considered to be vital in supporting long-term, sustainable economic growth in the Borough.

9.17 Bury has a reasonably comprehensive network of public transport services which provide links to key local destinations and further afield. Metrolink operates from Bury town centre travelling south to Manchester City Centre and beyond to other areas of Greater Manchester including Eccles, Oldham, Rochdale, Chorlton, Didsbury, Droylsden, Media City and Manchester Airport. Park and Ride sites are currently provided at key stops including Bury, Radcliffe and Whitefield. Since its introduction in 1992, Metrolink usage on the Bury line has seen significant growth and has become an important commuting asset, particularly for those travelling to work in Manchester city centre. However, services on the Bury line are subject to over-crowding during peak periods.

9.18 Bus services in the district comprise local routes from the town centres to suburban housing areas and rural communities with inter-urban services providing frequent links to neighbouring towns including Bolton, Rawtenstall, Bacup and Rochdale. There are also several frequent routes to Manchester, serving various residential areas including those some distance away from Metrolink stops.

9.19 Bury Interchange provides the largest public transport 'hub' for the district and enables convenient transfer between different bus services or between bus and Metrolink. However, the Interchange is poorly configured and suffers from a poor environment that does not reflect its status as the Borough's key transport hub. Significant investment in Bury Interchange is required in order to ensure that the facility is attractive and fit for purpose including the provision of a southern access into the Interchange.

9.20 There is also considered to be a general lack of integration between different types of public transport and initiatives such as integrated ticketing would significantly help in promoting public transport as a genuine alternative to travelling by private motor vehicle.

Policy LP-TR4: Travel hubs

The Council will support schemes for new and improved travel hubs where it can be demonstrated that they form part of a wider strategy for increasing the use of public transport and active travel where it would:

a. Improve the attractiveness of public transport thereby reducing overall levels of vehicular traffic on the Borough's highway network;

b. Not lead to unacceptable levels of traffic congestion in the vicinity of the facility;

c. Increase the use of public transport;

d. Ensure a safe and secure environment for users; and

e. Include secure parking facilities for non-motorised modes e.g. cycling, scooters etc.

Justification

9.21 Travel hubs can play an important role in encouraging the use of public transport and active travel subsequently reducing the levels of vehicular traffic on the Borough's highways network.

9.22 Transport for Greater Manchester's (TfGM) Streets for All Design Guidance sets out that existing Metrolink Park and Ride facilities will be developed into travel hubs that support people cycling as part of longer journeys, for example by providing secure cycle storage at stops and stations, in addition to other facilities, such as electric vehicle charging infrastructure and parcel lockers.

9.23 Nevertheless, it is important that such facilities are provided in the right location and are designed in a way that actively encourages use whilst avoiding potential issues of congestion in the vicinity of the facility.

9.24 Poorly designed facilities can deter use where this presents an unsafe environment or undermines vehicle security.

9.25 It is important that the needs of cyclists are met within the facility in terms of including provision for secure cycle parking.

Policy LP-TR5: Highways

The Council will seek to ensure that the Borough's highway network operates efficiently, effectively and safely by:

a. Requiring development proposals to identify and implement suitable highway measures that mitigate the trips generated by their proposals including access to / from the highway network and contribute towards off-site mitigation works agreed with the Council, in order to enhance the safety and capacity of the transport network;

b. Requiring development proposals to provide appropriate access for service vehicles, cyclists, wheelers, pedestrians and access to public transport;

c. Refusing proposals for development that would have an unacceptable adverse impact on the efficiency, effectiveness and safety of the highways network or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

d. Investment in the Borough's existing highway network to address congestion and enhance capacity, where this is consistent with environmental and social objectives;

e. Ensuring, when appropriate, highways are constructed to an adoptable standard in accordance with Highway Authority design criteria including 'Streets for All' design guidance; and

f. Ensuring new development considers and provides suitable access for all road users and provision for public transport.

g. Seeking developer contributions (where appropriate and necessary to mitigate the impacts of the development) towards the provision or improvement of highway schemes in accordance with identified Council infrastructure priorities.

Justification

9.26 Over the next twenty years or so, Bury is forecasted to see significant levels of population and housing growth. Furthermore, the Places for Everyone Joint Plan includes a strategic allocation for significant employment growth at Heywood/Pilsworth which has the potential to generate around 20,000 new job opportunities.

9.27 Clearly, this level of growth will result in increased demand for travel, but it is essential that this does not result in a proportionate growth in car usage as this would lead to increased congestion and negative impacts on air quality. This emphasises the need for growth to be supported by a significant drive to promote more sustainable forms of travel. Nevertheless, it is inevitable that it will result in increased pressures on the Borough's highways network that will require intervention.

9.28 As a result, it is essential that the transport implications associated with new development are fully considered at the planning application stage. Where a new development is likely to lead to a significant increase in the need to travel, the proposals will be required to be supported by robust information set out within a Transport Assessment or Transport Statement that analyses what these implications would be, particularly for the highways network, and examine how any adverse impacts could be mitigated against. The thresholds for the submission of Transport Assessments and Transport Statements are set out in the Council's Planning Application Validation Checklist.

9.29 Where these highways and other transport interventions are required to support the delivery of specific development proposals, the expectation will be for these to be funded by the developers of those sites.

Policy LP-TR6: Parking provision and drop-off facilities

The Council will require all development to make adequate provision for parking and servicing in accordance with the Council's car parking standards.

Where appropriate and proportionate to likely demand, the Council will require the incorporation of suitably located general user and taxi drop-off facilities in association with new development.

Justification

9.30 Car parking provision and adequate servicing arrangements are needed to ensure the efficient operation of all new developments and to ensure that the car parking and servicing needs arising from a particular development do not adversely affect the safe and efficient operation of the highway network or the local environment.

9.31 Car parking provision must also relate to the availability of public transport and should be set at a level which encourages the use of public transport. For example, there will be reduced requirements for parking in locations which have good access to other means of travel than the private car,

particularly in the Borough's town and district centres and other locations which have good access to public transport.

9.32 In terms of supporting the vitality and viability of the Borough's key town and district centres, it is essential that sufficient parking provision is made available. Priority will be given to the needs of short stay parkers but, overall, there is a need to strike a balance in parking provision between the need to ensure the economic viability of the town and district centres and the Council's wish to encourage sustainable transport.

Policy LP-TR7: Electric vehicle charging infrastructure

The Council will support the continued development of a network of safe and conveniently located electric vehicle charging infrastructure across the Borough.

Charging points will be required to be located so that they can be accessed by the maximum number of parking spaces at the development.

Within larger major developments, opportunities to incorporate public electric vehicle charging points should be considered, having regard to existing provision in the local area.

Justification

9.33 The transport network is one of the biggest contributors to carbon emissions and this means measures must be taken locally and nationally to reduce vehicle carbon emissions or enable travel by zero emission modes.

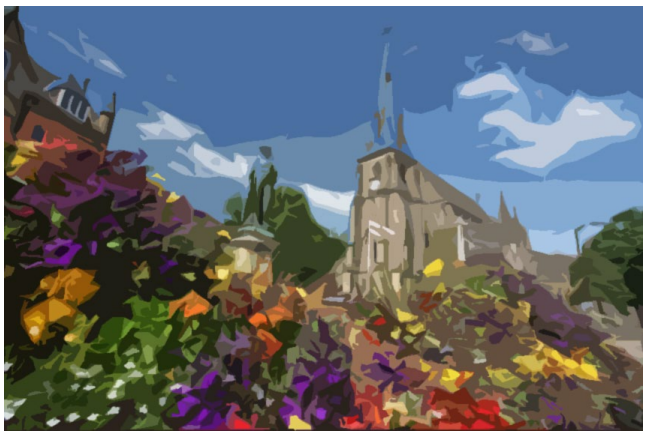
9.34 New development can make an important contribution to enabling the use of electric vehicles. Whilst it is acknowledged that there is potential for significant advances in low emission technologies, electric vehicles are a key part of this and it is therefore considered important that this plan supports the development of the electric vehicle infrastructure network

9.35 The location of electric vehicle charging spaces has a strong influence on how often and how easily they are used by residents, businesses and visitors, therefore careful consideration should be given to the location and design of these spaces. However, they should also be positioned to avoid negatively impacting on walking, wheeling and cycling.

9.36 It is envisaged that the majority of electric vehicle charging should take place overnight at home, after the daily peak in electricity demand. Ensuring that residential properties with garages and drives incorporate a charging point will help to facilitate home charging, and the additional cost of providing this

infrastructure is considered to be minimal. Non-residential development can also have a significant role to play, for example by providing dedicated charging points for a proportion of parking spaces to support workplace and visitor charging.

10 Conserving our built environment and achieving high-quality design



10.1 The NPPF highlights the need to conserve heritage assets, and that Plans should set out a positive strategy for the conservation and enjoyment of the historic environment.

10.2 One of the key local issues associated with the Borough's built heritage is for the Local Plan to recognise the varied range of heritage assets which enhance the character and identity of the Borough, including Conservation Areas, Listed Buildings, Scheduled Monuments, archaeological features and local non-designated heritage assets.

10.3 In response, it is considered that the Local Plan should seek to positively manage the conservation and enjoyment of the Borough's built heritage assets.

10.4 Where development proposals have the potential to affect built heritage assets, developers will need to demonstrate how their proposal will protect, preserve and enhance buildings, structures and other sites of significant architectural or historic interest. In seeking to conserve and enhance the Borough's built heritage, the Council will require all new development proposals to be based on a thorough understanding of the context, significance and local distinctiveness of its buildings, site and surroundings, and should be of high-quality in terms of its design, architecture, landscape, materials, and appropriateness for its setting.

10.5 The design and layout of new development has become an increasingly important feature of planning. The NPPF specifies that the creation of high-quality and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key

aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

10.6 A key local issue for Bury has been a lack of a clear design vision and an appropriate policy framework against which to consider the design and layout of new development proposals and, in some cases, this has led to poorly designed buildings and places within the Borough.

10.7 In response, the Local Plan seeks to clarify the Council's design expectations and establish some of the key principles against which the design and layout of all new developments will be considered.

Policy LP-BE1: Conservation Areas

The Council will seek to preserve or enhance the character or appearance of the Borough's Conservation Areas and will be especially concerned with encouraging and, where appropriate, implementing measures to:

a. Retain, repair and, where appropriate, reinstate features of historical and architectural interest;

b. Retain and enhance existing landscape features including trees, parks and gardens;

c. Initiate and promote environmental improvement/ enhancement schemes such as landscaping, refurbishment of street furniture, traffic management and pedestrian schemes;

d. Remove dereliction and bring unused land or buildings back into beneficial use;

e. Prepare and promote design guidelines to ensure sympathetic development;

f. Preserve or enhance the special character or appearance of the area.

In considering proposals for development in Conservation Areas, the Council will have regard to the following factors:

g. The nature of the development in terms of its bulk, height, materials, colour, design and detailing;

h. The relationship between the proposed development and the architectural and visual qualities of the surrounding area;

i. Where demolition of an undesignated building is proposed, the contribution of any proposed new building to the character or appearance of the area as compared to the buildings to be demolished;

j. In the case of the re-use of buildings or the introduction of new uses, the impact of the proposal on the character or appearance of the area and the fabric of the existing building.

Justification

10.8 Within any town or city there are areas which have a special character. This is usually derived from a sense of history, the existence of traditional buildings, and the spaces between buildings including the street pattern, trees, parks and gardens. Planning legislation recognises the value of these areas. It requires Local Planning Authorities to determine which parts of their area have a special architectural or historic interest which it is desirable to protect or enhance, and to designate these as Conservation Areas.

10.9 There are currently twelve Conservation Areas in the Borough, and these are shown on the Policies Map.

10.10 The aim of the Policy is to ensure that the special character inherent in the Borough's Conservation Areas should not only be preserved but enhanced as far as possible.

10.11 The Council has prepared a number of Conservation Area Appraisals and Management Plans. The aim of this is to ensure that the character and appearance of Conservation Areas is preserved and, where possible, enhanced. They contain specific recommendations and guidance which will be used to inform the determination of planning applications and encourage the highest quality building design, townscape creation and landscaping which is in keeping with the defined areas. The enhancement and high-quality maintenance and repair of historic assets will also be encouraged.

Policy LP-BE2: Listed Buildings

The Council will actively preserve the character and setting of Listed Buildings by not permitting works, alterations or changes of use which would have a detrimental effect on their architectural or historic interest.

Proposals for demolition will be refused, unless it can be demonstrated conclusively that the building cannot be retained, and that the demolition is necessary to achieve public benefits sufficient to outweigh the harm or loss of significance caused.

In considering applications for Listed Building Consent, the Council will have regard to the following criteria:

a. The impact of the proposal on the historic fabric of the building;

b. The relationship of any extension to the Listed Building in terms of its height, size, design and roofscape;

c. The need to protect the setting of the Listed Building; and

d. The impact of associated ancillary facilities and infrastructure works.

Justification

10.12 Buildings of special architectural or historic interest are "listed" by the Government's Department for Culture, Media and Sport. The listing of a building provides statutory protection against its alteration or demolition, and this policy seeks to reinforce this protection by ensuring that their character and surroundings are maintained.

10.13 The list of buildings in Bury covers more than 320 buildings and structures. The type and character of these listed buildings is varied and reflects the historical development of the Borough. They include stone and timber framed buildings originating from the 15th, 16th and 17th century, mills, churches, telephone boxes and war memorials. However, not all the items on the list are what we might think of as 'beautiful' buildings or structures. Buildings may be included for their special historical associations as well as their architectural merit.

10.14 New uses for Listed Buildings may often be the key to their preservation, especially for buildings which have become wholly or partly redundant. However, new uses must not adversely affect the architectural or historic features and character or appearance of such buildings.

10.15 The setting of a Listed Building is often an essential feature of its character and unsympathetic development near to a Listed Building can mar its appearance, make its future use unattractive or untenable, or physically damage its structure. It is therefore important to consider the effect that the proposed development may have on such buildings.

10.16 In respect of Listed Building Consent for demolition, applicants will have to demonstrate conclusively why the building cannot be retained.

Policy LP-BE3: Scheduled Monuments

The Council will not permit development proposals which would adversely affect scheduled monuments or their settings.

The Borough's current scheduled monuments are shown on the Policies Map and are listed below:

- LP-BE3/1: Affetside Cross.
- LP-BE3/2: Castlesteads, Bury.
- LP-BE3/3: Bury Castle, Bury.
- LP-BE3/4: Radcliffe Tower, Radcliffe.

Justification

10.17 The Ancient Monuments and Archaeological Areas Act 1979, provides for the designation and statutory protection of monuments of national importance (Scheduled Ancient Monuments) by the Secretary of State. Such monuments may consist of buried or standing archaeological remains, ruins and buildings.

10.18 At present, there are four scheduled monuments in Bury. Although works affecting scheduled monuments require the written consent of the Secretary of State, a procedure separate from the planning process, the effect of a proposal on an ancient monument and its setting is a material planning consideration.

Policy LP-BE4: Archaeological features

The Council will seek the protection of sites of archaeological importance as and where they are found.

Where a development proposal is submitted which will affect an archaeological site, as general principles, the Council's preference is for:

- archaeology to be preserved in situ wherever possible;
- the design of development proposals to seek to avoid or minimise harm; and
- a developer to make arrangements for the excavation and recording of features, where necessary.

Developers will be required to submit sufficient information on the potential impact of the development to allow the Council to make a full and proper investigation into its archaeological consequences.

The Council will have regard to the following criteria in determining the importance of an archaeological site and the impact of any proposal:

a. The historic importance of the site;

b. The quality and condition of the site;

c. The rarity value of the site;

d. The nature of the proposed development;

e. The level/degree of disturbance;

f. The permanence of the proposal; and

g. The siting of associated infrastructure/services.

Justification

10.19 Archaeological remains are irreplaceable, representing a finite and non-renewable resource of past human activity. They are important 'for their own sake' as well as their obvious roles in education, leisure and tourism.

10.20 This Policy aims to ensure that the effects of development proposals on archaeological sites are properly assessed and evaluated before planning applications are determined.

Policy LP-BE5: Local non-designated heritage assets

In considering proposals that have the potential to affect non-designated heritage assets, including those on the 'Local List', the Council will make a balanced judgment on the proposal taking into account:

a. The scale of any loss or harm to the locally significant heritage asset;

b. The significance of the heritage asset; and

c. The extent of the benefits that would arise from the proposal.

The Council will refuse applications where the loss or harm is considered to outweigh the anticipated benefits.

Justification

10.21 In addition to formally designated Conservation Areas, Listed Buildings and Schedules Ancient Monuments, the NPPF also includes a level of protection for non-designated heritage assets. These can be any type of historic

structure, fabric or artefact located above or below ground. These structures would generally not meet the criteria for protection as designated heritage assets but are seen to contribute to the background character, significance and distinctiveness of an area where it is important to protect the best of these assets.

10.22 Non-designated heritage assets can be identified either at the time of an application or in advance by the local planning authority through survey and consultation, and then by producing a local list of such heritage assets. The Council has prepared a list of non-designated heritage assets within Bury and this currently includes around five hundred entries, some of which include multiple properties. The approach to producing the list is to ensure that each part of the Borough and its character is represented. It is also important to cover all relevant periods of the Borough's development and to ensure that all building and structure types are covered.

Policy LP-BE6: Design and layout of new development

The Council will seek to ensure that all new development delivers high-quality, inclusive and sustainable places that respond positively to local context and contribute to a distinctive sense of place, whilst capitalising on opportunities for incorporating high-quality, contemporary and innovative design.

In doing so, the Council will require all development proposals to adopt a design-led approach from the outset, ensuring that design considerations shape the form, layout, scale and function of development rather than being applied retrospectively.

The design process will need to demonstrate how the proposal responds to the site's opportunities, constraints and wider context.

In determining a development proposal, the Council will consider whether it makes a positive contribution in terms of:

Context and character

a. Responding positively to and being informed by a thorough understanding of the local context and character, including:

   i. The site's natural, built and historic environment;

   ii. The local townscape, landscape and setting;

   iii. Established patterns of development, street hierarchy and plot structure; and

iv. Local materials, detailing and architectural features.

Place-making and urban design quality

b. Delivering high-quality and inclusive development that contributes to a distinctive sense of place, particularly in terms of:

i. Being visually attractive and distinctive, through architecture, materials and detailing;

ii. Incorporating distinctive architectural reference points at key gateway locations and arrival points to assist with legibility;

iii. Ensuring that development blocks, individual buildings, streets and spaces function in a safe, inclusive and accessible way that creates a legible sense of place;

iv. Ensuring that the development makes an effective and efficient use of land and natural resources;

v. Using high-quality, durable and sustainable materials that are easily maintained and resistant to the effects of ageing, weather and climatic conditions;

vi. Enabling effective, inclusive and safe patterns of movement with a clear hierarchy of routes within and around the development that promotes walking, wheeling, cycling and the use of public transport;

vii. Retaining important areas of public realm and civic space;

viii. Ensuring that the development is accessible to people with disabilities, the elderly and those with small children;

ix. Being safe and secure by minimising actual and perceived opportunities for crime, anti-social behaviour, disorder and terrorism;

x. In the case of residential development, making appropriate provision for gardens and/or outdoor amenity space;

xi. Making provision for high-quality green infrastructure, the provision of wildlife habitats and other wildlife-friendly features within the development, including the provision of opportunities for nesting birds through the installation of integral nest

boxes/incorporation of swift bricks in accordance with Local Plan Policy LP-GI5;

xii. Ensuring opportunities are taken to positively integrate and enhance existing natural assets, such as rivers and wetlands, into the development, where appropriate;

xiii. Ensuring that appropriate and effective arrangements are made for the storage, collection and disposal of waste;

xiv. Promoting health and wellbeing; and

xv. Incorporating public art within large scale development[24].

Climate responsiveness and resilience

c. Delivering development that is resilient to the ongoing and predicted impacts of climate change, including by:

i. Incorporating low carbon materials to reduce the embodied carbon of new development;

ii. Ensuring opportunities are taken to optimise solar energy generation through the site layout, building orientation and design;

iii. Incorporating appropriate landscaping and urban greening, including green roofs, green walls and planting of urban trees and shrubs; and

iv. Ensuring that the design includes an assessment of and response to existing hydrological characteristics to ensure the sustainable management of water in the design of a site. Sustainable drainage must be considered at the outset of the design process and integrated with the site landscaping, including tree-lined streets.

Engagement and Design Process

Applicants are expected to engage in pre-application discussions to inform the design evolution of proposals.

[24] For the purposes of this Policy, large scale development is defined as residential schemes of 200 or more dwellings or commercial development of 10,000 sq.m. or above

Where appropriate, a Design and Access Statement[25] or Design Code will need to demonstrate how design principles have guided development choices.

Design Review and Quality Assurance

Where appropriate, major or sensitive developments will be expected to undergo an independent design review.

Planning permission will only be granted where proposals clearly demonstrate design quality and compliance with adopted Local Design Guidance, National Design Guide and the National Model Design Code (or any successor documents).

Justification

10.23 The design and layout of new development is recognised as being integral to achieving sustainable development and the planning process has a key role to play in achieving this.

10.24 A design-led approach to new development means putting design thinking, user experience and contextual quality and local character at the centre of planning rather than treating design as something that happens after the key decisions around the form and layout of new development have been made.

10.25 Good design incorporates an interrelation of features and if implemented effectively can contribute towards the creation of thriving and vibrant places that are well built, inclusive, safe, well-connected and environmentally sensitive. Consequently, the design of new development can have a significant impact on people's quality of life and encourage physically active and healthy lives[26].

10.26 The Council is particularly keen to encourage more innovative, yet respectful, design solutions within the built environment and to avoid generic building design that has little or no relevance to its surrounding environment.

10.27 The circumstances where a development proposal should be accompanied by a Design and Access Statement are set out under the Town and Country Planning (Development Management Procedures) (England) Order. They are required to ensure that all necessary considerations have been integral in the design of the proposed development, including the need to ensure that

[25] As required under Article 9 and Schedule 1 of the Town and Country Planning (Development Management Procedure) (England) Order 2015
[26] Sport England's Active Design Guidance provides useful advice on how design can encourage physically active and healthy lives.

it accommodates the needs of people with disabilities, the elderly and those with small children and that suitable access is provided.

10.28 It is intended that this Policy will be supplemented by design guides and codes which will set out more detailed advice on achieving high standards of design that reflect the local character of the area. Regard will be had to the National Design Guide and National Model Design Code where no locally produced design guides or codes are in place.

Policy LP-BE7: Shop fronts

The Council will seek to ensure that proposals for new or altered shop fronts properly respect the architectural characteristics of the building and the character of the surrounding street scene. Proposals which are unsympathetic to the building or its surroundings, or which break up a harmonious group of buildings will not be permitted.

Applications must be accompanied by full elevations of the proposed shop front and its relationship to the upper floors and adjoining units; material samples; details of signage or security grills (including product specification); details of lighting; and access arrangements.

In Conservation Areas or on Listed Buildings, applicants will also be required to submit a Statement of Significance.

Applications for new or altered shop fronts should have regard to any relevant national and local design guides/codes.

Justification

10.29 The appearance of a shop front has a major influence on the character and quality of the street scene, the attractiveness of shopping areas and the sense of place.

10.30 Well-designed shop fronts make an important contribution to the character, attractiveness and vitality of centres and shopping frontages. Conversely, poorly designed alterations, inappropriate materials, excessive signage or insensitive security measures can detract from the appearance of buildings and streets, particularly within conservation areas and other sensitive locations.

10.31 National design guides and codes provide more detailed guidance on matters such as proportions, materials, signage, accessibility, security measures and the relationship between shop fronts and the host building. Having regard to these documents will help ensure that proposals achieve a

high standard of design, reinforce local distinctiveness and contribute positively to the quality of the public realm.

10.32 Furthermore, the Council is intending to prepare a new shop fronts and advertisements design guide that will set out the expected design standards for shop fronts in the Borough together with guidelines within the Borough's more sensitive heritage locations. Once finalised, this design guide will be a material consideration in the determination of proposals for new or altered shop fronts within the Borough.

Policy LP-BE8: Street furniture

The Council will encourage the provision of suitably located and well-designed street furniture which satisfies the requirements of pedestrians, shoppers and other users, and enhances the character and appearance of the urban street scene, including open spaces.

In particular, the Council will seek to ensure that the siting and design of street furniture satisfies the following considerations:

a. meets the needs of all users including the mobility impaired, in terms of safety and adequacy;

b. does not detract from highway safety;

c. does not interrupt main pedestrian flows or hinder access for emergency vehicles;

d. reflects the traditional design and materials in the locality, is of robust construction; and

e. does not detract from the amenity and appearance of the street scene.

Justification

10.33 Street furniture, such as seats, litter bins, signposts, bollards, railings and lighting, is an essential feature of the urban environment, especially in town centres.

10.34 Well-sited and designed street furniture can make an important contribution to the quality of the urban environment whilst providing practical benefits for pedestrians. The careful design and siting of street furniture is particularly important when considering the requirements of the mobility impaired.

Policy LP-BE9: Advertisements

The Council will seek to control advertisements in the interests of amenity and public safety to enhance the quality of the Borough's environment. In doing so the Council will have regard to the following considerations:

a. the characteristics of the local neighbourhood, including scenic, historic, architectural and cultural features;

b. the scale and massing of existing buildings and structures;

c. the nature of the predominant land use in the locality;

d. the presence of Listed Buildings or Conservation Areas;

e. any proposals for land use change in the area;

f. with reference to the countryside, landform, the quality of immediate surroundings, landscape character and background features; and

g. the effect on the safe use of any form of transport, including the safety of pedestrians.

Applications for new shop front advertising should have regard to any relevant national and local design guides/codes.

Justification

10.35 All advertisements affect the appearance of the building, structure or place where they are displayed.

10.36 In line with the objective of protecting and enhancing the built environment, the Council will use its development management powers to control the visual effects of advertisements on their surroundings.

10.37 The Council will be especially concerned with controlling advertisements in the interests of amenity and public safety. In considering issues concerning amenity, the Council will examine the effect of a proposal on the appearance of a building and on visual amenity in the immediate neighbourhood where it is to be displayed, including its cumulative effect.

10.38 Where public safety issues are raised, the Council will consider such matters as the likely behaviour of drivers of vehicles who will see the advertisement, possible confusion with any traffic sign or other signal, or possible interference with a navigational light or an aerial beacon. The vital consideration will be whether the advertisement itself, or the exact location

proposed for its display, is likely to be so distracting, or so confusing, that it creates a hazard to, or endangers, people in the vicinity.

10.39 The Council is intending to prepare a new shop fronts and advertisements design guide that will set out the expected design standards for shop front advertising in the Borough together with guidelines within the Borough's more sensitive heritage locations. Once finalised, this design guide will be a material consideration in the determination of proposals for shop front advertising within the Borough.

Policy LP-BE10: Regeneration Opportunity Areas

Subject to other development plan policies, the Council will support proposals that lead to the regeneration of the built environment where this is in need of environmental improvement.

The following areas are designated as Regeneration Opportunity Areas, and these are shown on the Policies Map:

- LP-BE10/1: East of Bury town centre.
- LP-BE10/2: Milltown Street, Radcliffe.

Justification

10.40 The built environment shapes the living conditions and quality of life for our communities and workers. Whilst many parts of the Borough present a high-quality built environment, there are some areas that are particularly poor-quality and in need of regeneration and environmental improvement.

10.41 Policy LP-BE10 is designed to encourage regeneration activity and environmental improvements in areas that currently present a particularly poor-quality built environment in order to improve the attractiveness of these areas.

10.42 Although the Policy will be applicable to any areas with a poor-quality built environment, it identifies two designated Regeneration Opportunity Areas to the east of Bury town centre and in the Milltown Street area of Radcliffe. It should be noted that it is not the intention of this Policy to identify these areas for wholesale regeneration with the displacement of existing residents, businesses and other operators but, rather, to work alongside these to promote improvements to the built environment.

11 Conserving and enhancing our green infrastructure

11.1 It is clearly recognised in national policy that Local Plans should enable and support healthy lifestyles, especially where this would address identified local health and well-being needs through the provision of safe and accessible green infrastructure.



11.2 Additionally, one of the key aims of the NPPF is that Local Plans should include policies for the conservation and enhancement of the natural environment, including policies to conserve areas of special landscape value, biodiversity and ecological assets and green infrastructure.

11.3 Green Infrastructure is defined[27] as a network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity. It can embrace a range of spaces and assets that provide environmental and wider benefits. It can, for example, include parks, playing fields, incidental areas of open space, linear corridors, woodland, allotments, private gardens, sustainable drainage features, green roofs and walls, street trees and 'blue infrastructure' such as streams, ponds, canals and other water bodies[28].

11.4 Green infrastructure is multifunctional in that it can provide spaces to support the health and wellbeing of communities, particularly through Green Social Prescribing, have ecological value, support resilience and adaptation to climate change, play an important role in the landscape and setting of built development, especially the historic environment. As a result, the Boroughs

[27] National Planning Policy Framework Page 70.
[28] MHCLG Guidance - Natural environment. Paragraph: 004 Reference ID: 8-004-20190721 (21.07.2019)

Green Infrastructure network is therefore an integral aspect of sustainable development.

11.5 The key local issues associated with Green Infrastructure are multifaceted. The key challenge for the Borough's natural environment is the varied nature and quality of different landscape characters, geological and ecological assets, and water bodies.

11.6 In response to these issues, it is considered that the Local Plan should seek to conserve and enhance the Borough's natural environment.

Policy LP-GI1: Green infrastructure

The Council will seek to protect and enhance a network of multi-functional green and blue infrastructure and will support proposals to improve the connectivity and quality of the network where these accord with other Local Plan policies and proposals.

To maintain the positive role and function of the green and blue infrastructure network, the Council will resist proposals for new built-development and the change of use of land and existing buildings that could result in negative impacts upon the functionality of the green infrastructure network, unless it satisfies the following criteria:

a. It will not sever or cause fragmentation of the green infrastructure network;

b. It is limited and will form part of, and be essential to, the provision and improvement of public services and utilities;

c. It is any other development that would be appropriate in the Green Belt; or

d. It is essential to meet broader sustainability objectives.

Where a proposal can satisfy the above criteria, applicants will be expected to further demonstrate that the proposal:

e. Would have positive benefits in terms of the network's integrity, connectivity, role and multi-functionality; and

f. Incorporates sufficient mitigation and/or compensation measures to off-set any loss or damage to the network that would arise from the development; and

g. Is in accordance with other Local Plan policies and proposals.

Opportunities for new green infrastructure that exist outside or adjacent to the Strategic Green Infrastructure network which could form key gateways, improve linkages in areas of poor connectivity or enhance levels of physical activity will be encouraged, where appropriate.

Justification

11.7 Planning Practice Guidance defines green infrastructure as a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

11.8 Bury's strategic network of green infrastructure is shown on the Policies Map and this includes:

- Areas of open countryside such as the uplands of the West Pennines Moorland and Country Parks;
- Strategically significant green and blue spaces such as Bury's river valleys and biodiversity assets;
- Open areas where there is a significant high flood risk and opportunity to mitigate against flooding and/or provide additional compensatory flood storage; and
- Areas of outdoor open space, sport and recreation including (but not limited to) playing fields, urban parks, woodlands, and allotments.

11.9 At a non-strategic level, Green Infrastructure can also include features such as green roofs, walls, street trees, grass verges and incidental landscaping.

11.10 The Council recognise the importance of green infrastructure in supporting growth both at the local and the City Region level and in improving connectivity between Bury and the neighbouring Greater Manchester districts of Rochdale and Bolton and the regional centre and inner areas of Manchester, Salford and Trafford as well as the Lancashire districts of Rossendale and Blackburn with Darwen.

11.11 Consequently, the Policy generally seeks to protect and enhance areas of green infrastructure and support proposals to improve the connectivity and quality of the network.

Policy LP-GI2: Biodiversity and geodiversity assets

The Council will seek to ensure that proposals for new development minimise impacts on the Borough's biodiversity and geodiversity assets.

International, national and local sites designated for nature conservation and geodiversity will be protected in accordance with national policy and development which would adversely affect these assets, either directly or indirectly, will not normally be permitted unless it can be demonstrated that the benefits of the development outweigh the impacts on the site.

Where there is potential for new development to have an impact on any of the Borough's biodiversity or geodiversity assets, the Council will apply the mitigation hierarchy[29] as outlined in national planning policy on biodiversity and geological conservation.

Under these circumstances, developers will be expected to provide evidence that any potential impact has been fully assessed and that, where potential impacts are identified, measures have been taken to avoid, mitigate or compensate.

Where a proposal has potential to impact biodiversity assets, development proposals will be required to be accompanied by an appropriate ecological assessment which considers:

a. The effect on priority habitats and sites of international, national, regional or local importance as identified in relevant national guidance, the Greater Manchester Local Nature Recovery Strategy, and the Local Sites register for Greater Manchester;

b. The effect on land contributing towards and/or enabling the enhancement of the Borough's wildlife corridor network as identified in the Greater Manchester Local Nature Recovery Strategy and forming part of Bury's Green Infrastructure network, taking account of the priorities set out within the LNRS;

c. The impact on protected and both national and local priority species, identified in regional or local importance identified in the GM Local Nature Recovery Strategy; and

d. The irreplaceable nature of certain habitats such as Blanket Bog, Ancient Woodland and Veteran Trees. To minimise the impact of development within the vicinity of these habitats, proposals will be required to provide a significant buffer of 50 metres.

[29] Under the mitigation hierarchy, harm to biodiversity must always first be avoided and minimised. Where avoidance of harm is not possible, mitigation measures will be required. As a last resort, compensation must be provided for the remaining adverse impacts.

Developers must implement measures to prevent any harm to ecological features during the construction phase. Where appropriate, this includes the preparation of Landscape and Ecological Management Plans (LEMP), which will outline clear protocols for protecting biodiversity and soils, managing pollution risks and mitigating disturbance, as well as the monitoring of these measures, throughout the construction phase and post-development.

Where a proposal has potential to impact geodiversity assets, development proposals will be required to be accompanied by an appropriate assessment which considers:

e. The effect on geological and geomorphological sites of international, national or local importance as identified in relevant national guidance or as a candidate Regional Important Geological Site by the GM RIGS group;

f. The effect on any river valley relating to old river channels and terraces and the potential for paleo-ecological deposits; and

g. The effect on any exposed geological outcrops.

Justification

11.12 Biodiversity (the variety of living organisms) underpins the value of the natural environment and its ability to provide a wide range of important benefits, including supporting human health and quality of life.

11.13 Bury has two Sites of Special Scientific Interest (SSSI) with part of the West Pennine Moors recognised for its biodiversity value and, in particular, the quality of its breeding bird assemblages and mosaic of upland and upland fringe habitats and Ash Clough on the Bury/Bolton border which is recognised as being an important river cliff showing exposed geology.

11.14 In terms of the sub-region of Greater Manchester, the Borough has an above average concentration of Sites of Biological Importance (SBIs) which makes a significant contribution towards the landscape character and perception of the Borough as an attractive location to live. SBIs also provide the main refuges for priority habitats and species as well as providing key nodes within the green infrastructure and wildlife network of the Borough. SBIs are graded to reflect their value as follows:

- Grade A - of Regional or County Importance,
- Grade B - of District Importance
- Grade C – of importance within the identified geographical locality.

11.15 There are two key areas of ancient woodland associated with the Irwell Valley and its tributaries which are at opposite ends of the Borough, in the north around Holcombe Brook and Summerseat, and in the south around Prestwich and Stand. Ancient woodlands are irreplaceable and are valuable biodiversity, cultural and heritage assets.

11.16 Local nature reserves (LNRs) are designated by Local Authorities under the 1949 National Parks and Access to the Countryside Act as places for people to enjoy and learn about nature. Bury currently has 7 declared local nature reserves.

11.17 It is, therefore, important that these key biodiversity assets are protected through the planning process wherever possible. When considering proposals for development that has the potential to impact biodiversity assets, developers will be required to comply with the mitigation hierarchy (avoid, mitigate and compensate) as set out in national policy and in PfE Policy JP-G8.

11.18 Additionally, geological and geomorphological features provide insights into the environment during the carboniferous and post glacial era. It is important that these sites are protected as once they are lost, they are lost for ever.

Policy LP-GI3: Biodiversity net gains from new development

In accordance with the provisions of the Environment Act (2021), PfE Policy JP-G8, and the Greater Manchester Combined Authority's guidance on Biodiversity Net Gain in Greater Manchester[30], the Council will require development to provide measurable net gains for biodiversity of no less than 10%.

Where Biodiversity Net Gain (BNG) is required, developers will need to comply with the following biodiversity gain hierarchy:

a. Create biodiversity on-site (within the red line boundary of a development site).

b. If developers cannot achieve all of their BNG on-site, they can deliver through a mixture of on-site and off-site. Developers can either make off-site biodiversity gains on their own land outside the development site or buy off-site biodiversity units on the market.

[30] Greater Manchester Combined Authority's guidance on Biodiversity Net Gain in Greater Manchester

c. If developers cannot achieve on-site or off-site BNG, they must buy statutory biodiversity credits from the government. This should be a last resort.

BNG proposals will need to support the priorities and actions set out in the Greater Manchester LNRS in accordance with Policy LP-GI4 and where possible expand areas of habitat and ecological connectivity.

Justification

11.19 The Environment Act 2021 includes a requirement for applicable development to deliver a mandatory 10% Biodiversity Net Gain. BNG is an approach to development which makes sure that habitats for wildlife are left in a measurably better state than they were before the development.

11.20 In regard to criterion (b) of the gain hierarchy, the Council is seeking to offer off-site biodiversity units to the market over the course of the plan period to meet this demand and retain gains within the Borough.

Policy LP-GI4: Local nature recovery network

Where development is sited within or adjacent to the adopted GM Local Nature Recovery Strategy's Local Nature Recovery Network it will need to demonstrate how the proposal will enhance and protect the integrity of existing core areas for nature recovery and boost the connectivity of the network within opportunity areas for nature recovery. Development will also need to demonstrate how it will support the priorities set out in the GM Local Nature Recovery Strategy, particularly in relation to:

a. The enhancement and provision of habitats on the development site; and

b. The Habitat Management and Monitoring Plan for the development.

Development on land within or adjacent to areas identified as core areas in the Nature Recovery Network will not normally be permitted, unless it can be demonstrated that other material considerations outweigh the special interest of the site.

Within the LNRS opportunity areas, development will be expected to:

c. Protect and enhance key existing habitats;

d. Identify the existing and planned broader nature recovery network; and

e. Enhance, restore and create habitats in a way that significantly improves connectivity within the development site and beyond the site.

In enhancing connectivity, particular consideration will need to be given to the following:

f. The expansion and enhancement of existing habitats;

g. The priority species identified within the GM Local Nature Recovery Strategy;

h. The strategic creation and restoration of habitat to better connect existing habitats;

i. The design and layout of the development; and

j. Any infrastructure that could be detrimental to achieving enhanced connectivity, such as roads, buildings and other barriers to species movements (e.g. fences).

Justification

11.21 The Greater Manchester Local Nature Recovery Strategy was published in 2025. The Local Nature Recovery Strategy sets out a vision for a greener Greater Manchester, where space for nature to flourish is grown and enhanced, more people can access and enjoy the natural environment, and the many benefits nature brings are increased for everyone – from supporting mental and physical wellbeing to creating leisure space and supporting biodiversity.

11.22 The strategy outlines the core areas for nature recovery, priorities for nature recovery, priority species and opportunity areas for nature recovery, along with a mapped Local Nature Recovery Network.

11.23 Our core areas for nature recovery are areas which are already of particular importance for biodiversity, including all the statutorily protected and selected areas for nature in Greater Manchester (including all of our Sites of Special Scientific Interest; Local Nature Reserves, and Sites of Biological Interest) and irreplaceable habitats as defined by the Biodiversity Gain Requirements (Irreplaceable Habitat) Regulations 2024.

11.24 The LNRS opportunity areas are strategically identified areas that are crucial to developing a coherent nature recovery network across Greater Manchester, through expanding or joining up our core areas. These opportunity areas have no existing statutory protection and have significant potential to become of particular importance for biodiversity. They represent the best areas to

connect-up spaces for nature across Greater Manchester and are where effort should be concentrated to achieve the most for biodiversity.

11.25 This works in partnership with Biodiversity Net Gain; development projects that create, enhance or recover habitat in locations which within the core or opportunity maps of the Greater Manchester Local Nature Recovery Strategy will get a higher biodiversity value in the biodiversity metric than they would in other locations.

11.26 For implementation of statutory Biodiversity Net Gain, the areas identified in the Greater Manchester Local Nature Recovery Strategy as areas that could become of particular importance for biodiversity (or "opportunity areas") are to be categorised as "formally identified in local strategy" for the purposes of scoring "Strategic Significance" in the Statutory Biodiversity Metric.

Policy LP-GI5: Wildlife-friendly features in new development

New development will, where appropriate, make provision for wildlife habitats and other wildlife-friendly features within the development, including the provision of opportunities for nesting birds and bats through the incorporation of bird and bat bricks.

In particular, new housing and commercial development will prioritise incorporation of swift bricks located at a suitable elevation and in line with the British Standard BSI42021 unless other protected or priority species are already present nearby. As a minimum, provision will need to be made for:

- Two swift/bird or bat bricks per residential unit.
- One swift/bird or bat brick per 50 sq.m. of commercial floorspace.
- 13cm square gaps in residential fences to allow for hedgehog highways between gardens.

New development will also need to avoid negative effects on adjacent habitats as a result of inappropriate external lighting in dark corridors and shading of light demanding habitats.

Justification

11.27 Bury is home to a number of nationally and locally prioritised species. Nationally, bats, house sparrows and starlings are designated as species of principal importance[31]. Additionally, the Greater Manchester Local Nature

[31] Department for Environment, Food and Rural Affairs and Natural England (2022) List of habitats and species of principal importance in England.

Recovery Strategy identifies swifts, house martins and hedgehogs as priority species for nature recovery which are a local species that are particularly at risk and need targeted action.

11.28 Swift Bricks are designated by CIEEM and the British Standard Institute as a Universal Bird Brick, they suit a number of building reliant bird species. Besides the Swift, other birds of high conservation concern, especially House Sparrows, but also Starlings and other small cavity nesting birds will equally benefit from their provision.

11.29 For residential development, a minimum number of two swift bricks/bird or bat boxes are required per residential unit. The requirement does not apply to extensions or alterations of existing buildings. The minimum number of swift/bird or bat boxes required on commercial development one per 50 sq.m. of floorspace. Swift/bird and bat boxes should be installed in groups of three, with a preference for integrated provision rather than external boxes. Artificial nest cups for House Martins may also be proposed instead of swift bricks where recommended by an ecologist.

11.30 Additionally, residential gardens can act as urban refuges for urban species such as hedgehogs. By creating hedgehog highways between gardens barriers to hedgehog movement can be reduced and link up key feeding and sheltering habitats. These gaps should be a minimum of 13cm x 13cm.

Policy LP-GI6: Trees, woodland and hedgerows

The Council recognises that trees, woodland and hedgerows bring multiple benefits, including providing valuable wildlife habitats, reducing pollution, improving air quality and increasing resilience to climate change. Accordingly, the Council will support the Greater Manchester City of Trees project by seeking to retain and enhance the coverage of trees across the Borough.

Where a development will, or has the potential to, affect trees, the Council will take a natural capital approach to tree replacement, looking not just at numbers, but at the potential benefits being lost.

In particular, the Council will:

a. Require planning applications to be accompanied by adequate tree survey information, where necessary;

b. Work with developers to ensure that there is no unacceptable loss of, or damage to, existing trees or woodlands during, or as a result of, development;

c. Where development would result in the loss of existing trees:

   i. Where stem diameters are below 15cm[32] require as a minimum, replacement on the basis of two new trees for each tree lost or other measures that take into account the provision of benefits lost, such as those that result in a net enhancement in the character and quality of the treescape and biodiversity value in the local area;

   ii. Where stem diameters are 15cm[33] or more, require planning applications to be accompanied by an assessment of all trees using the CAVAT Full Method or another agreed valuation tool. The value of trees lost will form the starting point for discussions and new or replacement trees will be required to reflect the size of the tree that has been removed in both diameter and height; and

   iii. Require new and replacement trees that are not subject to Biodiversity Net Gain maintenance requirements to be subject to a three-year maintenance condition.

d. Require development proposals to increase the levels of high-quality new native tree planting, ensuring that they continue to be well maintained;

e. Protect the Borough's Ancient Woodlands and Ancient and Veteran Trees as valuable biodiversity, cultural and heritage assets;

f. Protect important[34] hedgerows in the Borough;

g. Support proposals for new tree planting where this involves the right type of trees in the right location;

h. Encourage the incorporation of trees into existing and new proposals for new walking, wheeling and cycling routes; and

i. Ensure the provision of street trees into new development, where appropriate[35].

[32] Based upon the British Standard for Tree Assessment (BS5387)
[33] Based upon the British Standard for Tree Assessment (BS5387)
[34] Importance is measured against the Natural England and Department for Environment, Food & Rural Affairs definition.
[35] Unless, in specific cases, there are clear, justifiable and compelling reasons why this would be inappropriate.

Justification

11.31 Policy LP-GI6 reflects the Council's recognition that trees, woodlands and hedgerows are vital elements of the Borough's green infrastructure network and play a major role within the environment.

11.32 Trees and hedgerows (which are priority habitats[36]) deliver a range of benefits, including sequestering and storing carbon, enhancing biodiversity, providing access to nature, managing water, air, soil and noise pollution, reducing flood risk, stabilising land, reducing soil erosion and strengthening landscape character. They can also soften otherwise harsh urban environments, provide shelter from wind and shade from sunlight and heat and create vibrant environments and pleasant public spaces.

11.33 Having green, tree filled local environments can make a huge contribution to quality of life, promote good mental and physical health, create liveable places, improve our resilience to climate change and support economic growth.

11.34 In recognition of these benefits, Policy LP-GI6 seeks to support the City of Trees project, which is the Greater Manchester's contribution to The Northern Forest - a 25-year vision to plant 50 million trees across the North of England, stretching from Liverpool to Hull.

Policy LP-GI7: Soils

When assessing the potential impact of a development on soil assets, the Council will take into account the following:

a. The effect on the Borough's best and most versatile (BMV) agricultural land[37]. Any proposals for development on such land will need to be informed by a detailed agricultural land survey;

b. Whether the proposal conserves and enhances peat habitats and takes advantage of opportunities to re-wet moorland and mossland habitats in the Borough; and

c. The effect of the proposal on conserving and enhancing the soil resource.

[36] Hedgerows are defined as priority habitats by the Department for Environment, Food and Rural Affairs and Natural England, List of habitats and species of principal importance in England (2022).
[37] As defined by Natural England, BMV agricultural land is defined as Agricultural Land Classifications 1 to 3a.

In recognition of the role of peat habitats in carbon sequestration and the need to reduce greenhouse gas emissions from degrading peaty soils, development which will result in the loss of, degradation, or adverse impact on peat and any functionally linked habitats will be resisted. Where development would adversely affect peat, an assessment will be required which considers its value and whether a scheme could safeguard the resource, or whether there is an acceptable type and level of mitigation that could be provided should loss be unavoidable.

Where a construction management plan is required, this will need to include a soil assessment and sustainable soil management plan.

For temporary forms of development, there will be a requirement to reinstate the site to the former land quality and where applicable, a strategy for the reinstatement, restoration and aftercare to be provided will be required.

Justification

11.35 Nationally, there has been a long-standing presumption against the loss of the most versatile agricultural soils i.e. those capable of producing regular arable crops. Historically, the best and most versatile agricultural land was safeguarded because of its strategic importance in terms of food self-sufficiency for the country. However, the protection of such land is equally applicable today in terms of producing food locally and reducing 'food miles'.

11.36 Although the Borough has very little agricultural land that can be considered to be the best and most versatile, the Council will ensure that the small pockets that do exist are not adversely affected or lost to development. Soil is essential for achieving a range of important ecosystem services and functions, including food production, carbon storage and climate regulation, water filtration, flood management and support for biodiversity. Soil is a finite resource and needs to be conserved and managed in a sustainable way.

11.37 Some of the most significant impacts on soils occur as a result of activities associated with construction. A Code of Practice has been developed by Defra to assist in the understanding of how to better protect soil resources and minimise the risks of environmental harm. Where appropriate a soil assessment may be required.

11.38 Natural England's Peat Map[38] (2025) sets out detailed national coverage and represents the most up to date data for peat depth and extent to enable

[38] Natural England, DEFRA and Natural Capital Ecosystem Assessment (NCEA) England Peat Map: https://england-peat-map-portal-ncea.hub.arcgis.com/

targeted monitoring of soil conditions and planning for conservation. The peat soils of the uplands are important for addressing multiple green infrastructure priorities and enhancing biodiversity. The Council will work with partners and stakeholders to protect existing areas and seek opportunities for the positive restoration of degraded areas of peat.

11.39 The Borough also includes areas of degraded Blanket Bog and former mossland. The latter (primarily associated with Unsworth Moss) is now unlikely to be restored, with evidence indicating there is not restorable peat at this location. However, the peat associated with Holcombe Moor, though currently not actively growing, still represents an important area of locked carbon and potential source of paleo-ecological records.

11.40 Conservation, enhancement and restoration would help to combat climate change as actively growing peat will both lock additional carbon and retain more water.

12 Improving access to quality open space, sport and recreation

12.1 The NPPF states that access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change.



12.2 Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.

12.3 The key local issues associated with the provision of open space and opportunities to get involved in sport and recreational activity are that there are significant and rising levels of obesity in children and adults; that levels of physical inactivity are sizeable; and that there is a need to increase opportunities to travel by walking, wheeling and cycling. Coupled with this, there are identified deficiencies in the quantity, quality and accessibility of all types of open space across the Borough.

12.4 In response to these issues, it is considered that the Local Plan should seek to ensure that the Borough's residents have good access to a sufficient amount of good quality open space, sport and recreation facilities.

Policy LP-OS1: Protected open space, sport and recreation

The Council will seek to retain an adequate supply of good quality and accessible open space, sport and recreational assets that satisfies the

minimum standards defined in the Bury Open Space Assessment[39], the Bury Playing Pitch and Outdoor Sport Strategy[40] (or any subsequent updates), and other supporting strategies.

In seeking to retain all forms of open space, sport and recreation provision including indoor sports facilities, development will not be allowed where it would result in the loss of such assets except where it can be clearly demonstrated that:

a. a site is surplus to current and future community requirements taking into account the value of the site and its potential for addressing any identified deficiencies in other types of open space, sport and recreation; or

b. replacement open space, sport and recreation land and facilities which are at least equivalent in terms of quality, quantity and accessibility are made available; or

c. the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

In seeking to enhance open space, sport and recreation provision, the Council will:

d. give favourable consideration to proposals for additional open space, sport and recreational facilities;

e. give favourable consideration to proposals for the appropriate improvement to the quality and accessibility of existing open space, sport and recreational assets;

f. require new housing developments to contribute towards the open space, sport and recreational needs of the prospective residents in accordance with Policy LP-OS2 and integrate open spaces with walking, wheeling and cycling networks;

g. encourage the dual use of education recreation facilities by the wider community; and

h. subject to other policies, give favourable consideration to proposals to redevelop a small part of an open, space, sport or recreation site

[39] Bury Open Space Assessment (2026) https://www.bury.gov.uk/planning-building-control/planning-policy/evidence-and-monitoring/open-space-sport-recreation
[40] Bury Playing Pitch and Outdoor Sport Strategy (2023) https://www.bury.gov.uk/asset-library/bury-pposs-full-assessment-report-final.pdf

where it can be clearly demonstrated that this is surplus to current and future needs; would represent the best opportunity to retain and enhance the facility; and would contribute towards meeting identified local needs.

Proposals that would involve the loss of open space, sport and recreation facilities that has been specifically provided to serve the needs of the residents of new housing will not be permitted.

Justification

12.5 Easy access to good quality open space and recreational facilities can make an important contribution towards the health and well-being of the Borough's communities and can provide opportunities for people to pursue a more active lifestyle.

12.6 As a result, it is important to ensure that such sites are protected from development where they currently fulfil, or have the potential to fulfil, the needs and aspirations of the local community. This includes recognising the contribution that education recreation facilities and playing fields can make towards the provision of facilities for the wider community.

12.7 In addition to quantity, it is important that the quality of open space and recreational facilities is of a high standard in order to enable effective and regular use. Similarly, it is also vital that sites are accessible to the community which it is intended to serve.

12.8 The sites that will be subject to this Policy are identified on the Policies Map but the Policy will be equally applicable to any other unidentified areas of open space and recreation.

12.9 On-site open space, sport and recreation facilities provided in conjunction with new housing play a specific role in catering for the needs of the residents of that development. Consequently, any development that would involve the loss of such space will not be permitted.

Policy LP-OS2: Open space, sport and recreation provision in new housing

Developers of 10 or more dwellings will be required to make provision for new or enhanced open space, sport and recreation to meet the needs of the prospective residents in accordance with the standards and thresholds

identified in the Bury Open Space Assessment[41], the Bury Playing Pitch and Outdoor Sport Strategy[42] (or any subsequent updates) and other local standards set by supporting strategies.

Unless there are specific circumstances connected to the site which would dictate otherwise, provision will be required to be made in accordance with the following:

a. 10-99 dwellings: one-off financial contribution to help address identified quantitative and qualitative deficiencies within the appropriate distance threshold of the site.

b. 100 or more dwellings: provision on-site within or adjacent to the development.

Planning applications for Houses in Multiple Occupation (HMOs) involving 10 or more beds will be required to make provision for new or enhanced open space, sport and recreation to meet the needs of the prospective residents.

Developers will be required to make appropriate provision for the long-term management and maintenance of any facilities provided or improved.

Proposals that would involve the loss of open space, sport and recreation facilities that has been specifically provided to serve the needs of the residents of new housing will not be permitted.

Justification

12.10 New housing development within the Borough brings with it an increase in population and a subsequent increase in demands for open space, sport and recreational facilities. To help quantify the additional demand for playing pitches and key community sports facilities, applicants may wish to refer to Sport England's Playing Pitch Calculator and Sports Facility Calculators.

12.11 If the increase in demand for recreation is not met through the new development, then this is likely to place excessive demands on existing facilities which, in turn, may have an adverse impact on quality. As such, Policy LP-OS2 sets out what will be expected of developers of all new

[41] Bury Open Space Assessment (2026) https://www.bury.gov.uk/planning-building-control/planning-policy/evidence-and-monitoring/open-space-sport-recreation.
[42] Bury Playing Pitch and Outdoor Sport Strategy (2023) https://www.bury.gov.uk/asset-library/bury-pposs-full-assessment-report-final.pdf

housing in respect of meeting the demands of the prospective residents through the provision of open space, sport and recreation.

12.12 In terms of off-site financial contributions towards the implementation of new or the enhancement of existing open space, sport and recreation, contributions will be calculated using costs of provision together with household size figures from the Census. The amount payable will be revised annually to take account of inflation based on the RICS Community Infrastructure Levy Index. All financial contributions will be index linked from the date of the Section 106 Agreement to the date of payment. Given the annual updates, the specific extent of developer contributions towards open space, sport and recreation will be set out in a supplementary guidance note.

12.13 On-site open space, sport and recreation facilities provided in conjunction with new housing play a specific role in catering for the needs of the residents of that development. Consequently, any development that would involve the loss of such space will not be permitted.

Policy LP-OS3: Strategic recreation routes

In promoting access to the countryside, the Council will seek to establish a network of designated recreational routes to provide access, where appropriate, for pedestrians, cyclists and horse riders. These routes will be safeguarded and any development which would prejudice their establishment or use will not be permitted unless an alternative route is provided that is equally attractive and convenient.

In supporting a network of designated recreational routes, the Council will also seek to protect and enhance other local recreational routes. The provision of further local and strategic recreation routes will be sought, particularly where they would improve links between the six towns, to strategic allocation sites and regeneration areas. New development that is proposed on a site which could help to fill a gap in the network will be required to incorporate a strategic recreation route as part of the development.

The following are identified as strategic recreation routes and these are shown on the Policies Map:

- LP-OS3/1- The Kirklees Valley. A route linking Bury Town Centre and Greenmount primarily following a former railway line.
- LP- OS3/2 - Former Bolton to Bury/Radcliffe Railway Line. Routes from Bradley Fold to Bury and from Bradley Fold to the Manchester, Bolton and Bury Canal in Radcliffe along a former railway line.

- LP- OS3/3 - The Roch Valley. A route from Springwater Park in the Irwell Valley along the valley of the River Roch to link with the Ashworth Valley in Rochdale. For a part of its length the proposed route lies within the Borough of Rochdale and is, therefore, not shown on the Proposals Map.
- LP- OS3/4- The Irwell Valley North of Bury Town Centre. This route follows the river Irwell Sculpture Trail linking Burrs Country Park, Bury Town Centre to Ramsbottom and Summerseat.
- LP- OS3/5 - The Irwell Valley & Outwood Trail South of Bury Town Centre. This route follows the canal towpath and a former railway line linking the Irwell Valley Sculpture Trail and Prestwich Forest Park with Radcliffe and Bury Town Centres.
- LP- OS3/6 The Manchester Bolton and Bury Canal. This route connects Bury, Radcliffe and Bolton via canal towpaths.

Justification

12.14 Many of the existing strategic recreation routes follow disused railways, public rights of way and waterside routes, and are generally separate from highways.

12.15 The network of strategic recreation routes in Bury is an important component of a sustainable Borough, helping to provide opportunities for outdoor recreation and connecting urban areas to the countryside. Strategic recreation routes are therefore a key part of the Borough's wider green infrastructure network and make a significant contribution to public health and wellbeing by providing opportunities for more active lifestyle choices. These routes are supported by a wider network of public rights of way.

12.16 The Council's intention is to improve opportunities for all users to gain access to the countryside and that recreational routes are central to achieving this by creating accessible links between the Borough's communities and the wider countryside.

13 Protecting the Green Belt

13.1 The NPPF specifies that the underlying aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt, including harm to its openness.



13.2 The NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

13.3 It also specifies that once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land.

13.4 In order to meet identified development needs, the Places for Everyone Joint Plan altered the Green Belt boundaries across the plan area. The current extent of the Green Belt in Bury is designated by PfE Policy JP-G9: 'The Green Belt' and is shown on the Policies Map.

13.5 Any proposals for development within the Green Belt will be considered within the context of relevant policies in the NPPF, the Places for Everyone Joint Plan and this Local Plan.

Policy LP-GB1: Limited infilling in village settlements

The Council will support limited infilling within the Borough's village settlements of Shuttleworth, Holcombe, Hawkshaw, Summerseat, Affetside, Nangreaves, Ainsworth and Simister where it:

a. is in keeping with the scale, character and appearance of its surroundings and the local area;

b. does not give rise to unacceptable impacts; and

c. does not involve the loss of undeveloped land that makes a positive contribution to the character of the area.

Proposals within areas of Green Belt associated with settlements other than those listed will not be regarded as limited infilling in a village settlement.

Justification

13.6 Limited infilling within village settlements is defined as the development of a relatively small gap between existing buildings. The Borough contains a number of village settlements that, because of their location outside the main urban area, are relatively isolated and self-contained settlements set within wider areas of open land and 'washed over' by Green Belt.

13.7 The Green Belt designations for these settlements are to remain and any development will be restricted to limited infilling that is in scale with the village and would not adversely affect its character and surroundings.

13.8 Policy LP-GB1 identifies the Borough's village settlements to which the Policy will be applicable and the concept of limited infilling within the Green Belt will not apply to any other settlements.

Policy LP-GB2: Conversion and re-use of buildings in the Green Belt

The Council will permit the conversion and re-use of buildings in the Green Belt providing that:

a. It does not have a materially greater impact than the present use on the openness of the Green Belt and the purposes of including land in it;

b. Any extension of re-used buildings, and any associated uses of land surrounding the building do not conflict with the openness of the Green Belt and the purposes of including land in it (e.g. because they involve extensive external storage, or extensive hardstanding, car parking, gardens, boundary walling or fencing);

c. The buildings are of permanent and substantial construction, and are capable of conversion without major or complete reconstruction;

d. The form, bulk and general design of the buildings are in keeping with their surroundings;

e. Suitable access and likely traffic generation can be accommodated without creating a traffic hazard or the need for major road improvements or lengthy new routes;

f. All the necessary services can be provided without extensive works; and

g. The applicant has undertaken a comprehensive assessment, to the satisfaction of the local planning authority, to determine whether the building contains any protected species (such as bats or barn owls) and other nesting birds and, if so, that measures will be taken to prevent damage to habitats.

Justification

13.9 When suitable safeguards are taken, the re-use or conversion of buildings should not prejudice the openness of the Green Belt since the buildings are already there. Re-use or conversion can help to secure the continued stewardship of land, especially by assisting farm diversification and can contribute to the objectives for the use of land in the Green Belt.

13.10 Buildings which have become so derelict that they could be brought into use only by complete or substantial reconstruction would not fall within the scope of this Policy.

13.11 In the case of residential conversions there will be an emphasis on gardens which are in keeping with the local landscape, particularly in areas of otherwise surrounding open countryside.

13.12 Section 9 of the 1981 'Wildlife and Countryside Act' affords protection to both protected species and any structure or place which such a species may use for shelter or protection. Agricultural buildings are valuable habitats for barn owls, bats and other protected species. Prior to granting planning permission the local planning authority will have to be satisfied that no such species are present but, if they are, that measures are in place to ensure that any damage to such habitats is prevented.

Policy LP-GB3: Rural occupational dwellings in the Green Belt

The Council will only permit proposals for new dwellings to support agricultural, forestry and other occupational dwellings associated with

activities acceptable in the Green Belt in very special circumstances, such as where it can be clearly demonstrated that there is an essential need for rural workers to be housed at or in the immediate vicinity of their place of work. This need will only exist where:

a. There is a clearly established existing functional need for the dwelling;

b. The functional need could not be fulfilled by another existing dwelling on the agricultural unit, or any other existing suitable accommodation in the area;

c. The dwelling is of a size commensurate with the established functional requirement and in relation to the needs of the agricultural unit.

d. Where a functional need has been established to the satisfaction of the Council, a planning condition will be used to control its occupancy for that purpose.

Applications for the removal of an occupancy condition related to rural workers will only be supported where it can be clearly demonstrated that:

e. There is no longer a need for the occupational dwelling on the holding/business and in the local area; and

f. The property has been robustly and realistically marketed to ensure proper coverage within the relevant sector for at least 12 months at a price which reflects the existence of the occupancy condition.

Applications for the conversion of barns on functioning agricultural land will need to submit evidence which clearly demonstrate that the barn is surplus to requirements.

Justification

13.13 Dwellings associated with agriculture, forestry or other activities that are acceptable within the Green Belt will not be permitted in the Green Belt except in very special circumstances.

13.14 However, one exception may be where the Council can be satisfied there is an essential need for an agricultural worker to live in the vicinity of their workplace. In the interest of ensuring the openness of the Green Belt is not compromised unnecessarily by potentially intrusive development, the policy requires the applicant to provide evidence that the dwelling is genuinely

required to support the proper functioning of the enterprise, and that there are no realistic housing alternatives available elsewhere in the local area.

13.15 The dwelling would also be expected to not be larger than is appropriate to meet the requirements of the enterprise. Applicants will also need to demonstrate that the agricultural use connected to the dwelling is financially viable and secure and where there is uncertainty over the financial security of the enterprise, the Council may only grant planning permission on a temporary basis.

Policy LP-GB4: Agricultural diversification in the Green Belt

The Council will support proposals for agricultural diversification within the Green Belt provided that:

a. The scale of any development would preserve the openness of the Green Belt and not conflict with the purposes of including land within it;

b. The applicant can clearly demonstrate that the proposal would sustain the long-term future of an established agricultural business and would result in positively and long-term benefits to the rural economy;

c. There would be no unacceptable impact on amenity, biodiversity of heritage assets;

d. There would be no adverse impact on the local landscape;

e. The level of traffic generation could be accommodated by the highways network taking into account the rural location and the quality and specification of the local road network; and

f. The proposal does not conflict with other development plan policies.

Justification

13.16 The development and diversification of agricultural and other land-based rural businesses and agricultural diversification into non-agricultural activities can help to maintain the commercial viability of farm enterprises, supporting the wider rural economy and helping to ensure that profitable agricultural uses are retained.

13.17 Proposals for agricultural diversification must be accompanied by a comprehensive farm diversification plan which indicates how new uses will

assist in retaining the viability of the farm and the agricultural enterprise, and how it complements other short or long term business plans for the farm.

13.18 Furthermore, in supporting agricultural diversification, the Council will ensure that that the countryside is not damaged by unrestrained and inappropriate development. As such, diversification proposals will be required to be of a scale and nature appropriate to the location and be capable of satisfactory integration into the rural landscape. Such proposals should seek to reuse existing buildings wherever possible and have regard to the amenity and impacts on neighbouring uses.

Policy LP-GB5: Equestrian development in the Green Belt

The Council will support proposals for equestrian development in the Green Belt providing the size, scale and materials used do not give rise to unacceptable visual impacts on the openness of the Green Belt and protect existing landscape assets such as mature trees and ponds. In such cases, manure storage plans will be required.

Justification

13.19 The keeping of horses for recreational purposes or as part of commercially-based equestrian activities is a growing activity within the Borough, particularly within the Green Belt. Proposals will be considered acceptable where they will not have an adverse effect on the appearance of the area. In particular, high standards of design, construction and maintenance will be expected as part of any development proposals.

13.20 As is the case for any development within areas of open land, proposals in connection with equestrian activity will be required to take particular care to minimise the visual impact on the surrounding area. Any buildings will need to be sited and designed to blend in with their surroundings.

13.21 The size and scale of any buildings will also be important, with large structures, such as indoor arenas, only being considered acceptable within areas of the Green Belt where its design and siting would not have an unduly detrimental effect on the surrounding environment.

14 Managing water and flood risk

14.1 Climate change has the potential to raise the risk of flooding through increased rainfall and the occurrence of more extreme rainfall events.



14.2 With significant areas of the Borough at risk of river and surface water flooding and increasing conflict and pressures between climate change scenarios and future development aspirations, there are a number of key water and flood risk issues the Borough faces.

14.3 Drainage and sewerage capacity varies locally and increasingly there is insufficient capacity in the sewer and drainage network to accommodate surface water and therefore surface water run-off and discharge from developments needs to be minimised. United Utilities are actively seeking opportunities to remove surface water discharges from their combined sewer system and restricting permitted discharges from new development, so a more sustainable approach to future development is essential. The need to ensure water is efficiently used and water quality protected and enhanced are also key issues within the Borough.

14.4 The Local Plan seeks to manage flood risk from all sources by directing development away from areas of flood risk, ensuring it is well protected from flood risk and does not contribute to increased flood risk elsewhere. Improvements to water quality to provide a better-quality environment for and opportunities to enhance biodiversity and the incorporation of measures for the conservation of water are sought through the Local Plan.

Policy LP-W1: Flood risk and water management

New development will be expected to follow an integrated water management approach, incorporating flood risk, water supply and quality, as well as climate resilience.

Development proposals will be required to:

a. Have full regard to and compliance with the NPPF, advice of the Environment Agency, United Utilities and the Lead Local Flood Authority (LLFA) and the objectives and priorities set out in the latest North West River Basin District Flood Management Plan and Bury Flood Risk Management Strategy;

b. Submit an appropriate site-specific flood risk assessment (FRA) for all development proposals, including changes of use, on sites greater than 0.5 ha within Critical Drainage Areas (CDAs) as identified by the Strategic Flood Risk Assessment (SFRA);

c. Have full regard to published evidence of local flood risk and its significance as included in SFRA, Surface Water Management Plans and other recognised sources of flood risk;

d. Ensure that where development will result in the loss of fluvial floodplain storage within the 1 in 100 year flood extent (plus climate change allowance) level for level and volume for volume compensatory storage is provided. Compensation must be provided on land that does not currently flood and is directly adjacent to the existing floodplain, and must operate at the same flood levels as the lost storage;

e. Ensure there is no adverse impact on water quality and, where practicable, take opportunities for water quality enhancement;

f. Accord with the latest national guidance on groundwater protection, where applicable;

g. Achieve as a minimum the optional requirement set through Building Regulations Requirement G2: Water efficiency or any future updates for residential schemes; For major non-residential development will be required to achieve five credits for category Wat 01 of BREEAM unless demonstrated impracticable; and

h. Ensure there are no adverse impacts on amenity or safety where development is to be located near to existing or future wastewater or water treatment works, pumping stations or other wastewater infrastructure.

Justification

14.5 Bury has experienced significant flooding incidents in the past, causing disruption to communities and damage to property and possessions. Some

parts of the Borough are at higher risk of flooding than others. With climate change leading to more extreme weather events, the risk of flooding in the Borough will continue to be a significant issue.

14.6 The policy in relation to flood risk is informed by national policy and local guidance and evidence including the Bury's Strategic Flood Risk Assessment (SFRA) There are currently no EA Areas with Critical Drainage Problems (ACDP) within the Borough and therefore critical drainage areas will be identified by the SFRA.

14.7 Compensatory flood storage should be provided, on a level for level, volume for volume basis on land that does not currently flood but is adjacent to the floodplain (for it to fill and drain by gravity). It should be in the vicinity of the site and within the red line of the planning application boundary.

14.8 It is important to ensure that new development does not cause further deterioration to water bodies in the Borough and wherever possible can support improvements.

14.9 Where applicable, applicants will be required to undertake a risk assessment (quantitative and qualitative) of the impact on the groundwater environment and public water supply. Development will only be acceptable where it is demonstrated to the Local Planning Authority that there will be no unacceptable impact on the groundwater environment and public water supply.

14.10 The PfE plan notes that district local plans should consider setting a tighter water efficiency standard where there is a local need. The effects of climate change, a growing population and the requirements of modern industry are putting increased pressure on water resources. Increased water efficiency will also help to reduce carbon emissions from water treatment and contribute to the Borough's emissions targets.

14.11 Development proposed in the vicinity of wastewater or water treatment works, pumping stations or other infrastructure may need to put suitable mitigation measures in place to avoid those activities having a significant adverse effect on residents or users of proposed development. When applicable, applicants will be required to submit an impact assessment, outlining any adverse effects from the neighbouring site, and any required mitigation.

Policy LP-W2: Sustainable Drainage

Development proposals must be supported by a strategy for foul and surface water management.

Development proposals are required to incorporate sustainable drainage (SuDS) schemes, designed in accordance with the national standards to deliver multifunctional benefits in accordance with the four pillars of sustainable drainage unless there is clear evidence why such techniques are not possible. Sustainable drainage will need to be integrated with the landscaped environment and the strategy for biodiversity net gain.

Surface water must be discharged in the following order of priority, recognising that a combination of measures within the hierarchy may be required to satisfactorily deal with all surface water:

a. Collected for non-potable use.

b. Infiltrated to ground.

c. Discharged to an above ground surface water body.

d. Discharged to a surface water sewer, or another piped surface water drainage system.

e. Discharged to a combined sewer.

Proposals must be designed to maximise the retention of surface water on-site and minimise the volume. Developments on greenfield sites are expected to achieve greenfield run-off rates.

Proposals on previously development land will need to target a greenfield rate of surface water run-off. However, as a minimum, proposals on previously developed land must achieve a reduction in the rate of surface water discharge of 40% rising to a minimum of 55% in any critical drainage area identified by the Strategic Flood Risk Assessment. This rate will increase to 70% in Flood Zone 3.

Any reduction of these standards must be agreed with the LLFA and LPA at an early stage in the project but should never exceed the rate of discharge form the existing development. Applicants must submit clear evidence of existing operational connections from the site with associated calculations on rates of discharge. All drainage design submissions must include a full set of design calculations and, where appropriate, a plan indicating exceedance flow paths to demonstrate the potential impacts of more extreme storm events on the development.

The design of proposals must assess and respond to the existing hydrological characteristics of a site to ensure a flood resilient design is achieved and water/flooding is not deflected or constricted. All drainage will need to be designed in accordance with ‘Ciria C753 The SuDS

Manual', Greater Manchester's Sustainable Drainage Design Guide, the national standards for sustainable drainage systems, sewerage sector guidance, or any subsequent replacement guidance.

For any development proposal which is part of a wider development/allocation, foul and surface water strategies must be part of a holistic site-wide strategy. Pumped drainage systems must be minimised and a proliferation of pumping stations on a phased development will not be acceptable.

Development proposals must be accompanied by a drainage management and maintenance strategy and include a plan for any watercourse within the application site or an adjacent watercourse where the application site is afforded riparian rights. These strategies will need to be submitted for approval by the LLFA.

Justification

14.12 The Flood and Water Management Act 2010 introduced new responsibilities for the Council relating to the approval of proposed drainage systems in new development redevelopments, subject to certain thresholds and exemptions, having regard to minimum national standards and Policy LP-W2 should be read in conjunction with these statutory requirements.

14.13 Foul and surface water drainage must be considered early in the design process. Sustainable drainage will be required to be integrated with the landscaped environment and designed in accordance with the four pillars of sustainable drainage (water quantity, water quality, amenity and biodiversity). Examples include green roofs; permeable surfacing; soakaways; filter drainage; swales; bioretention tree pits; rain gardens; basins; ponds; reedbeds and wetlands.

14.14 Application of the hierarchy for managing surface water is a key requirement for all development proposals to reduce flood risk and the impact on the environment. The sustainable drainage hierarchy is defined in the Government's National Standards for sustainable drainage systems (SuDS). Clear evidence must be submitted to demonstrate why alternative preferable options in the surface water hierarchy are not available.

14.15 Drainage details, ground levels and finished floor levels are critical to ensure development proposals are resilient to flood risk and climate change. It is good practice to ensure the external levels fall away from the ground floor level of the proposed buildings (following any regrade), to allow for safe overland flow routes within the development and minimise any associated flood risk from overland flows. In addition, where the ground level of the site

is below the ground level at the point where the drainage connects to the public sewer, care must be taken to ensure that the proposed development is not at an increased risk of sewer surcharge. It is good practice for the finished floor levels and manhole cover levels (including those that serve private drainage runs) to be higher than the manhole cover level at the point of connection to the receiving sewer.

14.16 Holistic site-wide drainage strategies will be required to ensure a coordinated approach to drainage between phases, between developers, and over several years of construction. Applicants must demonstrate how the approach to drainage on any phase of development has regard to interconnecting phases within a larger site with infrastructure sized to accommodate interconnecting phases. When necessary, the holistic drainage strategy must be updated to reflect any changing circumstances between each phase(s). The strategy shall demonstrate that it has been prepared in agreement with infrastructure providers and outline how each phase interacts with other phases.

Policy LP-W3: Water resources

When assessing the potential impact of a development on water resources, the Council will require development proposals to have regard to the North West River Basin Management Plan and to:

a. Avoid the culverting of watercourses;

b. Take advantage of opportunities to enhance and restore water courses to a more natural state through the removal of artificial features such as weirs, channelling, berms etc. whilst avoiding increase flood risk to property;

c. Maintain an undeveloped and unobstructed buffer strip of at least ten metres from the top of the bank of any Main River and at least five metres from any ordinary watercourse and any new development. For main rivers, if it can be demonstrated that ten metres is not feasible or viable then eight metres will need to be achieved in line with Environment Agency regulations;

d. Provide buffer zones which are natural in character, distinct from the built environment and contain native plant species;

e. Be accompanied by a management plan which includes all riparian areas of a site ensuring access for maintenance of existing services and utilities is retained;

f. Enable greater public access to the green and blue infrastructure network; and

g. Include measures to control invasive species such as Japanese Knotweed and Giant Hogweed.

Justification

14.17 The River Irwell, River Roch and tributaries are key elements of the Borough's Green Infrastructure, wildlife network and landscape character and have contributed significantly to the geodiversity of the Borough.

14.18 The Environment Agency (EA) produced River Basin Management Plans for England and Wales to ensure that these countries can meet the duties set out under the European Water Framework Directive. The plans identify a number of actions to improve water quality and fisheries and reduce flood risk but also note the need to restore, where feasible, natural bank form and flood plain through the removal of culverts, canalisation and weirs. At a local level, the EA commissioned a study identifies specific recommendations for the physical restoration of the Irwell and Kirklees Brook. Recommendations included removal of weirs, reconnection of the Irwell to its natural flood plain and the need to install fish ladders on weirs that need to be retained for flood defence.

14.19 A similar study has been produced for the River Roch which identified opportunities for river restoration in order to comply with the Water Framework Directive (WFD) mitigation measures. To this effect, weirs, revetment works and potential flood storage areas have been identified and possible options for improving channel morphology, habitat creation and diversity and increasing fish passage.

15 Addressing air quality, pollution and hazards

15.1 Pollution involves the introduction of harmful contaminants into the environment, which can include air, noise, light and vibration, as well as substances such as chemicals, particulate matter and certain gases. If it is not properly controlled, it can have a major impact on health, amenity, natural resources, wildlife, heritage assets and quality of life.



15.2 Development can lead to the emission of pollutants to the atmosphere, land or watercourses, both during construction and through the operation of the completed scheme. As such, it is important that the planning system is used to complement other regulatory mechanisms for controlling pollution.

15.3 The NPPF states that planning policies and decisions should contribute to and enhance the natural and local environment and that this should include preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. It also states that this should involve remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land.

15.4 Alongside other controls, the Local Plan has a role to play in ensuring that development does not lead to or be at risk from unacceptable levels of pollution and hazard.

Policy LP-AP1: Air quality and pollution control

The Council will prevent both new and existing development from contributing to, or being adversely affected by, unacceptable levels of pollution and poor air quality.

In assessing the potential impact of pollution, the Council will have regard to:

a. Potential impacts on human health and amenity;

b. The proximity and sensitivity of uses that could be affected by the pollution;

c. Existing levels of pollution, including Air Quality Management Areas within the Borough;

d. The sensitivity of natural resources, wildlife and heritage assets that may be affected; and

e. Any relevant strategies and targets for pollution control and reduction.

Where new development gives rise to the potential for unacceptable adverse impacts from pollution, the Council will require applicants to submit an assessment of the pollution impacts which includes proposed measures to avoid, minimise or mitigate pollution impacts.

Where necessary, the Council will impose planning conditions and/or obligations to ensure that the impacts of pollution are being effectively monitored and that the proposed measures to avoid, minimise or mitigate pollution impacts are being effectively implemented.

The Council will not permit development where an applicant is unable to satisfactorily demonstrate that measures are capable of being put in place to avoid, minimise or mitigate pollution impacts.

Justification

15.5 Pollution can come in many forms, including air, noise, light, odours, dust and vibration. If pollution is not adequately controlled, it can have negative consequences socially, environmentally and economically. Consequently, controlling potential sources of pollution is an important aspect of sustainable development. Pollution can have significant consequences for human health and amenity as well as natural resources and uses that are sensitive to the effects of pollution.

15.6 As a result, it is important that pollution is given thorough consideration through the planning process both in terms of the potential impacts that may arise from the development as well as assessing whether new development would be subject to unacceptable levels of pollution from other sources.

15.7 Whilst some forms of pollution are subject to other forms of regulatory mechanisms from bodies such as the Environment Agency, Policy LP-AP1 is intended to support these and ensure that wider implications and impacts are duly considered as an integral part of the planning process. On this basis, it should be noted that planning consent will not be simply granted if a development is considered acceptable under the other regulatory mechanisms.

15.8 Where potentially unacceptable adverse impacts are identified, an applicant will be required to give due consideration to the effects of pollution either from the development itself and/or the effect of existing pollution on the proposed development. This will need to be contained within an assessment of the pollution impacts arising from the development and this should include any proposed measures designed to prevent, reduce or mitigate the effects of pollution.

15.9 Poor air quality affects everyone's health and is linked to many health conditions. The Local Plan will support the measures set out in the Greater Manchester Clean Air Plan that are designed to make Greater Manchester a cleaner and healthier place to live in, work in and visit through investment in cleaner buses and taxis, active travel and targeted traffic measures.

15.10 The Borough includes a number of locations where air quality does not meet the national air quality objectives that aim to protect people's health and the environment. These are largely focused on the Borough's motorways and on key routes in and around Bury town centre and these have been declared an Air Quality Management Area (AQMA).

15.11 Development which is located in or close to AQMAs will be carefully considered in terms of their individual and cumulative impacts within the designated area, and it will be expected that mitigation is put forward to reduce the air quality impact arising from each proposal.

15.12 Whilst nitrogen dioxide (NO_2) is the pollutant that has led to the designation of the Borough's AQMA's, of increasing concern is the impact of particulate matter on air quality levels, in particular $PM_{2.5}$. The national Clean Air Strategy (2019) clearly sets out aims to reduce existing exceedances of $PM_{2.5}$ concentrations across the UK and The Environmental Targets (Fine Particulate Matter) (England) Regulations 2023 set two new targets for fine particulate matter ($PM_{2.5}$):

15.13 On this basis, the Council will expect applicants to provide evidence that they have identified key sources of air pollution within their schemes and taken appropriate action to minimise emissions of both particulate (PM_{10} and $PM_{2.5}$) and nitrogen dioxide (NO_2) and any potential for future exceedances.

Policy LP-AP2: Contaminated and unstable land

Development which may affect or be affected by contamination or land instability due to its previous history, geology, or proposed use, will require the submission of an appropriate contamination and/or land instability risk assessment. Such a report will assess the extent of the contamination or instability, and the potential affect it may have on the development and/or its future users, the natural and built environment.

Development will only be permitted where it can be demonstrated that any risks associated with contamination or land stability can be appropriately mitigated and safe development can be achieved.

Justification

15.14 Land which is to be developed may have been contaminated by past land uses or waste disposal activity at or in the vicinity of the site. For sites where land contamination is known or likely to be present, or where the proposed development would be particularly vulnerable or sensitive to contamination, the local planning authority will require a desk study assessment and site reconnaissance, and possibly investigation, to be carried out prior to the application being determined. Any unacceptable risks should be identified, and proposals made to deal with them to an appropriate standard taking into account the intended use, as part of the development process. Consideration should be given to both industrial and naturally occurring contaminants.

15.15 Developers of potentially contaminated sites should arrange pre-application discussions with the local planning authority to identify the scope of any necessary investigations. The responsibility lies with the developer to ensure that a development is safe and suitable for its intended use.

15.16 The effects of ground instability vary in their nature, scale and extent. At their most extreme, they may threaten life and health or cause damage to buildings and structures. Difficulties have been experienced in developing land in areas of past and present mining and in other areas where land is unstable or potentially unstable. However, given proper safeguards, land which has been damaged by mining or other industrial activities, or which is naturally unstable can often be put to appropriate use.

15.17 Developers of land that is currently subject to instability, or may result in instability, will be required to fully investigate the issue including a full exploration of remedial, preventative or precautionary measures to ensure, to the satisfaction of the local planning authority, that the proposed development will be safe.

Policy LP-AP3: Control of hazardous uses

Applications for hazardous substances consent, and developments involving the use of hazardous substances, will only be permitted where:

a. There would be no unacceptable risk to the public, having regard to the number and vulnerability of people who would potentially use developments that would fall within any associated safety zones identified by the Health and Safety Executive;

b. They would not unacceptably hamper or reduce the development options for adjacent sites or the wider area; and

c. The hazardous substances would be stored in a way that avoids any potential harm to the environment.

Justification

15.18 The production and use of hazardous substances is a crucial part of the local and national economy. However, by definition, hazardous substances have the potential to cause significant harm to the public and the built environment if these are not properly controlled.

15.19 It is therefore essential that the location of associated facilities is carefully controlled. In doing so, it will be important to consider the constraints that a hazardous use could apply to the positive future use of surrounding sites, rather than just the impact on existing uses.

Policy LP-AP4: Development near hazardous installations

Development will not be permitted near hazardous installations where it would result in an unacceptable increase in the risk or consequences of a major accident.

In determining whether there would be an unacceptable risk, regard will be had to:

a. The proximity of the development to the hazardous installation, particularly whether it would be within any of the associated safety zones around the installation as identified by the Health and Safety Executive or any site-specific assessment;

b. The type of hazardous substance and the nature of the hazard resulting from it; and

c. The number of people likely to occupy, use or visit the development, their vulnerability, and the potential duration of their exposure to the risk.

Justification

15.20 Where hazardous installations already exist, it is necessary to carefully control development that takes place nearby them to ensure that the public is not put at an unnecessary level of risk.

15.21 This does not automatically preclude development within the safety zones around hazardous installations, even if this would significantly increase the number of people that would be at risk in the event of a major accident. However, the resultant risk must be acceptable and manageable. This may affect the type and scale of development that is appropriate in some locations.

16 Delivering other infrastructure

16.1 The NPPF specifies that advanced, high-quality and reliable communications infrastructure is essential for economic growth and social well-being.



16.2 Planning policies and decisions should support the expansion of and competition within digital connectivity infrastructure networks including:

- Mobile connectivity (4G and 5G) which requires mast, poles and small cell infrastructure.
- High speed broadband connectivity: which is usually provided by full fibre through cable underground ducting or via poles fed from street cabinets.
- Wireless connectivity: which is usually delivered via street poles providing over the air connectivity.

16.3 The Local Plan policies will set out how we will support investment in high quality, resilient and competitive digital connectivity infrastructure that can be delivered and upgraded over time to existing and new developments.

16.4 Through negotiation/discussion with the provider, the local authority will seek to optimise, the location and positioning of sites to strike a balance between delivering the necessary mobile/wireless coverage and capacity and visual amenity.

16.5 Mobile and wireless technology are continuing to evolve with 5G being the latest generation of mobile technology which offers greater capacity and lower latency, allowing thousands of devices in a small area to be connected at the same time. The standards for next generation 6G mobile are currently being agreed internationally ready for likely roll out by 2030.

16.6 By 2028 it is expected that all 2G and 3G mobile networks will be switched off by providers leaving the high frequency 4G and 5G networks as the standard for mobile connection.

16.7 By 2030, mobile providers will be upgrading the capacity of their networks by investing in standalone 5G. This will ensure that users can make calls and access the internet throughout the day when demand varies, particularly during events and in areas of high footfall e.g. town centres and transport hubs. This will require investment in more mobile infrastructure including small cells on street furniture and buildings.

Policy LP-OI1: Digital Connectivity infrastructure

The Council will support the provision of enhanced, competitive full fibre, mobile and wireless connectivity infrastructure working closely with the Digital Connectivity Infrastructure Providers and the Greater Manchester Combined Authority (GMCA).

Developers will need to engage early with fibre providers delivering services in the area to make provision for affordable, high speed, high-capacity digital connectivity infrastructure in conjunction with proposals involving new housing, employment, education, community facilities and town centre uses.

New development will incorporate full fibre connections, including ducting capable of accommodating at least two digital connectivity infrastructure providers.

Mobile Connectivity

Applications for new mobile telecommunications and broadband wireless infrastructure will be supported if the following criteria are met:

a. Applicants adhere to the letter and spirit of the Electronic Communications Code[43] and Internet Service Providers Association (ISPA) guidance directed by Government[44] including pre-application consultation in accordance with national policy;

b. There is strong evidence that the quality of the mobile service for users will be compromised without this infrastructure;

c. Existing masts, buildings and other structures already employed for this purpose, including pole sharing under PIA[45], cannot be used (taking into consideration meeting consumer needs, the efficient

[43] Electronic Communications Code: rights and obligations
[44] Telecommunications Poles Working Group Best Practice Recommendations
[45] Access to Infrastructure Code – Use of Existing Infrastructure - GOV.UK

operation of the network and providing reasonable capacity for future expansions);

d. The equipment does not have unacceptable adverse impacts on heritage assets, including Conservation Areas and/or Listed Buildings;

e. The equipment is resilient to the effects of climate change;

f. The equipment does not have a detrimental impact on the movement of pedestrians and cyclists or on the safe and effective functioning of highways;

g. The equipment does not interfere with other electrical equipment, such as air traffic services;

h. The development meets appropriate guidelines on non-ionising radiation; and

i. That poles utilised as masts for broadband wireless services secure prior approval.

Justification

16.8 High-quality full fibre broadband and mobile connectivity infrastructure is essential for the growth of a sustainable local economy and is important for education and enhances the provision of local community facilities and services. It is also vital for home working and helps to reduce the need to travel and to create more resilient rural communities as it enables more efficient working practices and provision of online facilities and services.

16.9 The development of a healthy competitive full fibre and mobile market is also essential to the business and residential communities seeking choice of provider and minimising cost.

16.10 The Electronic Communications Code and Government directed ISPA guidance are sound foundations for good practice when followed in the spirit of co-operation.

16.11 Mobile connectivity is evolving utilising increasingly higher frequencies. 5G utilising much higher frequencies that 4G which reduces wall penetration therefore impacting on “in building” connectivity. This will increase the need for denser connectivity infrastructure to address it. Mast positioning and siting of small cells infrastructure on poles will therefore become increasingly important to increase capacity.

16.12 Bury has one of the highest levels of fibre connectivity coverage in Greater Manchester but is one of lowest competitive markets which is dominated by Openreach and VMO2. It is essential that Bury addresses this challenge by encouraging other providers to invest in the Borough particularly over the next five years.

16.13 The Policy seeks to strike the optimum balance between the need to deliver of high speed, competitive digital connectivity infrastructure with its impact on visual amenity. This will be achieved through careful positioning of equipment working closely with providers using available coverage and capacity evidence.

16.14 The Local Authority will engage with digital connectivity infrastructure providers to maximise coverage, capacity and competition especially where there is major new development or regeneration to minimse the need for retrofitting poles and other digital connectivity infrastructure to some future date.

16.15 The Local Authority would want to see evidence from providers to confirm the need for any additional infrastructure for mobile networks to improve capacity and coverage which will also inform optimal placement.

16.16 The Local Authority will work with the provider to minimise the number of masts and explore the potential for utilising existing structures before considering the erection of a new mast. Where this is not possible and new equipment is required, the Council will work with the provider to minimise its visual impact.

Policy LP-OI2: Protecting digital infrastructure

Development proposals must safeguard existing digital infrastructure, including fixed-line and mobile telecommunications networks, fibre infrastructure, data facilities, underground cabling and associated apparatus.

Development resulting in the loss of, or adverse impact on, operational digital infrastructure will only be permitted where:

a. The infrastructure is no longer required; or

b. Replacement infrastructure of equal or improved capacity, coverage and resilience is secured and made operational prior to or in parallel with development.

Proposals must demonstrate that:

c. Appropriate easements, wayleaves and access for maintenance are retained;

d. Critical infrastructure is not built over unless agreed with the relevant operator; and

e. Network resilience and service continuity will be maintained during construction and operation.

Where relocation is required to facilitate development, it shall be delivered at the developer's expense and must not reduce network performance, coverage or resilience.

Justification

16.17 Advanced and reliable digital connectivity is essential to economic growth, service delivery and community resilience. National policy recognises high-quality communications infrastructure as critical to supporting sustainable development.

16.18 Digital infrastructure is vulnerable to disruption during development, particularly underground fibre networks. Uncoordinated works can result in significant service interruption to homes, businesses and public services. Safeguarding existing infrastructure and maintaining access for repair and upgrading is therefore necessary.

16.19 The policy supports growth while ensuring network resilience, continuity of service and future-proofed connectivity. It will be implemented through development management and engagement with infrastructure operators at the earliest design stage.

Policy LP-OI3: Public utilities infrastructure

The development of operational facilities for public utility provision will be permitted where this is necessary to implement the development objectives of the development plan or to meet relevant statutory obligations and environmental standards and is consistent with other policies and proposals of the Plan.

Where necessary, applicants will need to ensure that the delivery of new development is coordinated with timing for the delivery of utility infrastructure improvements.

Justification

16.20 The implementation of Bury's development plan is dependent upon effective public utilities infrastructure. It is recognised that this can only be achieved by a continuing programme of investment involving the rationalisation and improvement of existing operational sites and/or the development of new facilities. For the purposes of this policy, public utilities are taken to include gas, water and electricity.

16.21 The infrastructure strategies shall be prepared in liaison with infrastructure providers and demonstrate how each phase interacts with other phases and ensure coordination between phases of the development over lengthy time periods and by numerous developers. The strategy must be updated to reflect any changing circumstances between phases during the delivery of the development.

17 Development management



17.1 Development management refers to the process of overseeing and guiding development projects to ensure that they align with the relevant policies of the development plan and other regulations.

17.2 As part of the development management process, local planning authorities consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. It states that planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.

17.3 Planning enforcement is key to ensuring local and national policies are upheld and adhered to. It ensures that the entire planning process, from plan making to development management, is effective and delivers what it says it will, when it says it will. Councils can take enforcement action where someone needs but does not have planning permission for a development or where the developer has not complied with conditions attached to a planning consent. Where a breach of planning control has taken place, the Council will take proportionate enforcement action where necessary.

Policy LP-DM1: Developer contributions and infrastructure

Development will be required to provide, or contribute towards, the infrastructure, facilities and services necessary to mitigate its impacts and to support sustainable growth.

The following will typically be priorities for the use of planning obligations:

- Affordable housing provision (see Policy LP-H4);
- Employment provision (see Policies LP-E3 and LP-E4);
- Health provision (see Policy CM2);

- Education provision (see Policy LP-CM3);
- On-site and off-site highways and transport interventions (see Policy LP-TR5);
- Biodiversity Net Gain (see Policy LP-GI3);
- Open space and recreation provision (see Policy LP-OS2); and
- Other site-specific contributions that may be appropriate to a specific scheme.

In all cases, planning obligations will only be required where they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind.

All development proposals within a strategic site allocated through the Places for Everyone Joint Plan will be required to make a fair and proportionate contribution towards the infrastructure, facilities, services, and mitigation measures needed to support the overall allocation in line with adopted policies in the Places for Everyone Joint Plan. These contributions should be informed by site-wide delivery strategies for each relevant element.

Some infrastructure delivered on strategic sites allocated through the Places for Everyone Joint Plan will help to support wider development outside of these sites. Where this is the case, development outside of the strategic sites will be expected to make an appropriate and proportionate contribution towards the delivery of that infrastructure. Contributions will be secured having regard to the scale of development, its cumulative impact on the transport network and other services, and the need to ensure that the costs of essential infrastructure are shared fairly across all developments benefiting from planned investment.

In considering the extent of planning obligations, the Council will have due regard to the viability of the development. If an applicant considers that a scheme cannot fully support the required planning obligations, they should submit comprehensive and robust evidence on scheme viability and, where possible, this should be done through an open book approach to improve the review of evidence submitted and for transparency. Submitted viability appraisals will be made publicly available and will be assessed by an independent viability consultant at the applicant's expense, where necessary.

Where this is the case, the Council will not approve the proposal unless:

a. the applicant has clearly demonstrated that the viability assessment has been produced in accordance with national guidance;

b. the applicant has clearly demonstrated that the viability assessment is based on reasonable assumptions in terms of matters such as land value and associated development costs;

c. the applicant has clearly demonstrated that the viability assessment includes an assessment of the scheme taking into account the full value of required planning obligations; and

d. the benefits arising from the development clearly outweigh the under-provision of measures to mitigate against the impact of the development and/or to meet additional demands, having regard to other material considerations.

Where appropriate, the Council will incorporate a clawback mechanism into a legal agreement to ensure that additional mitigation or provisions up to the delivery of a policy compliant scheme are made if the development is more viable than originally assumed through the viability assessment.

Justification

17.4 When used properly, planning obligations can enhance the quality of development and enable development proposals to proceed where it would otherwise have been necessary to refuse planning permission, by mitigating the adverse effects of the development.

17.5 Policy LP-DM1 sets out the Council's approach to the use of planning obligations. Further detail on specific requirements is contained within other specific Local Plan policies and Supplementary Planning Documents that set out additional detail.

17.6 Planning obligations (or Section 106 agreements as they are also known) are formal legal agreements between the local planning authority and developers and, in a similar way to planning conditions, these can be used to ensure that a development is acceptable in planning terms. Planning obligations are attached to the site itself rather than the developer so that it remains applicable if the ownership of the land should change. Planning Obligations are generally used for three key purposes:

- To prescribe the nature of development (for example, requiring a specified portion of housing to be affordable or to require the delivery part of a mixed-use scheme at a specific stage in the wider development);

- To compensate for loss or damage created by a development (e.g. requiring replacement provision for the loss of open space); or
- To mitigate against the impact of a development (e.g. to make provision for recreation space or educational facilities to meet increased demands arising from the prospective residents of new housing development).

17.7 In accordance with national policy and legislation set out in Regulation 122(2) of the Community Infrastructure Levy Regulations 2010, planning obligations can only be sought where they are:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

17.8 The Bury Local Plan includes specific policy requirements for the provision of affordable housing; employment opportunities; health; education; on-site and off-site highways and transport interventions; Biodiversity Net Gain; and open space, sport and recreation. However, the Council may require developer contributions for other reasons, such as to make improvements to public realm.

17.9 Unallocated windfall developments can generate additional demand for infrastructure that is planned and delivered primarily to support strategic site allocations. Where such developments rely upon or benefit from that infrastructure, it is reasonable and necessary that they make an appropriate and proportionate contribution towards its delivery to ensure the costs of infrastructure are shared fairly across all development benefiting from planned investment. This approach supports the coordinated and sustainable delivery of growth, helps address the cumulative impacts of development on the transport network and wider infrastructure provision, and reduces the risk of placing an unfair financial burden on allocated sites alone.

Policy LP-DM2: Amenity

The Council will ensure that new development would not lead to unacceptable adverse impacts on the amenity of the surrounding area or users and occupants of the development, particularly in terms of:

a. Overshadowing and loss of light;

b. Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions;

c. Pollution and general disturbance arising from noise, vibration, smell, litter, artificial light and opening hours; and

d. Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.

Justification

17.10 The potential impact that new development can have on the amenity of the surrounding area is a key consideration for development management.

17.11 Poorly considered development can have a negative impact on the amenity of the surrounding area as well as the occupants and users of a development itself.

17.12 Access to daylight and sunlight is important for general amenity, health and well-being, for bringing warmth into a property and to save energy from reducing the need for artificial lighting and heating. The Council will carefully assess proposals that have the potential to reduce daylight and sunlight levels for existing and future occupiers.

17.13 Development should be designed to protect the privacy of both new and existing dwellings to a reasonable degree. Spaces that are overlooked lack privacy. Therefore, new buildings, extensions and the location of new windows should be carefully designed to avoid overlooking, particularly where this involves overlooking of the most sensitive areas i.e. living rooms, bedrooms, kitchens and garden areas.

17.14 Pollution and general disturbance arising from noise, vibration, smell, litter, artificial light and opening hours can also have a significant impact on amenity and people's quality of life. Consequently, these matters will be fully considered when dealing with proposals that have the potential to generate these issues.

17.15 Similarly, inadequate parking and servicing arrangements associated with a development can have an adverse impact on amenity and the Council will ensure that new development is adequately served, where necessary.

17.16 Where a development is acceptable in principle, conditions may be imposed to mitigate against potentially adverse impacts on the amenity of nearby residents. These conditions may include measures to control the hours of opening, noise, smell, storage of refuse and the collection of litter.

Policy LP-DM3: Planning enforcement

Where a breach of planning control has taken place, the Council will, where necessary, take enforcement action that is proportionate to the breach.

Where a breach causes harm in planning terms and it is expedient to take enforcement action, the Council will select the appropriate level of action to be taken to remedy the breach. In cases where the breach is severe and planning permission would not be retrospectively granted, action will seek to remove the breach.

In other cases where a remedy can be achieved by corrective action, regulation through a retrospective planning application or under enforcement will be pursued.

The Council will consider retrospective planning applications in the same way as any other planning application.

Enforcement action will not be taken against trivial or technical breaches of planning control that cause no significant harm to the amenity or prejudice the aims and objectives of the Council.

Justification

17.17 Planning Enforcement is where the Council investigates reports about building, works or change of use taking place without the necessary planning permission or in breach of an existing permission. Where there is a breach, Planning Enforcement will investigate this and, where necessary, will take proportionate action to remedy the breach.

17.18 The main breaches of Planning Control include:

- Building or engineering works without planning permission.
- Change of use of a building or land without planning permission.
- Building or works not being carried out in accordance with approved plans attached to a planning permission.
- Breach of conditions attached to a planning permission.
- A business being operated from home.
- Untidy land or buildings affecting the amenity of the area.
- Breach of a Section 106 Agreement.
- Unauthorised advertisements or signs.

- Unauthorised works to a listed building.
- Unauthorised demolition work in a conservation area.
- Unauthorised deposit of waste or mineral extraction.
- Unauthorised work to protected trees.

17.19 Further guidance on planning enforcement matters can be found in the Council's Customer Charter for Planning Enforcement46 which sets out how Planning Enforcement can help members of the public enquiring or complaining about Planning matters controlled by the Council. The charter also advises on how enquiries will be processed and the levels of service that can be expected.

[46] Bury Council's Customer Charter for Planning Enforcement can be found at https://www.bury.gov.uk/planning-building-control/planning-permission/planning-enforcement

18 Implementation, monitoring and review

Implementation

18.1 The development management process will be the primary way in which the Local Plan will be implemented. The individual policies of the Plan will provide the starting point for the determination of planning applications, along with the other parts of Bury's wider development plan i.e. the Places for Everyone Joint Plan and the Greater Manchester Joint Minerals and Waste Development Plan Documents. Other material considerations will be taken into account where relevant, including the National Planning Policy Framework, Planning Practice Guidance, Development Frameworks and other supplementary planning documents.

18.2 The Local Plan will also have a role in influencing and providing a positive framework for investment decisions. Ultimately, it will be investments by individual developers, businesses, residents and other organisations, as well as the Council, which will help to deliver the strategic objectives and implement many of the policies of the Local Plan.

Monitoring

18.3 Effective monitoring will ensure that there is a continuous process to review how effective the Local Plan is in delivering its Vision and Strategic Objectives for the Borough and in meeting sustainable development objectives outlined in national planning policy and the Integrated Assessment of the Local Plan.

18.4 The Local Plan's Strategic Objectives provide the basis for the Monitoring Framework that includes a series of indicators that will be monitored to ensure effective implementation of the Plan and to highlight when a future review may be required.

18.5 The Authority's Monitoring Report (AMR) will monitor the performance of the Local Plan's Objectives against a series of indicators and targets, where appropriate. This will highlight instances where the Local Plan may not be working as effectively as intended in meeting its Objectives, any significant failures to meet targets and whether there are any unanticipated significant negative effects of policies. This will allow the Council to take early action to

overcome barriers to delivery or, if necessary, trigger a review of the Local Plan.

18.6 Not all the indicators will be influenced solely by the implementation of this Local Plan and some will also depend on external events. However, given the sustainable development principles embodied in the Vision and Strategic Objectives for Bury, the indicators will provide the basis for identifying where the Local Plan needs to be strengthened, maintained or changed in some way.

18.7 The Monitoring Framework shown in Table 4 sets out proposed indicators related to each Strategic Objective of the Local Plan. The table also sets out how the Objectives will be achieved and the agencies responsible for implementation. Although the indicators are arranged by Local Plan Objectives, some indicators will provide information that is of relevance to more than one Objective. All indicators will be monitored annually unless otherwise stated.

Review

18.8 Although this Local Plan will cover the period up to 2043 and has been developed to be sufficiently flexible to respond to changing circumstances, it is likely that it will need to be updated well before its end date.

18.9 There is a legal requirement to review a Local Plan at least every five years, from the date of adoption. The purpose of a review is to determine whether the plan or any of its policies need to be updated and this will be informed by the results of the monitoring of the plan as described above but may also be triggered by a change in circumstances that would necessitate a significantly different approach for Local Plan policies, such as significant changes to national or sub-regional planning policies or economic conditions.

Table 4 - Local Plan Monitoring Framework

Local Plan Objective	Targets	Indicators	Mechanisms	Delivery
1. Climate change resilience and carbon reduction	▪ GM carbon neutral by 2038 ▪ Net zero carbon new development by 2028	▪ % of developments meeting zero-carbon standards ▪ CO2 emissions per capita	▪ Local Plan policies ▪ Development Management ▪ Building Control	▪ LPA ▪ Developers ▪ GMCA
2. Efficient use of land and brownfield redevelopment	▪ Majority of new development on brownfield land	▪ % of housing completions on brownfield sites	▪ Brownfield Register ▪ DM decisions	▪ LPA ▪ Developers
3. Appropriate supply of well-designed housing	▪ Meet identified housing requirement ▪ Maintain 5-year supply	▪ Net housing completions ▪ Housing delivery test results	▪ Local Plan housing policies ▪ Housing trajectory	▪ LPA ▪ Developers ▪ Registered Providers
4. Competitive and diverse local economy	▪ Sufficient employment land supply ▪ Job growth	▪ Employment land take-up ▪ Jobs created	▪ Employment policies ▪ Economic strategies	▪ LPA ▪ Businesses ▪ LEPs/GM bodies

Local Plan Objective	Targets	Indicators	Mechanisms	Delivery
5. Vital and viable centres hierarchy	▪ Maintain vitality & viability	▪ Vacancy rates ▪ Footfall ▪ New floorspace	▪ Centre policies ▪ Town centre strategies	▪ LPA ▪ Centre managers ▪ Businesses
6. Tourism and cultural development	▪ Protect key assets ▪ Support growth in visitors	▪ Visitor numbers ▪ Tourism-related applications	▪ Tourism policies ▪ Culture and heritage policies	▪ LPA ▪ Cultural organisations
7. Health, wellbeing and deprivation	▪ Reduce health inequalities ▪ Increase access to facilities	▪ Accessibility to services ▪ Health indicators	▪ Planning obligations ▪ Design policies	▪ LPA ▪ NHS ▪ Developers
8. Education and community facilities	▪ Sufficient school places ▪ Community facility provision	▪ School capacity data ▪ New facilities delivered	▪ S106 ▪ Infrastructure planning	▪ LPA ▪ Education Authority
9. Sustainable transport	▪ Increase active travel ▪ Reduce car dependency	▪ Mode share data ▪ Traffic levels	▪ Transport policies ▪ Travel plans	▪ LPA ▪ TfGM ▪ Developers

Local Plan Objective	Targets	Indicators	Mechanisms	Delivery
10. High standards of design and layout	▪ All development meets design policies	▪ Design review outcomes ▪ Refusal reasons	▪ Design codes ▪ Development Management	▪ LPA ▪ Developers
11. Heritage conservation	▪ No net loss of heritage significance	▪ Condition of heritage assets ▪ Heritage at Risk register	▪ Heritage policies ▪ Conservation area appraisals	▪ LPA ▪ Historic England
12. Nature recovery and biodiversity net gain	▪ Minimum 10% BNG	▪ BNG calculations ▪ Habitat creation	▪ Environment Act ▪ Local Plan policies	▪ LPA ▪ Developers ▪ Land managers
13. Green & blue infrastructure, sport & recreation	▪ Meet open space standards	▪ Quantity, quality and accessibility of open space	▪ Open space standards	▪ LPA ▪ Developers
14. Green Belt protection	▪ No inappropriate development	▪ Planning approvals in Green Belt	▪ Green Belt policies ▪ DM decisions	▪ LPA
15. Flood risk management	▪ No increase in flood risk	▪ Developments in flood zones ▪ Flood incidents	▪ SFRA ▪ SuDS policies	▪ LPA ▪ EA ▪ Developers

Local Plan Objective	Targets	Indicators	Mechanisms	Delivery
16. Sustainable water management	▪ Effective SuDS delivery ▪ Water efficiency	▪ SuDS approvals ▪ Water usage data	▪ Drainage policies ▪ Conditions	▪ LPA ▪ United Utilities ▪ Developers
17. Air quality and pollution control	▪ No deterioration in AQMA areas	▪ Air quality monitoring data	▪ Air quality policies ▪ Environmental Assessments	▪ LPA ▪ Developers
18. Infrastructure delivery	▪ Infrastructure delivered in line with growth	▪ Infrastructure completion ▪ S106 receipts	▪ Infrastructure Delivery Plan ▪ Legal agreements	▪ LPA ▪ Infrastructure providers

Appendix 1: Treatment of saved Unitary Development Plan policies

Regulation 8(5) of the Town and Country Planning (Local Planning) (England) Regulations 2012 specifies that 'where a Local Plan contains a policy that is intended to supersede another policy in the adopted development plan, it must state that fact and identify the superseded policy.'

Where saved UDP policies have not already been replaced by policies within the Places for Everyone Joint Plan (2024), the Greater Manchester Joint Waste Plan (2012) or the Greater Manchester Joint Minerals Plan (2013) it is intended that some of the remaining saved UDP policies will be replaced by policies in this Local Plan with others not being carried forward into the new Local Plan. The treatment of the remaining saved UDP policies is set out in Table 5.

Table 5 - Treatment of saved Unitary Development Plan policies

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
EC1/1	Land for Business (B1), General Industrial (B2) and Warehousing Uses (B8)	LP-E1	All
EC1/2	Land Suitable for Business (B1) and Office Use	LP-E2	All
EC1/3	Land Suitable for Business (B1), Office and Hotel/Conference Facility Uses	LP-E2	All
EC2/1	Employment Generating Areas	LP-E3	All
EC2/2	Employment Land and Premises Outside the Employment Generating Areas	LP-E4	All
EC4	Small and growing businesses	Not being carried forward	All
EC4/1	Small Businesses	Not being carried forward	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
EC5/1	Office Development in Bury Town Centre	LP-E2, LP-TC2	All
EC5/2	Other Centres and Preferred Office Locations	LP-E2, LP-TC2	All
EC5/3	Other Office Locations	LP-E2, LP-TC2	All
EC6	New business, industrial and commercial development	LP-E1	All
EC6/1	Assessing New Business, Industrial and Commercial Development	LP-E1, LP-BE6	All
EC6/2	Hazardous Installations	LP-AP3, LP-AP4	All
H1/1	Housing Land Allocations	LP-H1	All
H1/2	Further Housing Development	LP-H2	All
H1/3	Provision for Gypsies and Travellers	LP-H8	All
H2/1	The Form of New Residential Development	LP-BE6	All
H2/2	The Layout of New Residential Development	LP-BE6	All
H2/3	Extensions and Alterations	LP-H9	All
H2/4	Conversions	LP-H10, LP-H11	All
H2/5	Conversion of Residential Property to Hotels and Guest Houses	Not being carried forward	All
H2/6	Garden and Backland Development	LP-H2	All
H3	Incompatible uses in residential areas	LP-BE11	All
H3/1	Assessing Non-Conforming Uses	LP-DM2	All
H3/2	Existing Incompatible Uses	LP-BE11	All
H4/1	Affordable Housing	LP-H4	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
H4/2	Special Needs Housing	LP-H5	All
H5	Housing Improvement	Not being carried forward	All
H5/1	Area Improvement	Not being carried forward	All
EN1/2	Townscape and Built Design	LP-BE6	All
EN1/4	Street Furniture	LP-BE8	All
EN1/5	Crime Prevention	LP-BE6	All
EN1/6	Public Art	LP-BE6	All
EN1/7	Throughroutes and Gateways	LP-BE6	All
EN1/8	Shop Fronts	LP-BE7	All
EN1/9	Advertisements	LP-BE9	All
EN1/10	Telecommunications	LP-OI1	All
EN2/1	Character of Conservation Areas	LP-BE1	All
EN2/2	Conservation Area Control	LP-BE1	All
EN2/3	Listed Buildings	LP-BE2	All
EN2/4	Historic Parks	Not being carried forward	All
EN3	Archaeology	LP-BE4	All
EN3/1	Impact of Development on Archaeological Sites	LP-BE4	All
EN3/2	Development Affecting Archaeological Sites	LP-BE4	All
EN3/3	Ancient Monuments	LP-BE3	All
EN6/1	Sites of Nature Conservation Interest (SSSI's, NNR's and Grade A SBI's)	LP-GI2	All
EN6/2	Sites of Nature Conservation Interest (LNR's and Grade B and C SBI's)	LP-GI2	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
EN6/3	Features of Ecological Value	LP-GI2	All
EN6/4	Wildlife Links and Corridors	LP-GI1, LP-GI2	All
EN7/2	Noise Pollution	LP-AP1	All
EN7/3	Water Pollution	LP-AP1	All
EN7/4	Groundwater Protection	LP-AP1	All
EN7/5	Waste Water Management	LP-AP1	All
EN8/1	Tree Preservation Orders	LP-GI6	All
EN8/2	Woodland and Tree Planting	LP-GI6	All
EN8/3	Red Rose Forest	LP-GI6	All
EN10	Environmental Improvement	Not being carried forward	All
EN10/1	Derelict Land	Not being carried forward	All
EN10/2	Riverside and Canalside Improvement in Urban Areas	LP-BE6	All
OL1/2	New Buildings in the Green Belt	Not being carried forward	All
OL1/3	Infilling in Existing Villages in the Green Belt	LP-GB1	All
OL1/4	Conversion and Re-use of Buildings in the Green Belt	LP-GB2	All
OL1/5	Mineral Extraction and Other Development in the Green Belt	Not being carried forward	All
OL1/6	Reuse/Redevelopment of Clifton House, Prestwich	Not being carried forward	All
OL2	Other Protected Open Land	Not being carried forward	All
OL2/1	Development on Other Protected Open Land	Not being carried forward	All
OL4	Agriculture	LP-GI7	All
OL4/1	Agricultural Land Quality	LP-GI7	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
OL4/2	Protection of Farm Holdings	Not being carried forward	All
OL4/3	Development Impact on Farming Areas	Not being carried forward	All
OL4/4	Agricultural Diversification	LP-GB4	All
OL4/5	Agricultural Development	Not being carried forward	All
OL4/6	Agricultural Dwellings	LP-GB3	All
OL4/7	Development Involving Horses	LP-GB5	All
OL5/1	Designation of River Valleys	LP-GI1	All
OL5/2	Development in River Valleys	LP-GI1	All
OL5/3	Riverside and Canalside Development in Urban Areas	LP-BE6	All
OL6	Multi-functional Countryside	Not being carried forward	All
OL6/1	New Uses and Development of the Countryside	Not being carried forward	All
OL7	Special Open Land Areas	Not being carried forward	All
OL7/2	West Pennine Moors	LP-GI1	All
RT1/1	Protection of Recreation Provision in the Urban Area	LPOS1	All
RT1/2	Improvement of Recreation Facilities	LP-OS1	All
RT2	New Provision for Recreation in the Urban Area	LP-OS2	All
RT2/1	Provision of New Recreation Sites	Not being carried forward	All
RT2/2	Recreation Provision in New Housing Development	LP-OS2	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
RT3/1	Protection of Existing Recreation Provision in the Countryside	LP-OS1	All
RT3/2	Additional Provision for Recreation in the Countryside	Not being carried forward	All
RT3/3	Access to the Countryside	LP-OS3	All
RT3/4	Recreational Routes	LP-OS3	All
RT3/5	Noisy Sports	LP-AP1	All
RT4	Tourism	LP-TO1	All
RT4/1	Tourism Development	LP-TO1	All
RT4/2	Safeguarding Tourism Assets	LPTO1	All
RT4/3	Visitor Accommodation	LP-TO1	All
RT4/4	Tourism Support Facilities	LP-TO1	All
RT4/5	Special Tourism and Leisure Provision	Not being carried forward	All
RT4/6	East Lancashire Railway	LP-TO1	All
RT4/7	The Manchester, Bolton and Bury Canal	LP-TO1	All
S1	Existing Shopping Centres	LP-TC1	All
S1/1	Shopping in Bury Town Centre	LP-TC3	All
S1/2	Shopping in Other Town Centres	LP-TC3	All
S1/3	Shopping in District Centres	LP-TC3	All
S1/4	Local Shopping Centres	LP-TC4	All
S1/5	Neighbourhood Centres and Local Shops	LP-TC4, LP-TC5	All
S1/6	Additions to the Shopping Hierarchy	Not being carried forward	All
S2	Control of New Retail and Non-Retail Development	LP-TC2	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
S2/1	All New Retail Proposals: Assessment Criteria	LP-TC2	All
S2/2	Prime Shopping Areas and Frontages	LP-TC3	All
S2/3	Secondary Shopping Areas and Frontages	Not being carried forward	All
S2/4	Control of Non-Retail Uses in All Other Areas	LP-TC2	All
S2/5	New Local Shopping Provision Outside Recognised Shopping Centres	LP-TC2	All
S2/6	Food and Drink	LP-TC7	All
S2/7	Amusement Centres and Arcades	Not being carried forward	All
S3	New Retail Development and Environmental Improvements	Not being carried forward	All
S3/1	New Retail Development Opportunities Within or Adjoining Town Centres	Not being carried forward	All
S3/2	New Retail Development Opportunities Within District Centres	Not being carried forward	All
S3/3	Improvement and Enhancement (All Centres)	Not being carried forward	All
S3/4	Markets	Not being carried forward	All
S4	New Retail Development Outside Town and District Centres	LP-TC2	All
S4/1	Retail Development Outside Town and District Centres	LP-TC2	All
S4/2	Assessing Out-Of-Centre Retail Development	LP-TC2	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
S4/3	Nurseries, Farm Shops and Garden Centres	Not being carried forward	All
S4/4	Car Showrooms, Car Sales Areas and Petrol Filling Stations	Not being carried forward	All
S5	Large Out-of-Town Shopping Centres	LP-TC2	All
HT2	Highway Network	LP-TR5	All
HT2/1	The Strategic Route Network	Not being carried forward	All
HT2/2	Improvements to the Strategic Route Network	Not being carried forward	All
HT2/3	Improvements to Other Roads	Not being carried forward	All
HT2/4	Car Parking and New Development	LP-TR6	All
HT2/5	Public Car Parks	LP-TR6	All
HT2/7	Lorry Parking	LP-TR6	All
HT2/8	Taxi and Private Hire Businesses	Not being carried forward	All
HT2/9	Highways Agency Road Schemes	Not being carried forward	All
HT3/1	Schemes to Assist Bus Movement	LP-TR1	All
HT3/2	Bus Services	LP-TR1	All
HT3/3	Design of Roads for Bus Routes	LP-TR3	All
HT3/4	Schemes to Assist Metrolink	LP-TR3	All
HT5	Accessibility for those with Special Needs	LP-TR1, LP-TR2	All
HT5/1	Access for Those with Special Needs	LP-TR1, LP-TR2	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
HT6/1	Pedestrian and Cyclist Movement	LP-TR2	All
HT6/3	Cycle Routes	LP-TR2	All
HT7/1	Freight Facilities	Not being carried forward	All
CF1/1	Location of New Community Facilities	LP-CM4	All
CF2/1	Bury College	Not being carried forward	All
CF3	Social Services	Not being carried forward	All
CF3/1	Residential Care Homes and Nursing Homes	LP-CM4	All
CF4/1	Fairfield General Hospital	Not being carried forward	All
CF5/1	Childcare Facilities in New Developments	LP-CM4	All
MW1/1	Areas of Search	To be considered through GM Joint Minerals and Waste Plan	All
MW1/2	Mineral Working Within Areas of Search	To be considered through GM Joint Minerals and Waste Plan	All
MW1/3	Sterilisation of Mineral Deposits	To be considered through GM Joint Minerals and Waste Plan	All
MW1/4	The Need for Aggregates	To be considered through GM Joint Minerals and Waste Plan	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
MW2/1	Assessing Mineral Extraction Proposals	To be considered through GM Joint Minerals and Waste Plan	All
MW2/2	Planning Applications for Mineral Workings	To be considered through GM Joint Minerals and Waste Plan	All
Area BY	Bury Town Centre	Not being carried forward	All
Area BY1	Tentersfield/Millet Street/Tenterden Street	Not being carried forward	All
Area BY2	Bridge Road/Buckley Wells	Not being carried forward	All
Area BY3	Bolton Street/Market Place	Not being carried forward	All
Area BY4	Manchester Road/Knowsley Street	Not being carried forward	All
Area BY5	The Rock/Peel Way	Not being carried forward	All
Area BY6	Central Shopping Area	Not being carried forward	All
Area BY7	Townside/Market Street	Not being carried forward	All
Area BY8	The Rock/Moorgate	Not being carried forward	All
Area BY9	George Street	Not being carried forward	All
Area BY10	Rochdale Road/Lord Street/York Street	Not being carried forward	All
Area BY11	Heywood Street/Spring Street	Not being carried forward	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
Area PR	Prestwich Town Centre	Not being carried forward	All
Area PR1	The Longfield Centre/Bury New Road	Not being carried forward	All
Area PR2	Warwick Street/Derby Street	Not being carried forward	All
Area PR3	Rectory Lane	Not being carried forward	All
Area PR4	Church Lane/Bury New Road/Clark's Hill	Not being carried forward	All
Area RD	Radcliffe Town Centre	Not being carried forward	All
Area RD1	Blackburn Street/Dale Street/Church Street West	Not being carried forward	All
Area RD2	Green Street/New Church Street	Not being carried forward	All
Area RD3	South of Pilkington Way	Not being carried forward	All
Area RD4	Stand Lane/Milltown Street	Not being carried forward	All
Area RD5	St Thomas's/Bridgefield Street	Not being carried forward	All
Area RD6	Spring Lane/Church Street West/Radcliffe Metrolink Station	Not being carried forward	All
Area RM	Ramsbottom Town Centre	Not being carried forward	All
Area RM1	Market Place/Carr Street/Ramsbottom Lane	Not being carried forward	All
Area RM2	St Paul's/Crow Lane	Not being carried forward	All
Area RM3	Bolton Street/Bridge Street	Not being carried forward	All

Policy Ref	Saved Bury UDP Policy	Replaced by Local Plan policy/policies	Sections of policy to be superseded
Area RM4	Square Street	Not being carried forward	All
Area RM5	Railway Street/Bridge Street/Peel Brow	Not being carried forward	All
TC1	Town Centres	LP-TC1	All
TC1/1	Open Space in Town Centres	LP-OS1	All
TC1/2	Pedestrian/Vehicular Conflict in Town Centres	LP-TR5	All
TC2	Town Centre Enhancement and Development	LP-TC1	All
TC2/1	Upper Floors	LP-TC6	All
TC2/2	Mixed Use Development	Not being carried forward	All
TC2/3	Vacant and Cleared Sites	Not being carried forward	All
TC3	Bury Town Centre	LP-TC1	All

Appendix 2: Local Centres

1) Bolton Road West/Bolton Street (9-30 Bolton Road West &198-208 Bolton Street)
2) Holcombe Brook Precinct (1-21)
3) Ainsworth Village (5, 10-12, 23 Church Street)
4) Tottington Road (288-332 Tottington Rd)
5) Walmersley Road (8-61 Walmerlsey Rd)
6) Bolton Road (89-107 Bolton Rd)/Victoria Retail Park
7) Parkhills Road (2-20 Parkhills Rd)
8) Radcliffe/Water Street (74-86 Water Street & 3-19 Ainsworth Rd)
9) Sunnybank Road (60-97 Sunnybank Rd)
10) Unsworth/Parr Lane (59-73, 105-113 Parr Lane)
11) Bury Old Road (36-92 Bury Old Rd)
12) Bury Old Road (454-486 Bury Old Rd)
13) Bury Old Road (363-389 Bury Old Rd)
14) Heaton Park Metrolink (191-219 Bury Old Rd & 8-39 Whittaker Lane)
15) Parkhill (6-29 Bury Old Rd)
16) Hawkshaw (263 & 360 Bolton Rd)
17) Greenmount (327-335 Holcombe Rd, 1-11 Brandlesholme Rd)
18) Vernon Road (2-12 Vernon Rd)
19) Higher Summerseat (46-50 Newcombe Rd)
20) Walshaw (4-20 Bank Street)
21) Brandlesholme Road (373-339 Brandlesholme Rd)
22) Bevis Green (2-8 Walmersley Old Rd)
23) Limefield (433-445 Walmersley Rd)
24) Walmerlsey Road (166-184 Walmerlsey Rd)
25) Chesham Road (19-31 Chesham Rd)
26) Chesham Fold Road (87-94 Chesham Fold Rd)
27) Crostons Road (67-75 Croston Rd)
28) Ainsworth Road (90-131 Ainsworth Rd)
29) Mile Lane (66-80 Mile Lane)
30) Colville Drive (2-12 Colville Drive)

31) Bolton Road (301-329 Bolton Rd)
32) Topping Fold (30-52 Topping Fold Rd)
33) Rochdale Road (165-197, 84-104 Rochdale Rd)
34) Parkhills road/Market Street (250-258 Market Street, 98-100 Parkhills Rd)
35) Dorset Drive (51-57 Dorset Drive)
36) Radcliffe Road (115-123 Radcliffe Rd)
37) Radcliffe Road (167-175 Radcliffe Rd)
38) Radcliffe New Road (165-171 Radcliffe New Rd)
39) Redvales Road (33-39 Redvales Rd)
40) Tennyson Avenue (2-22 Tennyson Avenue)
41) Hollins Lane (308-312 Hollins Lane)
42) Manchester Road (842-852 Manchester Rd)
43) Bury New Road (327-337 Bury New Rd)
44) Rufford Drive (2-5 Rufford Drive)
45) Parr Lane (376-388 Parr Lane)
46) Ribble Drive/Albert Place (1-14 Albert Place)
47) Hazel Road (17-31 Hazel Road)
48) Besses O'th'Barn (13-19 Thatch Leach Lane)
49) Bury Old Road (142-154 Bury Old Rd)
50) Cross Lane (128-148 Cross Lane)
51) Dumers Lane (263-283 Dumers Lane)
52) Water Street (5-28 Water Street, 1-4 Seddon Street)
53) Ainsworth Road/Cemetery Road (155-163 Ainsworth Rd)
54) Ainsworth Road/St.Andrews Church (359 Ainsworth Rd, 364 Ainsworth Rd)
55) Moss Shaw Way (16-26 Moss Shaw Way)
56) Coronation Road (129-139 Coronation Rd)
57) Radcliffe Moor Road (23 Radcliffe Moor Rd, 240 Turks Rd)
58) Outwood (141 & 159 Ringley Rd West)
59) Chapel Field (280-288 Stand Lane)
60) Park Lane (83-140 Park Lane)
61) Bury New Road/Willow Road (554-556 Bury New Rd, 511 Bury New Rd)
62) Heywood Road (247-257 Heywood Rd)
63) Heywood Road (97-107 Heywood Rd)
64) Rectory Lane/Whitaker Lane (116 & 135 Rectory Lane)

65) St.Mary's Park (253-259 Bury New Rd)
66) Bury New Road/Scholes Lane (1-5 Scholes Lane, 126-132 Bury New Rd)
67) King’s Road, Sedgley Park (76-84 King's Rd)
68) Butterstile Lane (65-73 Sandy Lane, 136-152 Butterstile Lane)
69) Sandy Lane (16-24 Sandy Lane)
70) Rainsough Brow (1-5 The Woodlands, 1-11 Kersal Rd, 21 Hilton Lane)
71) Windsor Road (65-95 Windsor Rd)
72) Middleton Road (277-295 & 242-252 Middleton Rd)

Appendix 3: Glossary

Active Travel
Everyday journeys made by walking, wheeling or cycling instead of using a car or other motor vehicle. Active travel supports healthier lifestyles, reduces traffic congestion and helps improve air quality.

Affordable Housing
Housing provided for rent or sale to eligible households whose needs are not met by the market, and complying with the NPPF definition of affordable housing. It includes social rent, affordable rent, discounted market sale housing and other affordable routes to home ownership, as defined by national planning policy.

Amenity
The overall quality of a place as experienced by people. This includes factors such as privacy, noise, safety, outlook, sunlight, air quality and the general enjoyment of an area.

Ancient Monument (Scheduled Monument)
A nationally important archaeological site or historic structure that is legally protected because of its historic significance. This can include buried remains, ruins or standing structures. Works affecting an ancient monument require Scheduled Monument Consent.

Ancient Woodland
Land that has been continuously wooded since at least 1600 AD. Ancient woodland is considered an irreplaceable habitat because it supports rare wildlife and complex ecosystems that cannot easily be recreated.

Article 4 Direction
A legal mechanism used by the Council to remove certain permitted development rights. This means that planning permission is required for changes that would otherwise not need approval, helping to better manage development impacts.

Biodiversity
The variety of plants, animals and habitats within an area.

Biodiversity Net Gain (BNG)
A requirement that new development must result in biodiversity being left in a measurably better condition than before development took place, normally by at least a 10% improvement.

Blue Infrastructure
Water-based features such as rivers, streams, canals, ponds, wetlands and floodplains that support biodiversity, manage flood risk and enhance landscapes.

Brownfield Land (Previously Developed Land)
Land that has been previously developed or built on, such as former industrial or commercial sites.

Build to Rent
Purpose built housing that is typically 100% rented out. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.

Care Leavers
Care leavers are young people aged 16-25 years old who have been in care for a period of at least 13 weeks (or periods amounting to 13 weeks) which began after age 14-years old and include a period after their sixteenth birthday.

Climate Change Adaptation
Measures taken to help places, buildings and infrastructure cope with the impacts of climate change, such as flooding, heatwaves or heavier rainfall.

Climate Change Mitigation
Actions aimed at reducing greenhouse gas emissions, for example through energy efficiency, renewable energy, sustainable transport and low-carbon building design.

Community Facilities
Facilities that support the social, cultural, educational, health and recreational needs of communities. Examples include schools, healthcare facilities, libraries, places of worship and community centres.

Conservation Area
An area designated because of its special architectural or historic character. Development within a Conservation Area must preserve or enhance its appearance and setting.

Design and Access Statement
A supporting document submitted with certain planning applications explaining how a development has been designed and how it will be accessible to all users, including disabled people.

Development Management
The process by which the Council assesses planning applications and determines whether proposals comply with planning policies and other relevant considerations.

Development Plan
The statutory set of planning documents used to guide decisions on planning applications, including the Local Plan and other adopted planning documents.

Employment Generating Area (EGA)
A designated area where land is protected primarily for business, industrial and warehousing uses, helping to safeguard jobs and support the local economy.

Environmental Impact
The effect that development can have on the natural environment, including air, water, land, biodiversity, landscape and human health.

First Homes
First Homes are a specific kind of discounted market sale housing and meet the definition of 'affordable housing' for planning purposes. First Homes are discounted market sale units which must be discounted by a minimum of 30% against the market value and are sold to people meeting the First Homes eligibility criteria set out in the Affordable Housing Update Written Ministerial Statement published on 24 May 2021 in addition to local eligibility criteria.

Flood Risk Assessment (FRA)
A technical assessment that identifies flood risk on a site, from all sources, and demonstrates how development can be made safe and not increase flood risk elsewhere.

Green Belt
Land designated to prevent urban sprawl by keeping land permanently open. Development in the Green Belt is strictly controlled and only allowed in limited circumstances.

Greenfield Land
Land that has not previously been developed, typically open countryside, farmland or natural areas.

Green Infrastructure (GI)
A network of green and blue spaces such as parks, open spaces, river valleys, trees, green roofs and street planting. Green infrastructure supports biodiversity, health, recreation and climate resilience.

Gypsies and Travellers
For the purposes of planning policy, and as set out in the Government's planning policy for traveller sites, "gypsies and travellers" means persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily or permanently, and all other persons with a cultural

tradition of nomadism or of living in a caravan, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Habitats Regulations Assessment (HRA)
An assessment carried out to ensure that a plan or project will not harm the integrity of protected European wildlife sites.

Health and Wellbeing
Physical and mental health outcomes influenced by factors such as housing quality, transport, air quality, services and community facilities.

House in Multiple Occupation (HMO)
A property occupied by three or more people from more than one household who share facilities such as kitchens or bathrooms.

Infrastructure
Essential services and facilities required to support development, including transport networks, utilities, schools, healthcare, green spaces and digital connectivity.

Integrated Assessment
A combined appraisal of the environmental, social and economic impacts of the Local Plan, including sustainability, health and equalities considerations.

Listed Building
A building or structure included on the National Heritage List for England because of its special architectural or historic interest. Listed Buildings are legally protected and works usually require Listed Building Consent.

Local Centre
A small cluster of shops and services that meet the day-to-day needs of nearby residents.

Local Nature Recovery Strategy (LNRS)
A strategic plan identifying priorities and locations for protecting, restoring and enhancing nature and biodiversity.

Local Plan
The Council's statutory planning document setting out the vision, policies and proposals to guide development in the Borough over the plan period.

Looked After Children (Cared for Children)
A cared for looked after child is a child the Local Authority has legal parental responsibility for with a care order granted by a court, or is providing care and accommodation for a child with parental agreement.

Main Town Centre Uses
Uses such as retail, leisure, offices, cultural uses, community facilities and housing that contribute to the vitality and viability of centres.

Material Consideration
A matter that must be taken into account when deciding a planning application, such as national policy, design, amenity or environmental impacts.

Mitigation Hierarchy
An approach that requires harm to be avoided first, reduced where avoidance is not possible, and only compensated for as a last resort.

National Planning Policy Framework (NPPF)
The Government's national planning policy document for England, which sets out key principles and requirements for plan-making and decision-making.

Neighbourhood Plan
A community-led planning document that sets local planning policies for a specific neighbourhood area.

Permitted Development Rights
Specified types of development that can take place without the need for planning permission, subject to conditions and limitations.

Places for Everyone (PfE)
The joint development plan that sets the strategic planning framework for housing, employment and Green Belt across nine of the ten Greater Manchester districts (excluding Stockport).

Policies Map
A map identifying where specific Local Plan policies and land-use designations apply.

Public Transport
Transport services available for public use, including bus, Metrolink and rail services.

Regeneration Opportunity Area
An area identified as having potential for regeneration and improvement through development.

Section 106 Agreement (Planning Obligation)
A legal agreement that secures contributions or actions from development to mitigate its impacts, such as affordable housing or new infrastructure.

Self-build and Custom-build Housing
Housing built by an individual, a group of individuals, or people working with or for them, to be occupied by that individual.

Sequential Test
A process that requires certain development to be located in the most accessible, central locations before less accessible sites are considered.

Social Value
The wider social, economic and environmental benefits delivered by development, beyond the physical buildings themselves.

Soundness (Local Plan Examination)
The test used by an independent Planning Inspector to assess whether the Local Plan is legally compliant and meets national policy requirements.

Strategic Flood Risk Assessment (SFRA)
A Borough-wide assessment identifying flood risk areas and informing planning decisions.

Strategic Housing Land Availability Assessment (SHLAA)
An assessment required by national policy to identify land for housing and assess the deliverability and development of sites. The SHLAA is a key component of the evidence base used to support the delivery of sufficient land for housing to meet housing needs.

Sustainable Development
Development that meets current needs without compromising the ability of future generations to meet their own needs.

Sustainable Drainage Systems (SuDS)
Techniques that manage surface water in a way that mimics natural drainage, reducing flood risk and improving water quality.

Sustainable Transport
Transport choices that minimise environmental impact and support inclusive access, such as walking, wheeling, cycling and public transport.

Town Centre
A defined area that acts as a focus for shopping, services, employment, leisure, housing and community activity.

Transport for Greater Manchester (TfGM)
The body responsible for coordinating public transport and strategic transport initiatives across Greater Manchester.

Travel Hub
A location where different types of transport connect, making sustainable journeys easier and more convenient.

Travelling Showpeople
For the purposes of planning policy, and as set out in the Government's planning policy for traveller sites, "travelling showpeople" means members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers.

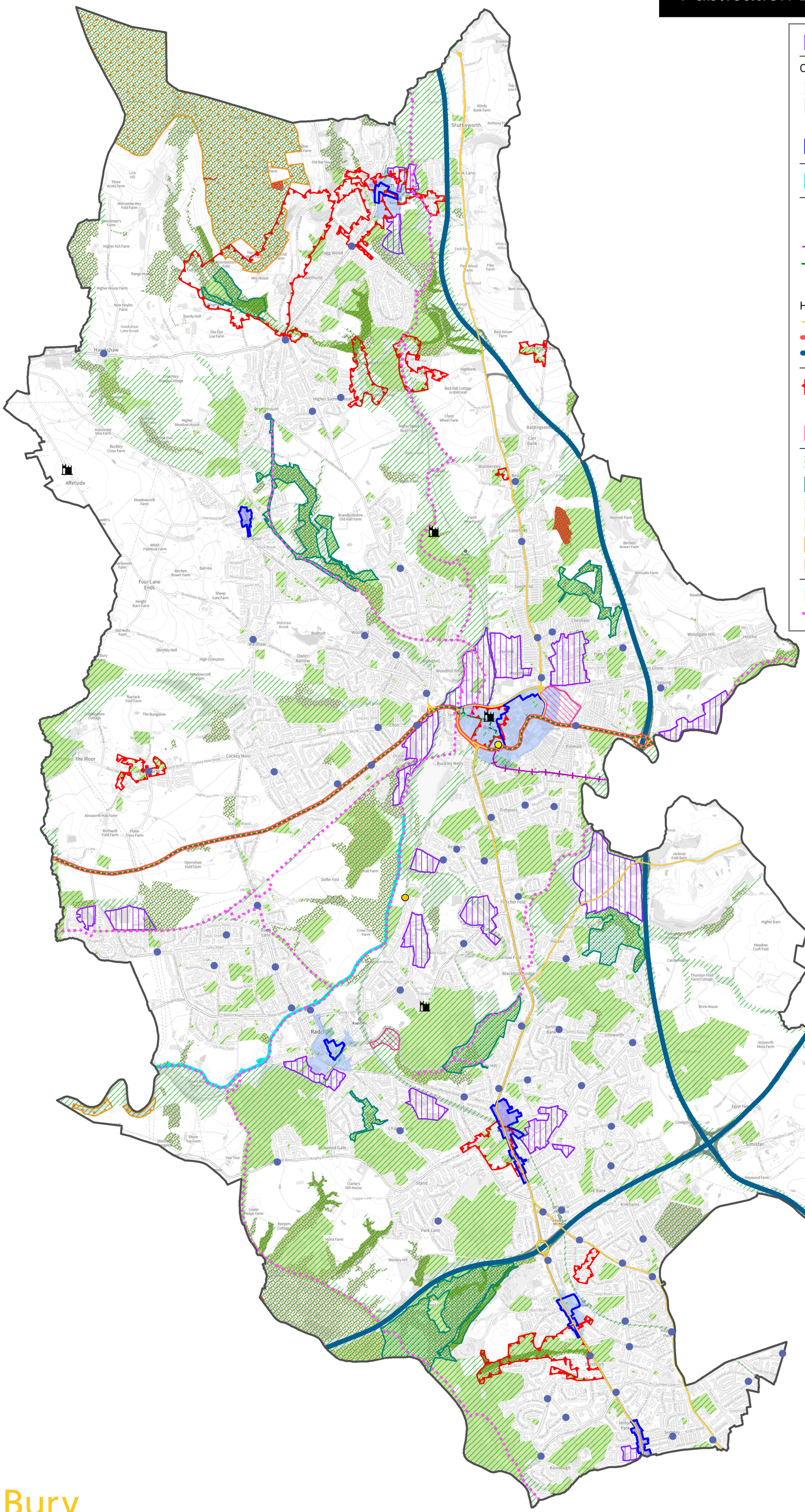
Walking and Wheeling
Travel on foot or using mobility aids such as wheelchairs, mobility scooters or pushchairs, recognising different accessibility needs.

Windfall Site
A site not specifically allocated in the development plan.

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Publication Bury Local Plan Policy Map



- Employment Generating Areas [E3]

Centre Hierarchy [TC1]

- Town Centres
- District Centres
- Local Centres [TC4]
- Primary Shopping Areas [TC3]
- Manchester, Bolton & Bury Canal [TO1]
- Interchange Improvements [TR3/1, TR4]
- Proposed Metrolink Stop [TR3/2, TR4]
- Proposed Tram-Train Route [TR3/3]
- Quality Bus Transit Corridor
  - Bury-Heywood-Rochdale [TR3/4]
  - Bury-Bolton [TR3/5]

Highways [TR5]

- Key Route Network
- Major Road Network
- Strategic Road Network
- Conservation Areas [BE1]
- Scheduled Monuments [BE3]
- Regeneration Opportunity Areas [BE10]
- Strategic Green Infrastructure [GI1]
- Local Nature Reserves [GI2]
- Sites of Biological Importance [GI2]
- Ancient Woodland [GI2, GI6]
- Sites of Special Scientific Interest [GI2]
- Regionally Important Geological Sites [GI2]
- Recreation Sites [OS1]
- Strategic Recreation Routes [OS3]

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Integrated Assessment of the Bury Local Plan

Non-Technical Summary

Bury Council

Final Report
Prepared by LUC
February 2026

Version	Status	Prepared	Checked	Approved	Date
1	Non-Technical Summary	O. Price H. Ennis	K. Nicholls	K. Nicholls	26.02.2026

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Introduction

1. This Integrated Assessment Report: Non-Technical Summary relates to the Integrated Assessment (IA) of the emerging new Bury Local Plan.

2. The Local Plan is being prepared to guide and manage future growth and development and will sit alongside the adopted Places for Everyone (PfE) Joint Development Plan, providing a more detailed set of locally-specific planning policies to set the planning framework for Bury up to 2043. Once adopted, the Bury Local Plan will replace the existing Unitary Development Plan (UDP) 1997 policies which will either be discontinued or replaced, and these will no longer form part of the Borough's Statutory Development Plan.

3. Plans and strategies such as the Bury Local Plan are required to be subject to a process called Sustainability Appraisal (SA), which assesses the likely effects of a plan on social, economic and environmental issues. The broader Integrated Assessment that is being undertaken for the Bury Local Plan includes SA but also considers the topics of equalities (via an integrated Equalities Impact Assessment) and health (via an integrated Health Impact Assessment).

Integrated Assessment

4. The Bury Authorities are required by law to carry out both SA and another process called Strategic Environmental Assessment (SEA) of the Local Plan and have appointed LUC to undertake this work on its behalf. The Government recommends that these two legal requirements are met through the production of a single report. As described above, these requirements are met for the Bury Local Plan through preparation of the IA Report.

5. The purpose of the IA is to promote sustainable development through the better integration of sustainability considerations into the preparation and adoption of plans. The IA is therefore being undertaken in stages in order to provide sustainability guidance as the plan developed. The approach that has been taken to the IA of the Bury Local Plan to date is summarised below and is described in detail in the full IA Report.

Stage A: Scoping

6. The IA process began in Spring 2024 with the production of a Scoping Report which was prepared by Bury Council and subject to consultation. The Scoping stage of the IA determined what the IA should cover by reviewing a wide range of relevant policy documents and examining data to help identify what the key sustainability issues are in Bury, as well as likely future trends. This work helped to inform the development of a set of sustainability objectives (referred to as the 'IA framework') against which the effects of the plan would be assessed. The IA framework is presented further ahead in this Non-Technical Summary.

Stage B: Developing and Refining Options and Assessing Effects

7. Developing options for a plan is an iterative process, usually involving a number of consultations with stakeholders and the public. The IA process can help to identify where there may be other 'reasonable alternatives' to the options being considered for the policies to be included in a plan. The reasonable alternative options that have been considered for the Bury Local Plan to date have comprised alternative policy approaches (as site allocations are not being made in the Local Plan). These options are explained and their effects summarised in Chapter 4 of the full IA report.

Stage C: Preparing the IA Report

8. The full IA Report describes the process that has been undertaken to date in carrying out the IA of the Bury Local Plan. It sets out the IA findings for the policies in the Publication Local Plan consultation document, as well as the reasonable alternative options considered. Likely significant effects, both positive and negative, have been presented, taking into account the likely secondary, cumulative, synergistic, short, medium and long-term and permanent and temporary effects where relevant.

Stage D: Consultation on the Bury Local Plan and the IA Report

9. Bury Council is inviting comments on the Publication Local Plan and the IA Report. The IA Report and this Non-Technical Summary are being published on the Council's website at the same time as the consultation on the Publication Local Plan, so that the documents can be read in parallel. Consultation comments received on the IA Report will be taken into account at the next stage of the IA.

Stage E: Monitoring Implementation of the Local Plan

10. Draft indicators for monitoring the likely significant social, environmental and economic effects of implementing the Bury Local Plan are included in the full IA report and these will be updated as appropriate during later stages of the IA.

Policy Context

11. There are a large number of plans and programmes that could be relevant to the preparation of the Bury Local Plan. In particular, the Plan must adhere to national planning policy as set out in the National Planning Policy Framework (NPPF). The NPPF was originally published in March 2012 and has been revised several times since, with the most recent version being published in December 2024. Consultation on a further update to the NPPF was launched in December 2025 and is ongoing at the time of writing. However, the 2024 NPPF sets out transitional arrangements and states that where a plan includes policies to deliver the level of housing and other development set out in a preceding local plan (such as a joint local plan containing strategic policies) adopted since 12 March 2020 (i.e. PfE), the plan will be examined under the relevant previous version of the Framework. Therefore, throughout this report, references to the NPPF refer to the July 2023 version.

12. The Local Plan should provide a spatial expression of other plans and programmes where relevant, to assist in their implementation. It must also conform to environmental protection legislation and the sustainability objectives established at an international, national and regional level. In line with the requirements of the SEA Regulations, relevant international, national, regional, sub-regional and local plans have been reviewed in detail in relation to their objectives, targets and indicators and their implications for the Local Plan and the IA. This review can be seen in Chapter 3 and Appendix B of the full IA Report.

13. The Local Plan must be consistent with the requirements of the NPPF, which states that:

> "Succinct and up-to-date plans should provide a positive vision for the future of each area; a framework for addressing housing needs and addressing other economic, social and environmental priorities; and a platform for local people to shape their surroundings."

14. The NPPF sets out information about the purposes of local plan-making, stating that plans should:

- “Be prepared with the objective of contributing to the achievement of sustainable development;
- Be prepared positively, in a way that is aspirational but deliverable;
- Be shaped by early, proportionate and effective engagement between plan-makers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;
- Contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;
- Be accessible through the use of digital tools to assist public involvement and policy presentation; and
- Serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area.”

15. The NPPF also requires Local Plans to be ‘aspirational but deliverable’. This means that opportunities for appropriate development should be identified in order to achieve net gains in terms of sustainable social, environmental and economic development; however, significant adverse impacts in any of those areas should be avoided.

16. The NPPF requires local planning authorities to set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:

- “Housing (including affordable housing), employment, retail, leisure and other commercial development;
- Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- Community facilities (such as health, education and cultural infrastructure); and
- Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.”

17. The NPPF also promotes well-designed places and development, and plans should “at the most appropriate level, set out a clear design vision and expectations”.

18. Non-strategic policies should be used by local planning authorities and communities to set out more detailed policies for specific areas, neighbourhoods or types of development, including qualitative aspects such as design of places, landscapes, and development.

19. Below the national level there are further plans and programmes which are of relevance to the Bury Local Plan and the IA process. These plans and programmes sit mostly at the sub-regional, county and district levels.

Places for Everyone

20. Places for Everyone is a long-term plan document of nine Greater Manchester authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) which was adopted in March 2024.

21. Specifically in relation to Bury, PfE (policy JP-H1: Scale, Distribution and Phasing of New Housing Development) states that 7,678 new homes will be delivered in the Borough between 2022-2039, representing 452 new homes per year. Three residential allocations are made entirely within the Borough (JPA7, 8 and 9) at Elton Reservoir, Seedfield and Walshaw. In addition, a cross-boundary strategic allocation comprising housing and employment is made at the Northern Gateway (JPA1) which spans Bury and Rochdale Boroughs.

Baseline information and key sustainability issues

22. Baseline information provides the context for assessing the sustainability of proposals in the Bury Local Plan and it provides the basis for identifying trends, predicting the likely effects of the plan and monitoring its outcomes. Baseline data must be relevant to environmental, social and economic issues, be sensitive to change and should ideally relate to records that are sufficient to identify trends.

23. Information on existing environmental, social and economic conditions in the plan area provides the baseline against which the plan's effects can be assessed in the IA and monitored during the plan's implementation. Baseline information can also be combined with an understanding of drivers of change that are likely to persist regardless of the Bury Local Plan to understand the likely future sustainability conditions in the absence of the Local Plan.

24. The baseline information for Bury is presented in Appendix C of the full IA Report.

25. Key sustainability issues for Bury were originally identified in the SA Scoping Report (March 2024). These issues have been reviewed and are presented in Table 1 overleaf.

Table 1: Key sustainability issues for Bury and their likely evolution in the absence of the new Local Plan

Key Sustainability Issue	Likely Evolution of the Issue without the new Local Plan
Climate change is and will continue to present challenges for the Borough including increased risk of extreme weather events and flooding.	Without the new Local Plan, this issue is likely to continue to evolve as at present, with measures in international policy, the NPPF and other national policy, and PfE seeking to address climate change mitigation and adaptation. The new Local Plan offers opportunities to adopt locally-specific and up-to-date policies which will seek to mitigate the impacts of climate change in Bury, for example ensuring that new development (allocated through PfE) is built to high standards of sustainable design and construction.
Some species have experienced significant declines in species within the Borough.	Without the new Local Plan, species numbers would continue to decline within Bury although it is noted that national requirements relating to Biodiversity Net Gain in new developments would still apply which may address the issue to some extent. The new Local Plan includes policies that directly aim to protect and enhance biodiversity. Without the new Local Plan, this issue would therefore be less well addressed.
The population of Bury is aging, mirroring national trends. This creates increasing demand for specific types of housing, services and facilities.	Without the policies new Local Plan, development coming forward in Bury may take less account of the specific needs of certain groups of people, including older people. While relevant policies in the NPPF and PfE will apply, the new Local Plan offers the opportunity to adopt up-to-date and locally specific policies to ensure that the particular needs of older people are met within new developments.
The number of people in good health is lower than the national average, with more people than the national average in bad or very bad health. This is combined with a higher-than-average proportion of disabled people.	Policies in the NPPF seek to create healthy, inclusive communities. In addition, national health programmes which seek to address specific health conditions e.g. obesity, will continue to be implemented. However, the Local Plan will identify the measures and infrastructure required to support growth and promote well-designed and healthy neighbourhoods.
Bury has relatively high levels of deprivation compared to the UK as a whole, with pockets of deprivation in certain areas such as East Bury and Moorside.	The Local Plan will also seek to address inequalities and poor health through policies such as restricting hot food takeaways, provision of green infrastructure and the provision of quality home which meet local needs. Without the new Local Plan, this issue would therefore be less well addressed.
Bury has a relatively high percentage of economically inactive people.	Economic growth in Bury will be stimulated by the measures already set out in the adopted PfE plan. However, the new Local Plan offers opportunities to adopt locally specific and up-to-date policies relating to the local economy and will enable the Council to direct investment into identified target areas. Without the new Local Plan, this issue would therefore be less well addressed.
Wage levels are low in Bury compared to the regional and national averages.	Local level interventions have been having an impact on the number of young people in education, employment or training and economic growth in Bury will be stimulated by the measures already set out in the adopted PfE plan. However, the new Local Plan offers opportunities to adopt locally specific and up-to-date policies relating to the local economy and employment access in particular. Without the new Local Plan, this issue would therefore be less well addressed.
There are road safety challenges across the highway network, particularly in East ward, Unsworth and Holyrood where casualty rates are relatively high.	Economic growth should be stimulated by the adopted PfE plan which will help to drive wage increased. However, the new Local Plan offers opportunities to adopt locally specific and up-to-date policies relating to the local economy and employment access in particular. Without the new Local Plan, this issue would therefore be less well addressed.
The proportion of adults who regularly walk or cycle is lower than the national average and has decreased in recent years.	The new Local Plan offers the opportunity to adopt up-to-date and locally specific policies relating to highway safety. Without the new Local Plan, this issue would therefore be less well addressed.
There are areas of poor air quality including one Air Quality Management Area which incorporates most of the Borough's strategic roads.	Policies in the NPPF and TfGM Vision 2040 already support a pattern of development that facilitates the use of sustainable modes of transport. However, without action from the Local Plan to direct development to sustainable locations and increase provision of sustainable transport infrastructure including safe and well-designed walking and cycle routes, car dependency is likely to remain high.
Some of the Borough's heritage assets are considered to be 'at risk' by Historic England.	Policies in the NPPF will ensure that nationally protected heritage assets are given significant weight in the planning process. However, the Local Plan will allow for specific mitigation and enhancement opportunities relating to local heritage assets to be considered through the development of up-to-date and locally specific policies. Without the new Local Plan, this issue would therefore be less well addressed.

Methodology and the IA Framework

26. The key sustainability issues for Bury fed into the identification of a set of IA objectives which are the main tool used at each stage of the IA for assessing the likely effects of policies in the Bury Local Plan. The IA framework is presented below.

Table 2: IA Framework for the Bury Local Plan

IA Objective	Appraisal Questions
1: Provide a sustainable supply of housing including an appropriate mix of type and tenures to reflect needs	Will the option or policy: ■ Ensure an appropriate quantity of housing land? ■ Supply an appropriate mix of types and tenures of properties in relation to the respective level of demand? ■ Supply sufficient affordable homes? ■ Support improvements in the energy efficiency of housing stock? ■ Meet the identified needs of Gypsies, Travellers and Travelling Showpeople?
2: Promote sustainable economic growth and job creation	Will the option or policy: ■ Provide or contribute to a balanced portfolio of employment sites? ■ Maintain and enhance the viability of the Borough's six towns? ■ Improve business development, nurture business growth and enhance competitiveness? ■ Encourage inward investment? ■ Encourage tourism development? ■ Reduce unemployment levels, particularly in areas of high employment deprivation? ■ Help to improve earnings?
3: Reduce levels of deprivation, crime and the fear of crime	Will the option or policy: ■ Reduce the proportion of people living in deprivation? ■ Reduce the potential for crime? ■ Promote design that discourages crime?
4: Promote equality of opportunity and the elimination of discrimination	Will the option or policy: ■ Foster good relations between different people? ■ Ensure equality of opportunity and equal access to facilities/infrastructure for all? ■ Ensure no discrimination based on 'protected characteristics', as defined in the Equality Act 2010?
5: Support improved health and wellbeing of the population and reduce health inequalities	Will the option or policy: ■ Improve access to high quality health facilities? ■ Support healthier lifestyles e.g. provide more opportunities for physical activity, reduce car dependency and encourage walking and cycling? ■ Reduce health inequalities within the Borough? ■ Improve access to high quality green spaces?

IA Objective	Appraisal Questions
6: Support improved educational attainment and skill level for all	Will the option or policy: ■ Improve education levels of children in the area, regardless of their background? ■ Improve educational and skill levels of the population of working age? ■ Provide access to work experience, apprenticeships and training, especially for young people? ■ Ensure sufficient access to educational facilities for all children?
7: Promote the use of sustainable modes of transport	Will the option or policy: ■ Reduce the need to travel and promote efficient patterns of movement? ■ Promote a safe and sustainable public transport network that reduces reliance on private motor vehicles? ■ Support the provision and use of sustainable and active modes of transport?
8: Improve air quality	Will the option or policy: ■ Improve air quality within the Borough, particularly in the Air Quality Management Area (AQMA)? ■ Reduce the number of journeys made by private car in order to reduce the high levels of nitrogen dioxide in areas of traffic congestion in the Borough?
9: Protect and enhance biodiversity and geodiversity.	Will the option or policy: ■ Will it deliver at least 10 percent biodiversity net gain? ■ Protect designated wildlife sites, wildlife corridors, priority species, protected species and their habitats, aiming for no net loss in biodiversity? ■ Provide opportunities to develop or enhance new and existing wildlife sites, networks and corridors? ■ Avoid destruction of important or unique geological features? ■ Maintain and improve provision of green infrastructure?
10: Ensure communities, developments and infrastructure are resilient to the effects of climate change, including flooding	Will the option or policy: ■ Ensure that communities, existing and new developments and infrastructure systems are resilient to the predicted effects of climate change, including through the creation of green infrastructure? ■ Restrict the development of property in areas of flood risk? ■ Ensure adequate measures are in place to manage existing flood risk? ■ Ensure that development does not increase flood risk due to increased run off rates? ■ Encourage sustainable urban drainage systems are incorporated into the design of new development? ■ Ensure development is appropriately future proofed to accommodate future levels of flood risk? ■ Encourage the inclusion of new green spaces and habitat creation to help mitigate flood risk?

IA Objective	Appraisal Questions
11: Increase energy efficiency, encourage low-carbon generation and reduce greenhouse gas emissions	Will the option or policy: ■ Support the take up of renewable/ low carbon technologies? ■ Encourage reduction in energy use and increased energy efficiency? ■ Minimise greenhouse gas emissions?
12: Protect and improve the quality and availability of water resources	Will the option or policy: ■ Encourage compliance with the WFD? ■ Promote management practices that will protect water features from pollution?
13: Protect and make accessible for enjoyment the Borough's landscapes and townscapes including by improving access to open spaces	Will the option or policy: ■ Improve the landscape quality and the character of open spaces and the public realm? ■ Respect, maintain and strengthen local character and distinctiveness in both urban and rural areas? ■ Ensure that all people have access to public open space within reasonable walking distance from where they live? ■ Promote access to green and blue infrastructure such as natural greenspace? ■ Create new areas of open space and natural greenspace?
14: Protect and enhance the Borough's historic environment and cultural heritage	Will the option or policy: ■ Conserve and enhance heritage and cultural assets in both urban and rural areas? ■ Provide opportunities for the restoration of heritage assets? ■ Conserve heritage and cultural assets in both urban and rural areas? ■ Provide opportunities to enhance the significance of heritage assets? ■ Assist in the removal of heritage assets from the at risk register?
15: Improve efficiency in land use through the re-use of previously developed land and buildings whilst reducing land contamination	Will the option or policy: ■ Focus development on previously developed land? ■ Protect the best and most versatile agricultural land/soil resources from inappropriate development? ■ Encourage the redevelopment of derelict land and properties, returning them to appropriate uses? ■ Support reductions in land contamination through the use of previously developed land? ■ Protect peat soils and prevent damage to peat soils?

Use of the IA Framework

27. Within the assessment matrices showing the likely sustainability effects of the Local Plan policies, symbols and colour-coding have been used against each IA objective to show whether an effect is likely to be positive or negative, minor or significant, or uncertain, as shown in Table 3. Where a potential positive or negative effect is uncertain, a question mark is added to the relevant symbol (for example +? or -?).

Table 3: Key to symbols and colour coding used in the IA

Symbol and Colour Coding	Description
++	Significant positive effect likely.
++/-	Mixed significant positive and minor negative effects likely.
+	Minor positive effect likely.
+/-	Mixed minor or significant effects likely.
-	Minor negative effect likely.
--/+	Mixed significant negative and minor positive effects likely.
--	Significant negative effect likely.
0	Negligible effect likely.
?	Likely effect uncertain.

Sustainability Appraisal Findings for the Publication Local Plan

28. The Publication Local Plan contains a Vision supported by 18 Strategic Objectives and 73 policies. The likely effects of the policies on the IA objectives are presented in Table 4-17 overleaf. These are described in detail in Chapter 4 of the full IA Report. Table 18 which follows, presents the likely cumulative effects of the Publication Local Plan as a whole on each of the IA objectives.

Table 4: Cumulative Effects of the Publication Local Plan policies - Meeting Our Housing Needs

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-H1: Housing Land Provision	++	+	0	+	+	0	0	0	?	0	0	0	?	?	+	?
LP-H2: Windfall Housing Development	+	0	0	0	+?	+?	+?	0	+	+	0	+	+	0	+	0
LP-H3: Housing Mix	++	0	0	+	+	0	0	0	0	0	0	0	+	+	0	0
LP-H4: Affordable Housing Provision	++	0	0	+	+	0	0	0	0	0	0	0	0	0	0	0
LP-H5: Provision of Housing for Older People and People with Disabilities	++	0	0	++	++	0	+	+/-	0	0	0	0	0	0	0	0
LP-H6: Homes for Looked After Children and Care Leavers	++	0	+	+	+	0	0	0	0	0	0	0	0	0	0	0
LP-H7: Custom, Self-Build and Community-led Housing	+	0	0	0	+	0	0	0	0	0	0	0	0	0	0	0
LP-H8: Gypsies, Travellers and Travelling Showpeople	++	0	0	+	+	+	+	+	+	+	0	+	+	+	0	+
LP-H9: Alterations and Extensions to Residential Properties	+	0	0	0	+	0	0	0	0	0	0	+	++	0	0	+
LP-H10: Residential Conversions	+	0	0	0	+	0	+	0	0	0	0	0	+	+	0	+
LP-H11: Houses in Multiple Occupation	+	0	0	0	+	0	+	0	0	0	0	0	+	+	0	+

Table 5: Cumulative Effects of the Publication Local Plan policies - Delivering Economic Growth

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-E1: Business, Industrial and Warehousing Development	0	++	+	0	+	+	+	+	?	0	0	+	?	?	0	?

LP-E2: Office Development	0	++	+	+	+	+	+	+	0	+	0	+	+	0	0	0
LP-E3: Employment Generating Areas	0	++	+	0	0	0	0	0	0	0	0	0	0	0	0	0
LP-E4: Employment sites outside Employment Generating Areas	0	++	+	0	0	0	0	0	0	0	0	0	0	0	+	0

Table 6: Cumulative Effects of the Publication Local Plan policies - Supporting Our Centres

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-TC1: Hierarchy and Role of Centres	0	++	0	+	+	0	+	+	0	0	0	0	0	0	0	0
LP-TC2: Managing the Location and Scale of Main Town Centre Uses	0	++?	+	+	+	0	+	+	0	0	0	0	0	0	0	0
LP-TC3: Primary Shopping Areas	0	++	+	0	0	0	0	0	0	0	0	0	+	+	0	0
LP-TC4: Local Centres	0	++	0	+	0	0	0	0	0	0	0	0	+	0	0	0
LP-TC5: Local Shops and Services	0	+	0	+	+	0	+	0	0	0	0	0	0	0	0	0
LP-TC6: Upper Floors in Centres	+	+	0	0	0	0	0	0	0	0	0	0	0	0	+	0
LP-TC7: Food and drink	0	+	0	0	+	0	+	+	0	0	0	0	+	0	0	+
LP-TC8: Betting shops	0	+	+	+	+	0	0	0	0	0	0	0	0	0	0	0

Table 7: Cumulative Effects of the Publication Local Plan policies - Promoting Tourism and Culture

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-TO1: Tourism and Cultural Assets	0	++	0	0	0	0	+	0	+	0	0	+	+	++	0	0

Table 8: Cumulative Effects of the Publication Local Plan policies - Creating Healthy and Successful Communities

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-CM1: New Development and Social Value	0	+	+	++	+	+	+	0	0	0	0	0	0	0	0	0
LP-CM2: New Development and Health and Wellbeing	+	0	+	+	++	0	+	+	0	0	0	0	0	0	0	0
LP-CM3: Education Provision in New Housing	0	0	0	+	0	++	+	0	0	0	0	0	0	0	0	0
LP-CM4: Community Facilities	0	0	0	+	+	0	+	+	0	0	0	0	0	0	0	0

Table 9: Cumulative Effects of the Publication Local Plan policies - Promoting Sustainable Transport

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-TR1: Sustainable Transport	0	+	+	+	+	0	++	++	+	0	+	0	0	0	+	0
LP-TR2: Walking, Wheeling and Cycling	0	+	+	+	++	0	++	+	+	0	+	0	+	0	0	0
LP-TR3: Public Transport	0	+	+	+	+	0	++	+	+	0	+	0	0	0	0	0
LP-TR4: Travel Hubs	0	+	+	+	+	0	++	+	+	0	+	0	0	0	0	0
LP-TR5: Highways	0	+	+	0	+	0	+/-	+/-	0	0	0	0	0	0	0	0
LP-TR6: Parking Provision and Drop-off Facilities	0	0	0	+	0	0	-	-	0	0	-	0	0	0	0	0
LP-TR7: Electric Vehicle Charging Infrastructure	0	0	0	0	+	0	0	+	+	0	++	0	0	0	0	0

Table 10: Cumulative Effects of the Publication Local Plan policies - Conserving our Built Environment and Achieving High Quality Design

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-BE1: Conservation Areas	0	+	0	0	+	0	0	0	+	0	0	0	+	++	+	0
LP-BE2: Listed Buildings	0	0	0	0	0	0	0	0	0	0	0	0	+	++	0	0
LP-BE3: Scheduled Monuments	0	0	0	0	0	0	0	0	0	0	0	0	+	++	0	0
LP-BE4: Archaeological Features	0	0	0	0	0	0	0	0	0	0	0	0	0	++	0	0
LP-BE5: Local Non-Designated Heritage Assets	0	0	0	0	0	0	0	0	0	0	0	0	0	++	0	0
LP-BE6: Design and Layout of New Development	+	0	+	+	+	0	+	+	+	++	++	+	+	+	+	0
LP-BE7: Shop fronts	0	0	0	0	0	0	0	0	0	0	0	0	+	+	0	0
LP-BE8: Street furniture	0	0	0	+	0	0	+	0	0	0	0	0	+	0	0	0
LP-BE9: Advertisements	0	0	0	0	+	0	0	0	0	0	0	0	+	+	0	0
LP-BE10: Regeneration Opportunity Areas	0	+	+	0	0	0	0	0	0	0	0	0	+	+	+	0

Table 11: Cumulative Effects of the Publication Local Plan policies - Conserving and enhancing our Green Infrastructure

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-GI1: Green Infrastructure	0	0	0	0	+	0	+	+	++	+	0	0	++	0	0	0
LP-GI2: Biodiversity and Geodiversity Assets	0	0	0	0	0	0	0	+	++	0	0	0	+	0	0	0
LP-GI3: Biodiversity Net Gains from New Development	0	0	0	0	0	0	0	+	++	+	0	0	0	0	0	0
LP-GI4: Local Nature Recovery Network	0	0	0	0	+	0	0	+	++	+	0	0	+	0	0	0
LP-GI5: Wildlife-friendly features in new development	0	0	0	0	0	0	0	0	++	0	0	0	0	0	0	0

LP-GI6: Trees, Woodland and Hedgerows	0	0	0	0	+	0	0	+	++	+	0	+	+	0	0	0
LP-GI7: Soils	0	0	0	0	0	0	0	0	+	+	0	0	0	0	++	0

Table 12: Cumulative Effects of the Publication Local Plan policies - Improving access to quality open space, sport and recreation

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-OS1: Protected Open Space, Sport and Recreation	0	0	0	+	++	+	0	+	+	0	0	0	+	0	0	0
LP-OS2: Open Space, Sport and Recreation Provision in New Housing	0	0	0	+	++	0	+	+	+	0	0	0	+	0	0	0
LP-OS3: Strategic Recreation Routes	0	0	0	0	++	0	++	+	+	0	0	0	+	0	0	0

Table 13: Cumulative Effects of the Publication Local Plan policies - Protecting the Green Belt

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-GB1: Limited Infilling in Village Settlements	+	0	0	+	0	0	0	0	0	0	0	0	+	0	+	0
LP-GB2: Conversion and Re-use of Buildings in the Green Belt	0	+	0	0	0	0	-	-	+	+	+	0	+	0	+	+
LP-GB3: Rural Occupational Dwellings in the Green Belt	+	+	0	0	0	0	-	-	+/-	-	0	0	+	0	0	0
LP-GB4: Agricultural Diversification in the Green Belt	0	++	0	0	0	0	-	-	+?	-	0	0	+?	0	0	0
LP-GB5: Equestrian Development in the Green Belt	0	+	0	0	+	0	0	0	0	0	0	0	+	0	0	0

Table 14: Cumulative Effects of the Publication Local Plan policies - Managing Water and Flood Risk

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-W1: Flood Risk and water management	0	+	0	0	+	0	0	0	+	++	0	+	0	0	0	0
LP-W2: Sustainable Drainage	0	+	0	0	+	0	0	0	0	++	0	++	0	0	0	0
LP-W3: Water Resources	0	0	0	0	0	0	0	0	+	+	0	++	0	0	0	0

Table 15: Cumulative Effects of the Publication Local Plan policies - Addressing Air Quality, Pollution and Hazards

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-AP1: Air Quality and Pollution Control	0	0	0	0	+	0	0	++?	+	0	0	0	0	0	0	0
LP-AP2: Contaminated and Unstable Land	0	0	0	0	+	0	0	0	0	0	0	0	0	0	++	0
LP-AP3: Control of Hazardous Uses	0	0	0	0	+?	0	0	0	+	0	0	0	0	0	+	0
LP-AP4: Development Near Hazardous Installations 0	0	0	0	0	+	0	0	0	+	0	0	0	0	0	0	0

Table 16: Cumulative Effects of the Publication Local Plan policies - Delivering Other Infrastructure

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-OI1: Digital Connectivity Infrastructure	0	++	0	0	+?	+	+	+	+?	+	0	0	+?	+?	0	0
LP-OI2: Protecting Digital Infrastructure	0	+	0	0	0	+	0	0	0	0	0	0	0	0	0	0
LP-OI3: Public Utilities Infrastructure	0	0	0	0	+	0	0	0	0	0	0	+	0	0	0	+

Table 17: Cumulative Effects of the Publication Local Plan policies - Development Management

Publication Local Plan Policies	1: Housing	2: Economy	3: Crime and deprivation	4: Equality	5: Health	6: Education	7: Sustainable Transport	8: Air Quality	9: Biodiversity and Geodiversity	10: Climate Change Resilience	11: Energy efficiency	12: Water	13: Landscape	14: Historic Environment	15: Efficient Land Use	16: Sustainable Management of Resources
LP-DM1: Planning Contributions and Infrastructure	+	+	+	+	+	+	0	0	+	0	0	0	0	0	0	0
LP-DM2: Amenity	+	0	0	0	+	0	0	+	+	0	0	0	+	0	0	0
LP-DM3: Planning enforcement	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0

Table 18: Cumulative Effects of the Publication Local Plan

IA objective	Cumulative effect
1: Housing	++
2: Economy	++
3: Crime and deprivation	+
4: Equality	+
5: Health	++
6: Education	+
7: Sustainable transport	++/-
8: Air quality	+
9: Biodiversity and geodiversity	+?
10: Climate change resilience	+
11: Energy efficiency	+
12: Water	+
13: Landscape	+?
14: Historic environment	++?
15: Efficient land use	+?
16: Sustainable resource management	+

Recommendations

29. A number of recommendations for changes to the emerging Local Plan policies were presented to the Council in an early draft version of this IA report. These recommendations were taken into account as the Publication Local Plan was finalised and the IA report and this Non-Technical Summary have been updated to reflect the changes made. The recommendations and the Council's response to each are detailed in Chapter 4 of the full IA Report.

Monitoring

30. The SEA Regulations require that monitoring is undertaken in relation to the significant effects of implementing a Local Plan. Suggested indicators for monitoring the potential significant sustainability effects of implementing the Bury Local Plan are set out in Chapter 5 of the full IA report.

Next Steps

31. This IA Report will be available for consultation alongside the Publication Local Plan document between 15 May and 26 June 2026. The consultation responses on the Publication Local Plan and this IA Report will be taken into account in the next stages of the plan preparation process.

LUC

February 2026

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www.bury.gov.uk/burylocalplan

Bury Council






Bury Local Plan: Consultation Statement

June 2026







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1 Introduction

1.1 This Consultation Statement sets out how Bury Council (the Council) considers it has fulfilled its statutory duty to consult and engage with the public and key stakeholders on the preparation of the draft Local Plan under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012 as well as Bury's Statement of Community Involvement (SCI)[1] which sets out how and when the community will be involved in the preparation of local planning documents and the consultation process for planning applications.

1.2 The Council is currently preparing a new Local Plan that sets out long-term framework to manage future growth and development in the Borough, covering from the period of 2022 to 2043. It will form a key part of Bury's wider development plan alongside:

- Places for Everyone Joint Development Plan (adopted in March 2024);
- Greater Manchester Joint Minerals Plan (adopted in April 2013); and
- Greater Manchester Joint Waste Plan (adopted in April 2012).

1.3 Places for Everyone (PfE) is a strategic plan that covers nine of the ten Greater Manchester districts (excluding Stockport). PfE was adopted in March 2024 and provides the strategic framework up to 2039 within which the participating districts need to develop their Local Plans.

1.4 The Local Plan provides a more detailed set of locally specific planning policies to complement the strategic policies within PfE. Once adopted, Bury's Local Plan policies will replace the remaining saved policies in the Unitary Development Plan and will sit alongside Places for Everyone and the joint Greater Manchester Minerals and Waste Plans in forming Bury's wider development plan.

1.5 The Local Plan is accompanied by a draft Policies Map which provides spatial interpretation of the plan, including identifying specific sites and areas where policies will apply.

1.6 This Consultation Statement provides a summary of how the Council has undertaken community participation and stakeholder involvement in the Local Plan to date. It sets out the main issues raised by consultation and how the Council has responded to these.

[1] This document can be found online at: https://www.bury.gov.uk/planning-building-control/planning-policy/statement-of-community-involvement

1.7 The Consultation Statement will be updated to reflect the key issues raised in response to an invitation to submit representations on the Regulation 19 Publication Local Plan.

2 Early engagement

2.1 As an early stage in the preparation of the Local Plan, we began the process of information gathering and we invited comments on what the Local Plan ought to contain, the scope of the Integrated Assessment and issued a Call for Sites over a six-week period from 25 March to 6 May 2024.

2.2 The comments received during this stage have all been considered as part of the preparation of the draft Local Plan and the supporting Integrated Assessment.

2.3 The Call for Sites generated 52 responses in total which included proposals for new development as well as sites that were proposed for protection. The majority of development sites submitted involved proposals for residential development (19) with employment (3) and mixed use (2) proposals also submitted.

2.4 It was made clear as part of the Call for Sites that, in terms of housing, the adopted Places for Everyone Plan identifies strategic housing allocations to help meet Bury's future housing targets and that the need to identify additional housing sites through the Local Plan will be limited but were keen to receive any suggestions for housing on previously developed brownfield sites within the existing urban area.

2.5 However, only 5 of the 19 sites suggested for housing were outside of the Green Belt and all of the sites put forward for employment or mixed-use development were within the Green Belt.

2.6 A strategic review of the Green Belt was carried out through the Places for Everyone Plan and it is not proposed to review this again through the Local Plan. As such, the Green Belt sites were discounted on this basis. Those sites that were put forward outside the Green Belt were discounted on the basis of other planning policy constraints or because the sites already had planning permission.

2.7 25 sites were put forward on the basis that they should be protected from development – the majority of which were within the strategic housing sites allocated through Places for Everyone. As allocated sites, these are now progressing through the planning process with Development Frameworks having been prepared for each with issues around ecology and greenspace having been considered through this process rather than the Local Plan.

3 Engagement on the draft Local Plan

3.1 The draft Local Plan was subject to a period of consultation running from 17th March to 12th May 2025. The following sets out the Council's consultation methods employed for the draft Local Plan.

Inspection of material

3.2 All relevant material was made available for inspection electronically via the Council's planning policy pages of the web site at www.bury.gov.uk/burylocalplan.

3.3 The web site included a downloadable copies of the Plan and supporting evidence base and a series of Frequently Asked Questions that provided answers to common questions such as what a Local Plan is, how the Bury Local Plan relates to Places for Everyone, what it says about certain issues and how people could have their say and stay informed.

3.4 Material was also be made available for inspection electronically at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday to Friday) and at local libraries during their normal opening hours (see Libraries and archives and Tottington Centre for details).

Database contacts

3.5 The Council's Strategic Planning team have developed a consultation database which includes all of the specific consultation bodies as well as a wide range of other individuals, groups and stakeholders that have expressed an interest in planning policy matters previously. In total, the database contains around 2,500 contacts.

3.6 We contact those on the database throughout the process of preparing planning policy documents so that everyone has the opportunity to influence policies and proposals as they emerge.

3.7 Depending on the contact's specified preference, the Council sent letters or emails to all database contacts (see Appendix 1).

Social media

3.8 Social media messages advertising consultation on the draft Local Plan were shared via the Council's official Facebook (16,000 followers) and X (22,000 followers) platforms pages in order to extend the reach of the consultation to a wider demographic (see Appendix 2).

Press release

3.9 The Council also issued a press release at: https://www.mynewsdesk.com/uk/bury-council/pressreleases/setting-out-the-shape-and-ambitions-of-bury-3372116)

3.10 This was reported in both the Bury Times and the Manchester Evening News.

Posters

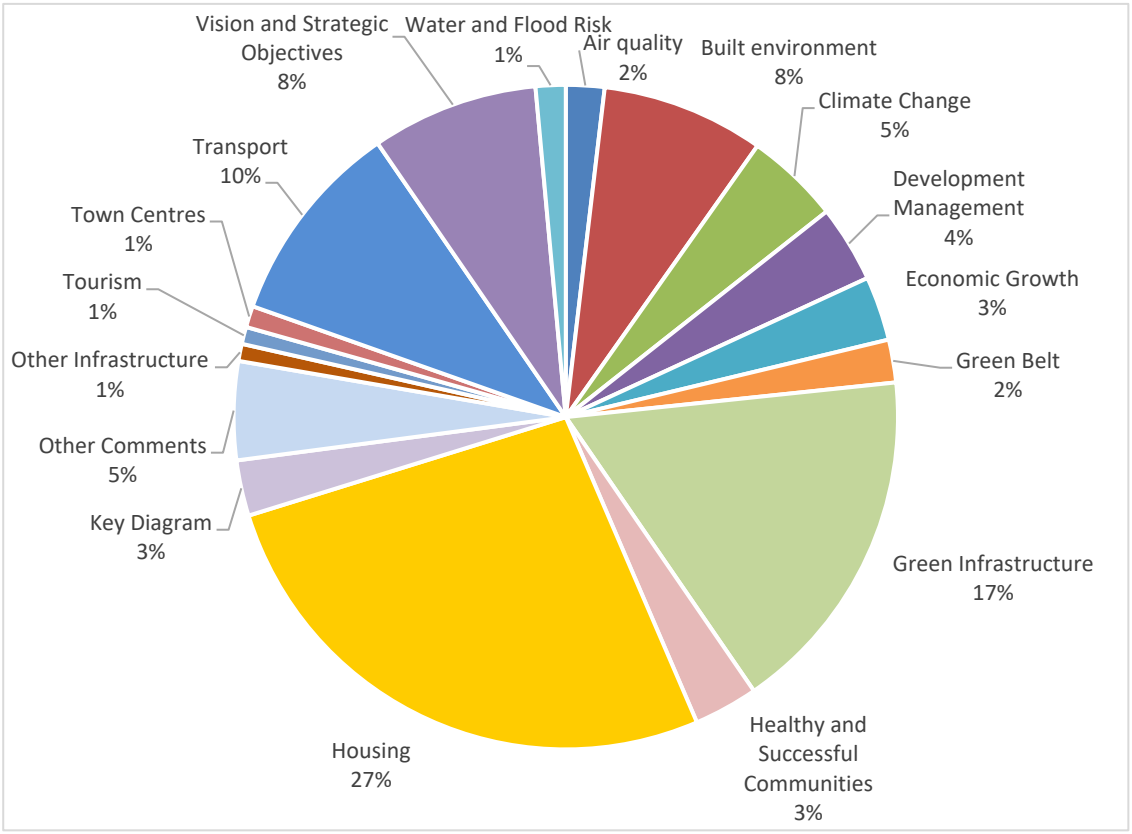
3.11 The Council produced additional publicity material to advertise consultation on the draft Plan in the form of posters (see Appendix 3) which were placed on town centre notice boards, in the Mill Gate shopping centre, in Ramsbottom Civic Centre, at Bury and Radcliffe Markets, at leisure centres and in notice boards within thirteen of the biggest parks across the Borough.

4 Responses Received

4.1 In response to consultation on the draft Local Plan, the Council received a total of 41 representations with 90% of these originating from companies, groups and developers and 10% from individual members of the public.

4.2 The 41 representations included 480 individual comments from respondents across a variety of areas of the draft Plan – as shown in Figure 1 below:

Figure 1 – Comments received on the draft Local Plan



4.3 This shows that the most significant number of comments were relating to housing (27%) with a notable amount of comments relating to green infrastructure (17%), transport (10%), the Vision and Strategic Objectives (8%) and the built environment and design (8%).

4.4 14 of the representations were promoting sites for development.

5 Summary of consultation responses

5.1 The following provides a summary of the key issues raised in relation to specific areas of the draft Local Plan.

Vision and Strategic Objectives

5.2 The consultation responses broadly express support for the overall Strategic Vision and Strategic Objectives, particularly the emphasis on sustainable growth, economic development, climate action, high-quality design, and meeting housing needs, while also raising recurring concerns and suggestions for refinement.

5.3 Several comments seek a stronger and earlier emphasis on housing delivery, a more varied mix of sites, and reassurance on deliverability and infrastructure capacity, especially transport and utilities. Environmental matters feature prominently, with calls to strengthen references to biodiversity, nature recovery, ecological connectivity, and the protection and enhancement of natural assets, including on brownfield land and within strategic allocations.

5.4 Some respondents request greater local distinctiveness in the vision, clearer links between growth and infrastructure provision, and more explicit consideration of climate resilience, flooding, and sustainable drainage. Overall, while the direction and ambition of the Vision and Objectives are largely supported, respondents highlight the need for greater clarity, balance, and place-specific emphasis to ensure the Plan is both robust and deliverable.

Response

5.5 The Publication Local Plan strengthens and refines the Vision and Strategic Objectives in direct response to consultation feedback. It adds clearer references to Bury's distinctive neighbourhoods, biodiversity, and nature recovery, and introduces a dedicated climate change section. Strategic Objectives are amended to explicitly include ecological connectivity and climate resilience, responding to calls for greater environmental clarity and place-specific focus.

Key Diagram

5.6 The comments raised broadly focus on concerns about the clarity, completeness and consistency of the Key Diagram, particularly in relation to the identification and mapping of housing and employment allocations, Green Belt boundaries, green infrastructure, ecological assets and transport features, with several respondents stating that the level of detail shown makes it difficult to assess impacts or align with other plan documents.

5.7 There are requests for clearer hierarchy and differentiation of town, district, local and neighbourhood centres, better alignment between the Key Diagram and the Policies Map, and clearer legends or explanations for specific designations.

5.8 A number of comments also question the omission or representation of environmental features such as river corridors, ancient woodland, conservation areas and the strategic green infrastructure network, while others raise broader concerns about whether the spatial strategy sufficiently supports housing delivery, economic growth and future development needs.

Response

5.9 To address concerns about clarity and hierarchy, the Publication Local Plan revises the Key Diagram to explicitly identify district centres. This improves alignment with the defined hierarchy of centres and helps clarify the spatial strategy when read alongside the Policies Map.

Meeting our housing needs

5.10 Overall, the comments raise concerns that the draft housing policies rely too heavily on the adopted Places for Everyone (PfE) allocations and untested SHLAA and windfall sites, lack firm commitment to delivering minimum - and especially affordable - housing needs, and are not sufficiently underpinned by up-to-date evidence on housing need, viability, and delivery timescales.

5.11 Many respondents argue the approach risks under-delivery against both current and emerging Local Housing Need figures, places excessive reliance on large, complex strategic sites with long lead-in times, fails to allocate a balanced range of small and medium sites, and does not adequately address affordable housing, specialist and older persons' accommodation, design quality, or future-proofing against policy change (including grey belt considerations), potentially undermining a genuinely plan-led strategy and the soundness of the Local Plan.

Response

5.12 The Publication Local Plan has been amended with an updated housing requirement extended to 2043; a detailed housing land supply table which demonstrates sufficient flexibility in the housing land supply; affordable housing policy is materially revised (including lower town-centre rates and Build-to-Rent requirements); wheelchair-accessible housing standards are added; housing mix is updated using the 2025 HNDA; windfall delivery is clarified; and HMO policy is refined. These changes address concerns about evidence, delivery, affordability, and plan-led certainty.

Delivering economic growth

5.13 The comments collectively focus on the accuracy, adequacy, and delivery of employment land policies, raising concerns about technical accuracy (such as floorspace figures), the need for clearer infrastructure capacity and mitigation requirements (notably transport, utilities, water, wastewater, and electricity), and stronger integration of design quality, sustainability, active travel, and net-zero principles in employment development.

5.14 Several respondents highlight environmental constraints, particularly the protection of Sites of Biological Importance, green infrastructure, and habitats adjacent to employment areas, seeking boundary changes and buffers, while infrastructure bodies emphasise safeguarding and responding to strategic assets such as highways and power lines.

5.15 Others question the timing, viability, and spatial strategy for delivering employment land, including reliance on existing sites and strategic allocations, while support is expressed for flexibility in retaining or repurposing employment sites and for promoting emerging sectors such as green jobs and skills to future-proof economic growth.

Response

5.16 The Publication Local Plan removes district-level employment floorspace targets, relying instead on the PfE strategy. Policies governing Employment Generating Areas are tightened, with clearer marketing and viability tests, financial compensation for employment land loss, and stronger emphasis on digital infrastructure, green industries, skills, active travel, and low-emission transport. These changes respond to concerns about accuracy, deliverability, infrastructure capacity, and sustainability.

Supporting our centres

5.17 The comments raise concerns about clarity and consistency in the classification and hierarchy of centres, particularly the need to distinguish more clearly between the borough's main centre and smaller centres to avoid confusion in decision-making, with some views challenging whether certain centres should be defined as town centres at all and instead suggesting a lower-order classification.

5.18 Alongside this, there is general support for policies that protect and enhance the character and appearance of centres, especially where shopping frontages overlap with conservation areas or heritage assets, recommendations to strengthen policies on local and neighbourhood centres by explicitly requiring proposals to positively restore or enhance character and appearance, and support for encouraging appropriate uses of upper floors in

centres due to their benefits for the upkeep and appearance of buildings, including historic assets.

Response

5.19 In response to requests for clearer hierarchy and management, the Publication Local Plan introduces new policies on food and drink uses and betting shops, revises impact-assessment thresholds by centre type, strengthens protection of centre vitality and primary retail functions, and explicitly links centres policy to health and wellbeing outcomes.

Promoting tourism and culture

5.20 The comments on Policy LP-TO1 are generally supportive, welcoming its focus on tourism, cultural heritage, and sustainable development. Respondents endorse the policy's recognition of the economic and cultural value of local assets, including the historic environment, and its emphasis on active travel and public transport to support tourism in local centres.

5.21 Some comments suggest minor refinements, such as strengthening references to protecting sensitive landscapes from recreational pressure and ensuring key features, like canal routes, are clearly identified on maps to improve clarity and interpretation, but overall there is strong agreement with the policy's objectives and approach.

Response

5.22 The Publication Local Plan builds on generally supportive feedback by expanding recognition of the Manchester, Bolton and Bury Canal, strengthening support for temporary and pop-up cultural uses, the evening economy, and visitor accommodation, while maintaining an emphasis on sustainability and accessibility.

Creating healthy and successful communities

5.23 Overall, the comments emphasise broad support for the aim of creating healthy and successful communities, recognising that new development can contribute positively to social value, healthier lifestyles, improved wellbeing, and inclusive places.

5.24 There is strong endorsement of policies that encourage active travel, access to community, recreational and health facilities, and the mitigation of health impacts arising from development, including addressing inequalities in health and wellbeing.

5.25 Some comments raise concerns about additional policy requirements creating unnecessary cost or administrative burdens, particularly where benefits are considered inherent to development, and seek greater clarity on how contributions for health and community infrastructure will be delivered, whether through onsite provision or financial contributions.

5.26 Others suggest stronger cross-referencing with related policies, clearer guidance in supporting documents, recognition of existing assets such as green and blue infrastructure for wellbeing, and the importance of coordinated infrastructure planning to ensure fair and proportionate contributions across developments.

Response

5.27 The Plan responds by making Social Value Strategies mandatory for all major development, clarifying thresholds for education and health infrastructure contributions, strengthening cross-links between health, design, transport and environmental policies, and clearly identifying delivery responsibilities among developers, the Council and the NHS.

Promoting sustainable transport

5.28 The consultation comments on the transport section broadly support the overall direction of promoting sustainable transport, active travel, and public transport, while seeking greater clarity, precision, and ambition in policy wording and implementation.

5.29 Respondents consistently endorse aims to reduce car dependency, encourage modal shift, and improve walking, wheeling and cycling networks, but frequently request clearer links to national guidance, stronger references to design quality and standards, and more explicit requirements around accessibility, public transport provision, and developer contributions.

5.30 There are recurring calls for clearer justification of when and how infrastructure mitigation, parking provision, transport assessments, modelling, and financial contributions will be required, alongside concerns about policy overlap with higher-level plans.

5.31 Some comments question the practicality, value for money, or local suitability of cycling infrastructure and bus priority measures, while others argue for more robust, vision-led approaches that prioritise sustainable travel, high-quality street design, and integration with green and blue infrastructure.

5.32 Overall, the comments highlight general support for the policy objectives, combined with requests to refine wording, strengthen clarity, and ensure

policies are deliverable, proportionate, and aligned with wider transport, climate, and placemaking goals.

Response

5.33 The Publication Local Plan enhances recognition of the Bee Network and active-travel corridors, strengthens and clarifies EV charging policy, explicitly protects transport infrastructure and hubs, and more clearly links transport choice to health outcomes, air quality, and carbon reduction goals.

Conserving our built environment and achieving high-quality design

5.34 The comments collectively support the overall direction of the draft policies but seek clearer alignment with national policy and legislation, stronger and more consistent wording, and greater clarity on how policies will be applied in practice, particularly to avoid ambiguity or unnecessary prescription.

5.35 There is a recurring emphasis on strengthening protection for heritage assets, archaeology, landscapes, trees and biodiversity; ensuring harm is properly balanced against public benefits; and clarifying the status and role of guidance versus policy.

5.36 Respondents also call for a more explicitly design-led approach to development, including masterplanning, design codes, design review, and clearer guidance on taller buildings, public art, amenity standards and landscape character.

5.37 Environmental considerations feature strongly, with requests to better integrate green infrastructure, wildlife habitats, sustainable drainage, climate resilience, access to nature, and reductions in light pollution, while some concerns are raised about viability, clarity and the risk of exceeding national building standards.

5.38 Overall, the comments advocate refinement rather than wholesale change, aiming to improve clarity, effectiveness and policy robustness while retaining flexibility and consistency with national frameworks.

Key changes made

5.39 The Publication Local Plan retains the core heritage and design policy framework from the draft but restructures and strengthens it by clarifying strategic policies, separating out non-design matters (e.g. food and drink uses and amenity), and introducing more detailed place-focused controls such as shopfronts and street furniture. Overall, the chapter shifts from a broadly expressed requirement for “high standards of design” to a clearer, more

robust placemaking approach that emphasises local character, design quality, and distinctiveness, alongside stronger integration with wider priorities such as climate resilience, biodiversity, and high-quality public realm, resulting in a more focused, policy-led and NPPF-aligned framework.

Conserving and enhancing our green infrastructure

5.40 The consultation comments broadly welcomed the emphasis on protecting, enhancing and connecting green and blue infrastructure, biodiversity, open space and recreation, while repeatedly seeking clearer definitions, stronger justification and improved clarity in policy wording, structure and lettering.

5.41 Respondents raised concerns about potential conflicts between recreation, development and biodiversity protection, particularly in sensitive habitats, and highlighted the need to properly reflect ecological networks, Local Nature Recovery priorities, heritage value, and the multifunctional role of green infrastructure, including health, climate resilience and sustainable drainage.

5.42 There was ongoing debate about the extent and mapping of strategic green infrastructure, especially where it overlaps with Green Belt, urban or developed land, with calls for more refined evidence and boundaries.

5.43 Comments frequently stressed alignment with national policy and guidance, the adequacy and currency of the evidence base, appropriate flexibility and viability considerations, and the importance of avoiding unnecessary duplication of national requirements.

5.44 Specific issues included protection of playing fields, clearer application of biodiversity net gain and mitigation hierarchies, safeguarding irreplaceable habitats and soils (particularly peat), recognition of trees, hedgerows and canals, and ensuring development contributes positively to nature recovery, accessibility, health and place quality.

Response

5.45 The Publication Local Plan noticeably strengthens this area. The chapter is expanded with greater emphasis on biodiversity and nature recovery; open space policies are moved to a separate chapter; mandatory 10% Biodiversity Net Gain is introduced; new policies on the Local Nature Recovery Network and wildlife-friendly features are added; and tree, woodland and hedgerow protection is strengthened using a natural-capital approach. The emphasis shifts from protection alone to active enhancement.

Protecting the Green Belt

5.46 The comments broadly support the protection of Green Belt policy objectives, particularly in safeguarding the character of settlements, preventing harm to amenity, biodiversity and heritage assets, and supporting appropriate forms of development such as limited infilling, building conversion and agricultural diversification.

5.47 Several comments welcome specific criteria within policies, while suggesting minor clarifications or corrections to wording and opportunities to strengthen environmental outcomes, including habitat protection, enhancement and compensatory improvements.

5.48 There is also recognition of the need to consider transport and infrastructure impacts where development could affect strategic routes, alongside calls for consultation where such impacts may arise.

5.49 A small number of comments challenge the overall emphasis on Green Belt protection or propose localised boundary changes, but these do not provide justification sufficient to alter the established approach, while one response highlights the need to ensure policy alignment with national planning guidance on positively enhancing the Green Belt.

Response

5.50 While retaining the overall policy approach, the Publication Local Plan clarifies and tightens wording, aligns policies more closely with the 2024 NPPF, restricts village infill to named settlements only, strengthens functional-need tests for rural dwellings and diversification, and confirms that strategic Green Belt releases set through PfE are not revisited.

Managing water and flood risk

5.51 The consultation comments broadly support directing new development away from areas at the highest existing and future flood risk, emphasising the early application of a sequential approach that considers all sources of flooding, including climate change impacts, while calling for greater clarity on how this approach will be applied in practice.

5.52 There is strong encouragement for multifunctional, nature-based sustainable drainage solutions that deliver biodiversity gains, create or restore wetlands, re-wet peat, and integrate with wider green infrastructure networks, alongside managing watercourses to reduce flood impacts on key infrastructure.

5.53 Comments also highlight the need to review evidence on surface water management, including whether specific local criteria or critical drainage

areas should be identified, and to promote site-wide, coordinated drainage strategies where land ownership is fragmented.

5.54 Additionally, suggestions are made to explore strategic, partnership-based opportunities to use existing water infrastructure for both flood attenuation and drought resilience within a wider integrated water management framework.

Response

5.55 Policies are strengthened to manage flood risk at a catchment scale, not just site level. Sustainable Drainage requirements are tightened with explicit discharge reduction targets and a clearer SuDS hierarchy. Stronger references to climate change allowances, buffer zones, the SFRA and River Basin Management Plans respond directly to calls for clarity and ambition.

Addressing air quality, pollution and hazards

5.56 Consultees broadly support the air quality and related policies, while emphasising the need for robust assessment of pollution impacts on sensitive habitats, particularly bogs and designated sites such as Holcroft Moss, including effects from traffic growth and nitrogen deposition.

5.57 Several responses highlight the importance of using established evidence and guidance when assessing air quality impacts, and of ensuring developments that increase traffic contribute to appropriate mitigation.

5.58 There is also support for recognising the role of tree planting in improving air quality, for addressing risks from contaminated and unstable land linked to historic mining through site-specific assessment, for clarifying requirements around development near hazardous installations, and for ensuring that air quality policies clearly consider ecological receptors as well as human health.

Response

5.59 The Publication Local Plan consolidates policies into a clearer framework, explicitly references PM2.5 and cumulative impacts, strengthens links with transport and design policies, and clarifies mitigation and monitoring expectations via conditions and obligations, addressing concerns about robustness and ecological as well as human health impacts.

Delivering other infrastructure

5.60 The comments highlight the need for effective coordination and safeguards when delivering digital, communications, and utilities infrastructure, emphasising that new infrastructure should account for potential impacts on transport networks, including the need for consultation and appropriate

approvals where structures pose safety risks, while also recognising constraints beyond developers' control in delivering full fibre connectivity due to market and capacity limitations.

5.61 They stress the importance of avoiding harm to heritage assets when installing digital infrastructure and underline that public utilities infrastructure often has to be located in constrained or protected areas due to engineering requirements, with a clear request for supportive policy approaches that enable timely investment in water and wastewater infrastructure that delivers environmental and biodiversity benefits.

Response

5.62 Policies on digital connectivity and utilities are clarified to support full-fibre delivery, protect existing infrastructure, require phased and future-proofed provision, and integrate more clearly with the Infrastructure Delivery Plan, reflecting consultation concerns around coordination, heritage impacts and engineering constraints.

Development management

5.63 The comments collectively raise concerns about the clarity, justification and implementation of policies on planning conditions, obligations and enforcement, emphasising the need for transparency, proportionality and evidence to demonstrate that contributions are necessary, directly related to development, and fairly scaled.

5.64 There are repeated calls for clearer guidance on infrastructure contributions, supporting evidence such as an up-to-date infrastructure delivery plan and viability work, and meaningful engagement with relevant stakeholders to ensure obligations are justified and deliverable.

5.65 Several responses question the appropriateness of review or clawback mechanisms, particularly for smaller or single-phase developments, while others stress the importance of flexibility in how mitigation is provided.

5.66 The comments also highlight the need for clearer policy structure and wording, effective and well-resourced enforcement, and robust approaches to mitigating impacts on transport, healthcare, open space, sports facilities, biodiversity and heritage assets to secure sustainable development.

Response

5.67 The Publication Local Plan refines and expands the Development Management chapter compared to the draft, moving from a relatively narrow focus on planning conditions/obligations and enforcement to a broader, more

structured framework covering developer contributions and infrastructure (LP-DM1), amenity (LP-DM2) and enforcement (LP-DM3). In particular, amenity considerations have been brought into this chapter from the built environment section to provide a clearer, consistent basis for assessing impacts across all development, while the developer contributions policy has been strengthened and reframed to emphasise infrastructure delivery and transparency.

Evidence Base and Topic Papers

5.68 A number of comments were raised in relation to the Housing Topic Paper and the deliverability of the identified housing land supply, suggesting a need to identify additional sites and test the supply at Examination.

5.69 The importance of an integrated approach to infrastructure delivery, and a robust evidence base, particularly in relation to highways infrastructure were raised. Comments were also provided in relation to ecological evidence, the need for a Local Plan Viability Assessment, updated Housing Need and Demand Assessment and a Green Belt Assessment.

Response

5.70 A detailed housing land supply table which demonstrates sufficient flexibility in the housing land supply has been incorporated within the Publication Local Plan based on the 2025 housing land supply.

5.71 The Council continues to engage with infrastructure providers and will update the Infrastructure Delivery Plan on a regular basis.

5.72 An updated Housing Need and Demand Assessment 2025 has been published by the Council. A Local Plan Viability Appraisal has been prepared and will be published as part of the evidence base to support the Regulation 19 Local Plan, along with updates to the Local Plan Topic Papers. A strategic review of the Green Belt was carried out through the Places for Everyone Plan and it is not proposed to review this again through the Local Plan.

Integrated Assessment

5.73 Comments included the need to reduce atmospheric pollution, concerns around species decline and the need to address these, the lack of consideration of biodiversity as a key sustainability issue, and the need to deliver a 10% biodiversity net gain. Changes to the appraisal questions for IA Objective 14: Protect and enhance the Borough's historic environment and cultural heritage were also proposed.

5.74 Additional indicators were suggested in relation to monitoring IA Objective 9: Protect and enhance biodiversity and geodiversity. Comments were also provided in relation to the need to ensure the latest evidence base and policies for transport, recreation and heritage are considered.

Response

5.75 Comments on the Integrated Assessment have been considered and responded to within the Integrated Assessment of the Bury Local Plan – Publication (Regulation 19) Local plan report.

Site Submissions

5.76 A total of 14 specific sites were put forward for development as part of representations on the Regulation 18 draft Local Plan (13 for residential development, 1 for mixed use including residential and commercial development).

5.77 Nine of the sites had previously been identified through the Call for Sites carried out in 2024. Of these, seven were in the Green Belt. Five new sites were identified through the Regulation 18 draft Local Plan consultation, four of which were in the Green Belt.

Response

5.78 A strategic review of the Green Belt was carried out through the Places for Everyone Plan and it is not proposed to review this again through the Local Plan. As such, the Green Belt sites were discounted on this basis. Those sites that were put forward outside the Green Belt were discounted on the basis of other planning policy constraints, such as protected recreation and natural environment.

6 What Happens Next

6.1 Following consultation on the Publication plan, the Council can, if necessary, propose minor amendments to the published document before submitting the plan and relevant supporting documentation to the Secretary of State under Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

6.2 Once a plan has been submitted to the Secretary of State, it must be examined by an independent Inspector before the Council can adopt it.

The role of the Inspector is to consider whether the plan has been prepared in accordance with legal and procedural requirements, and whether it is sound.

Appendix 1 – Draft Local Plan consultation letter/email

ADDRESS

Bury Council

BUSINESS, GROWTH AND INFRASTRUCTURE

14 March 2025

Dear Sir/Madam

CONSULTATION ON THE DRAFT BURY LOCAL PLAN

We are contacting you as you have previously expressed an interest in local planning matters and your details are included on our consultation database.

Following the adoption of the Places for Everyone Joint Plan (PfE) on 21 March 2024, the Council is now moving forward with a new Local Plan for Bury.

We are now seeking views on the draft Local Plan over an eight-week period **commencing on 17 March and ending at 23:59 on 12 May 2025**.

What is the Bury Local Plan?

The Local Plan sets out a long-term framework to manage future growth and development in the Borough up to 2042.

Together with the adopted Places for Everyone Joint Plan, Bury's new Local Plan will form a key part of Bury's overall development plan and the policies within them will be used as the basis for determining future planning applications.

PfE establishes the strategic planning framework within which the nine participating districts will prepare their own Local Plans. Some of the major strategic decisions relating to Bury's future growth and development have already been made through PfE. For example, it identifies future needs for housing and employment floorspace, allocates strategic sites to help meet these needs and identifies a revised Green Belt boundary.

Bury's Local Plan will provide a more detailed set of locally specific planning policies. Once adopted, the new Local Plan will replace the saved policies in the current Unitary Development Plan.

How can I view the draft Local Plan and make comments?

All relevant documentation can be found at www.bury.gov.uk/localplan. You can view the documents electronically at Bury Town Hall reception between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk/ for details).

In order to give us a clear and accurate picture of your views, you are requested to make your representation on an official comment form which you will be able to access via the Council's web site at www.bury.gov.uk/localplan. In doing so, we will be able to establish your definitive views and can give your representation full consideration before using these to inform the progression to the Publication Local Plan.

Alternatively, you can download a comment form from the above web site and email it to planning.policy@bury.gov.uk or return it by post to:

Strategic Planning and Infrastructure
Business, Growth and Infrastructure
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

It should be noted that consultation on the Local Plan is not an opportunity to object to sites that have already been allocated through the Places for Everyone Joint Plan. Places for Everyone (and the sites allocated within it) was adopted by each of the nine participating districts in March 2024. As such, the sites allocated at the Northern Gateway (JPA1.1 and JPA1.2); Elton Reservoir (JPA7); Seedfield (JPA8) and Walshaw (JPA9) are no longer designated as Green Belt and the principle of development on these sites has been established.

What are the next steps?

We will give thorough consideration to all relevant comments submitted in response to consultation on the draft Local Plan and, where necessary, we will feed these comments into the next Publication version of the Plan.

Can I change how I'm contacted or unsubscribe?

We are contacting you by mail because we do not have a record of an email address for you. If you have access to email and wish to be kept informed of future stages of the Local Plan, please help the Council to save money by emailing us at planning.policy@bury.gov.uk and we will keep you informed of future stages by email.

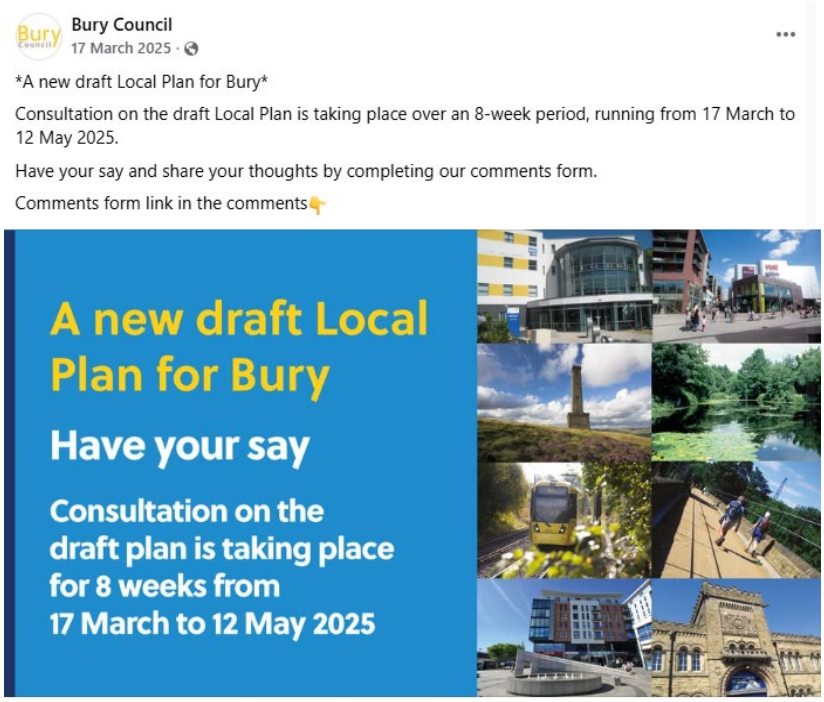
Alternatively, if you no longer wish to be contacted about planning policy matters, you can unsubscribe from the service at any time by emailing your details to planning.policy@bury.gov.uk or calling 0161 253 7800.

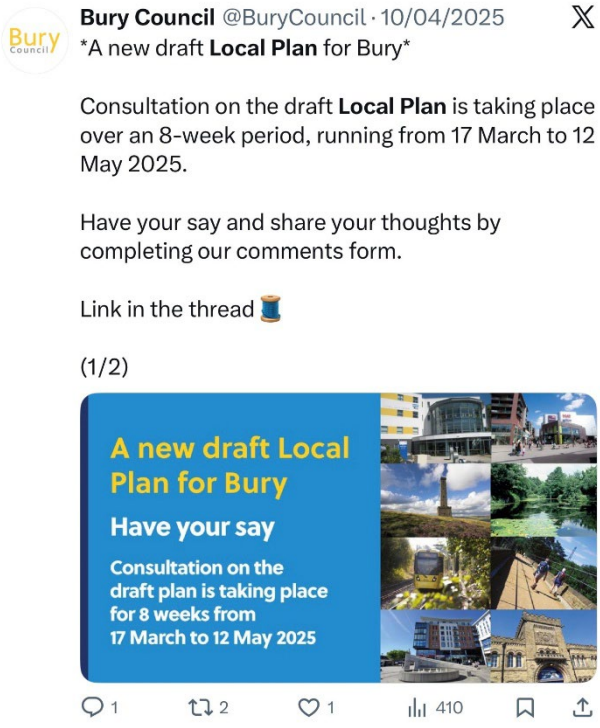
Yours sincerely,

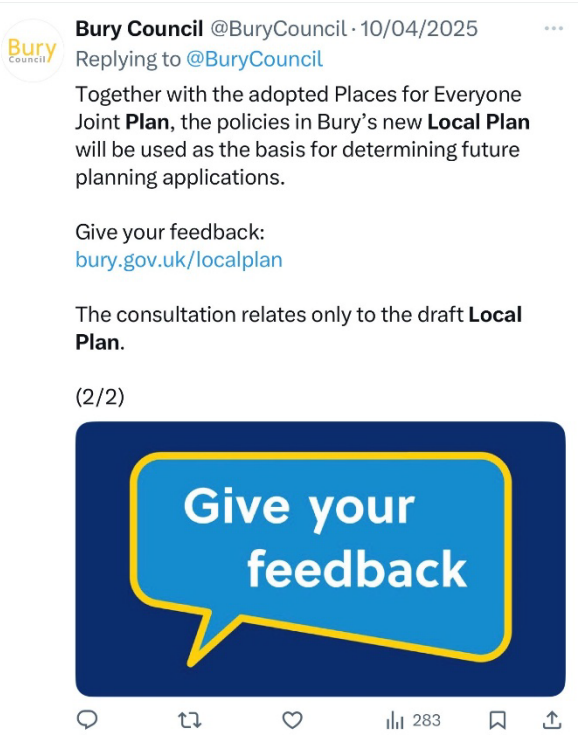
Strategic Planning and Infrastructure Team

Bury Council, Town Hall, Knowsley Street, Bury, Greater Manchester, BL9 0SW

Appendix 2 – Examples social media posts for draft Local Plan







Bury Council @BuryCouncil · 26/02/2025

Bury Council is drawing up a new **Local Plan** which will help to determine the shape of the borough for decades to come. mynewsdesk.com/uk/bury-counci...



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Appendix 3 – Poster for draft Local Plan



Bury
Council

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Equality Impact Analysis

This equality impact analysis establishes the likely effects both positive and negative and potential unintended consequences that decisions, policies, projects and practices can have on people at risk of discrimination, harassment and victimisation. The analysis considers documentary evidence, data and information from stakeholder engagement/consultation to manage risk and to understand the actual or potential effect of activity, including both positive and adverse impacts, on those affected by the activity being considered.

To support completion of this analysis tool, please refer to the equality impact analysis guidance.

Section 1 – Analysis Details (Page 5 of the guidance document)

Name of Policy/Project/Decision	Publication Bury Local Plan
Lead Officer (SRO or Assistant Director/Director)	Cris Logue
Department/Team	Place – Strategic Planning and Infrastructure
Proposed Implementation Date	30 June 2026
Author of the EqIA	David Wiggins
Date of the EqIA	6 May 2026

1.1 What is the main purpose of the proposed policy/project/decision and intended outcomes?
The purpose of the Local Plan will be to guide the future use and development of land in the Borough up to 2042. The policies in the Local Plan will be used in the determination of future development proposals and planning applications. Once adopted, Bury's Local Plan will replace the saved policies in the Unitary Development Plan and will sit alongside the Places for Everyone Joint Plan (PfE) and the Greater Manchester Joint Minerals and Waste Plans in forming Bury's wider statutory development plan. PfE sets out the overall spatial strategy for the nine Greater Manchester districts. Some of the major strategic decisions relating to Bury's future growth and development have already been made through the PfE Joint Plan. For example, it identifies future needs for housing and employment floorspace, allocates strategic sites to help meet these needs and identifies a revised Green Belt boundary.

The Local Plan provides a more detailed set of locally specific planning policies to complement PfE.

It will also complement other key strategies and plans for Bury including our 'Let's Do It!' Strategy, Local Transport Strategy, Economic Strategy and Climate Action Strategy.

It is proposed that the Publication Local Plan is subject to a six-week period of consultation in order to invite representations on its content.

Section 2 – Impact Assessment (Pages 6 to 10 of the guidance document)

2.1 Who could the proposed policy/project/decision likely have an impact on?

Employees: **No**
Community/Residents: **Yes**
Third parties such as suppliers, providers and voluntary organisations: **Yes** – The main stakeholders involved in the Local Plan are local residents, developers, landowners, businesses, planning and development consultants, infrastructure providers, interest groups and representative bodies.

If the answer to all three questions is 'no' there is no need to continue with this analysis.

2.2 Evidence to support the analysis. Include documentary evidence, data and stakeholder information/consultation

Documentary Evidence:

PfE has been subject to an Integrated Assessment (which included an Equality Impact Assessment) and this can be viewed at mdc8-appendix-a-eqia-2023.pdf

The Integrated Assessment of the draft Bury Local Plan (Non-Technical Summary) also includes an Equality Impact Assessment of the Plan which can be found at Appendix 3 to the Cabinet report (see Tables 4 and 5).

Data:

Bury has a population of 193,849 people across 5 different neighbourhoods (2021 census) with a gender split of 49.1% male and 50.9% female. One of the key issues for housing is for the plan to meet the needs of a growing and ageing population with 19.4%

of the Borough's population falling into the 60+ years age group. In terms of ethnicity, 15.2% of the Borough's population is categorised as not white although there are spatial variations across the Borough with East Bury having the highest concentration at 34.1%. The most prominent religions in the Borough are Christian (48.8%), Muslim (9.9%) and Jewish (5.5%) with 29.4% non-religious. 18.5% of the Borough's residents have a limiting illness or disability. Despite being regarded as a generally affluent area, the Borough does have pockets of multiple deprivation, most notably in inner Radcliffe, East Bury and the Besses area of Whitefield.

The Publication Local Plan has been subject to an Integrated Assessment (IA) and part of this has involved an Equality Impact Assessment. Specifically, the policies in the Local Plan have been considered against objective 4 of the IA Framework which seeks to promote equality of opportunity and the elimination of discrimination. In doing so, the policies have been considered in terms of whether they:

- Foster good relations between different people;
- Ensure equality of opportunity and equal access to facilities/infrastructure for all; and
- Ensure no discrimination based on 'protected characteristics', as defined in the Equalities Act 2010.

The Integrated Assessment of the Publication Local Plan concludes that the cumulative effects of the Plan will have a positive effect on the IA objective for equality (see Table 5 of the Integrated Assessment Non-Technical Summary which is appended to the Cabinet Report).

Stakeholder information/consultation:

The main stakeholders involved in the Local Plan are local residents, developers, landowners, businesses, planning and development consultants, infrastructure providers, interest groups and representative bodies.

At the beginning of the Local Plan process, the Council notified all contacts (2,500) on the consultation database of its intention to prepare a new Local Plan for Bury. The draft Local Plan was subject to an eight-week period of public consultation which included direct notification to the 2,500 contacts (which includes traditionally hard to reach groups); information being made available on the Council's web site, press releases and advertisement via the Council's social media platforms. A similar approach will be taken when inviting representations on the Publication Local Plan.

2.3 Consider the following questions in terms of who the policy/project/decision could potentially have an impact on. Detail these in the impact assessment table (2.4) and the potential impact this could have.

- Could the proposal prevent the promotion of equality of opportunity or good relations between different equality groups?
- Could the proposal create barriers to accessing a service or obtaining employment because of a protected characteristic?
- Could the proposal affect the usage or experience of a service because of a protected characteristic?
- Could a protected characteristic be disproportionately advantaged or disadvantaged by the proposal?
- Could the proposal make it more or less likely that a protected characteristic will be at risk of harassment or victimisation?
- Could the proposal affect public attitudes towards a protected characteristic (e.g. by increasing or reducing their presence in the community)?
- Could the proposal prevent or limit a protected characteristic contributing to the democratic running of the council?

2.4 Characteristic	Potential Impacts	Evidence (from 2.2) to demonstrate this impact	Mitigations to reduce negative impact	Impact level with mitigations Positive, Neutral, Negative
Age	The local plan alongside the Places for Everyone plan provides a framework for future developments which will support people of all ages, particularly older and younger people	The Local Plan includes policies that will bring positive housing benefits to the young and old. As of 31 March 2024, there were 2,211 households on the housing register seeking affordable housing in the Borough and the Plan includes a policy requiring affordable housing provision within new residential development which will help younger, first-time buyers get onto the property ladder. In addition, recent population projections indicate that there is likely to be a significant increase in the number of people aged over-65. The Housing Need and Demand Assessment (2025) estimates that	Where appropriate, significant development projects may require an individual equality impact assessment. To ensure the development considers any age related impacts.	Positive

		there will be a need for an additional 3,420 additional C3 dwellings for older people (as part of the overall housing requirement), 868 Extra Care Units and 170 use class C2 residential care bedspaces from 2022-2043. These population changes are likely to present some challenges in terms of ensuring specific housing and care requirements of these groups can be met, and sufficient accommodation will have to be delivered to meet these needs. In response, the Local Plan includes a policy are specifically designed to make provision for special needs housing, including housing for older people and people with disabilities which states that the Council will seek to secure a broad range of housing choices for older people and people with disabilities (including physical disabilities, learning disabilities and mental health needs), maximising their ability to live independent lives and retain control over their accommodation and services.		
Disability	The local plan alongside the Places for Everyone	Recent population projections indicate that there is likely to be a	Where appropriate,	Positive

	plan provides a framework for future developments that considers the accommodation and lifestyle needs of disabled residents	significant increase in the number of people aged over-65. The Housing Need and Demand Assessment (2025) estimates that there will be a need for an additional 3,420 additional C3 dwellings for older people (as part of the overall housing requirement), 868 Extra Care Units and 170 use class C2 residential care bedspaces from 2022-2043. These population changes are likely to present some challenges in terms of ensuring specific housing and care requirements of these groups can be met, and sufficient accommodation will have to be delivered to meet these needs. In response, the Local Plan includes a policy are specifically designed to make provision for special needs housing, including housing for older people and people with disabilities which states that the Council will seek to secure a broad range of housing choices for older people and people with disabilities (including physical disabilities, learning disabilities and mental health needs), maximising their ability to live independent lives and	significant development projects may require an individual equality impact assessment. To ensure the development considers any disability impacts.	

		retain control over their accommodation and services.		
Gender Reassignment	Neutral			
Marriage and Civil Partnership	Neutral			
Pregnancy and Maternity	Neutral			
Race	Neutral			
Religion and Belief	Neutral			
Sex	Neutral			
Sexual Orientation	Neutral			
Carers	Neutral			
Care Experienced Children and Care Leavers	The local plan alongside the Places for Everyone plan provides a framework for future developments that considers the accommodation and lifestyle needs of care experienced children and care leavers		Each development project delivered in line with the local plan will require an individual equality impact assessment. To ensure the development considers any impacts on care experienced children and care leavers	Positive
Socio-economically vulnerable	The Local Plan includes policies that seek to deliver economic growth and maintain existing			Positive

	employment opportunities. This will help to maintain local and accessible job opportunities for the Borough's residents. It also includes policies aimed at reducing health inequalities e.g. by controlling fast food takeaways and maintaining and improving access to high quality open space, sport and recreational facilities			
Veterans	Neutral			

Actions required to mitigate/reduce/eliminate negative impacts or to complete the analysis

2.5 Characteristics	Action	Action Owner	Completion Date
All	EIA to be updated to include outcomes of the 8-week consultation	DW	

Section 3 - Impact Risk

Establish the level of risk to people and organisations arising from identified impacts, with additional actions completed to mitigate/reduce/eliminate negative impacts.

3.1 Identifying risk level (Pages 10 - 12 of the guidance document)

Impact x Likelihood = Score			Likelihood			
			1	2	3	4
			Unlikely	Possible	Likely	Very likely
Impact	4	Very High	4	8	12	16
	3	High	3	6	9	12
	2	Medium	2	4	6	8
	1	Low	1	2	3	4
	0	Positive / No impact	0	0	0	0

Risk Level	No Risk = 0	Low Risk = 1 - 4	Medium Risk = 5 – 7	High Risk = 8 - 16

3.2 Level of risk identified	0
3.3 Reasons for risk level calculation	The impacts considered under section 2.4 show that the activity will have either positive or neutral impacts on the various groups identified.

Section 4 - Analysis Decision (Page 11 of the guidance document)

4.1 Analysis Decision	X	Reasons for This Decision
There is no negative impact therefore the activity will proceed	X	

There are low impacts or risks identified which can be mitigated or managed to reduce the risks and activity will proceed		
There are medium to high risks identified which cannot be mitigated following careful and thorough consideration. The activity will proceed with caution and this risk recorded on the risk register, ensuring continual review		

Section 5 – Sign Off and Revisions (Page 11 of the guidance document)

5.1 Sign Off	Name	Date	Comments
Lead Officer/SRO/Project Manager	David Wiggins	25/02/25	
Responsible Asst. Director/Director	Cris Logue	25/02/25	
EDI			

EqIA Revision Log

5.2 Revision Date	Revision By	Revision Details

Classification: Open	Decision Type: Key

Report to:	Overview and Scrutiny (29th June 2026) and Cabinet (30th June 2026)	**Date:** 30 June 2026
Subject:	Simister Bowlee Development Framework	
Report of	Leader of the Council	

Summary

1. This report sets out the results of the consultation on the draft Simister Bowlee Development Framework Supplementary Planning Document and seeks approval for the final SPD to be adopted.

2. It should be noted that, as a joint SPD for Bury and Rochdale, the document requires the approval of both districts and the following Cabinet recommendations are subject to approval by Rochdale's Cabinet on 23 June.

Recommendation(s)

3. It is recommended that Overview and Scrutiny:

   i. Note the responses to the public consultation and proposed post consultation revisions set out in Appendix 1 and Appendix 2 to this report.

4. Subject to approval by Rochdale, it is recommended that Cabinet:
   i. Note the responses to the public consultation and proposed post consultation revisions set out in Appendix 1 and Appendix 2 to this report;
   ii. Approve the revised SPD as the final version to be adopted and published;
   iii. Delegate authority to the Executive Director (Place) to make any minor, non-material editorial amendments to the SPD ahead of its final publication.

Reasons for recommendation(s)

5. The adoption of the document will establish a framework against which future planning applications on the site will be considered, sets out high level design and development principles for the site and an approach to the delivery and phasing of infrastructure on and off site.

Alternative options considered and rejected

6. No other options were considered/were applicable.

Report Author and Contact Details:

Name: David Wiggins
Position: Service Manager: Strategic Planning and Infrastructure
Department: Place
E-mail: d.i.wiggins@bury.gov.uk

Background

7. The Places for Everyone Plan (PfE) is a joint development plan document of nine of the ten Greater Manchester authorities (excluding Stockport MBC) which was adopted on 21st March 2024.

8. It is a long-term plan for jobs, new homes and sustainable growth which allocates large strategic sites for employment and housing. This includes the residential allocation at Simister Bowlee (PfE Policy JPA1.2) which straddles the districts of Bury and Rochdale.

9. The Simister Bowlee site forms part of the wider 'Northern Gateway' that also includes the nationally significant employment-led development opportunity to the north of the M62 at Heywood / Pilsworth (PfE PolicyJPA1.1), which has its own separate Development Framework SPD that was adopted in March 2025.

10. The Simister Bowlee site is a housing-led development opportunity that will deliver:

- 1,550 new homes (1,350 of which are in Bury);
- Affordable housing in line with policy (currently 25% equating to around 335 affordable homes in Bury);
- Specialist and older persons' accommodation;
- A new two-form entry primary school – located within the Bury part of the site;
- New community and retail facilities to serve the needs of the new and existing residents;
- A new spine road through the site to provide access throughout the site and enable active travel movement;
- Off-site highway works to mitigate for the development;
- An active travel network including cycleways and pedestrian links;
- Green infrastructure, including public open space, sports facilities and playgrounds;
- Ecological mitigation and biodiversity net gain;

- Surface water attenuation, SuDS and measures to protect hydrology and water quality.

11. The Simister Bowlee site provides the opportunity to deliver a comprehensive new neighbourhood that will support the sustainable growth of Atom Valley Mayoral Development Zone and the transformational employment-led opportunity within the wider Northern Gateway at JPA1.1.

Simister Bowlee Development Framework

12. Following its adoption on 21 March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan alongside the saved policies of the Unitary Development Plan (UDP) and the Greater Manchester Joint Minerals and Waste Plans.

13. A key requirement of PfE Policy JPA1.2 is that any proposals within the Simister Bowlee allocation must be in accordance with a comprehensive masterplan that has been agreed by Bury and Rochdale local planning authorities'.

14. The Simister Bowlee Development Framework (SBDF) has been prepared jointly by Bury and Rochdale Councils with technical input from the Northern Gateway Development Vehicle LLP as the main site promoter and input from other landowners / stakeholders.

15. The document has been prepared as a Supplementary Planning Document (SPD) which builds upon and provides more detailed advice and guidance on policies in an adopted development plan. SPDs can be used to provide further guidance for development on specific sites, or on particular issues.

16. As they do not form part of the development plan, SPDs cannot introduce new planning policies into the development plan. However, they are a material consideration in the decision-making process when determining particular planning applications.

17. The intention is that the SBDF will be a mechanism to help identify, shape and guide the comprehensive development of the site. Its purpose is to establish strategic overarching development principles, define spatial priorities and provide some additional, high-level clarity around matters such as land use, connectivity, design quality, infrastructure requirements, sustainability, and placemaking objectives.

18. The SBDF is therefore intended to guide future development in a coordinated way and ensure that proposals come forward in accordance with the wider strategic vision and adopted policy objectives.

19. Whilst it provides more detail than what is set out under PfE Policy JPA1.2, it is important to recognise that the SBDF is a strategic-level document.

20. Planning applications will be required to provide more detailed evidence and clarity on a range of issues, including those that are set out in the SBDF. The strategic direction, indicative layouts and policy position in the SBDF would be fully tested at the planning application stage. This includes providing detailed design information, technical assessments, environmental considerations, access arrangements, landscaping, infrastructure delivery, viability considerations and other supporting evidence necessary to demonstrate that development can be delivered appropriately and in accordance with planning policy.

21. In this way, the process moves from high-level strategic policy and site-wide principles through to the detailed assessment and determination of individual development proposals. The indicative nature of certain elements of the SBDF at this current strategic stage reflects established planning process and does not preclude the need for detailed technical assessments at the planning application stage.

Summary of Consultation and Responses

22. On the 11th February, members approved a draft SBDF for consultation purposes. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Council's Statement of Community Involvement, consultation was subsequently undertaken over a six-week period running from 13th February 2026 to 27th March 2026 to establish stakeholder views on its content.

23. In Bury, all relevant documentation was available for inspection on the Council's website, copies of the document were made available for inspection in the reception area of the Town Hall; and at local libraries and the Tottington Centre. Letters/emails were also sent to all contacts on the Strategic Planning consultation database, posters were placed in key locations and the consultation was also advertised via social media platforms. A number of drop-in events were also held across the two boroughs in February and March.

24. The consultation generated a total of 224 responses specific to SBDF. A further 42 joint responses were submitted which were a combined response to the Elton Reservoir, Walshaw and Simister Bowlee Development Frameworks. A detailed summary of these and the Councils' response to them are set out in the Consultation Statement at Appendix 1 to this report. In summary the main issues raised were as follows:

- Traffic congestion and highway safety – comments relating to the capacity of the road network, cumulative impacts from other developments, previous planning decisions and concerns regarding recent accidents;
- Public transport and sustainability – lack of existing bus services and improvements would not reduce car dependency from the new development;
- Drainage, flood risk and utilities – comments stating that large areas of the site have surface water flooding and development would not address this. Concern regarding utility infrastructure given that large parts of the area rely on sceptic tanks with limited or no public foul sewer capacity;
- Outdated evidence base – Comments seeking updated evidence relating to traffic counts, drainage modelling and viability;
- Economic viability and deliverability – Various comments relating to the wider Atom Valley, the need for the scale housing to support growth and the low levels of delivery up until 2030;
- Affordable housing policy – Comments questioning validity of the current figure stating that based on recent guidance there should be more affordable housing but that this would not be viable given other infrastructure costs;
- Green Belt, environment and wildlife – A number of objections to loss of open countryside and perceived Green Belt, impact on wildlife and view that open space created/retained in the development would not compensate for this loss;
- Community impact and amenity – Comments included the loss of rural character, increased noise and pollution, reduced property values and pressure on social infrastructure;
- Health Facilities – comments relating to the provision of health facilities to meet additional needs;
- Procedural and legal concerns – comments suggesting that the SBDF fails the NPPF soundness tests and is based on incomplete evidence;

25. A significant number of comments objected to development in the Green Belt but it should be noted that the Simister Bowlee site was removed from the Green Belt and allocated for housing following the adoption of PfE in March 2024. PfE was subject to a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including extensive objections on the site allocations). A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared, justified, effective and consistent with national policy. The legal outcome of that process removed the site from the Green Belt and the principle of residential development on the site at Simister Bowlee is therefore not a debate that can be re-opened.

26. In addition, a significant number of comments related to the lack of evidence supporting the SBDF. At this stage of the planning process the evidence is proportionate to the fact that the SBDF is still a strategic plan that provides an indicative layout. Planning applications within the site will need to be

supported by more detailed and up-to-date evidence. This will include Transport Assessments to assess the impact of development on the highways network, ecology surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation measures are put in place and flood and drainage strategies to ensure that any flood risk issues are addressed and mitigated for.

27. In response to the comments received regarding the procedural and legal process , the Council is satisfied that SBDF has been prepared in accordance with the provisions of the Town and Country Planning (Local Planning) (England) (Regulations) 2012 (as amended).

28. The amendments made to the SBDF have focussed on dealing with specific responses relevant to the document itself as the principle of residential development on the site has already been established and is not a matter for the SBDF or the consultation process. Likewise, updated evidence will be available to review when planning applications are submitted.

29. The consideration of these comments has led to the conclusion that the SBDF would benefit from several changes prior to it being formally adopted. In particular:

- More clarity in the introduction on the scope and purpose of the SBDF SPD and specifying matters that are more appropriate for the planning application e.g. submission of more detailed evidence to the support any planning application.
- Amendments to the wording in the section relating to Access, Highways and Movement. This change sets out more clearly the consideration of the Transport Assessment and how the highways authority must fully agree the transport measures, interventions and mitigation required. This includes the need for a site wide assessment that takes account of cumulative impacts from other developments including JAP1.1. Heywood / Pilsworth;
- Changes to the text to provide more understanding of the range of constraints in relation to flood risk, drainage and utilities and how these should be addressed;
- Linked to the above, strengthening the requirement for a site-wide flood risk and drainage strategy;
- More clarity on the provision of, and contributions to, school places;
- Amendments to the section on ecology and trees to pick up some of the environmental and wildlife comments including the need for a site-wide ecology strategy;
- Amendments to the green infrastructure section to require a site-wide landscape strategy;

- Amendments to the open space, sport and recreation section to require a site-wide open space, sport and recreation framework;
- New paragraph in the development principles section on design which requires new development to ensure there will be no unacceptable adverse impacts on the amenity of the surrounding area;
- A change to the masterplan framework to include an alternative location to the local centre to provide flexibility to ensure appropriate phasing of the development;
- A glossary has been added in to help to explain a number of terms and references within the SBDF which makes it easier to understand
- Other specific changes relating to wording in the text and on plans to improve clarity and accuracy;

30. The updated version of the SBDF SPD is attached at Appendix 2 which also shows those parts of the document (highlighted) that have been amended.

Links with the Corporate Priorities:

31. Places for Everyone forms part of Bury's statutory development plan. It sets out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities

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Equality Impact and Considerations:

32. The analysis has considered the impacts of this activity across all characteristics, the analysis has identified that the impacts are neutral with planned mitigations and there are no equalities concerns at this stage. EQIA will be kept under review for the duration of this activity.

Environmental Impact and Considerations:

33. Environmental impacts and concerns will be assessed and monitored as project delivery commences and will be in-line with existing Council policies. The Simister Bowlee Development Framework will seek to meet policy requirements, including physical, social and environmental impacts including biodiversity net gain

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Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The post consultation amendments are not accepted.	The amendments are a result of public consultation and having considered the responses received.
The final SBDF is not approved.	A previous Cabinet report approved the draft SBDF. The final SBDF has been amended in responses to comments received and updated information which has become available.

Procurement Implications:

34. Any future sourcing of a developer or contractor must be compliant with the Procurement Act.

Legal Implications:

35. The preparation, consultation and adoption of an SPD must be undertaken in accordance with the provisions of the Town and Country Planning (Local Planning) (England) (Regulations) 2012 (as amended). The length of and method of consultation on the draft SPD was in excess of the minimum required of the Council under the Regulations and was considered proportionate and reasonable by the Council. Whilst criticisms have been made of the consultation process the Council undertook these are not considered valid by the Council. Further, the amendments made to the draft SPD arising from the consultation process evidence the robustness of the consultation process and the recommendations contained in the report are considered by the Council to adhere to the requirements of those regulations.

Financial Implications:

36. There are no direct financial implications resulting from the adoption of the SPD.

Appendices:

Appendix 1 – SBDF Consultation Statement

Appendix 2 – Revised Simister Bowlee Development Framework Supplementary Planning Document.

Background papers:

None.

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

Term	Meaning
SPD	Supplementary Planning Document
PfE	Places for Everyone

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Simister Bowlee Development Framework

Consultation Statement

June 2026

Bury Council

ROCHDALE BOROUGH COUNCIL

Bury Council

ROCHDALE BOROUGH COUNCIL

1. Introduction

1.1 Bury and Rochdale Councils have jointly prepared the Simister Bowlee Development Framework (SBDF) Joint Supplementary Planning Document (SPD).

1.2 The SBDF has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.3 Regulation 12(a) requires the Councils to produce a consultation statement before adoption of the SPD. This statement must set out who was consulted, a summary of the issues raised, and how these issues were incorporated into the SPD.

1.4 Regulation 12(b) requires the Council to publish the documents (including a 'consultation statement') for a minimum of 4-week consultation, specify the date when responses should be received, and identify the address to which responses should be sent.

1.5 Regulation 13 stipulates that any person may make representations about the draft SPD and that the representations must be made by the end of the consultation date referred to in Regulation 12.

1.6 Regulation 12 states that when seeking representations on an SPD, documents must be made available in accordance with Regulation 35. This requires the Council to make documents available by taking the following steps:

- Make the document available at the principal office and other places within the area that the Council considers appropriate; and
- Publish the document on the Council's website.

1.7 This Consultation Statement sets out the extent of the consultation and engagement undertaken on the draft SBDF, highlights the issues raised and how the document was amended to reflect the issues raised.

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2. Engagement during the preparation of the draft SBDF

2.1 The role of the SBDF is to effectively bridge the gap between the allocation of the site in Places for Everyone (PfE) and the subsequent detail of the development that will emerge through planning applications on the site.

2.2 The preparation of the SBDF has enabled key issues to be identified and addressed to the satisfaction of all parties at an early stage in the planning process. Fundamentally, the SBDF establishes the parameters against which future planning applications will be considered and identifies the necessary infrastructure required to support the development of the site.

2.3 The SBDF has been prepared jointly by Bury and Rochdale Councils (hereafter collectively referred to as 'the Councils') with technical input from the Northern Gateway Development Vehicle (NGDV) as the main site promoter and input from other landowners/stakeholders, including Transport for Greater Manchester (TfGM), Greater Manchester Ecology Unit (GMEU), Environment Agency (EA) and United Utilities (UU). This engagement helped to identify and understand expectations and key issues around the delivery of the site during the early stages of preparing the SBDF.

2.4 The following table sets out the key issues raised during the internal engagement and how these have been addressed in the draft SBDF.

Issue	How was this incorporated into the SBDF
How will development be phased within the allocation?	Reflected in SBDF which identifies that development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach which is responsive to

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Issue	How was this incorporated into the SBDF
	opportunities. This approach does not restrict the potential for later phases to be accelerated where opportunities arise, or where infrastructure allows certain phases to be advanced, earlier than currently envisaged.
When will the infrastructure be delivered	Reflected in SBDF which specifies that infrastructure will be co-ordinated with the delivery of new homes and will be subject to triggers for implementation of infrastructure.
Concerns that some areas would be excluded from the masterplanning process	Reflected in SBDF which requires a comprehensive approach to development

3. Screening Assessments

Strategic Environmental Assessment (SEA) Screening

3.1 A Screening Statement has been prepared to determine whether a Strategic Environmental Assessment (SEAA) would be required for the SBDF. As required by relevant Regulations the Councils consulted Natural England, Historic England and the Environment Agency over a four-week period (11th September 2025 – 13th October 2025) in order to seek their views on the conclusions of the SEA Screening Assessment.

3.2 Responses were received from all three bodies, all of whom agreed with the Councils that the above assessment would not be required to accompany the SPD.

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Habitats Regulations Assessment (HRA) Screening

3.3 The Greater Manchester Ecology Unit (GMEU) were consulted on 11th September 2025. GMEU agreed with the Councils conclusion that the SBDF would not require a full HRA.

4. Consultation

4.1 The draft SBDF was approved for consultation by Rochdale Council's Cabinet on 5th February 2026 and Bury Council's Cabinet of the 11th February 2026. Consultation on this draft subsequently took place over a six-week period running from Friday 13th February 2026 to Friday 27th March 2026.

4.2 In Bury, all relevant documentation was available to view on the Council's website, copies of the document was made available for inspection electronically at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal working hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details). Paper copies of the draft SBDF were also available in these locations.

4.3 The Simister Bowlee webpage on Bury Council's website received 912 views whilst the general Bury PfE Strategic Sites page received 2568 views. The Rochdale Northern Gateway planning webpage received 138 views with 75 active users.

4.4 In Rochdale, all relevant documentation was available to view on the Council's website, copies of the document were made available for inspection electronically at all local libraries during their normal working hours (see Local libraries and customer service centres | Rochdale Borough Council) for details). In addition, paper copies of the draft SBDF and comments forms were put in the four main borough libraries – Heywood, Littleborough, Middleton and Rochdale.

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4.5 Social media was utilised to promote the consultation, engagement events and the availability of detailed information on the council's website.

4.6 Bury Council posted 13 times on Facebook and X (formerly Twitter) from 13 February to 27 March 2026.

4.7 On Facebook, there were 38,408 views across all 13 posts. The highest performing post achieved 17,515 views with an engagement rate of 14.97%. In terms of engagement rate on Facebook, this ranged from 1.83% (good) to 14.97% (excellent). On X the engagement ranged from 2.17% (good) to 11.3% (excellent). Impressions (on-screen appearances) across all posts totalled 4,340 with an average of around 250 per post.

4.8 Contacts on Bury Council's and Rochdale Council's development plans consultation databases were notified directly of the consultation. Posters and leaflets were distributed in key locations. The Councils also held a series of drop-in events, where Planning Officers were able to answer questions on the draft SBDF. These were held on:

- Tuesday 24th February – Radcliffe Market – 4-8pm
- Wednesday 25th February – Elton High School – 4-8pm
- Thursday 26th February – Parrenthorn High School – 4-8pm
- Thursday 5th March – Edgar Wood Academy – 4-8pm

4.9 A total of 346 people attended the drop-in sessions across the two Boroughs. The events in Bury presented information on the SBDF and Development Frameworks on two other strategic sites (Elton Reservoir and Walshaw). The key purpose of the drop-ins was to give residents an opportunity to view the material early in the consultation programme, ask questions of officers, and receive guidance on how to submit formal written representations.

4.10 Comments were encouraged to be submitted online via Bury Council's website www.bury.gov.uk/strategicsites or Rochdale Council's website https://www.rochdale.gov.uk/NorthernGateway which directed users to the designated consultation portal.

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4.11 Responses by email were requested to be sent to strategicsites@bury.gov.uk or strategic.planning@rochdale.gov.uk

4.12 Alternatively, responses could be returned by post to the following addresses:

Strategic Planning and Infrastructure
2nd Floor
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

Or

Strategic Planning
Rochdale Borough Council
Floor 3, Number One Riverside
Smith Street
Rochdale, OL16 1XU

4.13 Those requiring further information on the draft SBDF were asked to contact a member of Bury's Strategic Planning and Infrastructure team on 0161 253 5550 or a member of Rochdale's Strategic Planning Team on 01706 924252 or email strategicsites@bury.gov.uk or strategic.planning@rochdale.gov.uk

4.14 Examples of the consultation materials are included in Appendix 1.

5. Representations

5.1 Bury and Rochdale Councils received a total of 224 responses to the draft Simister Bowlee Development Framework. 39 responses of these were via the on-line consultation portal. 185 responses received were via email or post.

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5.2 A further 42 joint responses were submitted which were a combined response to the Elton Reservoir, Walshaw and Simister Bowlee Development Frameworks

5.3 A summary of the issues raised during the formal consultation period and informally at the drop in sessions is provided below. Details of how the Councils have responded to those issues in the preparation of the final SBDF is also provided below.

5.4 Several respondents included photographs of recent flood events and traffic collisions in support of their response and one respondent included a photograph of a newt found within the fishing lake on the site. These photographs have all been noted.

6. Summary of the main issues raised during the consultation

Principle of Development

6.1 A significant number of comments related to the perception that the site was still located in the Green Belt and there is a failure to meet NPPR requirements (paragraphs 143, 145 and 153). The Simister Bowlee site has already been removed from the Green Belt and allocated for housing through PfE. PfE was subject to a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including extensive objections on the site allocations) asked detailed questions about key aspects of the Plan including each proposed allocation; and held in-person Examination sessions where interested parties could respond to key Matters, Issues and Questions raised by the Inspectors.

6.2 A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared, justified, effective and consistent with national policy. The legal outcome of that process removed the site from the Green Belt and it is now established site for housing development. The principle of residential development on the site at Simister Bowlee is therefore not a debate that can be re-

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opened. All the supporting evidence relating to Places for Everyone is available at https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/strategic-planning/places-for-everyone/

Evidence that Supports the SBDF

6.3 In addition, a significant number of comments related to the lack of evidence supporting the SBDF. At this stage of the planning process the evidence is proportionate to the fact that the SBDF is still a strategic plan that provides an indicative masterplan. It drew on evidence that supported the allocation of the site. Planning applications within the site will need to provide detailed and up-to-date evidence, demonstrate consistency with the SBDF and demonstrate that they would not compromise the comprehensive development of the whole site. This will include a site-wide Transport Assessment to assess the impact of development on the highways network; ecology surveys to identify existing wildlife habitats, including protected species; and to ensure that appropriate mitigation measures are put in place and flood and drainage strategies to ensure that any flood risk issues are addressed and mitigated for.

6.4 In respect of the procedural and legal comments, the SBDF has been prepared in accordance with the provisions of the Town and Country Planning (Local Planning) (England) (Regulations) 2012 (as amended).

6.5 The amendments made to the SBDF have focussed on dealing with specific responses relevant to the document itself as the principle of residential development on the site has already been established and is not a matter for the SBDF or the consultation process. Likewise, updated evidence will be available to review when planning applications are submitted.

Key Issues Raised in Consultation

6.6 The following highlights the key issues raised in response to the consultation on the draft SBDF and the Councils response to these.

Comments Received - Traffic Congestion and Highway Safety

Bury Council ROCHDALE BOROUGH COUNCIL

- Heywood Old Road (A6045) is described as already at or beyond capacity, with daily gridlock, unsafe crossings, vibration damage to homes, and frequent accidents.

- Capacity concerns regarding the M60/M62/M66 and in particular Jn 19.

- Strong concern over cumulative impacts of:
  - 1,550 new homes
  - A new primary school
  - The Northern Gateway employment site (JPA1.1)

- Concern regarding historic refusals of much smaller schemes on safety grounds.

- Concern that there has been inconsistent decision making, for example dropped kerbs or minor access works being refused while major new access points are proposed.

- Concern that there is no confirmed, agreed cumulative transport modelling and the developer-led modelling is still ongoing and not publicly available.

- Concern that there is a risk that mitigation is undefined, unsecured or deferred to later stages, undermining confidence in deliverability.

- Concern about highway safety along Heywood Old Road

- Calls for:
  - Post-2022, post-pandemic traffic surveys
  - A composite traffic model for JPA1.1 + JPA1.2
  - A Stage 1 Road Safety Audit for school access

Council Response - Traffic Congestion & Highway Safety

- At this stage of the planning process, the evidence is proportionate to the fact that the Simister Bowlee Development Framework is still a strategic plan that provides an indicative layout.

- As the site comes forward with a planning application, more up to date and detailed transport modelling will be required to be undertaken through a Transport Assessment (TA) which will form part of the supporting documents for the application.

- The TA will need to address assess the impacts on traffic and consider alterations and/or mitigations to ensure that the proposal is acceptable in highways terms having regard to the network and highway safety across the whole site. In assessing planning applications regard will be had to the Transport Assessment and any necessary mitigations to make the proposal acceptable in highway and planning terms.

- TAs submitted with planning applications will need to consider all developments in the locality cumulatively and model both the phased housing trips from JPA 1.2 with the projected HGV movements from JPA 1.1 (Northern Gateway).

- As well as dealing with the type and volume of traffic any TA or proposed layouts would need to address highway safety for all users. This would need to take into account highway safety around existing and proposed schools where relevant to the assessment.

Proposed Amendments – Traffic Congestion & Highways Safety

- Section 7.3 of the SPD has been amended to strengthen the wording in terms of how Transport Assessments should fully consider the highway and transport impacts of the entire site and the cumulative impacts of JPA1.1 and other consented sites in the area ". The TA should fully consider access, highways and active travel strategy and include detailed technical assessment and feasibility work and that the Local Highways Authorities must fully agree the transport measures, interventions and mitigation required.

- Section 6.1 (Masterplan Framework) & Section 7.3 (Indicative, Movement, Access and Highways Plan) – change to annotation relating to roundabout access at the northern access to allow for alternative solutions if more appropriate.

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- Section 7.1 Design – reference to GM Streets for all design guidance in relation to place-making and urban design quality.

Comments Received - Public Transport & Sustainability

- Concern that there is no reliable bus service along Heywood Old Road since around 2012, with recent routes withdrawn or curtailed.
- Concern that congestion would prevent reliable bus operation, undermining sustainable travel claims.
- Respondents believe the development increases car dependency, contrary to national and PfE policy.
- Concern that the SBDF lacks clear walking/cycling routes to employment areas (JPA1.1)

Council Response - Public Transport & Sustainability

- We are aware of the lack of services along Heywood Old Road and the need to improve the alternatives to car use. TfGM have confirmed that a service along Heywood Old Road will be provided during the build out of the site to connect with key locations.
- Continuing to only promote options that support car users will further undermine reliable bus operation and therefore a balanced, sustainable transport strategy for the site is planned. In particular, options are being considered for an upgrade to cycle infrastructure along Heywood Old Road which, by providing an alternative parking location for on-street parking would significantly improve the flow of traffic along Heywood Old Road for all users (including buses) as well as providing safe cycling facilities.
- Due to the balanced, sustainable transport strategy planned for the site, as outlined above, an increase in car dependency is not envisaged. In accordance with national and PfE policy, as part of the planning application the developer will need to start with a vision of what the

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development/allocation is seeking to achieve and then test a set of scenarios to determine the optimum design and transport infrastructure to realise this vision.

- The SBDF relates the PfE allocated site but does acknowledge the potential to improve connectivity in the immediate vicinity of the site and outside of the allocation.

Proposed Amendments – Public Transport & Sustainability

- Section 3.2.1 (Opportunities) has been updated to make reference to the fact that the site benefits from close proximity and legible routes via A6045/A756.
- Section 3.2.2 (Opportunities) has been strengthened to add reference to bus stops to improve connectivity.
- Section 4.1 (The Vision and Opportunity) refers to improved transport infrastructure.
- Section 6.1 (Masterplan Framework) has been amended to include an alternative local centre location to allow flexibility for public transport and active travel.
- Section 6.1 (Masterplan Framework) –Bullet 1 of key – added in reference to active travel access.
- Section 6.1 (Masterplan Framework) –Bullet 6 of key – added in reference to public transport.
- Section 7.3 (Access, Highways and Movement) – paragraph - added in reference to the provision of bus services to elevate the accessibility and sustainability of the site.

Comments Received - Drainage, Flood Risk & Utilities

- Future applications should include comprehensive Flood Risk Assessments (FRAs).

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- Request for:
  - Robust hydrology assessments and evidence on contamination is required
  - Strong emphasis on multi-functional SuDS
  - Development to incorporate climate adaptation and meet emerging water efficiency policies.
  - Delivery of drainage and green infrastructure early, not retrospectively
  - Drainage, green/blue infrastructure, and public realm to be fully integrated from the outset
  - Long-term maintenance and management arrangements must be secured
  - Request that SUDS do not replace dedicated amenity green space.

- Widespread concern that:
  - Large parts of the area rely on septic tanks
  - There is no public foul sewer capacity
  - Flooding (including reservoir inundation zones)
  - Surface water issues due to impermeable ground
  - Contamination from historic landfill sites
  - Significant water storage requirements

- Repeated references to:
  - A £50m+ unfunded foul drainage requirement
  - Likely need for Foul Water Pumping Stations (FWPS) with 15m no-build zones, not shown on the masterplan

- Objections that the SPD incorrectly states there are “no utilities constraints”

- Further comments include:
  - Risk of surface water runoff
  - Risk of groundwater flooding
  - Reliance on SuDS without clear maintenance responsibility

- Requirement for only foul water to be connect to the public sewer.

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- Request for the Infrastructure Phasing and Delivery Strategy to include:
  - foul and surface water drainage
  - potable water supply
  - phasing across all land ownerships

- Comments requesting that the FRAs should address climate change, exceedance flows, safe access/egress, and latest EA guidance.

- Comments requesting that SUDS Should control runoff to greenfield rates, manage 1 in 100-year events + climate change, follow drainage hierarchy, and include water quality treatment.

- Comments requesting that watercourses require buffers, minimal intervention and ecological improvements.

- Comments requesting that there are strengthened requirements for SUDS treatment stages and pollution prevention.

- Comments requesting key infrastructure (drainage/green space) must be delivered early.

- Comments requiring no increased risk between phases and secure long-term maintenance.

- Request for ongoing engagement with UUW and safeguarding of assets

Council Response - Drainage, Flood Risk & Utilities

- All of the site is within Flood Zone 1 – the lowest risk of fluvial flooding. The site was considered as part of a Strategic Flood Risk Assessment as part of PfE.

- All planning applications will need to be accompanied by a Flood Risk and Drainage Assessment and Strategy, in accordance with PfE Policy JP-S4. In terms of drainage, Chapter 7 of the Development Framework specifies that relevant planning applications will need to be

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accompanied by a flood risk and drainage assessment and strategy which includes and approach to drain impermeable areas via an adoptable surface water drainage network, attenuated into strategic basins, controlled and discharged at greenfield discharge rates to existing watercourses.

- The drainage strategy will be required to maintain natural water flows incorporate SUDs and set out maintenance and management arrangements.

- The Council does not hold, and is not legally required to hold, a definitive register of all properties using private septic tanks or other non-mains. Likewise United Utilities has no responsibility for private septic tanks, cesspools or privately owned sewage treatment plants. As such this information was not reflected in the draft Simister Bowlee Development Framework.

- Details regarding the location of foul water pumping stations and associated easements will be agreed through the planning application process. Costs associated with infrastructure will be refined through the Infrastructure, Phasing and Delivery Strategy.

- The Council will continue to work with United Utilities and the Environment Agency to address flood risk and drainage issues.

Proposed Amendment – Drainage, Flood Risk and Utilities

- Section 3.2.6 of the SPD has been updated to reflect the fact that large parts of the area rely on septic tanks and there is no public foul sewer capacity.

- Section 3.2.6 has also been updated to identify an additional opportunity in relation to enhancing channel morphology, riparian habitat and floodplain connectivity where feasible.

- Section 7.6 Flood Risk and Drainage of the SPD has been amended to strengthen the wording in terms of ensuring a site wide flood and

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drainage strategy for the site is prepared. This Strategy will be required to set out how SuDS are managed and maintained appropriately to ensure their proper functioning over the lifetime of the development.

- Section 7.6 Flood Risk and Drainage has been updated to state that detailed future designs for the development will take into account climate change allowances, surface water overland flow routes.

- Section 7.6 Flood Risk and Drainage has been updated to state that SUDs should:

    - Include water quality treatment stages, particularly where runoff originates from highways, parking areas or commercial land uses.
    - Avoiding direct discharge of untreated surface water to watercourses.
    - Requiring construction management plans to include robust pollution prevention measures.

- Section 7.6 Flood Risk and Drainage has been updated to state that where feasible a buffer should be maintained along ordinary watercourses, proportionate to topography and ecological value. Proposing crossings or diversions of watercourses are allowed and should be designed at the appropriate planning stage, and consulted with the Lead Local Flood Authority, including opportunities explored to enhance watercourse riparian habitat.

- Further text states Where feasible new SuDS should include water quality mitigation to limit pollutants from highways and parking areas into watercourses; and limit direct discharge of untreated water into watercourses. Opportunities should be explored to align biodiversity enhancements with flood risk management and climate adaptation objectives.

- Construction Management Plans should include pollution prevention measures.

- Additional references to on-going engagement with United Utilities have been added throughout the document.

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Comments Received - Outdated Evidence Base

- Calls for refreshed:
  - Traffic counts
  - Drainage modelling
  - Economic and viability assessments reflecting 2025–26 conditions

Council Response - Outdated Evidence Base

- All planning applications will need to be accompanied by more up-to-date evidence and information around a number of factors, including updated information relating to transport and highways, ecology studies or drainage strategies for example. At this stage of the process, the evidence is proportionate to the fact that this is still a strategic plan that provides an indicative layout.

- Reference to the use of 2020 transport information relates to the wider Greater Manchester modelling that was done for the PfE plan at a strategic level. This was used as part of the evidence into the Places for Everyone Plan – which allocated the site for residential development. This strategic modelling was proportionate to the level of detail needed for the purposes of that stage in the planning process.

Proposed Amendment – Outdated Evidence Base

- The SBDF has been updated in the introduction to the SBDF, introduction to Chapter 7 and sections 7.3, 7.4, 7.6 and 7.10 to strengthen the requirement for site-wide evidence to accompany planning applications.

Comments Received - Economic Viability & Deliverability

- Respondents challenge the assumption that Atom Valley job growth justifies housing numbers:
  - Energy-intensive sectors made unviable by UK electricity prices (highest in G7, Feb 2026 CBI data)
  - No committed high-tech tenants

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- Concerns that:
  - Only ~90 homes are forecast as deliverable by 2030
  - Development risks becoming piecemeal, unable to fund schools, roads, and drainage

- Repeated reference to Infrastructure Phasing & Delivery Strategy (IPDS) being deferred or “live”, lacking certainty or statutory weight.

- References to new housing market data (2026) which suggests:
  - Falling transaction volumes (~14–15% decline)
  - Slower housing demand and absorption rates
  - Risk to delivery timelines and infrastructure funding
  - Uncertainty around affordable housing (≈25%)

- Concern that:
  - The scheme may not be financially viable
  - Costs (infrastructure, remediation, drainage) are underestimated

Council Response - Economic Viability & Deliverability

- The Simister Bowlee site will help address Greater Manchester’s acute housing and affordability challenge by delivering a diverse mix of homes supported by infrastructure. The site will also support the transformational economic potential of the wider Northern Gateway and Atom Valley by providing the homes and community infrastructure needed to support new job growth, including 20,000 jobs.

- The reference to 90 homes has been taken from the Council’s Five Year Supply Statement 2025 which provides an assessment of the amount of housing that is expected to be delivered on identified sites across the Borough over the next five years. This figure represents an indicative snapshot in time based on the information available at the point the assessment was undertaken. The figure is subject to change and does not form part of the Simister Bowlee Development Framework. The figure of 90 units is simply an indicative scenario in the absence of planning permission, detailed layouts, engineering analysis, or market-led scheme design.

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- Given the size of the site, it will take several years for the site to be fully delivered and development is expected to come forward in a series of phases alongside necessary infrastructure provision. Planning applications within the site will be required to demonstrate how proposed development would assist in the delivery of key site-wide infrastructure. Planning applications which fail to deliver or contribute towards the wider strategy infrastructure requirements will be resisted.

- The Infrastructure Phasing and Delivery Strategy is intended to be a 'live document which is continuously reviewed and updated as detailed plans, evidence, infrastructure costs and the potential of funding becomes available.

- The site is required to meet the housing target set out in PfE. These targets are now below the Government's house building targets. The viability of all the allocations in the PfE Plan were assessed and have been tested through the PfE examination. This is a large site which will delivered over a number of years and during that time there will be fluctuations in house price and construction costs.

Proposed Amendment - Economic Viability & Deliverability

- No amendments proposed in relation to these comments as they are not matters relevant to the content of the SBDF.

Comments Received - Affordable Housing Policy

- Concern that the SPD's 25% affordable housing figure is obsolete.

- Concern that the SBDF does not provide a 40% affordable housing requirement as per the NPPF December 2024 – para 157, ("Golden Rule" uplift).

- Concern that the affordable housing requirements combined with infrastructure costs, creates a "viability wipeout."

Council Response – Affordable Housing Policy

- PfE Policy JPA1.2 requires the development to make provision for affordable housing in accordance with local planning policy requirements, which for Bury will require 25% affordable housing. For Rochdale this is currently 15% but will need to reflect the most up-to-date policy.

- The Simister Bowlee site was removed from the Green Belt on adoption of PfE in March 2024. This was prior to the publication of NPPF December 2024, and as a result paragraph 157 of NPPF and the "Golden Rule" uplift are not applicable to this site, as set out in footnote 58 of the NPPF.

- The viability of the allocation was tested as part of the Places for Everyone evidence, which concluded that the site would be viable including accounting for affordable housing and other costs.

Proposed Amendment - Affordable Housing Policy

- No amendments proposed in relation to these comments as the issue of affordable housing is addressed in the SBDF through referenced to local plan policies.

Comments Received - Green Belt, Environment & Wildlife

- Strong objections to:
    - Loss of open countryside and perceived Green Belt
    - Urban coalescence between Simister, Bowlee, Middleton and Prestwich
    - Wildlife concerns include impacts on UK Priority Species (lapwing, skylark, grey partridge, brown hare, deer, etc.).
    - Landscaping and SuDS are viewed as inadequate compensation for permanent loss.

- Many respondents cite the October 2025 High Court judgment and argue that compensatory Green Belt requirements remain unmet.

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- Concern that there is a misuse of 'Grey Belt justification on active agricultural land

- Concern that the development will cause permanent spatial harm and not just visual impact.

  Concern in relation to biodiversity:

  - Loss of 74 hectares of Green Belt and habitats
  - Impact on a Site of Biological Importance (SBI)
  - Failure to guarantee statutory Biodiversity Net Gain

Council Response – Green Belt, Environment & Wildlife

- The Simister Bowlee site has been subject to extensive consultation over a number of years through the statutory planning process (Places for Everyone Plan - PfE).

- This culminated in a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including the objections on the site allocations). This examination considered any harm from the proposed development was out-weighed by the need for the development and the delivery of new homes.

- The legal outcome of that process removed the site from the Green Belt and it is now an established site for housing development. As such references to Grey Belt in this instance are not relevant to this site.

- Landscaping proposals and SuDS are not intended to compensate for the removal of the site from the greenbelt, these are requirements that developers must adhere to.

- To offset the impact of removing the site from the Green Belt there is a need to identify and deliver compensatory improvements to the environmental quality and accessibility of the remaining Green Belt in

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the vicinity of the site. The full detail of Green Belt compensation would be proposed and agreed as part of future planning applications in accordance with PfE Policy JPA1.2 and JPA-G2 (Green Infrastructure Network).

- The SBI is acknowledged in the masterplan and as per existing policy guidance, any development will need to take full account of the SBI and the SBDF makes reference to 'retention and improvement of the SBI.

- Biodiversity Net Gain is a mandatory legal requirement in England under the Environment Act.

Proposed Amendment - Green Belt, Environment & Wildlife

- Section 7.4 (Ecology and Trees) has been strengthened to ensure a site wide detailed ecology strategy prepared in accordance with PfE Policies JP-G7 (Trees and Woodland) and Policy JP-G8 (A Net Enhancement of Biodiversity and Geodiversity) is produced.

Comments Received - Community Impact & Amenity

- Concerns regarding:
    - Loss of rural character
    - Increased noise, pollution, and vibration
    - Decline in property values (some requesting compensation)
    - Pressure on schools, healthcare, and local services

- Significant concerns in terms of the consultation process, described as:
    - "Box-ticking"
    - Predetermined
    - Lacking transparency or meaningful engagement

- Concern re damage to existing residents property

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Council Response - Community Impact & Amenity

- The principle of residential development on the sites is not a debate that can be re-opened. In order to avoid misleading communication and to seek to address misunderstandings, officers had to stress during the consultation that the principle of housing on this site has already been established through PfE. This was often met with challenging discussions, but it was important that this fact was communicated.

- Whilst the principle of housing development on the site has been established through PfE, the purpose of the consultation was to try and establish views on the content of the Development Framework in terms of the infrastructure proposals and any local issues that residents wished to flag.

- The Councils have sought to provide a proportionate and accessible programme of engagement on the Development Framework within a defined statutory timeframe. Consultation has been undertaken in a structured and professional format and in accordance with relevant Regulations and its Statement of Community Involvement.

- With respect to liability and responsibility, the planning system contains clear mechanisms governing accountability. Developers remain responsible for designing and delivering infrastructure that complies with planning conditions, environmental regulations, building standards, and the requirements of statutory bodies such as the Lead Local Flood Authority and utility providers.

- The Council's role is to assess applications against adopted policy and material planning considerations. Responsibility for construction defects, implementation failures, or infrastructure performance issues would generally rest with the relevant developer, landowner, contractor, or infrastructure provider, depending on the specific circumstances.

- Whilst the concerns regarding property values are noted, the planning system in the UK does operate on the principle that decisions must be made in the public interest foremost, rather than the protection of the financial interests of individual property owners. The impact on the

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market value of neighbouring properties is not considered a material planning consideration when determining a planning application.

Proposed Amendment - Community Impact & Amenity

- Section 7.1 – Design - New paragraph in the development principle section on design which requires new development to ensure there will be no unacceptable adverse impacts on the amenity of the surrounding area particularly in terms of:

    - Overshadowing and loss of light;
    - Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions;
    - Pollution and general disturbance arising from noise, vibration, smell, litter, artificial lights and opening hours;
    - Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.

Comments Received – Health Facilities

- The SBDF lacks a detailed assessment of existing healthcare capacity and the impact of the proposed development and potential mitigation measures.

- The Councils' must work closely with NHS GM ICB and partners to forecast healthcare needs and plan infrastructure and funding requirements

- Provision of healthcare should allow for:
    - financial contributions
    - on-site healthcare facilities
    - provision of land or buildings
    - or a combination of these

      New facilities may be required where existing services cannot expand

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- Healthcare should be listed as a standalone infrastructure category in the “Key Infrastructure Requirements” table. Th triggers should be based on health needs assessments with NHS input and financial contributions required where on-site provision is not feasible

Council Response - Health Facilities

- The SBDF includes the requirement for an assessment to identify health infrastructure. The SBDF also includes provision for a local centre. This offers the potential to provide on-site health facilities/provision within the site itself. The delivery of any health infrastructure will be carried out in conjunction with relevant stakeholders and those responsible for the delivery of healthcare provision.

Proposed Amendment – Health Facilities

- Chapter 8 (Phasing and Delivery) - Healthcare provision has been identified as a standalone infrastructure type and the associated comment is amended as follows: “Triggers to be determined through up-to-date health needs assessments, and the wider IPDS. Capacity assessments should be provided with NHS GM ICB. Should on-site provision be deemed unfeasible by NHS GM ICB, and a need has been evidenced, a financial contribution will be required to provide off-site additional healthcare provision”.

Comments Received - Procedural & Legal Concerns

- Concern that the SPD fails NPPF soundness tests (justified, effective, consistent with national policy).
- Concern that the SBDF is based on outdated evidence.
- Concern that earlier studies identified high or very high harm and there is no clear explanation for departure from these findings.
- Concern that the SBDF is llegally flawed (Wednesbury unreasonableness), based on incomplete evidence at decision stage.

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- Concern that there is a lack of transparency and public ability to assess proposals.

- Clarification as to whether the Councils' are receiving any capital receipts from JPA1.1.

- Calls for:

    - A comprehensive masterplan before any phasing
    - Binding equalisation mechanisms
    - Clear infrastructure funding commitments
    - Updated and independent assessments
    - Clear justification for conclusions

Council Response - Procedural & Legal Concerns

- A lot of the comments relating to procedural and legal concerns relate to the principle of residential development on the site in PfE rather than the scope and content of the SBDF.

- A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared, justified, effective and consistent with national policy. They concluded that, subject to modifications, PfE was sound. The modifications were subsequently incorporated into the plan before being adopted with effect from 21 March 2024.

- The legal outcome of that process removed the sites from the Green Belt and they are now established sites for housing development. The principle of residential development on the site at Simister Bowlee is therefore not a debate that can be re-opened.

- The Councils take their statutory and procedural responsibilities in relation to public consultation very seriously. The current exercise concerns draft Development Frameworks that are being prepared under the Planning and Compulsory Purchase Act 2004 and the Town

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and Country Planning (Local Planning) (England) Regulations 2012. The consultation has been undertaken in accordance with those Regulations and both Councils' adopted Statement of Community Involvement.

- Any planning applications that come forward on the site will need to be supported by detailed and up-to-date evidence in relation to a variety of matters, including ecology, flood risk and drainage, and air quality and pollution.
- The Council does not own land within the JPA1.1 allocation and therefore will not receive any capital receipts. There is no cross-subsidy between the two sites.
- The Simister Bowlee Development Framework provides a comprehensive masterplan for the site.
- The council can not require a binding equalisation mechanism through the statutory planning process.
- The Infrastructure Phasing and Delivery Strategy will be continuously reviewed and updated as plans, evidence, infrastructure costs and funding are confirmed.

Proposed Amendment - Procedural & Legal Concerns

- No amendments proposed in relation to these comments as they are not matters relevant to the content of the SBDF.

Comments Received - Common Requests from Respondents

- Pause or withdraw the SPD
- Update traffic, drainage, and economic evidence
- Provide a transparent viability assessment

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- Clarify infrastructure funding and delivery
- Address cumulative impacts with JPA1.1
- Protect remaining green space and settlement separation
- Undertake meaningful re-consultation

Council Response – Common Requests from Respondents

- The Simister Bowlee Development Framework does not introduce new planning policies. IT provides detailed guidance on PfE Policy JPA1.2 to ensure that the vision for the site is fulfilled throughout the lifetime of the development process and that development and infrastructure come forward in a planned and comprehensive manner. For this reason, the Council do not consider it necessary to pause or withdraw the SPD.

- The proposals set out in the Development Framework are still at a high level at this stage. More details of the development will emerge through subsequent planning applications and these will need to be supported by detailed and up-to-date evidence including traffic, drainage, economic and viability evidence.

- To support the delivery of infrastructure across the site, an Infrastructure, Phasing and Delivery Strategy for the site will be prepared in accordance with PfE Policy JPA1.2 and JP-D1. This is intended to be a live document that is continuously reviewed and updated.

- As set out above, transport assessments submitted with planning applications will need to consider all developments in the locality and model both the phased housing trips from JPA 1.2 with the projected HGV movements from JPA 1.1 (Northern Gateway).

- The vision for the site is to be landscape-led and a landscape strategy will be prepared and submitted as part of any planning applications. This will include the provision of a strong landscape edge to the North West boundary, adjacent to the Green Belt and land to the east. The

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retention of key views and longer distance views will be enhanced and framed to maintain the connection of the site to the wider landscape.

- Whilst the SBDF will not be subject to further public consultation, all planning applications will be made public and available for comment.

Comments Received - General

- A glossary would help understanding some of the technical terms.
- Plans are not easy to understand

Proposed Amendments – General

- A glossary has been added
- Road numbers have been added to plans and diagrams to assist in readers orientating themselves
- Other specific changes relating to wording in the text and on plans to improve clarity and accuracy. For example more clarity on the provision of, and contributions to, school places.

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Appendix 1 – Sample of Strategic Sites Consultation Material

Strategic Sites Consultation Poster

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Have your say in our consultation

on draft development frameworks for Elton Reservoir, Walshaw, and Simister/Bowlee

We are consulting on draft development frameworks for three strategic residential sites in Bury. Once adopted these will become Supplementary Planning Documents to guide decisions on future planning applications.

Each of these sites are allocated for residential development through the Places for Everyone joint plan and will be supported by new transport infrastructure, schools, green spaces, and new local centres.



Elton Reservoir

Up to 3,500 new homes

A new community in a parkland setting in harmony with nature





Walshaw

Up to 1,250 new homes

A well-connected community blending new development with existing neighbourhoods





Simister/Bowlee

Up to 1,550 new homes

A sustainable community with a vital role in shaping the Northern Gateway



Come to a drop-in event (4pm to 8pm)

Tuesday 24 February (all three sites)
- Radcliffe Market, 11 Blackburn Street M26 1PN

Wednesday 25 February (all three sites)
- Elton High School, Walshaw Road BL8 1RN

Thursday 26 February (all three sites)
- Parrenthorn High School, Heywood Road M25 2BW

Thursday 5 March (Simister/Bowlee only)
- Edgar Wood Academy, Heywood Old Road OL10 2QN

More information and respond online from 13 February to 27 March 2026

bury.gov.uk /strategicsites

Alternatively, email **strategicsites@bury.gov.uk** or post feedback to Strategic Planning & Infrastructure, Floor 2, 3 Knowsley Place, Duke Street, Bury BL9 0EJ

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Strategic Sites Consultation Leaflet

Have your say in our consultation

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See over the page for more information

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Elton Reservoir

Up to 3,500 new homes

A new community in a parkland setting in harmony with nature



Walshaw

Up to 1,250 new homes

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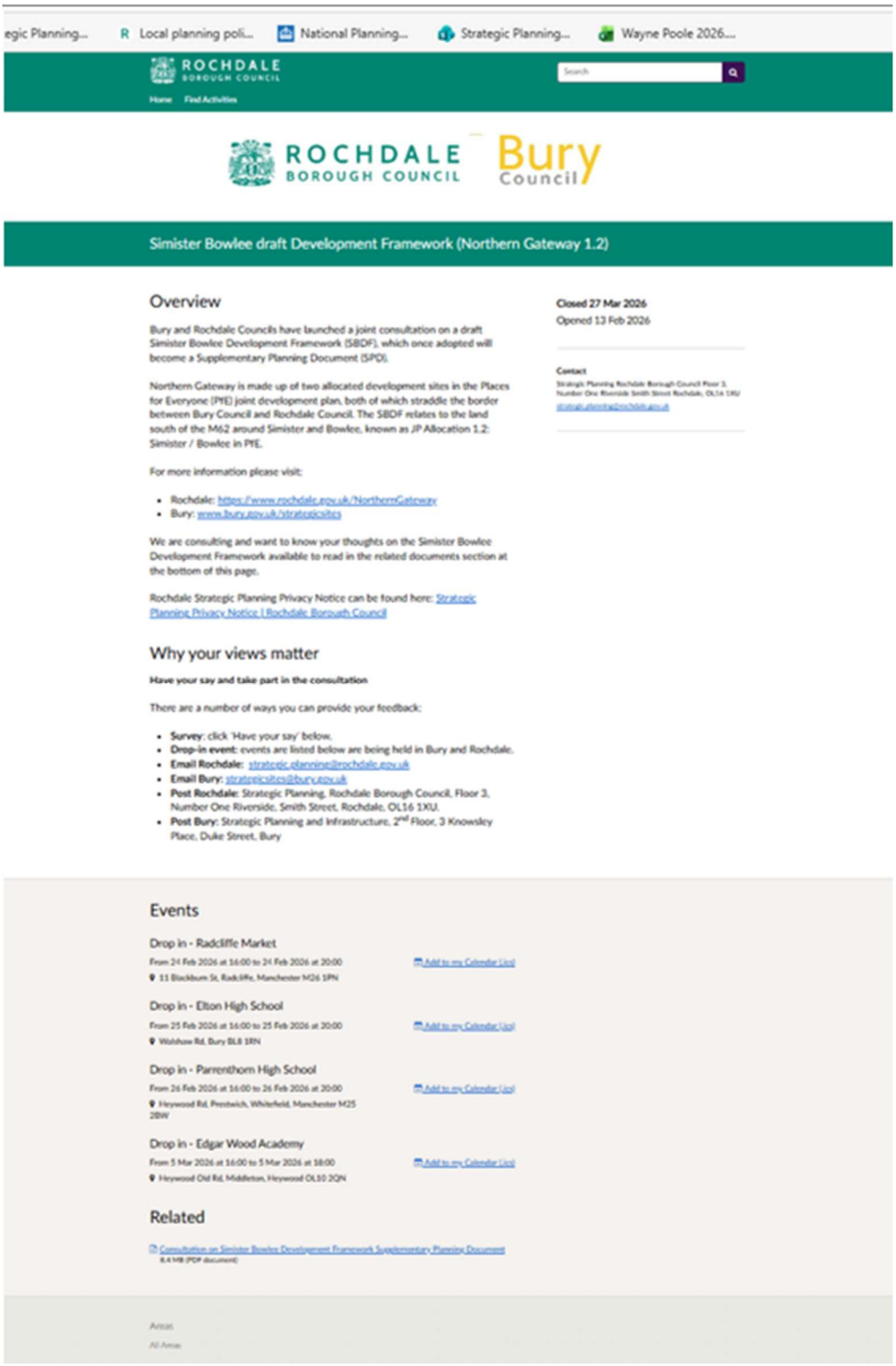
Citizen Space Consultation Platform

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Simister Bowlee draft Development Framework (Northern Gateway 1.2)

Overview

Bury and Rochdale Councils have launched a joint consultation on a draft Simister Bowlee Development Framework (SBDF), which once adopted will become a Supplementary Planning Document (SPD).

Northern Gateway is made up of two allocated development sites in the Places for Everyone (PfE) joint development plan, both of which straddle the border between Bury Council and Rochdale Council. The SBDF relates to the land south of the M62 around Simister and Bowlee, known as JP Allocation 1.2: Simister / Bowlee in PfE.

For more information please visit:

- Rochdale: https://www.rochdale.gov.uk/NorthernGateway
- Bury: www.bury.gov.uk/strategicsites

We are consulting and want to know your thoughts on the Simister Bowlee Development Framework available to read in the related documents section at the bottom of this page.

Rochdale Strategic Planning Privacy Notice can be found here: Strategic Planning Privacy Notice | Rochdale Borough Council

Closed 27 Mar 2026
Opened 13 Feb 2026

Contact
Strategic Planning Rochdale Borough Council Floor 3, Number One Riverside Smith Street Rochdale, OL16 1XU
strategic.planning@rochdale.gov.uk

Why your views matter

Have your say and take part in the consultation

There are a number of ways you can provide your feedback:

- **Survey**: click 'Have your say' below.
- **Drop-in event**: events are listed below are being held in Bury and Rochdale.
- **Email Rochdale**: strategic.planning@rochdale.gov.uk
- **Email Bury**: strategicsites@bury.gov.uk
- **Post Rochdale**: Strategic Planning, Rochdale Borough Council, Floor 3, Number One Riverside, Smith Street, Rochdale, OL16 1XU.
- **Post Bury**: Strategic Planning and Infrastructure, 2nd Floor, 3 Knowsley Place, Duke Street, Bury

Events

Drop in - Radcliffe Market
From 24 Feb 2026 at 16:00 to 24 Feb 2026 at 20:00 Add to my Calendar (.ics)
11 Blackburn St, Radcliffe, Manchester M26 1PN

Drop in - Elton High School
From 25 Feb 2026 at 16:00 to 25 Feb 2026 at 20:00 Add to my Calendar (.ics)
Walshaw Rd, Bury BL8 1RN

Drop in - Parrenthorn High School
From 26 Feb 2026 at 16:00 to 26 Feb 2026 at 20:00 Add to my Calendar (.ics)
Heywood Rd, Prestwich, Whitefield, Manchester M25 2BW

Drop in - Edgar Wood Academy
From 5 Mar 2026 at 16:00 to 5 Mar 2026 at 18:00 Add to my Calendar (.ics)
Heywood Old Rd, Middleton, Heywood OL10 2QN

Related

Consultation on Simister Bowlee Development Framework Supplementary Planning Document
8.4 MB (PDF document)

Areas
All Areas

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Strategic Sites Consultation Letters

Dear Consultee

RE: CONSULTATION ON THE DRAFT SIMISTER BOWLEE DEVELOPMENT FRAMEWORK

We are contacting you as you have previously expressed an interest in local planning matters and your details are included on our consultation database.

Following its adoption on 21st March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Rochdale's statutory development plan and this includes proposals for a residential-led development within the JPA1.2 allocation at Simister / Bowlee.

Rochdale Council has jointly prepared a draft Simister Bowlee Development Framework (SBDF) for this allocation with Bury Council. Once adopted, the SBDF will become a Supplementary Planning Document (SPD).

The draft framework provides more detail on the vision and aspirations for this strategic allocation. It establishes key principles for the development of the site and shows how it is likely to be developed through a high-level masterplan. The framework also sets out how new housing and supporting infrastructure will be provided in a coordinated and phased approach.

Following Cabinet approval, we are now seeking your views on the draft Development Framework over a six-week period of consultation commencing on Friday 13 February 2026, running until Friday 27 March 2026.
HOW CAN I VIEW THE DRAFT DEVELOPMENT FRAMEWORK AND MAKE COMMENTS?

All relevant documentation can be found on the Council's web site at https://www.rochdale.gov.uk/NorthernGateway
The document will also be available to view electronically at all local libraries during their normal working hours (see www.rochdale.gov.uk/libraries for details). In addition, paper copies of the draft SBDF will be put in the four main borough libraries – Heywood, Littleborough, Middleton and Rochdale.

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We are keen to promote the submission of comments electronically using the consultation portal that can be accessed via the Council's web site or by email. Responses by email should be sent to strategic.planning@rochdale.gov.uk . Alternatively, responses can be returned by post to the following address:

Strategic Planning
Rochdale Borough Council
Floor 3, Number One Riverside
Smith Street
Rochdale, OL16 1XU.

Please ensure that all comments reach us by the 27 March 2026.

DROP IN SESSIONS

Rochdale Council is hosting a drop in event where Planning Officers will be available to answer any questions you may have on the draft SBDF as follows:

1. Thursday 5th March – Edgar Wood Academy, Heywood Old Road OL10 2QN – 4-8pm

Bury Council is also hosting drop in events for the draft SBDF and other draft development frameworks that they have produced for strategic allocations in Bury. These are as follows:

1. Tuesday 24th February – Radcliffe Market ,11 Blackburn Street M26 1PN – 4-8pm
2. Wednesday 25th February – Elton High School, Walshaw Road BL8 1RN – 4-8pm
3. Thursday 26th February – Parrenthorn High School, Heywood Road M25 2BW – 4-8pm

Bury Council

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Bury Council

ROCHDALE BOROUGH COUNCIL

Please do not hesitate to contact a member of the Strategic Planning Team on 01706 924252 or email strategic.planning@rochdale.gov.uk if you require further information on the draft NGDF.

Yours faithfully

Melanie Hale
Head of Planning

Bury Council

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Bury Consultee Letter

12th February 2026

Dear Consultee,

RE: CONSULTATION ON DRAFT ELTON RESERVOIR, WALSHAW AND SIMISTER BOWLEE DEVELOPMENT FRAMEWORKS

We are contacting you as you have previously expressed an interest in local planning matters and your details are included on our consultation database.

Following its adoption on 21st March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan and this includes proposals for residential-led development within the Elton Reservoir, Walshaw and Simister Bowlee strategic allocations.

Bury Council has prepared draft Development Frameworks for the Elton Reservoir and Walshaw sites and jointly prepared a draft Development Framework for Simister Bowlee with Rochdale Council. Once adopted, each of the Development Frameworks will become a Supplementary Planning Document (SPD).

The draft frameworks provide more detail on the vision and aspirations for the strategic allocations. They establish key principles for the development of the sites and shows how they are likely to be developed through a high-level masterplan. The frameworks also set out how new housing and supporting infrastructure will be provided in a coordinated and phased approach.

Following Cabinet approval, we are now seeking your views on the draft Development Frameworks over a six-week period of consultation commencing on Friday 13th February 2026, running until Friday 27th March 2026.

HOW CAN I VIEW THE DRAFT DEVELOPMENT FRAMEWORKS AND MAKE COMMENTS?

Bury Council

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Bury Council

ROCHDALE BOROUGH COUNCIL

All relevant documentation can be found on the Council's web site at www.bury.gov.uk/strategicsites

The Development Frameworks will also be available to view at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details).

We are keen to promote the submission of comments electronically via the Council's web site or by email. Responses by email should be sent to strategicsites@bury.gov.uk. Alternatively, responses can be returned by post to the following address:
Strategic Planning and Infrastructure
2nd Floor
3 Knowsley Place
Duke Street
Bury

DROP IN SESSIONS

Bury Council is hosting drop in events where Planning Officers will be available to answer any questions you may have on the draft Development Frameworks as follows:

- Tuesday 24th February – Radcliffe Market ,11 Blackburn Street M26 1PN – 4-8pm
- Wednesday 25th February – Elton High School, Walshaw Road BL8 1RN – 4-8pm
- Thursday 26th February – Parrenthorn High School, Heywood Road M25 2BW – 4-8pm

Rochdale Council is also hosting a drop in event on:

- Thursday 5th March – Edgar Wood Academy, Heywood Old Road OL10 2QN – 4-8pm (Simister Bowlee only)

Bury Council

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Bury Council

ROCHDALE BOROUGH COUNCIL

Please do not hesitate to contact a member of the Strategic Planning and Infrastructure team on 0161 253 5550 or email strategicsites@bury.gov.uk if you require further information on the draft Development Frameworks

Yours sincerely,
Strategic Planning and Infrastructure

Bury Council

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Bury Council

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Example Social Media Posts



Bury Council
Mar 23, 16:18

Residents have until Friday (27 Mar) to comment on draft development frameworks for Elton Reservoir, Walshaw and Simister/Bowlee. The outline plans concern new homes, schools, transport and roads, a Metrolink stop, enhanced public transport

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SIMISTER BOWLEE DEVELOPMENT FRAMEWORK

JPA 1.2

Supplementary Planning Document

June 2026



Bury Council

ROCHDALE BOROUGH COUNCIL

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Foreword

The recently adopted Places for Everyone Joint Development Plan allocates the Simister Bowlee site for up to 1,550 new homes.

To support the new community, the development will be required to provide specific infrastructure. This includes an upgraded local highway network, improved public transport, green spaces, a new primary school, community facilities and more routes for walking, wheeling and cycling. Traffic restrictions will also be required on Simister Lane, to prevent this route from being a form of access/egress to and from the site.

The Simister Bowlee site lies between the towns of Prestwich and Middleton, spanning the districts of Bury and Rochdale. Strategically positioned at the junction of the M60, M62, and M66 motorways, it forms a major residential development area within the wider Northern Gateway. The site plays a critical role in delivering a well-planned neighbourhood that complements the largest combined employment and housing growth initiative in the North of England. The development will provide approximately 1,350 new homes in Bury and around 200 new homes in Rochdale.

Bury and Rochdale Councils are pleased to present the Simister Bowlee Development Framework which presents a clear long-term vision for the site, identifies guiding development principles and outlines the infrastructure needed to support the site's long-term development. This framework will guide consideration of future planning applications.

"The Simister Bowlee Development Framework sets out a clear vision for creating a well-planned, sustainable community of up to 1,550 new homes – 1,350 in Bury and 200 in Rochdale. With essential infrastructure, a new primary school, green spaces, and improved transport infrastructure and services, this development will play a vital role in shaping the Northern Gateway and delivering lasting benefits for Bury, Rochdale, and the wider region."



Figure 01: Councillor Eamonn O'Brien,Leader of Bury Council and Cabinet Member for Strategic Growth

"This new framework represents another important step forward for this area as part of the wider Atom Valley project, which will create thousands of highly skilled jobs and new homes in Rochdale and Bury."



Figure 02: Councillor Neil Emmott, Leader of Rochdale Borough Council

Glossary

A glossary of key terms is provided below:

"3G (third-generation) pitch" an advanced synthetic artificial grass surface designed specifically to replicate natural turf.

"Active Travel" non-motorised means of transport including walking, cycling and wheeling.

"Affordable Housing" housing provided for rent or sale to eligible households whose needs are not met by the market, and complying with the NPPF definition of affordable housing. It includes social rent, affordable rent, discounted market sale housing and other affordable routes to home ownership, as defined by national planning policy.

"Air Quality Management Area" a localized zone designated by a local authority where air pollution levels breach, or are unlikely to meet, statutory national air quality objectives.

"Amenity" the overall quality of a place as experienced by people. This includes factors such as privacy, noise, safety, outlook, sunlight, air quality and the general enjoyment of an area.

"Biodiversity Enhancement" refers to any features that promote biodiversity and support ecological functions.

"Biodiversity Net Gain ("BNG")" a requirement that new development must result in biodiversity being left in a measurably better condition than before development took place, normally by at least a 10% improvement.

"Biodiversity" the variety of plants, animals, and habitats within an area.

"Blue Infrastructure" refers to the network of water bodies and watercourses, such as rivers, canals, wetlands and floodplains, providing environmental, social and economic benefits.

"Buffer Zones" an area of land adjacent to a sensitive feature that provides separation and protection from surrounding activities, helping to minimise environmental, visual, noise or other adverse impacts.

"Bus Rapid Transit" means a high-capacity public transport system that uses buses operating on dedicated lanes that provides a faster, more reliable and efficient service than conventional bus routes.

"Character Area" an area of existing or proposed development which displays built and/or natural features which contribute to a definable sense of spatial and visual character.

"Density" the amount of development on a site, expressed in terms of housing as the number of dwellings per hectare.

"Development Plan" includes the collection of documents that set out the planning framework for the area, which for the site comprises the Places for Everyone Joint Development Plan, the Saved Policies of the Bury Unitary Development Plan, the Rochdale Core Strategy, Saved Policies of the Rochdale Unitary Development Plan, the Greater Manchester Joint Waste Development Plan, and the Greater Manchester Joint Minerals Development Plan.

"Green Corridors" linear features of green infrastructure, such as hedgerows, tree lines, and waterways, which connect to larger areas of habitat.

"Green Infrastructure" a network of green and blue spaces such as parks, open spaces, river valleys, trees, green roofs and street planting. Green infrastructure supports biodiversity, health, recreation and climate resilience.

"Heritage Asset" a building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions.

"Infrastructure" the essential facilities and services that support a community, including utilities (such as water and electricity), transport networks (roads and public transport), social and community facilities (schools, health care facilities, and community centres), and environmental infrastructure (green spaces and drainage systems).

"Landscape Character" the distinct and recognisable pattern of elements that make up a particular landscape.

"Listed Building" a building or structure included on the National Heritage List for England because of its special architectural or historic interest. Listed Buildings are legally protected and works usually require Listed Building Consent.

"Local Centre" a designated area within the development that contains a mix of community, healthcare, retail and other complementary facilities to serve the everyday needs of residents and act as a focus for local activity.

"Metrolink" the light rail network serving Greater Manchester, providing tram services between Manchester City centre and surrounding towns, districts, key employment areas and transport hubs.

"Non-statutory Heritage Asset" a building, monument, site, place or area, which is not statutorily designated (eg Listed Building or Scheduled Monument) but which is identified as having local heritage interest.

"Permeability" the ease at which people and wildlife can move through an area.

"Places for Everyone" (PfE) the joint development plan that sets the strategic planning framework for housing, employment and Green Belt across nine of the ten Greater Manchester districts (excluding Stockport).

"Planning Application" a formal request for permission to carry out development, submitted to the Local Planning Authority.

"Planning Condition" a requirement attached to a planning permission that must be met before development can start or continue.

"S106 Agreement" a legal agreement (entered into under Section 106 of the Town and Country Planning Act 1990) usually part of a planning permission to mitigate the impacts of a development proposal.

"S278 Agreement" an agreement (entered into under section 278 the Highways Act 1980) between a developer and a Local Highway Authority to enable a developer to make permanent alterations or improvements to an existing public road to accommodate the transport impacts of a new development.

"Site of Biological Importance ("SBI")" A non-statutory designation for a site that is of county importance for its biodiversity value.

"Social Infrastructure" infrastructure that provides community facilities and services, such as schools, health care facilities (including hospitals, clinics and GP surgeries), community buildings and open spaces.

"Spine Road" the primary internal road within the development which forms the main route for movement and access, connecting different parts of the site to the wider highway and active travel network and distributing traffic to secondary and local roads.

"Supplementary Planning Document ("SPD")" are documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary Planning Documents are capable of being a material consideration in planning decisions but are not part of the development plan.

"Sustainable Drainage Systems ("SuDS")" drainage systems designed to manage rainwater runoff in a way that mimics natural processes, reducing flood risk and improving water quality.

"The Councils'" means Bury and Rochdale Borough Council.

"The Site" the area within the JPA1.2 Site Allocation within PfE, which extends to approximately 98 hectares and encompasses land to the east and west of Heywood Old Road (the A6045).

"Travel Hub" a range of services and facilities intended to make the use of an interchange between public and active travel services convenient often including park and ride spaces, EV charging, taxi pick up/drop off, cycle storage/ hire, motorcycle parking, seating/waiting areas, and ticketing and travel information.

List of abbreviations and glossary terms

BNG: Biodiversity Net Gain

BREEAM: Building Research Establishment Environmental Assessment Method

CIL: Community Infrastructure Levy

DpH: Dwellings per Hectare

EA: Environment Agency

EUI: Energy Use Intensity

EV: Electric Vehicle

FTE: Full Time Equivalent

GM: Greater Manchester

GMCA: Greater Manchester Combined Authority

GVA: Gross Value Added

ha: hectares

IDPS: Infrastructure Delivery and Phasing Strategy

ICB: Integrated Care Board

JPA1.2: Places for Everyone Joint Development Plan Allocation 1.27

LHMP: Landscape and Habitat Management Plan

LTN 1/20: Cycle Infrastructure design

NEAP: Neighbourhood Equipped Area for Play

NPPF: The National Planning Policy Framework

PfE: Places for Everyone

PPG: Planning Practice Guidance

PRoW: Public Right of Way

SBI: Site of Biological Importance

SPD: Supplementary Planning Document

SuDS: Sustainable Drainage System

TANZ: Truly Affordable Net Zero Homes

TfGM: Transport for Greater Manchester

TM52: The Limits of Thermal Comforts Avoiding Overheating

UDP: Unitary Development Plan

UKNZCBS: UK Net Zero Carbon Building Standard

UKGBC: UK Green Building Council

Policies

Policy JP-C1: An Integrated Network

Policy JP-C2: Digital Connectivity

Policy JP-C5: Streets for All

Policy JP-C6: Walking and Cycling

Policy JP-C8: Transport Requirements of New Development

Policy JP-D1: Infrastructure Implementation

Policy JP-G2: Green Infrastructure Network

Policy JP-G3: River Valleys and Waterways

Policy JP-G4: Lowland Wetlands

Policy JP-G6: Urban Green Space

Policy JP-G7: Trees and Woodland

Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity

Policy JP-H3: Type, Size, and Design of New Housing

Policy JP-H4: Density of New Housing

Policy JP-P1: Sustainable Places

Policy JP-P2: Heritage

Policy JP-P5: Education, Skills, and Knowledge

Policy JP-P6: Health

Policy JP-S1: Sustainable Development

Policy JP-S2: Carbon and Energy

Policy JP-S3: Heat and Energy Networks

Policy JP-S4: Flood Risk and the Water Environment

Policy JP-S5: Clean Air

Policy JP-S6: Resource Efficiency



01

Introduction

1. Introduction

The Simister Bowlee (Northern Gateway) Development Framework ("SBDF") Supplementary Planning Document ("SPD") has been prepared by Bury and Rochdale Councils. It relates to the Simister and Bowlee (Northern Gateway) site that is allocated for residential-led development under Policy JP Allocation 1.2 ("JPA1.2") of the Places for Everyone Joint Development Plan ("PfE"). The site forms part of the wider 'Northern Gateway' development location which incorporates the nationally significant employment development opportunity to the north of the M62. This site is allocated under PfE Policy Allocation 1.1: Heywood / Pilsworth (Northern Gateway) ("JPA1.1"), and subject to a separate Development Framework SPD that was adopted in March 2025.

The Simister Bowlee Development Framework ("the Framework") has been prepared to establish a strategic vision and guiding principles for the comprehensive development of the Simister Bowlee site. The Framework provides a high-level structure to inform future development proposals and the phased delivery of the site, ensuring that proposals are coordinated, sustainable and responsive to their environmental, physical and community context.

The purpose of the Framework is to articulate the key opportunities, constraints and objectives that should shape the future evolution of the site. It is intended to guide land use distribution, movement and connectivity, landscape strategy, environmental enhancement, infrastructure provision and placemaking principles, whilst supporting the delivery of development in accordance with relevant planning policy objectives.

As a strategic document, the Framework is supported by proportionate evidence that is appropriate to this stage in the site's evolution. The analysis and recommendations contained within the document are intended to provide an informed basis for establishing broad development parameters and identifying matters that will require further consideration as proposals progress.

The Framework does not seek to prescribe detailed design solutions or fix the precise form, scale or disposition of future development. Instead, it establishes the overarching principles and requirements for the comprehensive development of the site.

Northern Gateway presents a significant opportunity for Greater Manchester to deliver a new, sustainable residential community to support Greater Manchester's Northern communities and to reinforce the intrinsic links between homes and jobs alongside the ambitious Atom Valley Mayoral Development Zone (MDZ).

To support future planning applications, proportionate site-wide evidence and technical assessments will be required covering a range of matters, including infrastructure, access and movement, environmental considerations, drainage, utilities, landscape, ecology, heritage, and an Infrastructure Phasing and Delivery Strategy. The purpose of this evidence base will be to ensure that development proposals are planned and delivered in a comprehensive and integrated manner that is consistent with the aims of the SBDF.

Planning applications relating to individual parcels or phases of development will therefore be expected to take account of, and demonstrate consistency with the SBDF and it's and strategic principles prepared for the wider site in accordance with relevant statutory and policy requirements.

The JPA1.1 and JPA1.2 employment and residential led allocations that comprise Northern Gateway sit within the Atom Valley Mayoral Development Zone ("MDZ"), which straddles Bury, Oldham and Rochdale, and forms part of the wider North-East Growth Corridor. Taken together, JPA1.1 and JPA1.2 present a significant opportunity to deliver 20,000 new jobs across up to 1.2 million square metres of employment space and more than 2,500 new homes.

The SBDF SPD relates solely to the JPA1.2 site that is allocated in PfE (herein referred to as 'the site'); however, it recognises the intrinsic links with the significant employment-led opportunity at JPA1.1, and seeks to provide the type and quality of homes to underpin the wider Northern Gateway and Atom Valley opportunity.



Figure 03: An aerial view of site allocation JPA1.2 Simister Bowlee. Please note that the boundary shown on this image is indicative - see Figure 05 for an accurate boundary plan

1.1 JPA1.2: Simister Bowlee

The Simister Bowlee site is allocated for development under PfE Policy JPA1.2. Policy JPA 1.2 identifies the site as a residential-led development opportunity that is allocated to deliver up to 1,550 new homes, supported by community and other essential infrastructure.

To provide a blueprint for the future delivery of the full JPA1.2 allocation and to establish the parameters within which future planning applications will be brought forward, Policy JPA1.2 states that development at the site should:

> *"1. Be in accordance with a comprehensive masterplan, design code and infrastructure phasing and delivery strategy, in line with Policy JP-D1 'Infrastructure Implementation' that has been agreed with the local planning authorities."*

This requirement is common across major strategic allocations in PfE and assists in bridging the gap between site allocations and the development of detailed planning applications. The SBDF seeks to address this policy requirement by providing an indicative masterplan for the site, accompanied by a series of design and development principles to guide the future development of JPA1.2.

An Infrastructure Phasing and Delivery Strategy ("IPDS") for the site is being prepared in accordance with PfE Policies JPA1.2 and JP-D1 (Infrastructure Implementation) and should be read alongside this SPD. The IPDS will remain a 'live document' and will be subject to regular updates and amendments outside of the SPD process, in order to be responsive to constraints and opportunities, and the availability of funding, as the site is brought forward.

Purpose of the JPA1.2 Simister Bowlee Development Framework

This framework has been prepared as a Supplementary Planning Document ("SPD") by Bury and Rochdale Council (herein collectively referred to as "the Councils") and carries planning weight as a material consideration in the determination of future planning applications on the site.

As an SPD, this document does not introduce new planning policies into the Development Plan. It provides detailed guidance on the policies in PfE to ensure that the vision for the allocation is fulfilled throughout the lifetime of the development process, and that development and infrastructure come forward in a planned and comprehensive manner.

The Framework includes a masterplan which is intended to be indicative only and retain flexibility to respond to design, site constraints and future market conditions.

The contents of the SBDF will inform the preparation of Design Code(s) and the IDPS which will guide overall development within the site.

This SBDF has been prepared in a collaborative manner, with engagement undertaken with landowners, key stakeholders and statutory and non-statutory consultees.

The remainder of this chapter sets out the site context, purpose and status of the SPD.

SBDF Role and Objectives

The role of this SBDF is to establish the key principles to guide the development of the site and to inform future planning applications. The objectives of this SBDF are to:

- Establish the vision and strategic objectives for the site, shaped by public consultation, stakeholder collaboration and the Councils' ambitions;
- Set out the high-level design and development parameters that all future planning applications within the site will be required to follow;
- Set out what evidence is required prior to the determination of any planning application within the site;
- Implement a comprehensive and co-ordinated phased masterplanning approach across the entire JPA1.2 site allocation;
- Provide an overarching framework that sets the key development principles and parameters including matters such as land use, transport, access, movement and green infrastructure; and
- Set out a high level approach to the delivery and phasing of on-site and off-site infrastructure improvements.

SBDF Structure

This document is set out as follows:

- **Chapter 2 – Strategic Policy Context:** this sets out the planning and strategic policy context that has informed the development of the SBDF and which will continue to inform the future planning applications on the site.
- **Chapter 3 – Understanding the Site**: this sets out the site context and surroundings, and the key constraints and opportunities that have influenced concept development.
- **Chapter 4 – Vision & Strategic Objectives:** this presents the vision and the key strategic objectives for the site.
- **Chapter 5 – Design Approach:** this presents the strategic design principles that respond to the strategic context, vision and objectives for the site.
- **Chapter 6 – The Masterplan Framework:** this sets out an indicative site-wide masterplan for the site.
- **Chapter 7 – Development Principles:** this presents the development principles that respond to the strategic context, vision and objectives for the site.
- **Chapter 8 – Phasing & Delivery:** this sets out the approach to phasing, delivery and infrastructure that will inform a separate and more detailed IPDS.
- **Chapter 9 - Sustainability Strategy:** this sets out the expectations from the site with respect to net zero, carbon, energy, resource efficiency and climate resilience.
- **Chapter 10 – The Benefits:** this provides a detailed review of the economic, social, and environmental benefits that the SBDF will deliver for the local communities, the districts of Bury and Rochdale and the wider Greater Manchester City Region.
- **Chapter 11 - Social Value Strategy:** this sets out how Social Value should be embedded into the delivery of Simister Bowlee.
- **Chapter 12 – Monitoring and Review:** this provides a summary of the process for future review of the SBDF.



02

Strategic Policy Context

2. Strategic Policy Context

This chapter sets out the planning and strategic policy context that has informed the development of the SBDF, and which will continue to inform planning applications that relate to the site.

2.1 The National Policy Landscape

National policy has seen a renewed focus on addressing the UK housing crisis and delivering the homes needed to support future generations, by seeking to deliver 1.5 million new homes across the next Parliament. An updated National Planning Policy Framework ("NPPF") was implemented in December 2024, which has sought to boost housebuilding and housing delivery, by supporting plan making and removing barriers to the delivery of suitable housing sites.

The revised NPPF has strengthened the approach towards maintaining a robust housing supply across deliverable sites which has placed an increased focus on allocated strategic sites, such as Simister Bowlee.

Sustainable Development

In its approach to delivering new development, the NPPF confirms that in order to achieve sustainable development, the planning system has three overarching and interdependent objectives, including:

An economic objective:
to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure

A social objective:
to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being

An environmental objective:
to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy

Masterplans and Placemaking

Paragraph 130 of the NPPF states that: *"Area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places..."*.

The NPPF is supported by Planning Practice Guidance (PPG) which states that:

> *"Masterplans set the vision and implementation strategy for a development. They are distinct from local design guides by focusing on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure. Depending on the level of detail, the masterplan may indicate the intended arrangement of buildings, streets and the public realm...' and that 'A range of other plans and technical reports may be needed alongside a masterplan, to provide supporting evidence and set out related proposals, such as a local character study, landscape assessment, transport assessment and proposals for securing biodiversity net gain.*
>
> *An implementation strategy could also be included, especially where development is expected to be brought forward in a number of phases". (Paragraph: 006 Reference ID: 26-006-20191001).*

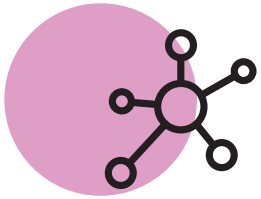
In describing how masterplans can be used most effectively, PPG states that:

> *"Masterplans are most likely to be produced by local authorities or developers. For local authorities, they can help to clarify design expectations early in the planning process, set a clear vision for the site, inform infrastructure and viability assessments and identify requirements for developer contributions or other investment. Developers may produce a masterplan to help evolve their own vision for a site, assess options, engage the local planning authority and community in pre-application discussions and support an outline planning application.*
>
> *Whoever prepares them, masterplans can benefit from a collaborative approach between the local planning authority, site promoters and local communities so that aspirations and constraints are understood early on. Masterplans produced by local planning authorities may be adopted as supplementary planning documents to give them weight in decisions on applications. Masterplans often apply to schemes that are developed over a long time period and so may need to be subject to regular review and be flexible to adapt to changing circumstances." (Paragraph: 007 Reference ID:26-007-20191001)*

The SBDF has been prepared in full accordance with NPPF (and the National Planning Practice Guidance which supports it) and seeks to significantly boost the supply of new homes in the northern arc of Greater Manchester that will deliver considerable social, economic and environmental benefits.

2.2 Places for Everyone ("PfE") Joint Development Plan

PfE is the statutory planning document that guides development in the nine Greater Manchester authorities which have formally adopted it, providing the key policy framework that underpins the preparation of the SBDF. In summary, PfE provides:



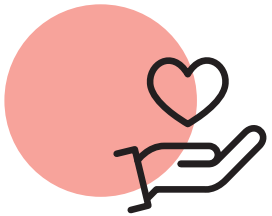
The strategic plan that informs the preparation of individual Local Plans by the nine participating Greater Manchester authorities



The detailed policies to inform the preparation and determination of planning applications



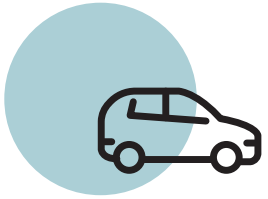
The planning framework for the spatial development of the nine participating Greater Manchester authorities to 2039



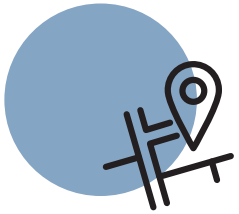
A policy framework that identifies the important assets which will be protected and enhanced



The quantum of housing and employment required in each participating local authority and across the Plan area over the lifetime of PfE



Policies to support the delivery of key infrastructure, such as transport and utilities; and



The allocation of key strategic sites that will contribute to meeting the identified housing and employment need



A new Green Belt boundary for the nine participating authorities

A key element of PfE's Spatial Strategy is boosting the competitiveness of the northern districts, which have seen relatively low levels of growth overall compared to other parts of the City Region. The northern districts are identified as having many strengths, such as their distinctive landscapes, proud communities, and a strong manufacturing base, but their potential is not currently being realised. It is recognised that significant interventions and investment will be required to address areas of deprivation and relatively low levels of growth.

PfE identifies two broad growth locations as being especially important for having the potential to deliver significant benefits for the whole conurbation and to make a major contribution to raising the competitiveness of the northern areas as a whole. One of these locations is the North-East Growth Corridor, which includes the M62 corridor from Junction 18 (the confluence of the M60 and M66) to Junction 21 (Milnrow), extending across parts of Bury, Rochdale and Oldham. Three sites have been allocated as part of the North-East Growth Corridor, two of which make up the Northern Gateway (JPA 1.1 and JPA 1.2).

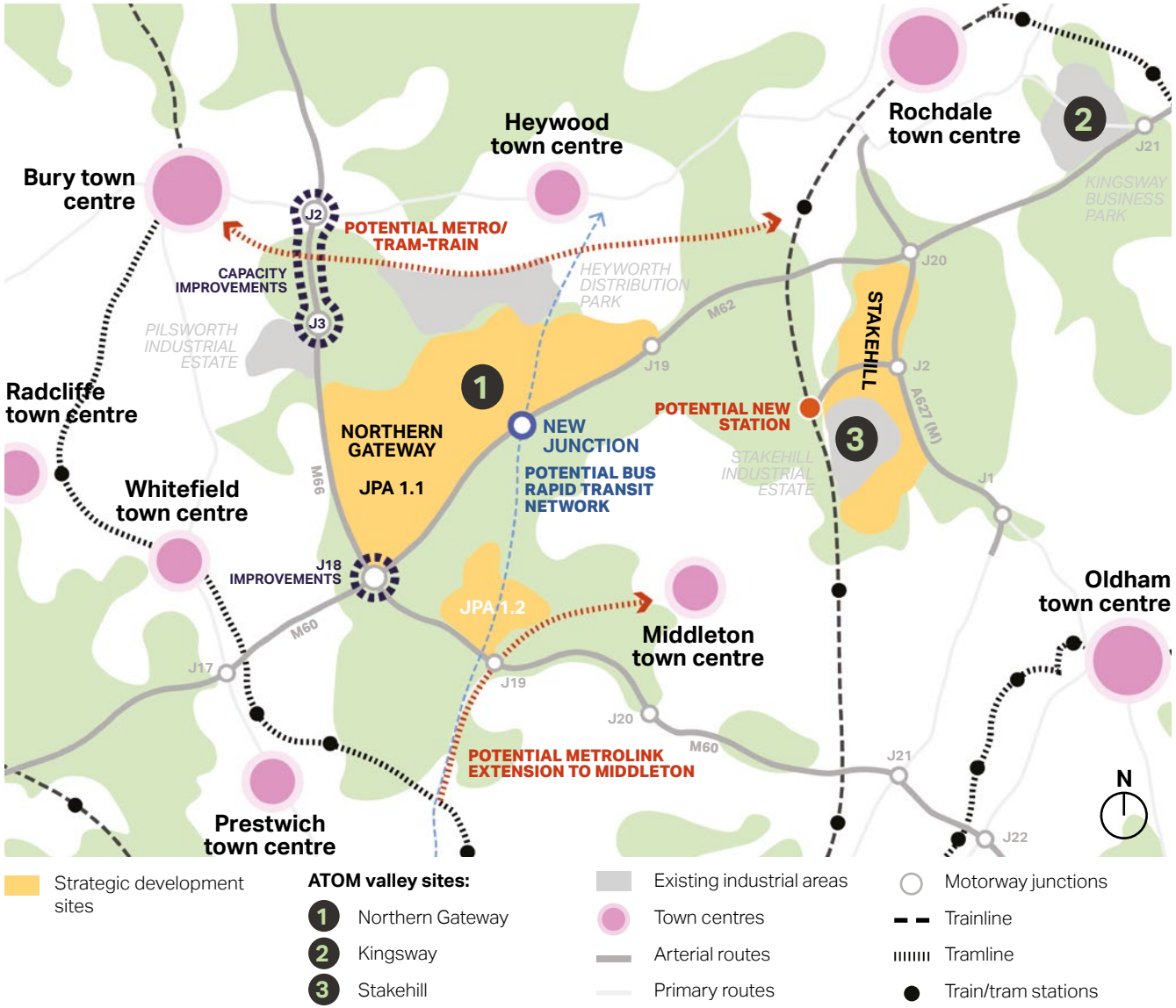


Figure 04: Regional context plan showing the wider north-east growth corridor. Strategic sites and transport infrastructure projects are highlighted, including Northern Gateway site allocations JPA 1.1 and JPA 1.2. Diagram based on Figure 4.2 from PfE (Page 62).

Site Allocation JPA1.2

PfE Policy JPA1.2 Simister and Bowlee (Northern Gateway) is the strategic allocation for the site and sets out the policy requirements that underpin the development principles and masterplan framework contained in this framework. This states that development at this allocation will be required to:

1. *"Be in accordance with a comprehensive masterplan, design code and infrastructure phasing and delivery strategy, in line with Policy JP-D1 'Infrastructure Implementation', that has been agreed with the local planning authorities;*

2. *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 (subject to local demand having regard to the Councils' self-build registers and other relevant evidence) 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;*



Figure 05: JPA1.2 Simister Bowlee allocation boundary

3. *Make provision for new and improved sustainable transport and highways infrastructure having regard to the indicative transport interventions set out in Appendix D in accordance with Policy JP-C8;*

4. *Make provision for traffic restrictions on Simister Lane to prevent this route from being a form of access/egress to and from the allocation except by public transport;*

5. *Make provision for affordable housing in accordance with local planning policy requirements;*

6. *Make provision for a new two-form entry primary school and make financial contributions for off-site additional secondary school provision to meet needs generated by the development, in accordance with Policy JP-P5;*

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. *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 (JPA 1.1);*

9. *Make provision for compensatory improvements to the environmental quality and accessibility of the remaining Green Belt in the vicinity of the site in accordance with Policy JP-G2;*

10. *Strengthen the boundary of the Green Belt to the North West of the site such that it will comprise physical features that are readily recognisable and likely to be permanent;*

11. *Make provision for biodiversity, including taking appropriate account of Bradley Hall Farm SBI, in accordance with Policy JP-G8;*

12. *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;*

13. *Incorporate necessary remediation measures in areas affected by contamination and previously worked for landfill purposes;*

14. *Take appropriate account of relevant heritage assets, and their settings, including Heaton Park, in accordance with Policy JP-P2; and*

15. *Consider the extraction of any viable mineral resources within Mineral Safeguarding Areas, in accordance with Policy 8 of the Greater Manchester Joint Minerals Development Plan (or any relevant policies in subsequent minerals plans)."*

Other PfE Policies

PfE also includes a range of other policies relating to development management and technical/ environmental matters which have been taken into account in the preparation of this framework and are referenced where relevant in the design and development principles.

Local Plan Policies

Both Bury and Rochdale are in the process of producing their own Local Plans setting out more detailed policies including both strategic and non-strategic policies, as appropriate, reflecting local circumstances. These Local Plans will be prepared to be consistent with the overarching PfE.

There are a number of adopted Development Plan documents which, alongside PfE, currently form part of the statutory Development Plan. The relevant adopted Local Planning Policy documents for the site include:

- Saved Policies of the Bury Unitary Development Plan (adopted 1997);
- The Rochdale Core Strategy (adopted 2016);
- Saved Policies of the Rochdale Unitary Development Plan (adopted 2006);
- The Greater Manchester Joint Waste Development Plan (adopted 2012); and
- The Greater Manchester Joint Minerals Development Plan (adopted 2013).

These statutory policy documents have been fully considered in the preparation of this framework.



Figure 06: Bury and Rochdale Draft Local Plans

A key element of PfE's Spatial Strategy is boosting the competitiveness of the northern districts, which have seen relatively low levels of growth overall compared to other parts of the City Region.

Atom Valley Mayoral Development Zone ("MDZ")

The potential for the North-East Growth Corridor to deliver transformative change has led to the formal designation of the Atom Valley MDZ covering the two key areas for growth at the Northern Gateway (Policy JPA1.1 and Policy JPA1.2), along with Stakehill (Policy JPA2) and Kingsway Business Park. The designation of the Atom Valley MDZ provides a clear mechanism to align public and private sector investment to ensure that there is a commitment to the principle of delivering inclusive and sustainable growth across the three sites and adjoining towns.

PfE Policy JP-Strat7 (North-East Growth Corridor) incorporates the Atom Valley MDZ and seeks to deliver a nationally significant area of economic activity, supported by a significant increase in the residential offer, delivering truly inclusive growth over the lifetime of PfE.

Atom Valley Northern Gateway Mayoral Development Corporation ("MDC")

Following the establishment of the Atom Valley MDZ, GMCA has successfully sought approval from the Secretary of State to introduce an MDC to cover the Northern Gateway Region to support the realisation of a shared vision for the area and further develop the work of the MDZ. The MDC, which is a locally controlled cross-boundary corporate body between Bury and Rochdale, was established in January 2026, and covers both JPA 1.1 and JPA 1.2, as well as surrounding motorway infrastructure and associated travel routes.

MDCs are important tools for delivering large-scale development and bring a number of advantages to complex projects such as Northern Gateway, including:

- A focus on coordination and consistent delivery from a dedicated body with a specific purpose to develop and deliver a strategic vision for a defined area;
- Highly visible public sector commitment coupled with public and private sector expertise as a driver for private investment; and
- Powers to facilitate the delivery of the project.

2.3 Corporate and Economic Strategies

The SBDF has been prepared with full regard to regional and sub-regional corporate and economic strategies across the North West, Greater Manchester and Bury and Rochdale Councils, including:

- Greater Manchester Strategy 2025-2035
- Greater Manchester Local Industrial Strategy 2019
- Greater Manchester Housing Strategy 2019 – 2024
- Greater Manchester 5 Year Environment Plan 2025-2030
- Greater Manchester Digital Blueprint 2023-2026
- Greater Manchester CreateGM: Strategy for Culture, Heritage and Creativity 2024-2030
- Greater Manchester Transport Strategy 2040 (consultation on a Greater Manchester Transport Strategy 2050 and the Delivery Plan 2027-37 was undertaken between December 2025 and March 2026)
- Greater Manchester Local Nature Recovery Strategy
- Northern Gateway Transport Framework
- Bury 2030 Strategy: 'LET'S Do It!'
- Bury Housing Strategy
- Bury's Economic Strategy 2024-2034
- Bury Local Transport Strategy
- Rochdale Growth Plan 2020-2030
- Rochdale's 'People, Place and Planet' Council Plan 2028
- Rochdale Borough Transport Strategy



Figure 07: A selection of relevant sub-regional corporate and economic strategies.



03

Understanding The Site

3. Understanding The Site

The preparation of this SBDF has been underpinned by detailed technical analysis that has considered specific site opportunities and constraints.

3.1 Site Context

3.1.1 Site History

Early records (c1847) show that the site and surrounds was historically characterised by a series of farmsteads which, as part of a farm complex, provided functional and ancillary buildings arranged around a farmyard which provided a group character. The agricultural land surrounding these farms emphasised their historic and traditional functions and connections to the surrounding landscape.

Later alterations and developments dating to the 20th century have altered the appreciation of the historic form and arrangement of the buildings, and their connections to the wider landscape. The Simister, Bowlee and Rhodes Green settlements were developed during 19th and 20th Century as the character of the wider surroundings became more urban, developing the pattern of development that exists today.

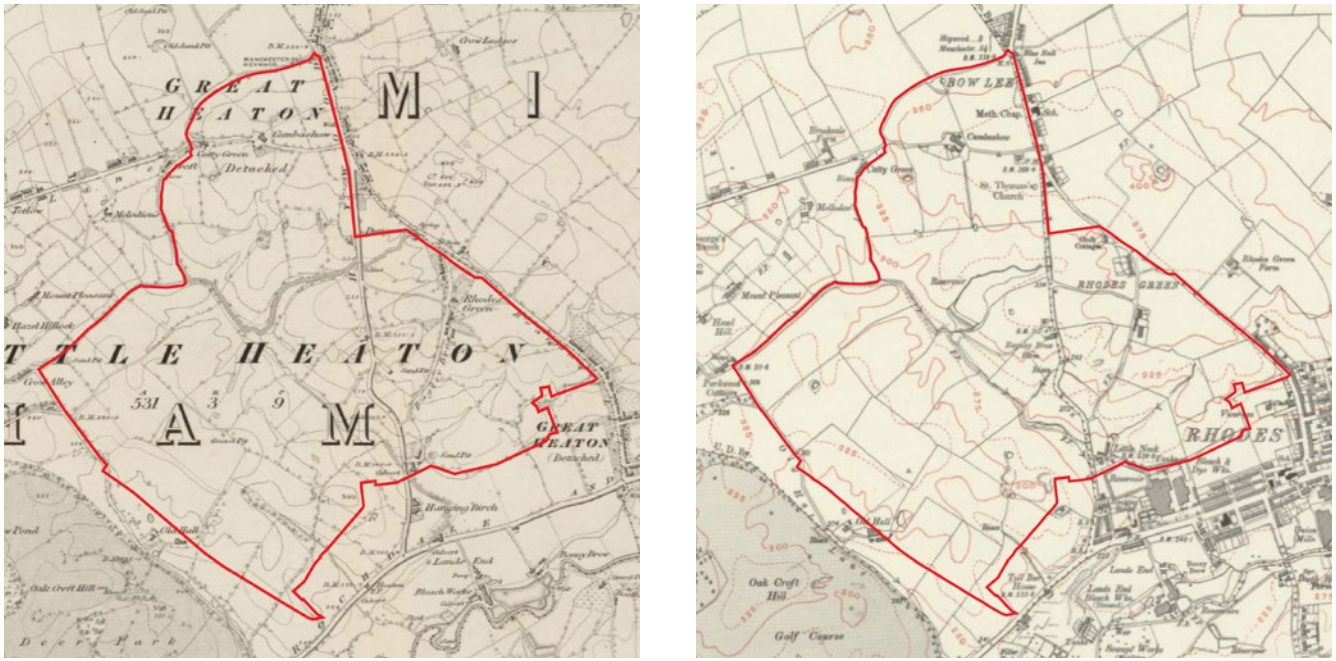


Figure 08: Historic maps of the Simister Bowlee site from circa 1850 and 1915, with site boundary added. Reproduced with the permission of the National Library of Scotland, licensed under CC BY 4.0. Source: https://maps.nls.uk/

3.1.2 The Site Today

The Simister Bowlee site is strategically located in the north of the Greater Manchester conurbation, and is centrally positioned to support major growth locations in the Atom Valley MDZ, including the world class employment destination at JPA1.1.

Site allocation JPA1.2 comprises approximately 98 hectares and encompasses land to the east and west of Heywood Old Road (the A6045). The site currently comprises predominantly agricultural grazing land divided into fields by boundaries of hedgerows, fencing and trees. There are a number of dispersed farmsteads and residential properties within the site boundary and existing properties fronting on to Heywood Old Road on either side. The topography is undulating with surface water features including an unnamed watercourse running north to south across the site and a fishing pond in the central part of the site. There are several Public Rights of Way ("PRoW") also running in a broadly north/south direction across the site.



Figure 09: Agricultural land to the west of Heywood Old Road



Figure 10: Agricultural land to the east of Heywood Old Road

3.1.3 Surrounding Site Context

The northern boundary of the site consists of agricultural land to the east of Simister Village which is defined by field boundaries and hedgerows. The western boundary is defined by the M60 and the southern boundary by the suburb of Rhodes. To the north east of the allocation are further agricultural fields, North Manchester Golf Club and, further east, the built-up areas of Langley and Middleton.

The site is well related to the existing urban area. The settlements of Simister, Middleton, Rhodes, Blackley and Prestwich are all within a 2km distance of the centre of the site. Heaton Park lies to the south west, on the western side of the M60.

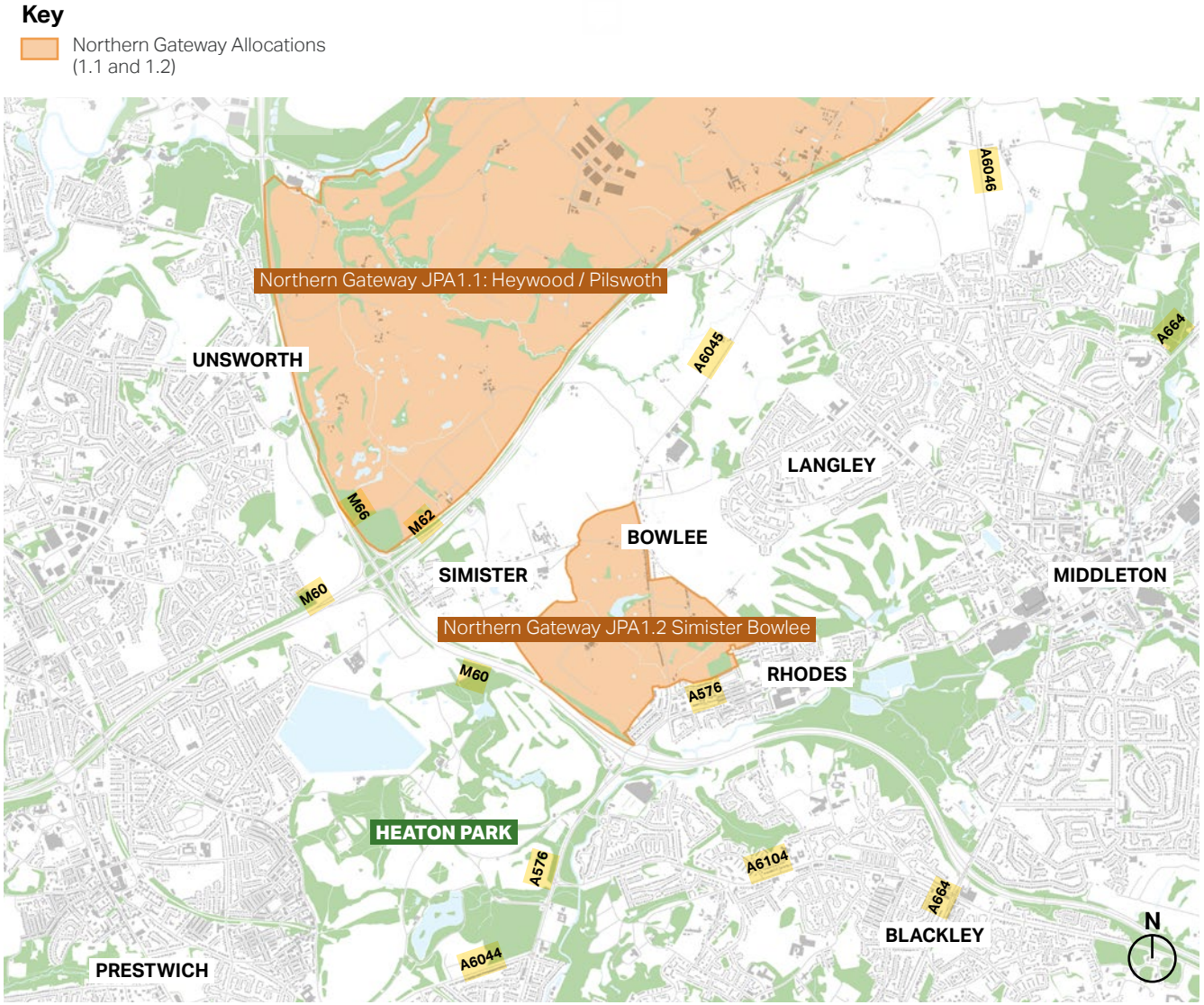


Figure 11: Plan showing Northern Gateway allocations JPA 1.1 and JPA 1.2.

3.2 Site Characteristics and Opportunities

3.2.1 Transport and Highways

Characteristics

The site is strategically located close to established residential populations in Bury, Rochdale and the town centres of Prestwich and Middleton. These areas have a large number of amenities including retail, leisure, education and healthcare. Primary access to the site is via Heywood Old Road (A6045). Existing transport links connect the site to the surrounding centres, however opportunities exist to enhance the accessibility and sustainability of the site.

Opportunities

The GM Transport Strategy 2040 recognises the key role that development at the Northern Gateway will play in generating the opportunity and demand for new public transport services. The Strategy identifies a number of key strategic initiatives that could be expected to influence journey choice to and from the JPA 1.1 and JPA 1.2 sites, including:

- Bus connections to key local centres including Bury, Heywood, Rochdale, Middleton, Manchester
- Opportunities to utilise Bowker Vale tram stop by cycle
- Long term aspirations for additional bus connections to Radcliffe, Whitefield and Prestwich
- High quality bus infrastructure
- The long term potential for a future tram-train service between Bury-Heywood-Rochdale and Oldham, including a tram-train extension into Northern Gateway
- A new Metrolink extension to Middleton
- Bus Rapid Transit between Heywood and Manchester city centre (via Northern Gateway)

The Councils are currently working directly with Transport for Greater Manchester ("TfGM") on transport initiatives as part of a comprehensive package of measures which will be further considered and programmed to support development in the Northern Boroughs.

In terms of the site itself, access opportunities have been identified to deliver primary and secondary access solutions from the A6045 with the site benefiting from close proximity and direct legible routes via A6045/A576. Details of the bus provision on site, and/or along the A6045 are to be explored with TfGM.

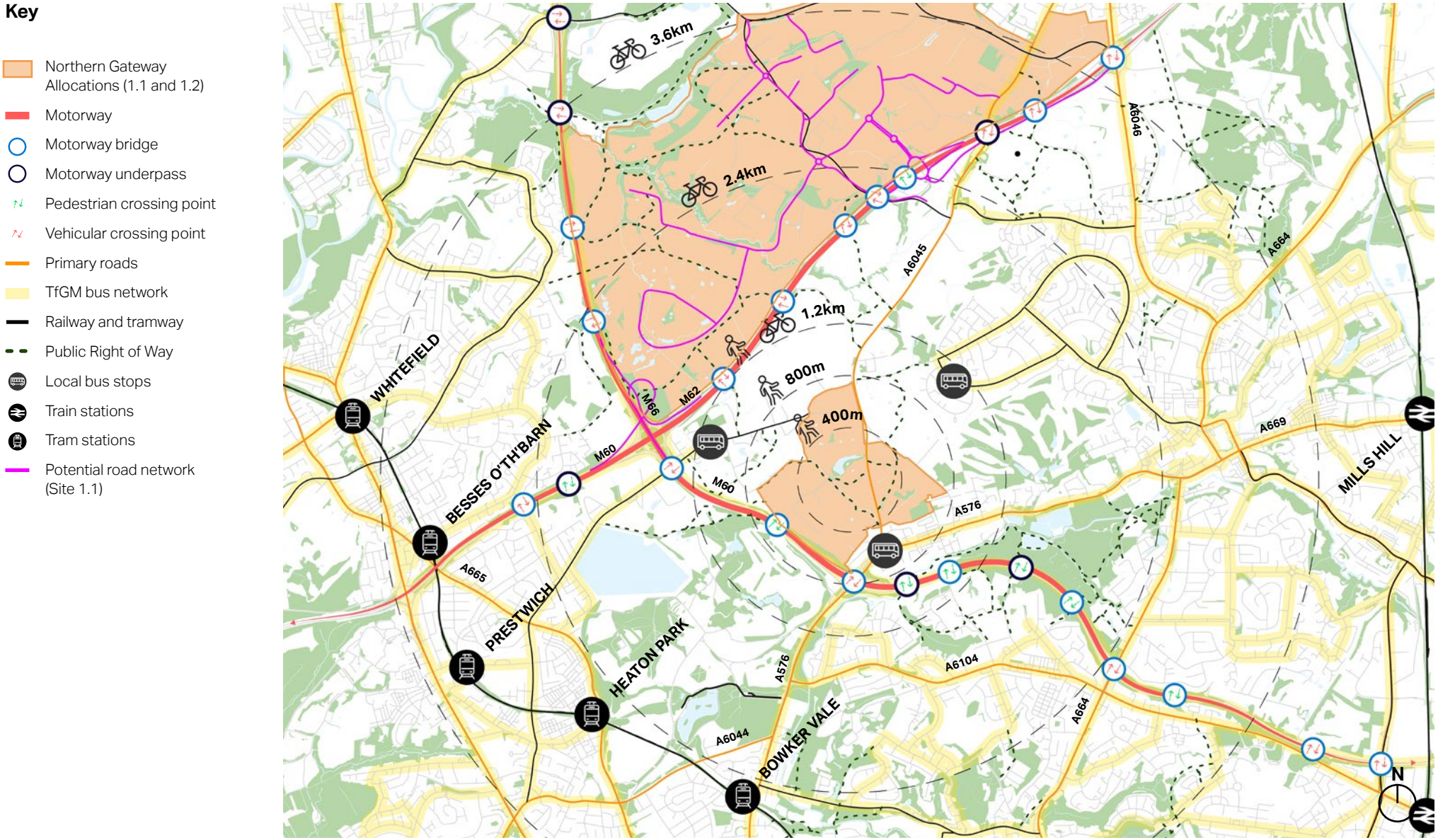


Figure 12: Plan showing the existing strategic movement and transport network surrounding the Northern Gateway allocations

3.2.2 Public Rights of Way, Footpaths and Cycle Paths

Characteristics

There is an existing network of footpaths and cycle lanes (including on Heywood Old Road) that connect the site to surrounding communities, services and amenities, including Simister Village, facilities on Manchester Old Road and Middleton. A network of Public Rights of Way ("PRoW") also traverse the site and its surrounds and link to wider destinations, including Heaton Park.

Opportunities

There is an opportunity to improve pedestrian and cycle infrastructure, that links into existing PRoWs, and provides safe pedestrian and cycle links to the local facilities and amenities, including bus stops along Heywood Old Road. An opportunity exists to enhance east-west and north-south connections and to provide green links that integrate with the existing movement network, including PRoW's. There is also an opportunity to connect the existing residential areas at Simister Village, Heywood Old Road and Manchester Old Road through a network of green routes, and by encouraging sustainable mode of travel to reduce the reliance on the car for short trips.



Figure 13: The entrance to an existing public footpath from Heywood Old Road

3.2.3 Ecology

Characteristics

The site is characterised by largely low-quality modified grassland associated with cattle grazing and silage with some areas of other neutral grassland. There are hedgerows across the site, with ponds and a large fishing lake evident on land to the west of Heywood Old Road. A stream runs north to south through the central area of the western part of the site, featuring a riparian corridor in moderate condition. Additionally, a woodland block is adjacent to the M60. A Site of Biological Importance ("SBI") at Bradley Hall Farm, is located on the eastern part of the site.

At the time of writing, initial survey results demonstrate that the riparian corridor and linear features are the most important features for bats and that there is a limited number of skylark territories recorded. No bat roosts or water vole signs have been recorded to date and the eDNA surveys for Great Crested Newts returned negative results.

Opportunities

There is an opportunity to bring forward a development that seeks to protect sensitive habitats, enhance biodiversity and create multi-functional green corridors and spaces. In terms of Biodiversity Net Gain ("BNG"), the site offers opportunities to contribute towards 10% gain by retaining and enhancing important ecological features, and creation of new more diverse habitats offering increased opportunities for species.



Figure 14: The site is characterised by largely low-quality modified grassland associated with cattle grazing and silage with some areas of other neutral grassland.



Figure 15: There are hedgerows across the site, with ponds and a large fishing lake evident on land to the west of Heywood Old Road.

3.2.4 Heritage and Archaeology

Characteristics

Heaton Park (a Grade II Registered Park and Garden) is situated approximately 100m to the south west of the site, beyond the M60 motorway which provides a physical and visual barrier. The park has a wide setting that includes both rural and urban areas. The areas of the Registered Park and Garden nearest to the site include a golf course, whereas the Grade I Listed Heaton Hall is at a greater distance to the west. A temple to the north east of Heaton Hall (Grade II* Listed building) is situated at a high point within the park, though tree belts largely preclude views northwards towards the northern parts of the site.

There are additional listed buildings within the wider surroundings of the site including the Church of St. George (Grade II Listed building) which is approximately 300m to the north of the site. Little Nook is an altered farmstead and a locally listed building within the site that would be retained as part of any future proposals. The asset is located within a suburban setting to the north and south with land to the east and west rising steeply, providing enclosure.

There are no designated archaeological assets within the site or its surroundings.

Opportunities

There is an opportunity to ensure that the site's intervisibility with the Heaton Park Grade II Listed Registered Park and Garden is considered to inform the future design of site, and ensure key view points into and out of the site are retained.



Figure 16: The Church of St. George (Grade II Listed Building) is located approximately 300m to the north of the site.

Key

- Northern Gateway Allocations (1.1 and 1.2)
- Conservation Areas
- Grade I Listed assets
- Grade II* Listed assets
- Grade II Listed assets
- Grade II Park and Garden

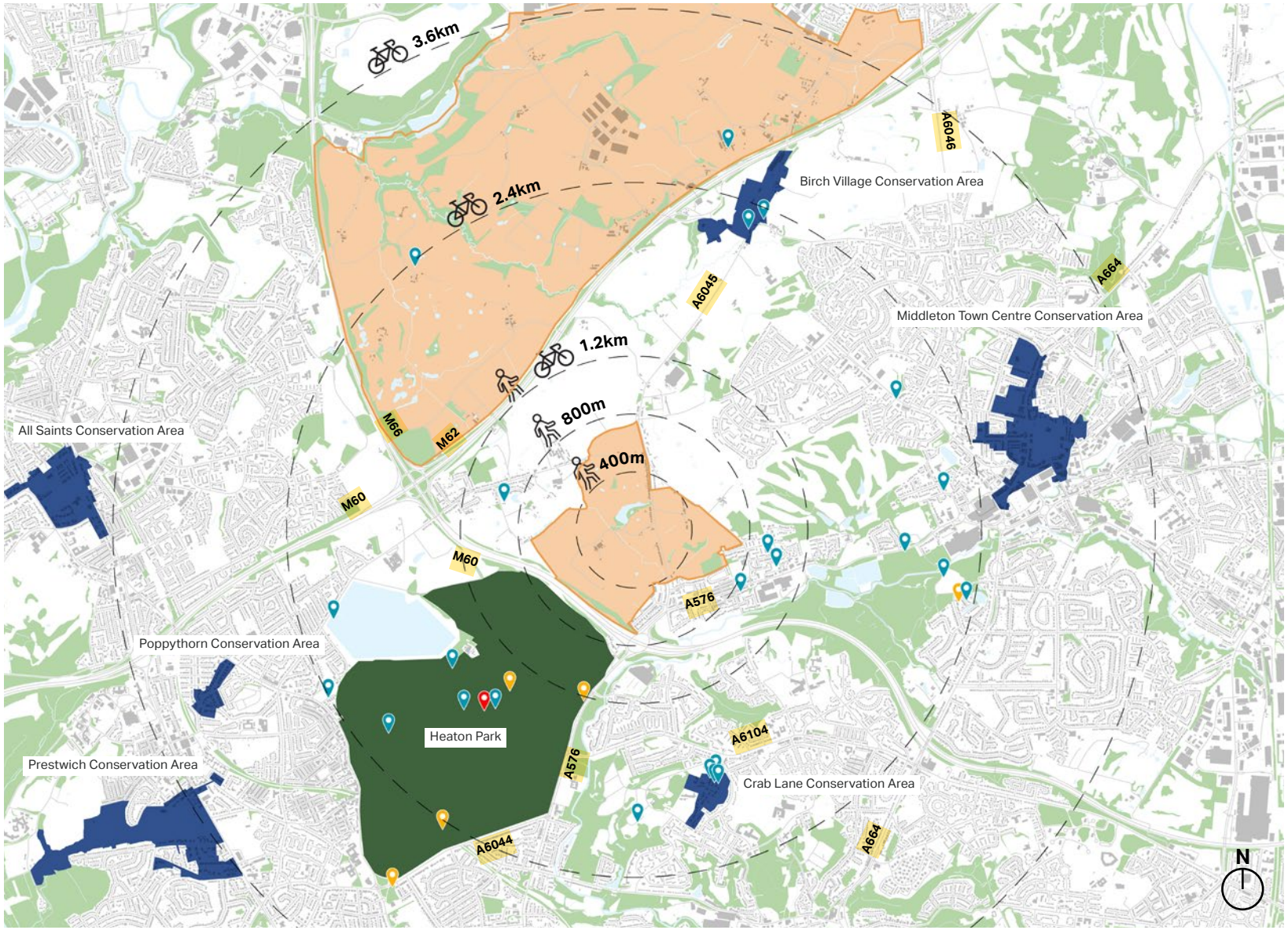


Figure 17: Plan showing heritage designations surrounding the Northern Gateway allocations

3.2.5 Landscape and Greenspace

Characteristics

There are no National Parks or National Landscapes (previously known as Areas of Outstanding Natural Beauty) located within or close proximity of the site. The site is located within National Character Area (NCA) 54 Manchester Pennine Fringe, with NCA 55 Manchester Conurbation located to the south.

The Greater Manchester Landscape Character and Sensitivity Report (2018), produced by LUC, provided localised landscape evidence to support the preparation of PfE. The document identifies the site as being located within Landscape Character Type ('LCT') 'Urban Fringe Farmland' and Landscape Character Area ('LCA') 27: Simister, Slattocks and Healds Green. It assesses LCA 27 to have 'moderate' sensitivity to both residential and commercial development noting that the LCA *"contains existing large industrial development (Birch Business Park and Stakehill Industrial & Distribution Park) and is crossed by large road infrastructure such as the M62 and A627 (M) which have strong influence detracting from the rural qualities of the landscape".*

The site is formed by two parcels to the east and west of Heywood Old Road; a road which is presently characterised by ribbon residential development. The M60 corridor exerts an urbanising influence on the south western edge of the western parcel as well as the M62 to the north west.

Intervisibility exists within elevated parts of the site towards the Manchester conurbation, distant hills (South Pennines) and Scout Moor Wind Farm. In these views, the urbanised context of the surrounding landscape is apparent. The local Public Rights of Way (PRoW) network traverses the site, and the Rochdale Way passes along Boardman Lane to the north of the eastern parcel. In addition, the site has some limited intervisibility with Heaton Park Grade II Listed Registered Park and Garden (part of which comprises Heaton Park Golf Club) which contributes to the heritage and recreational quality of the site context and has been considered in the development of a Masterplan for the site.

In terms of surrounding green spaces, Bowlee Community Park is also a significant area of around 40 ha and includes cycle paths, sports pitches, changing facilities and is used for sport and community events.

There are several mature trees present throughout the site, comprising mainly hedgerow trees within fragmented and outgrown hedgerows bordering the agricultural fields. The wooded brook valley passing east-west through the site, the centrally located reservoir with associated woodland blocks, and wooded corridor associated with the M60 corridor are also characteristic features.

Opportunities

There is an opportunity to deliver a masterplan that draws on the character and landscape strengths of the site, and creates new landscape features. This includes opportunities to create a green and blue infrastructure corridor along the existing brook, providing new green infrastructure that connects with the broader green infrastructure network and providing landscape buffers and boundary treatment to soften the development edges, whilst providing opportunities for the public to better interface with open spaces.

Key

- Northern Gateway Allocations (1.1 and 1.2)
- Green Belt
- Water
- Parks and green spaces
- Golf courses
- Play areas
- Allotments
- Sports pitches

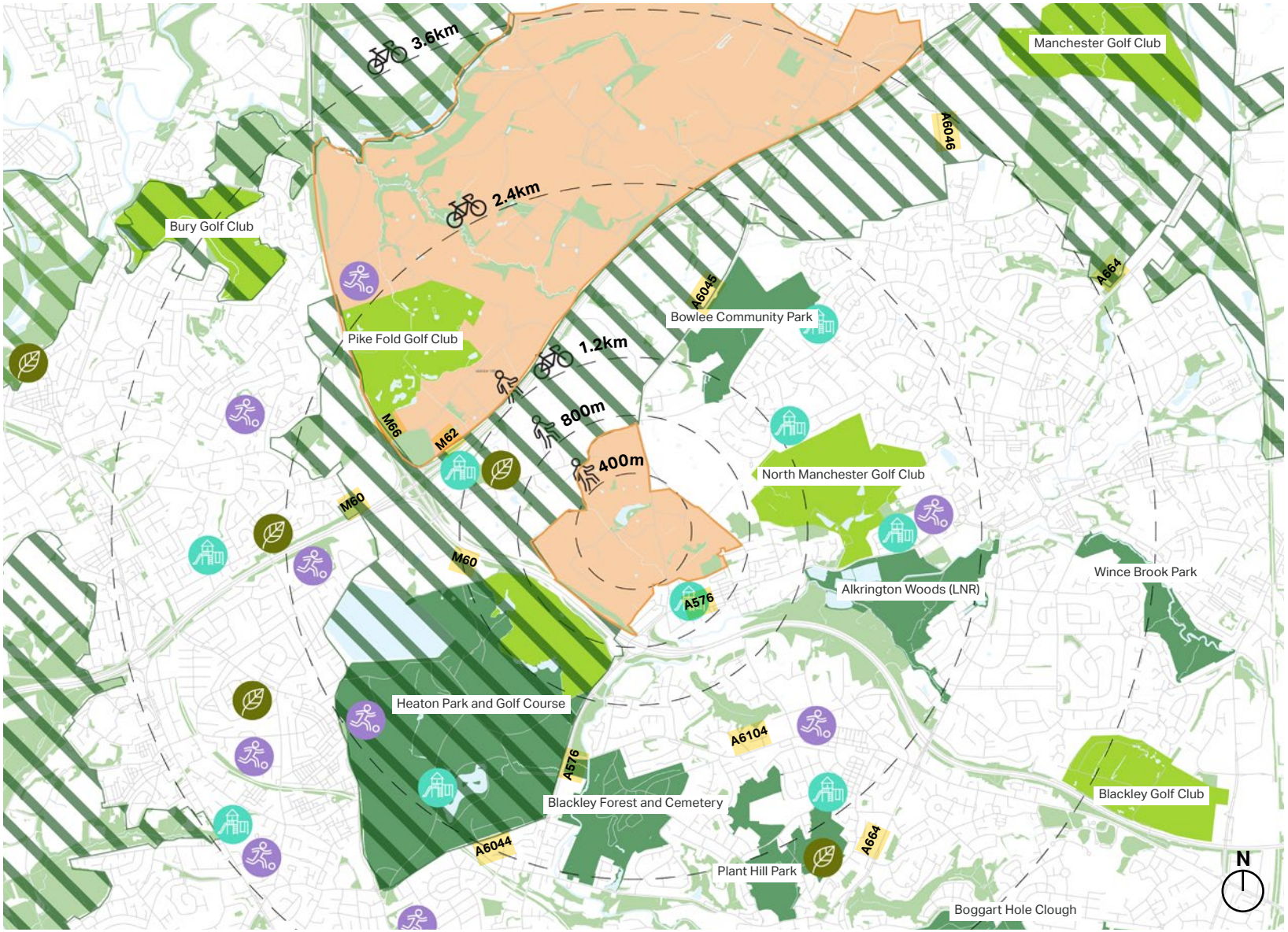


Figure 18: Plan showing existing green and blue infrastructure surrounding the Northern Gateway allocations

3.2.6 Flood Risk and Drainage

Characteristics and Constraints

There are no main rivers within the boundaries of the site. The Environment Agency flood maps identify that the site is located entirely within Flood Zone 1, therefore at the lowest risk of flooding (assessed as having a lower than 1 in 1000 annual probability of river or sea flooding).

There is localised risk of groundwater flooding across the northern part of the site and adjacent to the unnamed watercourse which flows north south through the site.

It is understood that there is no foul main within Heywood Old Road, with properties along here connected to in-curtilage septic tanks. New foul infrastructure will be required to serve the new development within the SBDF.

Opportunities

Opportunities should be taken to enhance channel morphology, riparian habitat and floodplain connectivity where feasible.

There are opportunities to incorporate Sustainable Urban Drainage Systems (SuDS) on-site to attenuate surface water runoff prior to discharging into the local watercourses. Detailed future designs for the development will ensure there is no increase to flood risk on the site or elsewhere as a result of the development. Surface water drainage should follow the drainage hierarchy, where ground conditions allow.

Future technical assessment work, including a drainage strategy and detailed site design, will be undertaken in full consultation with United Utilities.

3.2.7 Trees, Woodland and Hedgerows

Characteristics

There are several mature trees present throughout the site, comprising a mix of open grown and hedgerow trees within a combination of continuous, outgrown and fragmented hedgerows bordering the agricultural fields.

Adjoining rear gardens accommodate a mix of ornamental shrub and small stature trees with tracts of hedgerow tree belts and shelter belt planting present in clusters at field boundaries across the site's rolling mixed farmland landscape.

Woodland cover is present to the edge of central reservoir, although none of the on-site wooded areas are identified as Ancient Woodlands.

Opportunities

There are opportunities to retain and enhance existing hedgerows and trees, particularly on the site boundaries. There is also the potential to expand tree groups and hedges to extend the coverage and network.

However, given the topography of the site, and the likely necessity to create development plateaus, a cut and fill strategy across the site may result in tree and hedgerow loss. Replacement, mitigation and compensation will ensure new tree and hedgerow opportunities are created.

3.2.8 Retail and Services

Characteristics

Middleton Town Centre, which includes Middleton Shopping Centre, is located approximately 2km to the east of the site and offers a full range of comparison and convenience retail, and other key services. There are also local services, including a convenience store, Tesco Express and other local services; located in neighbourhood hubs in Langley to the east of the site (on Bowness Road and Wood Street), and on Manchester Old Road to the south east within 400m of the eastern part of the site. Prestwich Town Centre is also located approximately 3km to the west of the site, and also offers a full range of comparison and convenience retail, and other key services

Opportunities

The site offers the opportunity to provide integrated retail and community facilities to complement the existing offer in Middleton and Prestwich and to elevate amenity for future and existing residents. There are also opportunities to create new pedestrian connections which will improve permeability and access to existing local facilities and facilitate greater use.

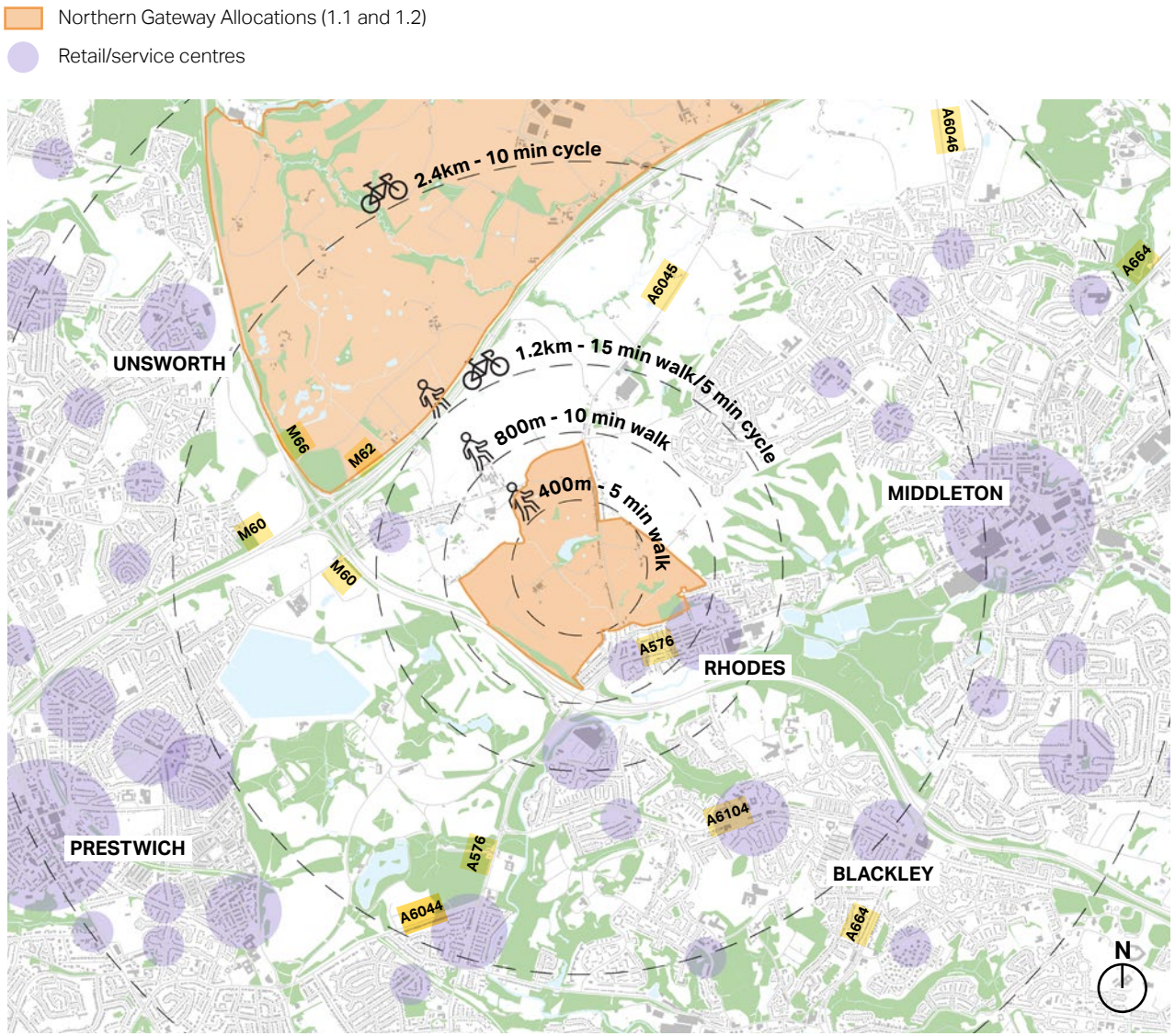


Figure 19: Plan showing existing retail/service centres surrounding the Northern Gateway allocations

3.2.9 Education

Characteristics

Within Bury there is limited local primary school provision, with no provision to the east of the M60. The nearest school within Bury is St Margaret's which is approximately 1.5km from the entrance to the development. Within Rochdale, for primary education, Within Rochdale, for primary education, Little Heaton Church of England Primary School is the closest facility and is located just to the east of the site. There is also Bowlee Park Community School which is approximately 1.5km northeast of the site.

In terms of Secondary School Provision, Parrenthorn High School is around 1.5km to the west of the site, Edgar Wood Academy is around 2km to the northeast, and Unsworth Academy and Brookhaven School are around 2.5km to the northwest, as the crow flies.

It is considered that Little Heaton currently provides sufficient capacity for the pupil yield arising from the part of the development which falls within the Rochdale Boundary.

However, there is anticipated insufficient capacity within other Rochdale primary schools in the area to meet pupil yield arising from the development. Therefore, given the scale of development availability of school places in existing schools and distance from Bury schools, new primary provision will be required on site.

Opportunities

In line with PfE Policy for JPA1.2, there is a need to make provision for a new on-site two-form entry primary school and for the development to provide a financial contribution for off-site additional secondary school provision to meet needs generated by the development.

3.2.10 Health Facilities

Characteristics

There are several GP surgeries within reasonable distance including the Family Practice and the Woodside Medical Centre in Middleton, which sit around 2km to the east of the site. There is also Whittaker Lane Medical Centre and St Gabriels Medical Centre on the west of Heaton Park, around 3km from the site. In Prestwich, there is the Longfield Medical Practice and in Unsworth there is the Unsworth Medical Centre, which are proximately 3km from the site.

Opportunities

There is a potential opportunity to co-locate new community and health facilities within the new Local Centre or for contributions to improving healthcare facilities in the surrounding area.

Key

- Northern Gateway Allocations (1.1 and 1.2)
- Supermarket
- Healthcare
- Church
- Mosque
- Secondary School / Sixth Form
- Primary School
- Nursery
- Leisure Centre

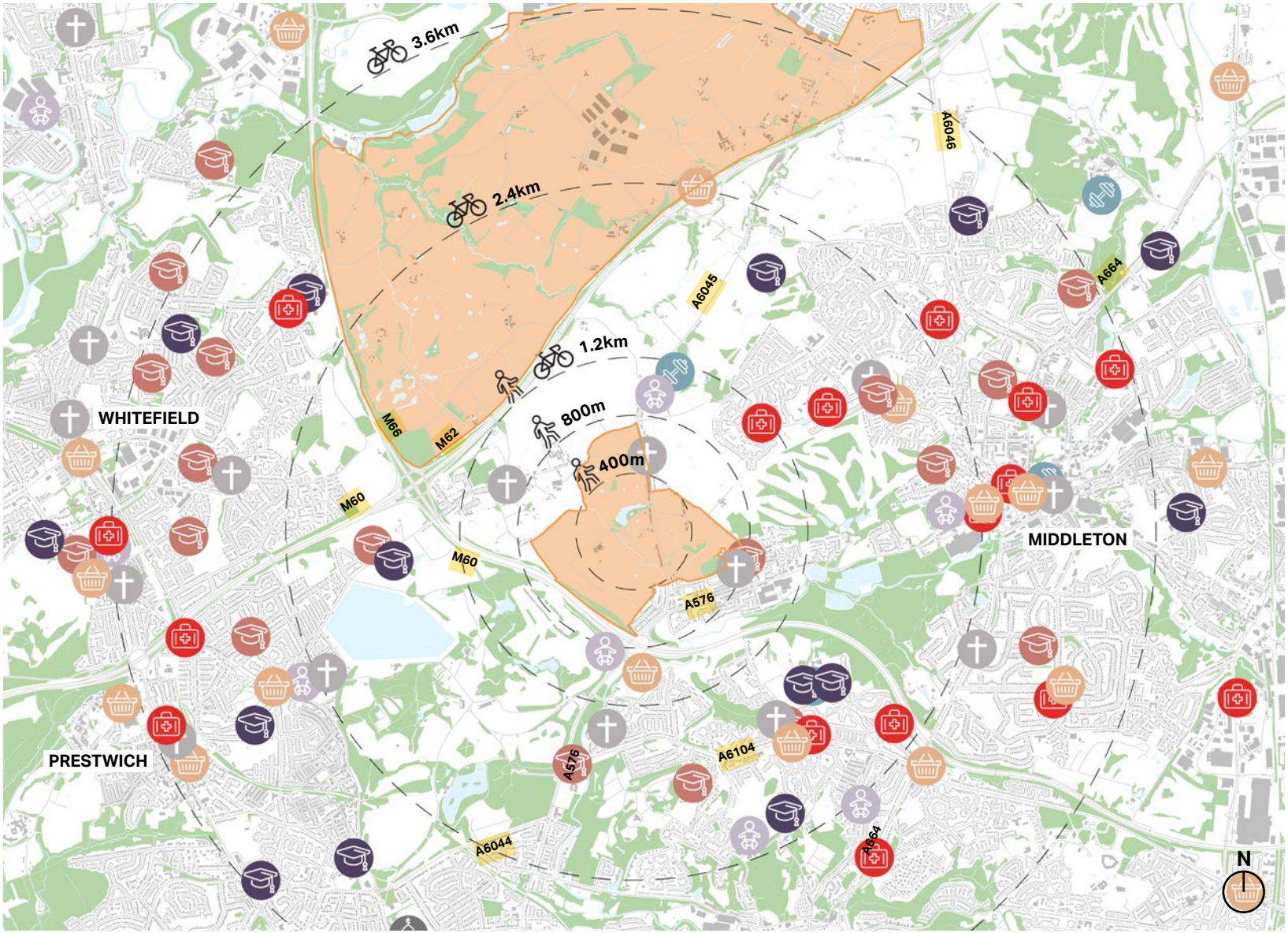


Figure 20: Plan showing existing local facilities surrounding the site

3.2.11 Topography

Characteristics

The eastern part of the site has an undulating topography which is more elevated and generally slopes towards the western and southern boundaries, towards the settlement edge of Middleton and Heywood Old Road. The western parcel has undulating topography which generally slopes towards the riparian corridor which flows through the centre of the site and as such has the general perception of a 'valley'.

Opportunities

In response to the topography of the site, there is an opportunity to implement a cut and fill strategy to create development plateaus across the site.

3.2.12 Geotechnical and Ground Conditions

Characteristics

The site predominantly comprises agricultural land which is not expected to contain significant areas of contamination that would affect the future development of the site.

The following low level potential geo-environmental risks have been identified (see table below):

Opportunities

The assessment work undertaken to date has not identified significant potential risks associated with contamination. The potential geotechnical constraints and associated standard mitigation measures can be incorporated into the design of the scheme

Area of Potential Contamination	Potential Mitigation
Backfilled historical quarries / pits.	Assessment of material, remediation (where required) and, where possible, re-use of material.
Ground gas	Ground gas protection measures may be required in new builds.
Potential for contamination of surface waters or shallow groundwater	Assessment of risk if areas of significant contamination of soils are identified. Remediation (where required) of contamination in soils is likely to significantly reduce the risk of potential impact to surface waters and/or shallow groundwater.

Table 01: Low level potential geo-environmental risks identified

3.2.13 Utilities

Characteristics

Existing utilities connect to Heywood Old Road (surface water, water main, electricity, gas, and BT). These include a 15-metre sludge main, a high-pressure gas main along Simister Lane, and a 275kV National Grid Electricity Transmission ("NGET") overhead line running east-west of the site. There are no utilities constraints that would prevent the development of the site.

Opportunities

There is an opportunity to utilise (and enhance where appropriate) existing utilities infrastructure, surface water, water main, electricity, gas, and BT, as well as the provision of new on-site infrastructure, to ensure that there is sufficient capacity to accommodate the development.

The development will respond to the NGET Overhead Cable Route present within the site. Future applications will follow NGET Design Guide and Principles, to ensure the asset is protected.

3.2.14 Air Quality

Characteristics

The site is partly located within the Greater Manchester Air Quality Management Area ("AQMA"). The principle sources of atmospheric pollution within and surrounding the site relates to vehicle exhaust emissions from the M60 to the west, and to a lesser extent Heywood Old Road to the east.

Opportunities

Opportunities exist to respond to air quality through the scheme's design. This should include the sensitive positioning of dwellings, the provision of green and blue infrastructure networks and the integration of sustainable means of transport. These can also help to improve and tackle air pollution.

Future development traffic can be reduced and controlled through suitable mitigation; and there is an opportunity to move away from petrol and diesel vehicles through the inclusion of household EV charging and improved public transport.

3.2.15 Noise

Characteristics

Road traffic noise, principally from the M60, M62 and Heywood Old Road (A6045), is the dominant noise sources around the site.

Opportunities

There are a variety of measures which can be implemented to minimise the impact of road traffic noise within the site, examples of which can include landscape buffers, building orientation and massing, acoustic barriers / bunds and a suitable scheme of sound insulation to dwellings.

Key

- Buildings
- Water
- GAS Gas main
- SM Sludge main
- W Water main
- ELEC Overhead electricity
- Public Right of Way
- Rochdale Way
- Contours
- Sand pit
- Utilities offsets (15m)
- Rhodes Green cropmark site
- Bradley Fold structural geology fault
- Historic land fill
- Viewpoints
- Designated site of ecological and geological importance
- Category A tree
- Category B tree
- Category C tree
- Category U tree (very poor condition - should be felled)
- Root protection areas
- Tree shading constraints
- Existing barn buildings, potential homes to nesting birds
- Better condition, unmanaged and species diverse grassland
- Neutral grassland featuring orchids, species diverse grasses and wildflower
- Species diverse grassland
- Wildlife habitat to be protected
- Best preserved hedgerow
- Arable land
- Ploughed land

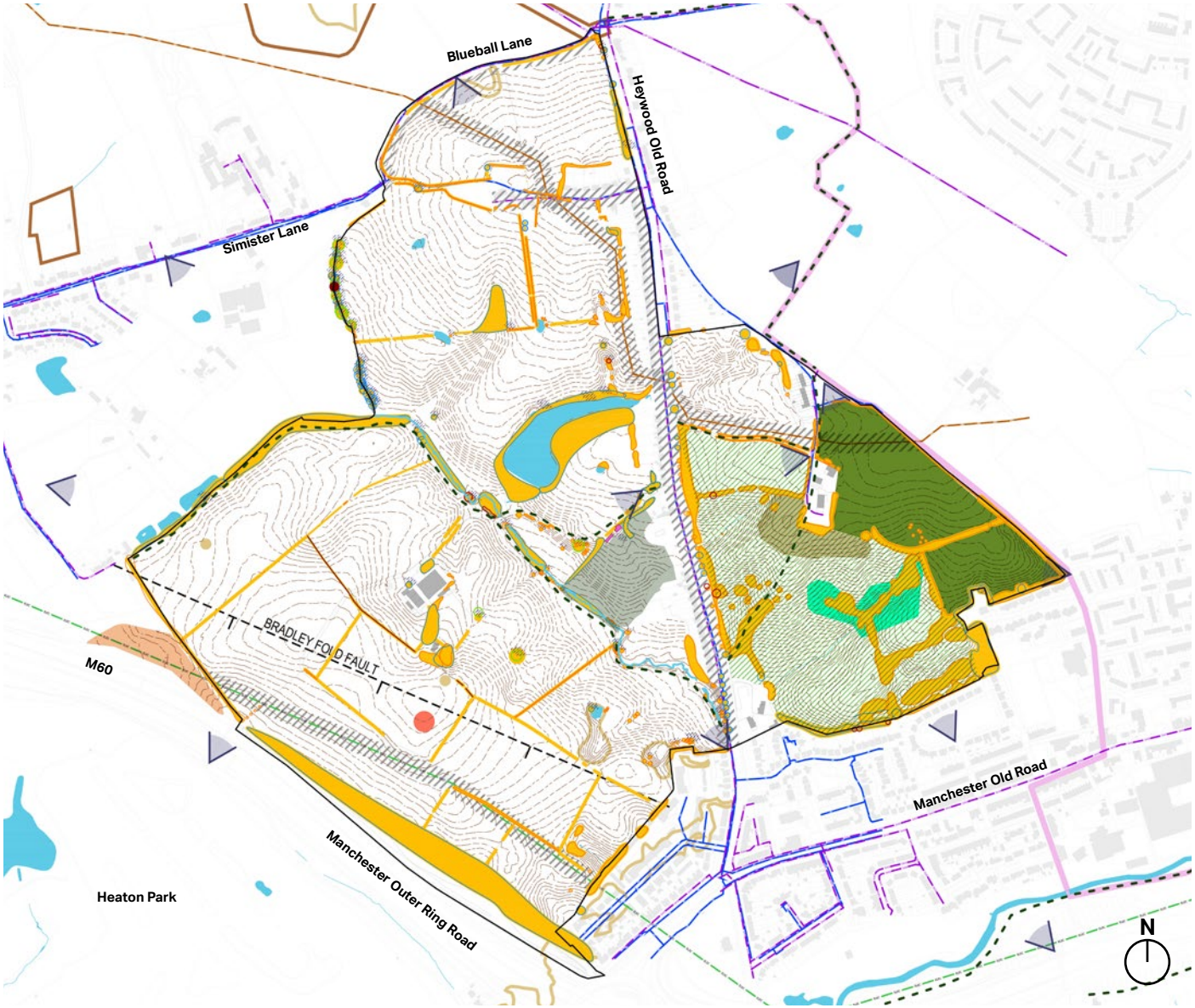


Figure 21: Site constraints diagram

Key

- Existing buildings
- Water
- Existing motorway bridge
- Existing pedestrian crossing point
- Existing vehicular crossing point
- Rochdale Way
- Existing trees and wooded areas
- Existing hedgerows
- Opportunity to create multi-functional, green corridors enhancing active travel, amenity, SuDS, BNG, and landscape
- Potential pedestrian access point
- Potential vehicular access points
- Opportunity for green nodes
- Opportunity to enhance brook crossing (subject to viability and technical justification)
- Opportunity to enhance views and vistas in and out of the development
- Potential public transport connection to Simister Lane
- Connect to existing Public Rights of Way
- Opportunity to enhance gateways
- Opportunity to incorporate existing hedgerows into green links



Figure 22: Site opportunities diagram



04

Vision & Strategic Objectives

4. Vision & Strategic Objectives

The site presents an opportunity to deliver a well-planned new neighbourhood supported by new community and transport infrastructure.

Vision

A thriving new neighbourhood where People, Planet, and Place come together.



Building a Healthy, Connected Community



Designing for Nature



A Place to Belong, Grow, and Thrive



Simister Bowlee presents an opportunity to deliver a **well-planned new neighbourhood** supported by new community infrastructure that will support the **sustainable growth** of Atom Valley Mayoral Development Zone (MDZ) and the transformational **employment-led opportunity** within the wider Northern Gateway (JPA1.1)



4.1 The Vision and Opportunity

Simister Bowlee will help address Greater Manchester's acute housing and affordability crisis by delivering a diverse mix of homes for all life stages, supported by essential community facilities, a new primary school, accessible green spaces and improved transport infrastructure. Located across Bury and Rochdale, this neighbourhood will become a place for **future generations to live, work, and play.**

A thriving new neighbourhood where People, Planet, and Place come together.

The Simister Bowlee site, will provide the key components for a sustainable and successful neighbourhood. Our vision is to create an attractive and safe place where people feel a strong sense of belonging, both for new residents and the surrounding communities.

The site will feature a mixed-use Local Centre that fosters community life. The facilities will be tailored to the needs of the community and could include local shops, health facilities, community space, growing gardens, and green parks, creating spaces for everyday living, social interaction, and shared experiences.

The new neighbourhood will embrace sustainability as a way of life. Green spaces will be welcoming and accessible to all, while an integrated landscape strategy will respond to the area's character, enhancing biodiversity and visual appeal.

Nature will be interwoven throughout the community, including meadows, river corridor, ponds and managed woodlands that will support wildlife, provide access to the countryside, and offer opportunities for recreation, environmental learning, and well-being.

Simister Bowlee is a place where people and nature thrive together, an inspiring model of connected, sustainable living.

4.2 Strategic Objectives

Twelve objectives have been developed to support the vision for the site, which will seek to deliver an inclusive new community, new homes, facilities and the essential infrastructure required to support development.

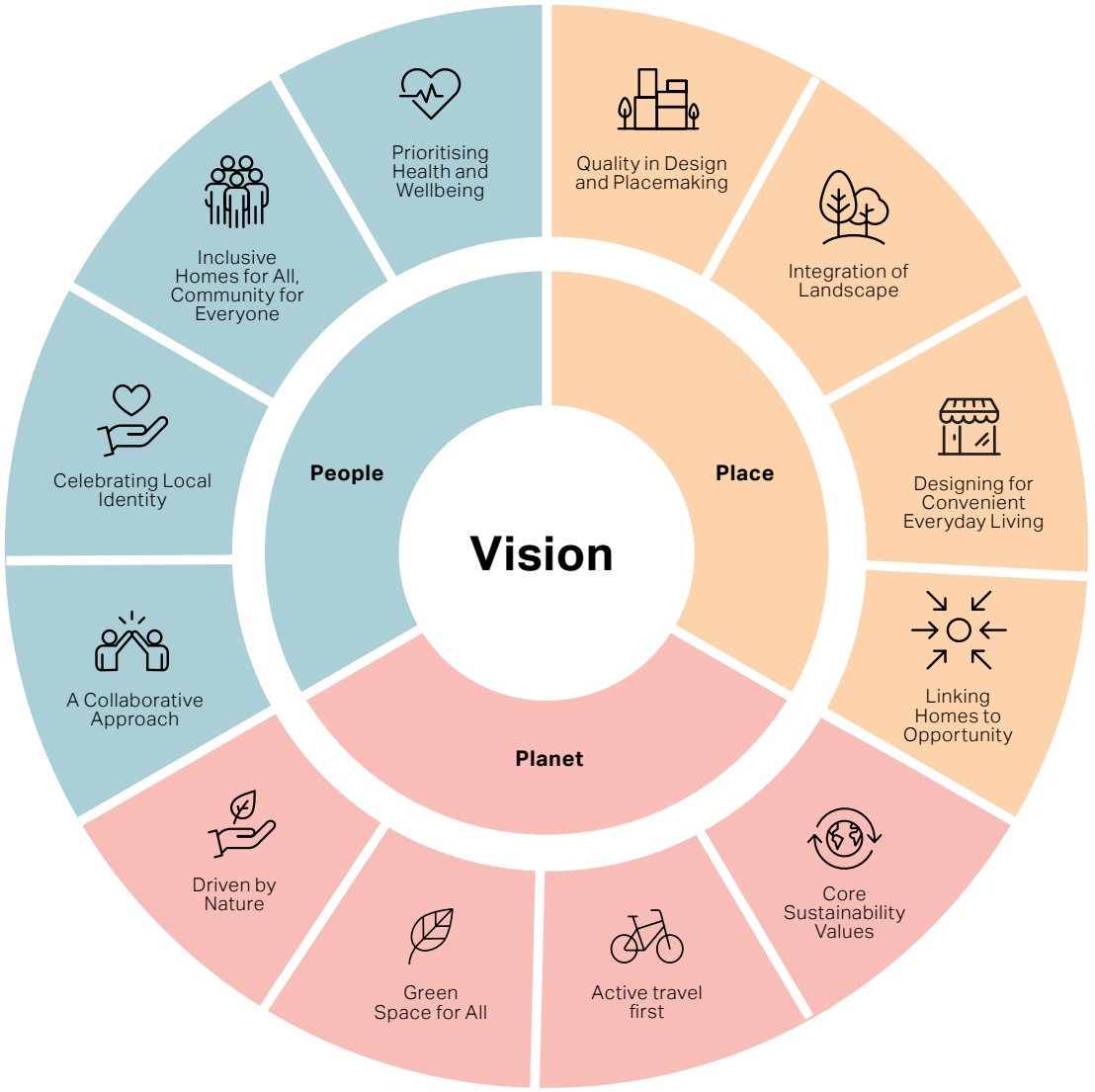


Figure 23: The twelve guiding development themes supporting the vision, grouped under the headings of people, planet and place

4.2.1 People - Building a Healthy, Connected Community

Prioritising Health and Wellbeing

The site will be designed for life in balance with people's physical, mental, and social well-being at the heart of the neighbourhood. Safe, walkable streets, green corridors, and active travel routes will support healthier lifestyles, reduce air pollution, and encourage outdoor activity. Pocket parks, nature trails and accessible play spaces will create environments for people to connect and enjoy.

Inclusive Homes for All, Community for Everyone

Development will deliver high-quality homes across a range of tenures and types, and will include affordable housing and specialist homes where there is a need, ensuring that people at every stage of life can find a home that suits. The neighbourhood will support local and changing needs.

The provision of uses that may include local shops, a primary school, healthcare provision, and community spaces, will form a sense of place and community. The neighbourhood will be a place to meet, to learn, to grow, and to belong.

Celebrating Local Identity

Drawing inspiration from the surrounding heritage, street patterns, landscape character and sloping topography, the site will be shaped by context. Community-focused design will respect the area's history while promoting social interaction through shared spaces, events, and initiatives. Community gardens, orchards, and cultural projects will knit new residents into the fabric of existing communities.

A Collaborative Approach

Development will be driven by inclusive engagement between councils, landowners, developers, local communities, and stakeholders. Collaborative engagement is central to the design process and will shape the future development of the site.



Figure 24: Parks and fitness trails encourage social cohesion and active outdoor lifestyles

4.2.2 Place - A Place to Belong, Grow, and Thrive

Quality in Design and Placemaking

This site will deliver outstanding placemaking, creating distinctive public spaces and high-quality streets that respond to local heritage, context and landscape character. A clear design code and urban design principles will ensure high-quality development that reflects the local area's character, integrating homes that blend seamlessly with the landscape and neighbouring settlements. It will foster a cohesive neighbourhood with diverse character, ranging from winding lanes to tree-lined streets, parks and wildflower meadows.

Integration of the Landscape

The site will stitch into its surroundings, respecting and enhancing connections to the surrounding Green Belt and the interface with the countryside. The landscape will permeate through the development, into the community, through river corridors, meadows and parks.

Designing for Convenient Everyday Living

The neighbourhood will be built on the principle of improved accessibility. New and enhanced active travel links will improve access between the surrounding communities, Simister Village, Middleton and key employment destinations such as JPA1.1. New sustainable active travel infrastructure, will foster use of improved walking, wheeling, cycling, and public transport options.

Linking Homes to Opportunity

The neighbourhood has the scale and location to support the transformational economic potential of the wider Northern Gateway and Atom Valley. By providing the homes and community infrastructure needed to support new job growth, including up to 20,000 jobs at JPA1.1, it will anchor a thriving, future-ready neighbourhood. The integration of housing with employment, education, and community services will support a circular economy and attract long-term investment. This synergy will be further supported by increased accessibility and sustainable active travel modes to new jobs, which will support the demand for new housing, driven by a major new employment destination.



Figure 25: Development features a green pedestrian, wheeling, and cycle connection, encouraging active travel

4.2.3 Planet - Designing for Nature

Driven by Nature

Nature will define a masterplan for the site, not just as a backdrop, but as a design driver. Existing natural assets like the river valley, hedgerows, and woodland will be enhanced and reconnected through an integrated green infrastructure network. Nature corridors, wetlands, and rewilded spaces will support biodiversity, create safe habitats, and offer opportunities for play, learning, and wellbeing.

Green Space for All

Green space will be accessible from any location within the site. A connected system of multifunctional green spaces, parks, play areas, sports pitches, gardens, wild spaces, allotments and growing areas will serve both ecological and amenity functions. Play areas, community orchards and nature trails will provide places for people of all ages to relax, explore, and reconnect.

SuDS features such as swales and ponds will manage water sustainably, support biodiversity, and enrich the site's environmental resilience; which will be designed in accordance with the principles of water quality, quantity, amenity and biodiversity.

Active Travel First

The design of the site will deliver pedestrian and cycle infrastructure to encourage walking, wheeling and cycling across and beyond the site. Safe, green corridors and direct routes will connect homes with the community hubs, schools, the countryside, surrounding facilities and future planned public transport links. Prioritising active travel will reduce emissions and support healthier living.

Core Sustainability Values

Sustainability is embedded in every layer of the masterplan. From site-wide strategic decisions to detailed delivery, development will adopt a fabric-first approach to minimise carbon emissions and energy demand. Buildings will incorporate renewable technologies, promote efficient water and energy use, and support the transition to net-zero.



Figure 26: Swales as an integral part of a housing scheme



05

Design Approach

5. Design Approach

This chapter illustrates how the site constraints and opportunities, the site context, overarching vision and the policy framework have informed a set of design principles for the site. These principles have underpinned the indicative masterplan and will inform the design and delivery of future planning applications that come forward.

5.1 Design Principles

The six design principles articulated on this page should shape the development of the site. The overarching design principles will inform a detailed Design Code that will be submitted alongside a planning application for the site, to ensure that the design of site delivers high quality placemaking and adheres to the vision set out in this framework.



5.1.1 Connected Communities



5.1.2 Landscape Network



5.1.3 A Seamless Transition to the Countryside



5.1.4 Enhance the River Corridor



5.1.5 Respond to Views and Topography



5.1.6 Transition with Interfaces and Edges

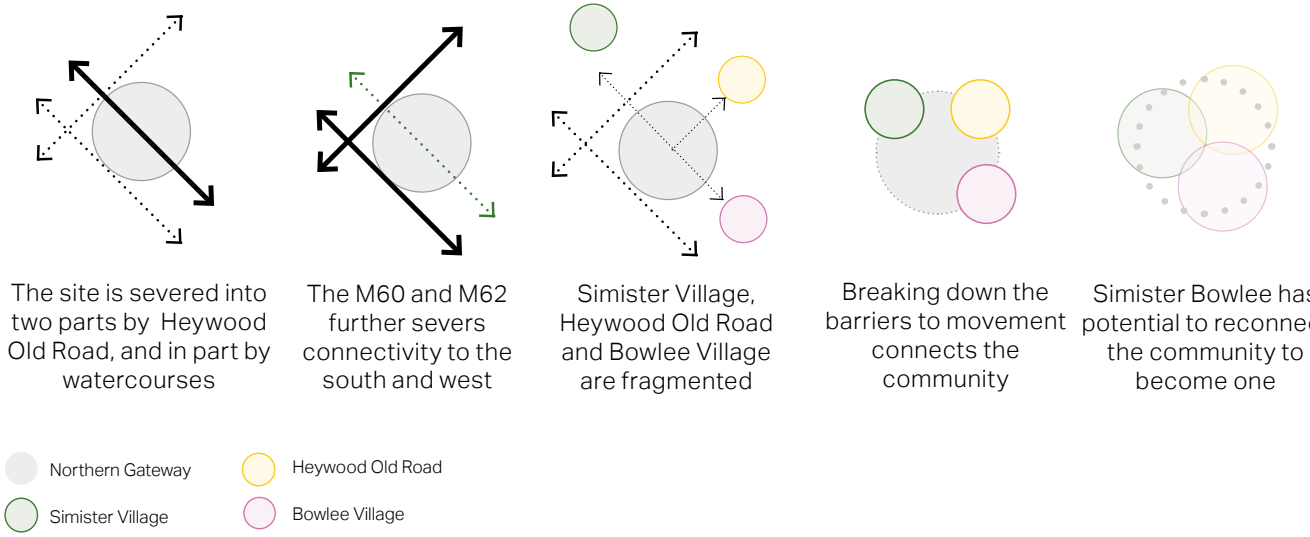
5.1.1 Connected Communities



Figure 27: Concept sketch showing enhanced connections between local communities

The site is severed into two parts by Heywood Old Road. The development offers the potential to reconnect Simister Village by active travel (but not general vehicle access) to the site and Rhodes to the east and south.

Improving connectivity through a network of green routes, that encourage walking, wheeling and cycling and reduce the reliance on the car for short trips, will serve to enhance permeability across new and existing communities.



5.1.2 Landscape Network



Figure 28: Concept sketch showing enhanced connections between the site and surrounding landscapes

Integration with the surrounding countryside

The development should be carefully designed so that the character and beauty of the surrounding countryside flow naturally into the site. Strategic buffer planting should be considered to enhance biodiversity but also provide effective screening, softening the visual impact of buildings and ensuring that key views remain protected.

Inclusive access to green space

Every resident, regardless of location within the development, should have direct and convenient access to high-quality green areas. These spaces will be designed for both leisure and wellbeing, offering places for relaxation, play, and community activities.

Proximity to nature

The site location allows people to be within easy reach of the wider countryside, encouraging walking, cycling, and outdoor exploration. This close connection to nature should be considered in the site design to promote a healthier lifestyle and foster a strong sense of place.

Replenishment and replacement

Whilst development could result in some loss of hedgerows and trees, new wildlife corridors, hedgerows and tree belts will be established to create additional and a greater span to benefit wildlife. Thoughtful and quality new landscape and habitats should integrate within the development to foster a positive interaction of fauna, flora and people alike.

5.1.3 A Seamless Transition to the Countryside



Figure 29: Concept sketch highlighting a seamless transition to the countryside

Avoid urban sprawl and homogeneous development

New development should respect the existing character of the area. It is particularly important to retain separation between Simister Village and any new development, to create a robust defensible edge between the Green Belt and the site, thus protecting the identity of the existing village. Public transport/active travel connections will be allowed within this area of the Green Belt, to help serve both Simister and the new development.

Landscape buffers to soften edges and provide visual separation

Design should introduce green spaces, tree planting, and natural screening to create a softer transition between existing residential areas and the new development. These buffers would act as visual breaks, preserving the rural setting and reducing the perception of encroachment and will have the added benefit of providing additional connectivity across the site for protected species.

Reduced density to form a transition to the countryside

Development should lower the scale and intensity of buildings towards sensitive neighbours. This approach ensures a more natural visual connection between the built environment and the rural landscape. This is especially important at the western edges of the site to retain separation between Simister Village and the new development.

5.1.4 Enhance the River Corridor

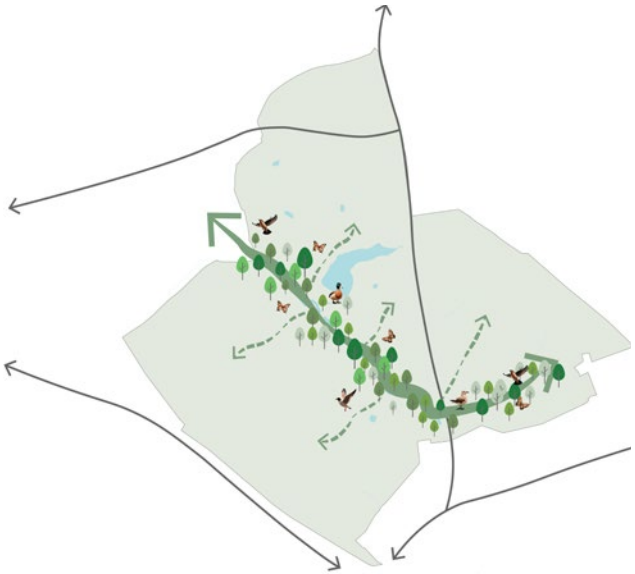


Figure 30: Concept sketch highlighting a central wildlife corridor focused around the brook

The brook and the surrounding valley form the site's primary natural asset, offering both ecological importance and visual character. They provide a distinctive landscape setting, create a sense of place, and act as a foundation for biodiversity and recreational opportunities.

A multifunctional wildlife corridor should be designed to weave through the landscape, delivering a rich, connected habitat for wildlife while supporting SuDS. This corridor provides robust connectivity, enhances ecological resilience and offers an attractive amenity space for the community, encouraging interaction with nature and promoting environmental stewardship.

5.1.5 Respond to Views and Topography



Figure 31: Concept sketch highlighting how key views could be identified and considered on site

Views out of the site should be enhanced and framed to take full advantage of surrounding landscapes, architectural features, and natural vistas. This should consider the positioning of buildings, open spaces and windows to capture key sightlines while eliminating visual clutter.

Views into the site should be mitigated through a sensitive and context-driven design approach. Strategies should include selecting an appropriate scale and massing for buildings, incorporating natural and built screening elements, and using planting schemes, fencing, or earthworks to soften the visual presence within views from surrounding areas.

5.1.6 Transition with Interfaces and Edges

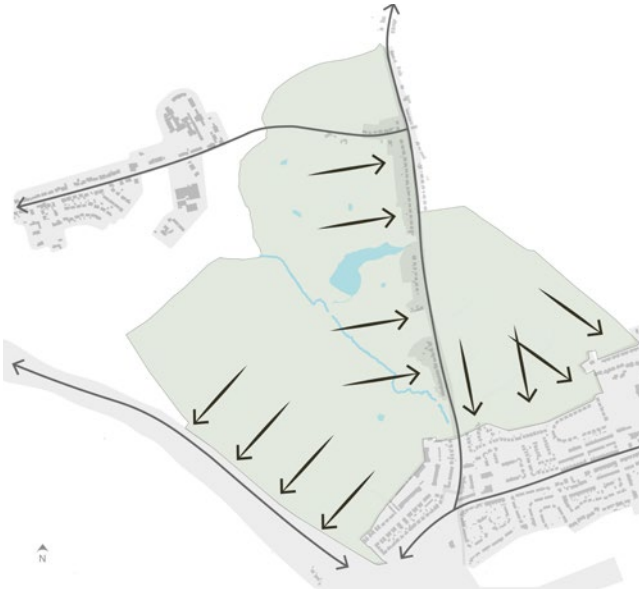


Figure 32: Concept sketch highlighting the need for a sensitive transition with interfaces and edges

Development integration with local context

The proposed development should be carefully designed to respect the surrounding settled context and character of Simister, Heywood Old Road, and Manchester Old Road. This should involve a considered approach to building scale and heights, layout, and street patterns; to ensure continuity with the established character, while also respecting local heritage features and views.

Varied neighbourhood character

The Design Codes that will support future planning applications should explore creating variety in character and identity across the development site. Built form, street pattern, architecture, materials, landscape treatments, and boundaries will be tailored to reflect and enhance the distinctive qualities of each context, while creating a cohesive place.

Sensitive treatment of site edges

Interfaces and edges of the site should be carefully managed to ensure appropriate transitions to neighbouring uses and to reflect the surrounding landscape character. This includes maintaining adequate privacy distances through the use of building setbacks, orientation, and the incorporation of landscape buffers such as planting belts, hedgerows, and tree lines to create a sense of enclosure and visual screening.

Enhanced green corridor

A strengthened and expanded green corridor will form a natural buffer along the M60 motorway edge, softening the visual impact of infrastructure and providing ecological benefits, such as feeding and movement corridors for bats, and nesting opportunities for birds. This green interface would create a more attractive environment for residents, encourage biodiversity, and contribute to a cohesive network of green spaces within and around the development.



06

The Masterplan Framework

6. The Masterplan Framework

The characteristics, constraints and opportunities identified in Chapter 3 have shaped the vision and objectives for the site presented in Chapter 4 and influenced the design principles summarised in Chapter 5. This chapter of the SBDF introduces the masterplan for the site. It sets out how proposals apply the vision, objectives and design principles to create the essential elements of a high quality and sustainable new place.

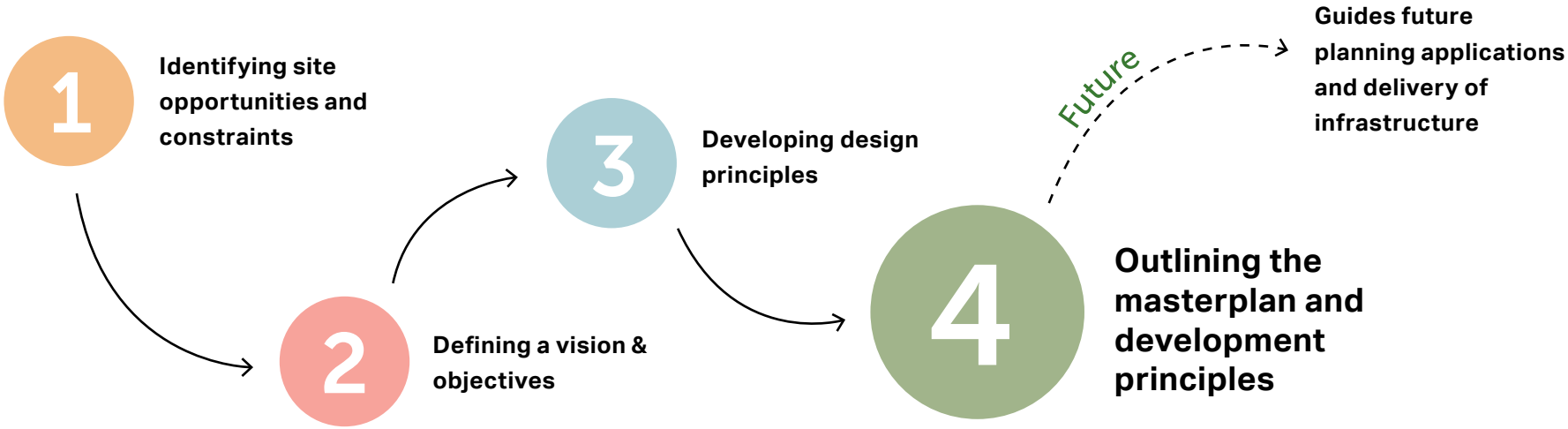


Figure 33: The process of developing the masterplan and development principles

Key

- PfE Allocation Boundary
- Existing buildings
- Existing waterways
- Existing motorways
- Existing roads
- Public Rights of Way
- Designated site of ecological and geological importance to be enhanced and retained
- Existing trees, hedges and woodland
- Existing overhead electricity/pylons
- Existing motorway crossing point and pedestrian connection to Heaton Park
- Vehicle access (indicative)
- Vehicle access (public transport only)
- Restricted vehicle traffic/no through connection for general traffic
- Primary roads (featuring cycleways and public transport)
- Secondary roads
- Pedestrian and/or cycle connections
- Buffer corridor
- Linear park
- Public open space
- Green corridors (including landscape, swales and pedestrian routes)
- Parks and play areas (indicative)
- School playing fields
- Community growing gardens (indicative)
- Community/retail hub (indicative)
- Community/retail hub (alternative location)
- Primary School (indicative)
- Primary School (alternative location)
- Older person's accommodation (indicative)



Figure 34: Simister Bowlee Masterplan Framework. Please note: numbers relate to text on the following page.

6.1 Masterplan Framework

The following highlights have been identified in Figure 34:

1. Primary vehicle and active travel access to the development is via Heywood Old Road.
2. Integration of existing Public Rights of Way (PRoWs) into the development, linking new footpaths with the wider movement network.
3. A multifunctional nature corridor runs east–west through the site, serving as a defining landscape feature with nature trails, ecological enhancements, and SuDS elements.
4. Green corridors follow existing hedgerows, providing attractive, pedestrian-friendly connections with footpaths that encourage active travel and link east–west and north–south to surrounding facilities and the countryside.
5. Connectivity to Heaton Park: pedestrian routes to Heaton Park via the existing motorway bridge crossing.
6. Local Centre: positioned near the site gateway, adjacent to David Lloyd Gym and close to Simister Village, serving both existing and new residents; and to ensure access by public transport.
7. Hillside Community Park: includes a NEAP play area, ponds, cascading SuDS, terracing, seating, and viewpoints over the valley.
8. Community growing gardens near the community hub and older persons' accommodation that promotes social interaction and outdoor activity.
9. Nature Parkland: retains and enhances existing grasslands with wildflower meadows, woodland, and improved habitats.
10. Two-form primary school in a suitable and accessible location (preferred option)
11. Nature trails and informal footpaths run along the multifunctional corridor.
12. Opportunities for Pocket Parks at some key neighbourhood nodes to provide accessible green space and "play on the way" opportunities.
13. Culvert to provide vehicular access across the brook.
14. Landscape buffer and planting along the northern edge screen views from the Green Belt and create a strong development boundary.
15. Additional landscape buffering prevents urban sprawl and strengthens the Green Belt edge.
16. Woodland Edge and Linear Park (Urban Fringe): woodland enhancement and expansion to support wildlife, provide screening from Heaton Park, and offer acoustic mitigation from the motorway.
17. Retention and improvement of the SBI.
18. Landscape planting weaves through the development, softening edges and reducing visual impact.
19. Lower density homes set back behind large gardens at the edge of Simister Village.
20. Tree-lined avenues that create strong street frontages.

6.2 Character Areas

A series of character areas have been defined within the site. The location and extent of each area has been informed by environmental features, the surrounding context, and the landscape character. Future development should be designed to respond sensitively to the distinct qualities of each of the character areas.

Planning applications will include a design code and guidance for each character area, which should be developed in accordance with the recommendations set out in the National Design Guide, incorporating the ten characteristics: context, identity, built form, movement, nature, public spaces, homes and buildings, resources, and lifespan. An outline vision for each character area is described on the following pages.

A. Simister View

Positioned along the south western part of the site, Simister View will provide around 680 homes, incorporating a formal linear street pattern, carefully arranged to follow the natural contours of the land alongside areas in the north securing views over the countryside and towards Simister Village.



Figure 35: Indicative character areas plan

Greenery is woven throughout, with linear hedgerows framing streets and a new park acting as a key focal point, offering vantage views toward the river valley.

Woodland areas along the southwestern edge should be enhanced to create a robust landscape edge and linear parklands, enhancing ecology while providing a green outlook for the residents. Green corridors will run north–south, providing safe and direct pedestrian routes, while a primary north-south active travel route will connect Simister View to the wider neighbourhoods.

B. Hillside

Hillside is shaped in part by its sloping topography, with a more informal street pattern and homes oriented to capture views across the site to the south and west. This neighbourhood will provide around 542 new homes, blending buildings, trees, and green corridors, enriched by hedgerows and field lines that maintain a rural edge.

North–south pedestrian routes will encourage walking and cycling, while a proposed Pocket Park will provide a welcoming green heart for community life.

To the north of this character area there is the potential for a 'Local Centre' including a potential two-form entry primary school at its heart (subject to detailed design to identify an appropriate location within the site), small scale retail, and older person accommodation. All these uses are proposed to strengthen the sense of community and belonging, providing a vibrant and welcoming point of arrival. Designed for both new and existing communities, it should prioritise active travel with strong east–west and north–south connections.

C. Bowlee Edge

Bowlee Edge is defined by its topography, with homes taking advantage of open views to the east and vantage points capturing the Manchester City Centre Skyline. The neighbourhood will provide around 280 new homes that sensitively interface with established homes along Heywood Old Road.

Given the level changes across the site, Bowlee Edge will generally have a more organic grain and street pattern, with routes and development clusters responding to topography. Informal open spaces will weave throughout the neighbourhood, extending from a central green space surrounding the protected SBI.

Housing development footprints and plots should be designed to reflect the proportions of their surroundings. Development should be set back behind hedges (or other low boundaries to be agreed with the Local Authorities) where possible. Homes here will create a gentle edge to the settlement, ensuring where feasible the new blends seamlessly with the old.

D. Valley

The Valley will provide around 48 new homes. Raised vantage points (in the north) offer extensive views across the brook and surrounding hillsides. The majority of Valley should provide informal open space, meandering nature trails and informal footpaths, which invite exploration. The experience is to connect with nature, providing opportunity for BNG enhancement, water, and greenery.

Development plots will positively respond to their landscape and ecological setting, with housing positively interfacing these open spaces , keeping the valley floor open to nature and recognising the importance of the SBI and its associated buffer zones.



07

Development Principles

7. Development Principles

The following Development Principles will inform the parameters for the development of the Simister Bowlee site and should be considered as part of any future planning applications. Bury and Rochdale Councils will require all planning applications to include supporting information that demonstrates how the development proposed addresses relevant development plan policies and incorporates the Development Principles.

Whilst the masterplan for the site is indicative, any significant deviation from the Development Principles must be justified by clear, robust and agreed evidence, that demonstrates why an alternative approach is required, with reference to the Vision and Objectives set out in Chapter 4.

All planning applications will be required to take account of site-wide evidence covering a range of matters as set out in the following chapter.



Figure 36: A new development overlooking high quality landscaping. Homes provide natural surveillance whilst naturalistic green spaces provide habitats for wildlife.



The draft masterplan incorporates design principles which can be adopted to make development legible and easy to understand. These principles must be incorporated into all development proposals within the site.

7.1 Design

Development of the site should deliver high-quality, inclusive and sustainable places, particularly in terms of:

- Responding positively to the site's context and local character;
- Place-making and urban design quality in line with GM Streets for all design guidance;
- Sustainability and climate responsiveness; and
- Respecting and responding to the natural environment.

PfE Policy JPA1.2 also requires development to 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).

PfE Policy JP-P1 sets out the key attributes that all development should be consistent with in order to meet the aim for the city region to be one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places.

PfE Policy JP-G6 requires development to be designed to support the positive use of nearby green spaces, such as by offering a high-quality setting, providing natural surveillance, and facilitating easy access by walking and cycling.

The following design principles must be incorporated into all development proposals within the site:

- Responding positively to and being informed by a thorough understanding of the local context and character, including:
  - The site's natural, built and historic environment;
  - The local townscape, landscape and setting;
  - Established patterns of development, street hierarchy and plot structure; and
  - Local materials and architectural features.
- Delivering high-quality and inclusive development that contributes to a distinctive sense of place, particularly in terms of:
  - Being visually attractive and distinctive, through architecture, materials and detailing;
  - Incorporating distinctive architectural reference points at key gateway locations and arrival points to assist with legibility;
  - Using high-quality, durable and sustainable materials that are easily maintained and resistant to the effects of ageing, weather and climatic conditions;
  - Ensuring that development blocks, individual buildings, streets and spaces function in a safe, inclusive and accessible way that creates a legible sense of place;

- Ensuring that the development makes an effective and efficient use of land and natural resources;
- Enabling effective, inclusive and safe patterns of movement with a clear hierarchy of routes within and around the development that promotes walking, wheeling, cycling and the use of public transport;
- Ensuring that the development is accessible to people with disabilities, the elderly and those with small children;
- Being safe and secure by minimising actual and perceived opportunities for crime, and anti-social behaviour;
- Making appropriate provision for gardens and/or outdoor amenity space;
- Making provision for high-quality green infrastructure, the provision of wildlife habitats and other wildlife-friendly features within the development;
- Ensuring opportunities are taken to positively integrate and enhance existing natural assets, such as river/brook corridors, into the development, where appropriate;
- Promoting health and wellbeing; and
- Considering opportunities for the incorporation of public art.

• Delivering development that is resilient to the ongoing and predicted impacts of climate change, particularly by:

- Exploring opportunities to use low carbon materials where possible and feasible, to reduce the embodied carbon of new development;
- Ensuring opportunities are taken to optimise the effectiveness of solar energy installations through the site layout, building orientation and design;
- Providing high quality sustainable travel option for day-to-day needs via convenient walking, wheeling and cycling routes and catchments and easy access to public transport;
- Incorporating appropriate landscaping and urban greening; and
- Ensuring that the design includes an assessment of and response to existing hydrological characteristics to ensure the sustainable management of water in the design of a site. Sustainable drainage must be considered at the outset of the design process and integrated with the site landscaping, including tree-lined streets.

• Ensuring new development is suitably designed, and will not lead to unacceptable adverse impacts on the amenity of the surrounding residents abutting the site, specifically in relation to:

- Overshadowing and loss of light;
- Dominance and loss of privacy by virtue of unacceptable separation distances, height, overlooking;
- General disturbance arising from noise, smell, artificial light and opening hours; and
- Parking and servicing provision associated with the proposed development and its effects in terms of road safety.

7.2 Housing

Policy JPA1.2 of PfE allocates Simister Bowlee for a new residential-led community which spans the Bury and Rochdale boundary. In accordance with Policy JPA1.2, up to 1,550 new homes should be delivered to diversify the type of accommodation across the Simister, Bowlee, Birch, and Langley areas.

Development should offer a broad mix of house types and sizes, including provision for families, first time buyers and affordable housing. This should include provision for custom and self-build plots (subject to local demand having regard to the Councils' self-build registers and other relevant evidence) as well as specialist and older persons housing, having regard to the latest Housing Needs and Demand Assessments.

All new dwellings must comply with the nationally described space standards and be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable.

The delivery of homes to meet the optional standard in Building Regulations Part M4(3) of the Building Regulations (or any subsequent revisions to the standard) is encouraged.

7.2.1 Affordable Housing

Development proposals should include the provision of affordable housing in line with Criterion 5 of PfE Policy JPA1.2 which requires provision for affordable housing to be in accordance with local planning policy requirements.

Proposals should include a range of house types, sizes and affordable tenures, and have regard to the latest Housing Needs and Demand Assessments. Affordable housing provision will be sought on site unless exceptional circumstances can be demonstrated that would warrant variations. Off-site contributions should provide the number of units that would have been delivered on site. Contributions should be in the form of units erected off site, the provision of land to build units or as a last resort, be in the form of a financial contribution (commuted sum).

The affordable homes should be fully integrated with the development and dispersed throughout the site, unless there are specific circumstances that warrant otherwise.

They should be indistinguishable from the market housing and built to the same specifications (i.e. not separate house types for affordable homes), unless there are particular reasons not to do so (e.g. if there is a specific requirement from a Registered Provider).

Care Home/Retirement Village

Provision should be made for specialist and older persons' housing to contribute to meeting identified needs in the latest Housing Needs and Demand Assessment. Specialist and older persons housing should be in an appropriate location to meet the needs of future residents.

7.2.2 Character and Density

The density and character of new residential development will be shaped by:

- Characteristics, constraints and opportunities at different locations, both within the site and within the surrounding context; and
- The need to deliver sustainable forms of development including efficient use of land, management of environmental impact and promoting travel by non-car modes.

The approach to residential density must align with PfE Policy H4. Development should maximise the opportunity to create sustainable homes in walkable neighbourhoods.

To optimise densities within the site, residential uses will also be acceptable in principle on the upper floors of retail and community uses.

Variations in density will help to create a mix of residential forms and typologies, helping to ensure a choice of housing while delivering an efficient and sustainable use of land.

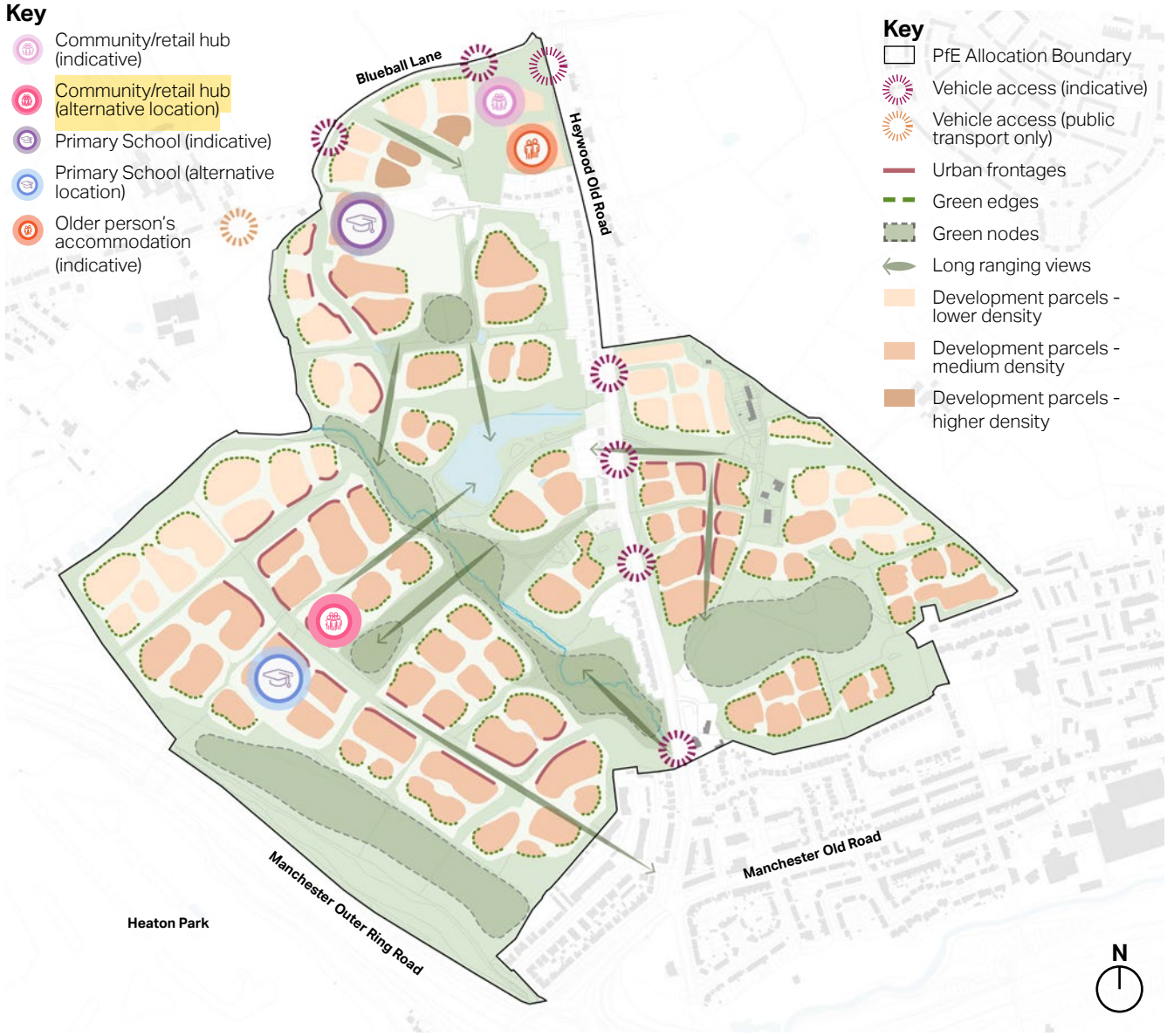


Figure 37: Indicative urban design framework and density plan

7.3 Access, Highways and Movement

Simister Bowlee is strategically located, with direct access to the highway network, and within proximity to the world class emerging employment destination at the Heywood Pilsworth site (JPA1.1).

An opportunity exists to elevate the accessibility and sustainability of the site by connecting it to surrounding communities and to the employment site at Heywood Pilsworth in a safe and sustainable way. This includes the provision of bus services.

All development should be structured around a clear, coherent movement network that is resilient to an increasing quantum of development over time. This will be a legible and safe network both in its 'incomplete' early phases and incrementally through to final completion

Development should:

- Deliver a road system within the site that is in line with local design standards and that is capable of accommodating buses, with provision of bus stops and related infrastructure at optimum locations, and provision for active travel.
- Provide primary routes from the key vehicular access points as shown on the indicative movement, access and highways plan (Figure 38), connecting the development with surrounding area.
- Ensure high quality, convenient, safe and attractive walking, wheeling and cycling routes where appropriate into and throughout the site.
- Provide off-site transport mitigation measures to enable accessibility and mitigate highways impacts arising from the development.

Planning applications submitted on the site will need to take account of a transport assessment which considers the highway and transport impacts of the entire site and the cumulative impacts of JPA1.1 and other consented sites in the area.

In accordance with Policy JP-C8 (Transport Requirements of New Development) this assessment should fully consider the access, highways and active travel strategy and include detailed technical assessment and feasibility work. The Local Highways Authorities must fully agree the transport measures, interventions and mitigation required. Transport Assessments will also be used to update the Infrastructure, Delivery and Phasing Strategy for the site.

7.3.1 Access

Development at Simister Bowlee will be accessed from new junctions on the existing road network as shown on the masterplan framework and the indicative movement, access and highways plan. The key access principles for the site are proposed as follows:

Northern / Southern Zone (West)

- Vehicular access is proposed at the junction of Heywood Old Road and Blueball Lane, located at the northern boundary of the site, intended to be delivered via a new access and upgrade to Blueball Lane. This access will function as one of two gateways into the development at the northern extent of the site, with the capacity to accommodate a future Local Centre and to facilitate vehicular movement across the wider site.
- A vehicular primary access from Heywood Old Road at the southern extent of the site will act as another gateway to the site and be provided by a signalised junction on the A6045, connecting to an internal spine road that connects the northern and southern gateway access points.

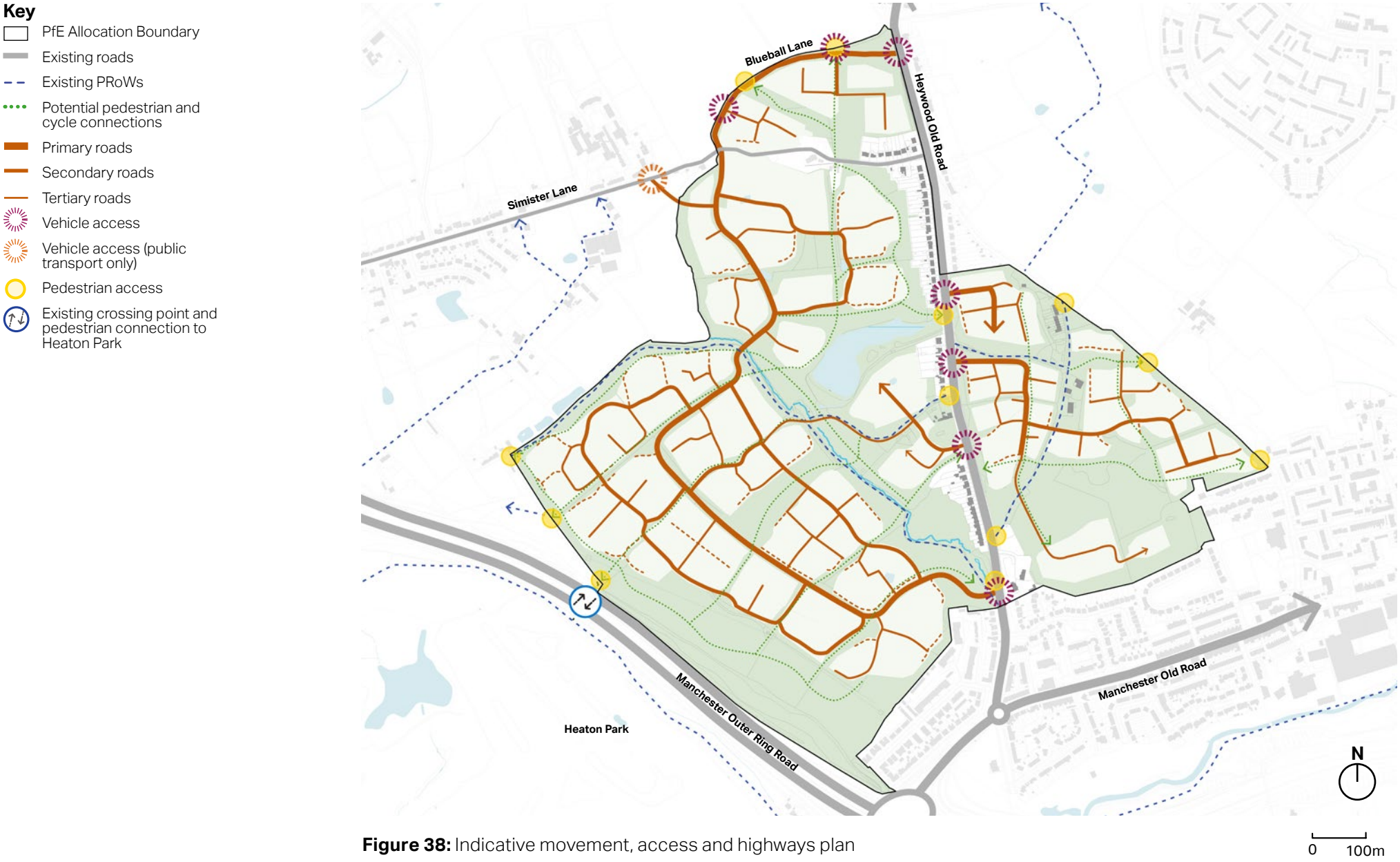


Figure 38: Indicative movement, access and highways plan

- A new spine road, designed in accordance with GM Streets for All design guidance, connecting the northern and southern access points, will be provided, which will facilitate access to a hierarchy of streets and development parcels that deliver a permeable, safe and legible network of routes across the site.

- Any planning application must seek provision for traffic restrictions on Simister Lane to the west, such that vehicular access is limited to public transport and active travel only. This may require infrastructure works outside of the Allocation to accommodate this.

Eastern Zone

- Suitable access points to the eastern part of the Allocation will be provided from Heywood Old Road, providing access to development parcels via an internal legible network of streets and roads.

Should for any reasons the access solutions proposed above not be suitable (as a result of further detailed design engineering), then alternative access solutions from Heywood Old Road would be required.

Bury and Rochdale Council will expect cohesive access and permeable connections on a site wide basis, to ensure access between development parcels is provided in a comprehensive way.

Additional points of vehicular access (emergency or other access, such as Management Company maintenance) may also be acceptable.

The preliminary design of access junctions should be informed by a Transport Assessment, Traffic Modelling and Traffic Surveys, prepared to support a planning application. This will ensure that the appropriate design, type and size of junction is provided – in accordance with Policy JP-C8 (Transport Requirements of New Development) of PfE.

The internal road hierarchy and layout will be designed accordance with PfE Policies JP-C1 (An Integrated Network), JP-C5 (Streets for All) and JP-C8 (Transport Requirements of New Development), as well as other relevant guidance, including the Manual for Streets.

7.3.2 Highways

Residential development at Simister Bowlee must be integrated with the wider highway network. All development will be expected to contribute towards the off-site highway works listed in Appendix D of PfE (together with any additional necessary measures identified through Transport Assessments) to improve accessibility and to mitigate highways impacts arising from the development. These include:

- M60 Junction 19 / A576 Middleton Road (localised junction improvements).

- M62 J19 / A6046 Heywood Interchange (interventions to be determined).

- Corridor improvements on A576 Middleton Road / Manchester Old Road in vicinity of M60 J19 (interventions to be determined).

- A6045 Heywood Old Road / A576 (junction improvements).

- A6045 Heywood Old Road / Langley Lane (junction improvements).

- Active travel improvements.
- Introduction of local bus services to, from, and within the allocation.

Wider supporting transport initiatives, including a new Metrolink stop on proposed line between Crumpsall and Middleton and a Bus Rapid Transit ("BRT") corridor linking Manchester city centre and Rochdale via Heywood Old Road / Manchester Road; will also be supported in accordance with Appendix D of PfE.

7.3.3 Parking

Car and cycle parking will be provided in accordance with PfE Policies JP-C5 (Streets for All), JP-C6 (Walking and Cycling) and JP-C8 (Transport Requirements of New Developments and any associated guidance, including the Parking Standards in Bury SPD (June 2025) and the Rochdale Guidelines & Standards for Residential Development SPD (February 2016).

A parking strategy for the site should also promote the provision of Electric Vehicle ("EV") charging and shared mobility spaces, within proximity to the proposed Local Centre.

7.3.4 Active Travel

The promotion of sustainable modes of transport and permeable connections will be critical to the delivery of JPA1.2.

Development should be designed to ensure ease of walking, wheeling, cycling; and equestrian movement where appropriate.

Active travel infrastructure will be required to be delivered both within and outside the site to support sustainable travel connections.

All development within the allocation should seek to conserve existing public rights of way (with diversions as appropriate), and improve walking, wheeling, cycling; and connectivity for both active travel and recreation through:

- Creating safe, attractive and integrated walking, wheeling, and cycling infrastructure, connecting the key neighbourhoods and character areas;
- Creating active neighbourhoods and street networks which are permeable to walking and wheeling, creating an incentive to walk and wheel;
- The enhancement of east-west pedestrian and cycle connections;
- Green links to enhance north-south walking and cycling and integrate the existing movement network including PRoW's;
- Connecting the existing settlements of Simister Village, Heywood Old Road and Manchester Old Road through a network of green routes, encouraging walking and cycling, reducing the reliance on the car for short trips;
- Improved access and safety to Heaton Park through green links, cycle and pedestrian access via an existing crossing point;
- Cycle storage and parking infrastructure including EV charging points.

The approach to active travel should have particular reference to PfE Policies JP-C5 (Streets for All), JP-C6 (Walking and Cycling) and JP-C8 (Transport Requirements of New Development). Active travel infrastructure may be required to be delivered in the immediate vicinity of the site, and outside of the allocation, to support sustainable travel connections.

7.6.1 Public Transport

Development within the allocation will be expected to make provision for public transport infrastructure including:

- The provision for bus services to traverse parts of the site, utilising the spine road and incorporating high quality bus waiting facilities (subject to agreement with TfGM and feasibility).

Bus Infrastructure Provision

Accessibility by bus will be key to the sustainable development of the site. Consideration will need to be given to the location of bus stops along the spine road having regard to bus stop catchment areas. Active travel routes to and from bus stops, the nature and location of crossing points on the spine road and whether on-road bus stops or bus laybys are preferred. This will need to be agreed with the Councils and TfGM.

7.4 Ecology and Trees

Green spaces within the site provide the opportunity to retain and integrate areas of ecological importance, provide an opportunity for ecological mitigation and increase the biodiversity of the site.

Any planning applications on the site will need to take account of a site wide ecology strategy prepared in accordance with PfE Policies JP-G7 (Trees and Woodland) and Policy JP-G8 (A Net Enhancement of Biodiversity and Geodiversity).

The strategy should focus on protecting key habitats and species through the implementation of the mitigation hierarchy to avoid, mitigate and, where necessary, compensate. The following principles should be included within the ecology strategy:

- **Protecting sensitive habitats** – the landscape strategy should seek, where possible, to protect the site's areas of ecological importance, including:
  - The retention and enhancement of the existing brook corridor and valley on the western part of the site, which will create wildlife habitats and opportunities for recreational amenity space.
  - The retention and enhancement Bradley Hall Farm SBI on the eastern parcel of the site.
  - The retention and enhancement of existing hedgerows and trees, particularly on the site boundaries, where possible. Proposals should also consider expanding tree groups and hedges to increase woodland resilience, where it aligns with the Biodiversity Net Gain strategy.
  - Existing watercourses will be retained and engagement with third party landowners will be undertaken to explore recreational opportunities around these assets.
- **Maximising biodiversity value** - increasing the biodiversity and natural carbon sequestration value of retained green spaces, with the potential for enhancement of existing grassland (i.e. within green space and open spaces) and the creation of more diverse grassland. Biodiversity enhancement may also be delivered outside of the allocation subject to detailed ecological work.

- **Designing-in ecosystems** – upgrading ecosystems within the site by permeating landscape into the development plots and utilising streets, pedestrian and cycle routes for the creation of green and blue infrastructure corridors.

- **Managing people and nature** – creating footpaths and designated walking areas to protect wildlife from pedestrian use, including clear signage and natural boundary treatments, such as hedges, low timber railings and planting, will be used to prevent public access from key areas of habitat creation to ensure they are able to meet their condition criteria and contribute towards biodiversity net gain on site.

- **Mitigating impact** – retention of the Bradley Hall Farm SBI as part of a detailed ecological assessment, in accordance with Policy JP-G8 and JPA1.2. Ensuring appropriate mitigation for protected species using the site will be determined following completion of surveys, and as part of a planning application for the site.

Development should achieve at least a 10% Net Gain in biodiversity value as measured using a Statutory Metric, in accordance with the terms of the Environment Act 2021 and Places for Everyone Policy JP-G8 and the approach will follow the Biodiversity Net Gain Hierarchy. BNG may include both on-site and off-site improvements. Where off-site provision is proposed, priority will be afforded to measures within the Councils' identified receptor sites.

7.5 Sustainability, Energy & Carbon Reduction

Greater Manchester's ambition is to become a carbon neutral city region by 2038. This ambition is supported by Bury and Rochdale Councils through a declaration of a climate emergency.

Simister Bowlee offers the opportunity to support Bury, Rochdale and Greater Manchester's commitment to net zero through the delivery of a sustainable, low carbon neighbourhood. PfE Policy JP-S2 sets out the design and development standards to support sustainability objectives including promotion of low carbon development and renewable and low carbon infrastructure.

Applications for the development of the site should adopt a fabric-first approach to minimise carbon emissions and energy demand, with buildings incorporating renewable technologies, promoting efficient water and energy use, and support the transition towards net-zero carbon.

Development should be guided by PfE Policies JP-S2, JP-S3, and the GMCA Net Zero Design and Submission Guidance (Parts 1, 2 and 3). Further detail is set out in Chapter 10.

7.6 Flood Risk and Drainage

Any planning applications will need to take account of a updated site wide flood and drainage strategy for the site prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan and with engagement from United Utilities, Bury and Rochdale Lead Local Flood Authorities. Detailed future designs for the development will take into account climate change allowances, the surface water overland flow routes and any groundwater flood risk and potential areas of ponding to ensure there is no increase to flood risk on the site or elsewhere as a result of the development.

The drainage strategy for the site should maintain natural water flows incorporating SuDS, providing attenuation measures and preserving inflows into existing watercourses. A drainage strategy will be developed in consultation with United Utilities and should incorporate the following principles:

- Locating and designing development to minimise the impacts of current and future flood risk to increase resilience to flooding.
- Utilising natural onsite drainage and storage features, including brooks and ponds.
- Include water quality treatment stages, particularly where runoff originates from highways, parking areas or commercial land uses.
- Avoiding direct discharge of untreated surface water to watercourses.
- Requiring construction management plans to include robust pollution prevention measures.
- Managing surface water run-off through sustainable drainage systems and as close to source as possible. Surface water run-off should be restricted to mimic or improve upon greenfield run-off rates.
- Ensuring that sustainable drainage systems:
  - Are designed in accordance with GM SUDS Design Guidance to provide multifunctional benefits wherever possible, including for water quality, nature conservation and recreation.
  - Avoid adverse impacts on water quality and any possibility of discharging hazardous substances to ground.
  - Are managed and maintained appropriately to ensure their proper functioning over the lifetime of the development.

Future technical assessment work, including a drainage strategy and detailed site design, will be undertaken in full consultation with United Utilities.

Where feasible, a buffer should be maintained along ordinary watercourses, proportionate to topography and ecological value. Proposed crossings or diversions of watercourses are allowed and should be designed at the appropriate planning stage, and consulted with the Lead Local Flood Authority, including opportunities explored to enhance watercourse riparian habitat.

Where feasible new SuDS should include water quality mitigation to limit pollutants from highways and parking areas into watercourses; and limit direct discharge of untreated water into watercourses.

Opportunities should be explored to align biodiversity enhancements with flood risk management and climate adaptation objectives.

Construction Management Plans should include pollution prevention measures.

7.7 Heritage and Archaeology

A Heritage Statement should be prepared to accompany any planning application that sets out how development will consider and conserve the setting of Heaton Park, as well as other local statutory and non-statutory heritage assets, in accordance with PfE Policy JPA1.2 and JP-P2 (Heritage) and an archaeological strategy will be agreed to support the future planning applications, through the assessment of its archaeological potential and the development of tools to ensure the proposals respond appropriately to any potential effects on the historic environment.

7.8 Simister and Bowlee Education Strategy

PfE Policy JPA1.2 requires the 'provision of one new two-form entry primary school to meet needs generated by the development.

Secondary school provision

A financial contribution towards secondary school provision to meet needs generated by the development is required in accordance with PfE Policy JP-P5. Financial contributions towards the cost of additional secondary school provision will be secured as part of relevant planning applications for each phase of development. Further details regarding contributions can be found in SPD17- Developer Contributions for Education.

Primary school provision

Within Bury there is currently limited existing local primary school provision, with no provision to the east of the M60. The nearest school within Bury is St Margaret's which is approximately 1.5km from the entrance to the development.

Within Rochdale, for primary education, Little Heaton Church of England Primary School is the closest facility and is located just to the east of the site. There is also Bowlee Park Community School which is approximately 1.5km northeast of the site.

Development contributions from housing schemes within the borough of Rochdale will likely be used to create more Primary capacity within Middleton. There is currently insufficient capacity within other Rochdale primary schools in the area to meet pupil yield arising from the development in Bury.

Given the scale of development, the availability of school places in existing schools and distance from Bury schools, a new primary school will be required on site, to respond to demand generated by the development from within Bury.

The provision for primary school education will therefore be a combination of utilising spare capacity where it exists in schools around the site in the short term and ensuring that a new two-form entry primary school is provided at an appropriate time within the development site.

The indicative masterplan provides two possible locations for one new two-form entry primary school within the northern part of the site close to the Local Centre or in the southern part of the site.

Safeguarded school site

In accordance with DfE requirements, land of a suitable size (a minimum of 1.6 ha) to accommodate a new two-form entry primary school will be safeguarded at an appropriate location in line with the site's planning and delivery strategy. Based on current evidence this will meet the needs of the Simister-Bowlee site.

To maximise the recreational benefits for existing and future communities and to meet some of the sport and recreational needs arising from the wider development, opportunities for the dual use of recreational space and facilities on the proposed new school site will be explored. The education provision and any dual recreational use will be delivered in accordance with the phasing and delivery Strategy and secured through future planning applications and associated legal agreements.

Delivery of the school

The Council will work closely with the Local Education Authorities and the developers of the allocation to ensure the delivery of the education provision at an appropriate time in the development programme.

The Council will continue to carefully monitor and model the forecast demographic changes so that new education provision provided on-site within the masterplan will be delivered at the appropriate trigger points aligned to the phasing of the scheme and taking into consideration wider demographic trends.

The precise timing of delivery of the primary school will be informed by an Education Needs and Demand Assessment and Infrastructure Delivery and Phasing Strategy for the site. Planning applications for the site will need to take into consideration up to date evidence to ensure that the school land can be provided at the appropriate time.

Financial contributions towards the primary education, would then be secured through the relevant planning applications on the site, once the housing numbers and mix are confirmed. The financial contributions and requirements would be calculated in accordance with Bury and Rochdale Councils adopted education contributions policy/ calculations.

These contributions would be directed towards the delivery of a new two-form entry primary school on site and/or expanding capacity at existing schools within the relevant Pupil Planning Areas subject to evidence being provided by both Bury and Rochdale Education Authorities. Any financial education contributions will be fair and reasonable.

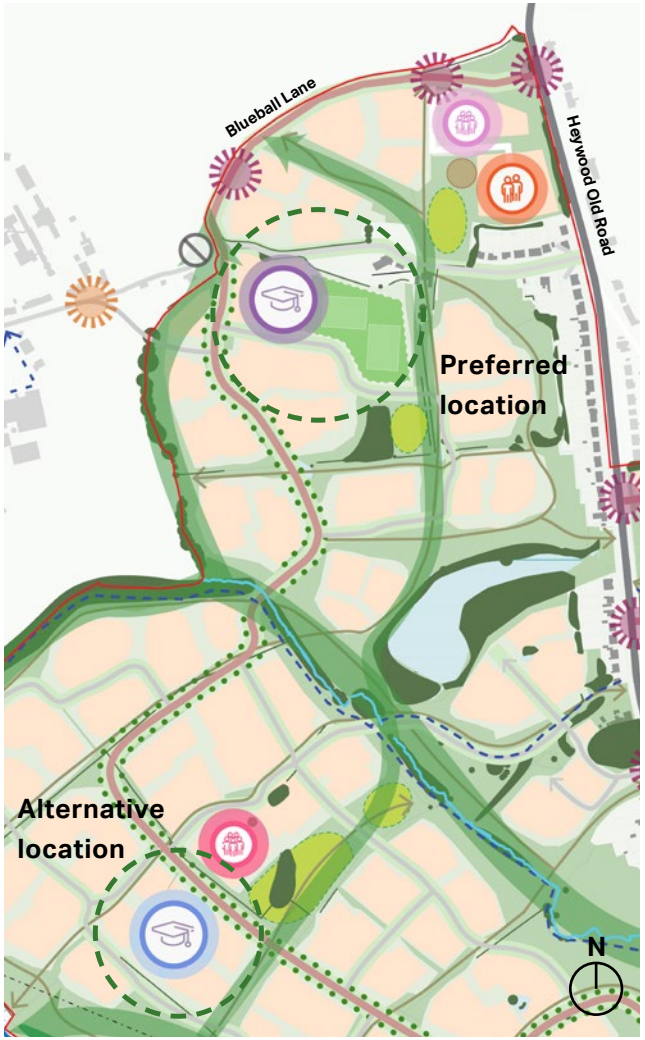


Figure 39: Preferred and alternative locations identified for the school

PfE Policy JPA1.2 requires the provision of a new Local Centre in an accessible location which includes a range of appropriate facilities such as retail, health and community provision. An indicative location for the Local Centre is shown on the Masterplan to the north of the western part of the site, within proximity of the David Lloyd Health Club and existing communities at Simister and Langley, to further enhance the role of the wider area as a community destination.

7.9 Local Centre

PfE Policy JPA1.2 requires the provision of a new local centre in an accessible location which includes a range of appropriate facilities such as retail, health and community provision. The Local Centre should be provided in a location which secures strong footfall and encourages active travel.

Any retail development within the Local Centre should be of a scale that serves the needs of the surrounding neighbourhoods to avoid it generating vehicular based visits from the wider area.

An indicative location for the Local Centre is shown on the Masterplan to the north of the western part of the site, within proximity of the David Lloyd Health Club and existing communities at Simister and Langley, to further enhance the role of the wider area as a community destination.

This location will create a strong sense of arrival at a key access point. Its siting will ensure a positive relationship between new buildings, the public realm, and sustainable movement corridors, contributing to a safe and welcoming environment for residents. New active travel and associated cycle and public transport infrastructure will be supported alongside the Local Centre, to encourage sustainable travel and transport connections.

An alternative location for the Local Centre is also shown indicatively in a more central location. The final location of the Local Centre will be determined as part of the detailed planning application process.



Figure 40: One possible location for the Local Centre, within proximity of existing communities at Simister and Langley.

7.10 Green Infrastructure

7.10.1 Landscape

Any planning applications on the site will need to take account of a site wide landscape strategy, prepared in accordance with policies JP-G1 (Landscape Character), JP-G2 (Green Infrastructure Network), JP_G3 (River Valleys and Waterways), JP-G6 (Urban Green Space) and JP-G7 (Trees and Woodland). This will include the following principles:

1. The creation of a green infrastructure corridor along the valley of the existing brook, providing an opportunity to support wildlife, SuDS and new recreational amenity for residents.

2. Providing new linear areas of green infrastructure for wildlife to connect ecological features with the broader green infrastructure network - connecting the site to adjacent farmlands and the M60 'Wildlife Corridor'.

3. The retention and enhancement of existing hedgerows and trees and particularly on the site boundaries, where possible.

4. The provision of street tree planting to create soft street scenes and break up the density of development, built form, and roofscape.

5. The provision of a strong landscape edge to the north-west site boundary (western part of the site), adjacent to the Green Belt.

6. The consideration of landscape buffers and boundary treatment to soften development edges on:

- The **western zone**, including:
  - The western edge where there is an interface with Simister Village, where tree planting and landscaping would be utilised to soften the development edge and to provide visual separation between the site and Simister Village.
  - The southern boundary, to provide a buffer between the site and the M60 motorway.
  - The interface between the site and properties on Heywood Old Road, which respects privacy and amenity.
- The **eastern zone**, including :
  - Planting on the northern, western and southern boundary, at the interface between the site and established residential areas.
  - Planting and landscaping on the eastern boundary to mitigate the impact of the development on land to the east.

7. The retention of key views, which will be enhanced and framed, including views to Heaton Park and Simister Village; as well as longer distance views to maintain the connection of the site to the wider landscape.

8. The landscape strategy must be integrated with the strategy for management of surface water at the start of the design process.

7.10.2 Open Space, Sport and Recreation

Open space and recreation will be integral to the health and well-being of new and existing residents. PfE Policy JP-P7 requires new development to provide new and/or improved existing facilities commensurate with the demand they would generate.

Any planning applications on the site will need to take account of a site wide open space, sport and recreation strategy which sets out the likely quantity, quality, type, accessibility, delivery and management of on-site provision as well as any off-site contributions that may be appropriate in lieu of on-site provision. This strategy should be prepared in accordance with Bury and Rochdale local standards and evidence base including Bury Council Open Space Assessment and supplementary planning documents and Rochdale Councils relevant policies and supplementary planning documents.

A range of types of open space and recreation should be provided on the site, informed by natural characteristics and supporting a suitable level of open space and formal recreation opportunities for residents.

Planning applications should explore the opportunity for the following open space and recreation provision across the site:

- **Natural Parkland and Trails** – exploring new habitat and amenity areas including extensions of existing hedgerows and trees, new copses for recreational community use, orchards linked to the LC, natural wildflower meadows.
- **Communal Gardens and Parks** - making use of retained landscape to create memorable spaces that are an integral part of the green corridors. This could include semi-private and communal spaces and informal spaces where people and can sit and relax.
- **Allotments and Community Growing** – to provide spaces to grow and produce food, generating interaction, skill sharing, and food cultivation.
- **Inclusive Play** - play should be distributed and located to ensure access for everyone, being located along key walking routes, travel nodes and destinations including the Community uses. Natural play should also be encouraged, including informal 'play on the way' on walks to school.
- **Formal Sports -** formal sports provision will be discussed and agreed with the Local Authorities (with reference to any Playing Pitch Strategy and Open Space Assessment) to ensure that adequate provision is made that reflect both the character and physical characteristics of the site, and the local need for different sports activities. Where there is a need, but the site doesn't lend itself to the ability to deliver pitches on site, off-site contributions may be sought instead. Opportunities for the dual use of facilities through new school provision should be explored, along with potential for improvements to sports facilities within the vicinity of the site.
- **Enhancing Blue Infrastructure** - enhancing the existing water features such as ponds and brooks, and providing a network of connected swales and natural attenuation features within the development areas.

It is anticipated that the long-term positive management of the open spaces within the site will be secured through both a Landscape and Habitat Management Plan and the establishment of a Management Company to maintain the play areas, open spaces, water features and parks.

7.10.3 Green and Blue Infrastructure Framework

An indicative Green and Blue Infrastructure network reflecting the Open Space, Sport and Recreation Development principles is identified below:

1. **Communal Gardens and Viewing Points** - the masterplan framework provides a network of communal gardens and viewing areas throughout the site, designed to promote relaxation, social interaction, and enjoyment of the surrounding landscape. These could provide quieter spaces for reflection, while seating areas will be accessible and welcoming throughout the year.

2. **Inclusive Play** - play facilities will be designed to be inclusive, catering to a range of ages and abilities. These spaces will be integrated along walking routes, active travel connections, and adjacent to community facilities, including links to Heaton Park. Natural play elements and informal play opportunities will be encouraged throughout the site.



Figure 41: Indicative green infrastructure framework. Please note: some numbers relate to text on the following pages

3. **Community Growing Gardens** - shared growing spaces will support community interaction, skill sharing, and food cultivation. These areas, located near community uses, will encourage intergenerational engagement and provide opportunities for educational activities.

4. **Activity and Fitness** - the masterplan framework incorporates sports and activity spaces that complement the Site's natural features and topography. Facilities will provide for both formal and informal activity, including small kickabout areas and connections to wider green spaces such as Heaton Park to encourage walking, cycling, and outdoor exercise.

5. **Ecology** - the site will be managed to safeguard natural assets, enhance biodiversity, and support long-term ecological resilience while accommodating sustainable public use.

6. **Protect and Enhance Sensitive Habitats** - sensitive habitats will be protected from disturbance, with active management plans for declining species and seasonal buffers applied where necessary.

7. **Strengthen Landscape and Ecological Character** - all landscape interventions will follow ecological design principles, reinforcing existing character, increasing habitat diversity, and restoring degraded areas through native planting and natural regeneration.

8. **Expand Woodland and Hedgerow Networks** - There is an acceptance that hedgerows and trees will be lost in places to make way for development and construction operations (cut and fill to create development plateaus, etc). However, woodlands will be expanded and strengthened, and retained hedgerows will be restored, extended or replaced to form continuous wildlife corridors. New and replacement networks of hedgerows and tree corridors/groups will also be provided to compensate for lost hedgerows and trees.

9. **Improve Ecosystem Connectivity** - habitats will be linked internally and to the wider ecological network, enhancing species movement, genetic diversity, and ecological resilience.

10. **Enhance Existing Habitat**s - grasslands, woodlands, scrub, and species-rich hedgerows will be improved where possible. Neutral grasslands will be restored, vegetation structures diversified, and designated ecological sites maintained.

11. **Increase Biodiversity and Carbon Sequestration** - green spaces will be managed to maximise biodiversity and carbon storage. Pollinator-friendly planting, species-diverse grasslands, orchards, and wildflower areas will be promoted.

12. **Design for Ecology from the Outset** – ecological enhancements will be integrated throughout development, including bird boxes, bat roosts, and insect habitats, ensuring development phases enhance ecological networks.

13. **Connect Communities with Nature** - open spaces will support food growing, outdoor learning, and environmental stewardship, reconnecting people with natural processes and seasonal cycles.

14. **Enhance and Integrate Water Features** - ponds, and brooks will be restored and integrated with swales and SuDS to improve water management and aquatic habitats.

15. **Manage Human Access to Protect Wildlife** - footpaths, boardwalks, and natural boundaries will minimise habitat disturbance, supported by clear signage to protect sensitive zones while maintaining visual openness.



Figure 42: There are hedgerows across the site, with ponds and a large fishing lake evident on land to the west of Heywood Old Road.

7.11 Green Belt

To offset the impact of removing the site from the Green Belt, there is a need to identify and deliver compensatory improvements to the environmental quality and accessibility of the remaining Green Belt in the vicinity of the site. The full detail of Green Belt compensation would be proposed and agreed as part of a detailed planning application, in accordance with PfE Plan Policy JPA1.2 and Policy JP-G2 (Green Infrastructure Network).

The northern and western boundary of the site will be reinforced by an additional planning and landscaping, to ensure that the boundary to the Green Belt is strengthened.

7.12 Trees and Woodland

PfE Policy JP-G7 requires development which would result in the loss of existing trees, to replace them on the basis of two new trees for each tree lost, or other measures that would also result in a net enhancement in the character and quality of the treescape and biodiversity value in the local area, with a preference for on-site provision. An assessment of trees is expected to accompany all planning applications. Existing mature trees across the site have been considered as part of the masterplanning process and should be retained, as detailed planning applications for the site are prepared.

Given the topography of the site and the necessity to create development plateaus, a cut and fill strategy may result in tree and hedgerow loss Replacement, mitigation and compensation will be key to the delivery of the site, to ensure new tree and hedgerow corridors are provided. Further, engagement with City of Trees as part of the planning process is recommended.

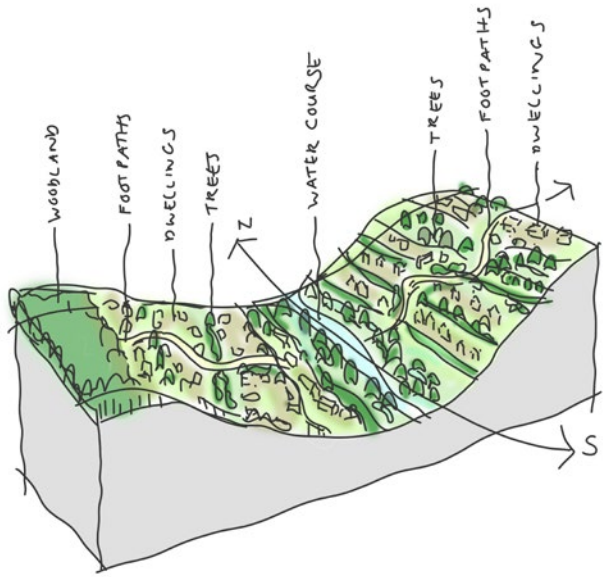


Figure 43: Concept sketch highlighting the integration of open space and natural features within the development

7.13 Digital Connectivity

PfE Policy JP-C2 requires development to commit to ensuring that all new development has full fibre to premises connections, unless technically infeasible and/or unviable, and incorporate multiple-ducting compliant with telecoms standards, to facilitate future-proof gigabit-capable network connections. It is expected that internet connections will be operational and immediately accessible to network providers when occupiers move into new properties. A digital connectivity statement is expected to accompany all planning applications.

7.14 Pollution Control

PfE policy JPA1.2 requires appropriate noise and air quality mitigation measures and high-quality landscaping along the M60 motorway corridors and local road network to be incorporated into development within the allocation. Details are expected to accompany all planning applications where required.

7.15 Landfill / Contamination

PfE Policy JPA1.2 requires necessary remediation measures in areas affected by contamination and previously worked for landfill purposes to be incorporated into development if required within the allocation. Details of remediation is expected to accompany all planning applications, where required.

7.16 Minerals

PfE Policy JPA1.2 requires development to consider the extraction of any viable mineral resources within Mineral Safeguarding Areas, in accordance with Policy 8 of the Greater Manchester Joint Minerals Development Plan (or any relevant policies in subsequent minerals plans). Details of minerals extraction is expected to accompany all planning applications, where required.

7.17 Construction

In accordance with the Council's Validation Checklist, a suite of planning, design and environmental assessments will be submitted with any future planning application. If the assessments indicate that the proposed development would result in any unacceptable impacts on existing infrastructure, including for example on existing drainage, then detailed site investigation surveys may be undertaken to identify such assets, which will be secured either by planning condition (including the requirement for a Construction Environmental Management Plan [CEMP] and Construction Traffic Management Plan [CTMP]) or obligation in accordance with the CIL regulations. Where required, such surveys will be undertaken prior to commencement, to secure a baseline position, and set out appropriate mitigation where required.



08

Phasing & Delivery

8. Phasing & Delivery

The site provides a major residential-led development opportunity that is allocated to deliver up to 1,550 new homes, supported by community and other essential infrastructure. This Development Framework provides a high-level strategy and key principles for the future delivery of the full JPA1.2 allocation, whilst retaining flexibility to allow for opportunities across the site.

Given the size, it will take several years for the site to be fully delivered and therefore it is important to develop a phasing and delivery strategy to bring it forward. This phasing and delivery strategy helps to shape the parameters within which future planning applications will be brought forward and provides a holistic and coordinated approach to the delivery of on and off-site physical and social infrastructure. Development is expected to come forward in a series of phases alongside necessary infrastructure provision, and a flexible approach is proposed in order to be responsive to opportunities.

To support the delivery of infrastructure across the site, an Infrastructure Phasing and Delivery Strategy ("IPDS") for the site will be prepared in accordance with the PfE Policy JPA1.2 and JP-D1.

This IPDS should be read alongside this Development Framework, noting that the IPDS is intended to be a "live document" that is continuously reviewed and updated as detailed plans, evidence, infrastructure costs and the potential of funding become available. This will tie in with the wider Business Plan for the Northern Gateway and Atom Valley aspirations.

Planning applications within the site will be required to demonstrate how proposed development would assist in the delivery of key infrastructure, without compromising or prejudicing the comprehensive development of the site. Proposals will need to demonstrate how the development of individual plots is consistent with SBDF, the IPDS and any other material considerations. Planning applications should not sterilise, frustrate or otherwise constrain the delivery of other parts of the site or the strategic infrastructure requirements.

All development plots will need to be sufficiently coordinated with appropriate infrastructure delivered at the correct time to support a sustainable and comprehensive development. Planning applications which fail to deliver or contribute towards the wider strategic infrastructure requirements will be resisted.

Planning applications will be expected to demonstrate how delivery of housing and other development, including social infrastructure within the site, will be coordinated with the delivery of transport and other physical infrastructure that is needed to support it.

All development proposals within the site will be required to make a fair and proportionate contribution towards the infrastructure, facilities, services, and mitigation measures needed to support the overall allocation. These contributions should be informed by site-wide delivery strategies for each relevant element.

In addition, major developments coming forward on unallocated sites that will be reliant on infrastructure provided to support the delivery of the site will be expected to make an appropriate and proportionate contribution towards the delivery of that infrastructure. Contributions will be secured having regard to the scale of development, its cumulative impact on the transport network, and the need to ensure that the costs of essential infrastructure are shared fairly across all developments benefiting from planned investment.

The timely delivery of key green and blue infrastructure is important to the successful phasing of Simister Bowlee. Habitat and species protection, ecological connectivity and sensitive access management must be implemented in a coordinated manner, and within timescales to be agreed with the Councils to ensure that early construction phases do not adversely affect retained ecological features. Early establishment of strategic green corridors will safeguard ecological function while providing the foundation for Biodiversity Net Gain delivery and high-quality placemaking.

The recreation and sports provision should be delivered alongside development to ensure that both demand is met and communities have the opportunity to connect with this infrastructure as the site becomes occupied.

8.1 Key infrastructure Requirements

Development proposals must:

- Ensure they are acceptable in planning terms, such that they mitigate their on and off site impact in accordance with this Development Framework;
- Make an appropriate contribution to ensure the delivery of the strategic infrastructure identified by the Development Framework; and
- Ensure that the applicant's proposals will not prejudice the delivery of strategic infrastructure and development on third party land.

Infrastructure requirements to support Simister Bowlee have been categorised as being either strategic infrastructure (primary infrastructure needed to support the full delivery of Simister Bowlee) or local infrastructure (on-plot infrastructure delivered directly as a matter of course by each developer to meet the requirements of individual development plots).

Triggers for the strategic infrastructure will be determined through relevant and updated technical evidence. These triggers will also be included and refined in the IPDS and during pre-application discussions between applicants and the Council, ensuring proper determination of the appropriate triggers for the delivery of infrastructure.

The Simister Bowlee site is split into three broad 'zones', each of which will include multiple phases of development. These zones are shown in the Figure 45 and comprise:

- **Southern Zone** - 20 hectares delivering a mix of around 800 residential units;
- **Northern Zone** - 13 hectares, delivering a mix of around 550 residential units;
- **Eastern Zone** - 11 hectares, delivering a mix of around 200 residential units;

Development in all three Zones will be required to contribute to the strategic infrastructure requirements identified in Table 02. The precise capacity and quantum of housing development in each zone will be informed by technical assessment work and be determined as part of the planning application process.

Infrastructure Element	Infrastructure Requirement	Comment
Highways and Public Transport	A new spine road connecting the northern and southern access points	The spine road will need to be operational at an appropriate time in the development programme to facilitate public transport and active travel through the site. The point at which this becomes necessary will be determined through a detailed Transport Assessment (TA) for the whole site and factored into planning applications as they come forward. When development commences (currently envisaged to commence in Southern Zone) the TA will indicate the capacity of the junction/network in the relevant locations. The TA will identify when the transport mitigation (including secondary access / egress) will be required.
	Active travel network including cycleways and pedestrian links	These will be required throughout the site and within individual zones. The primary active travel routes will run alongside the Spine Road, ensuring connectivity with all zones. Each development plot will need to demonstrate linkages to the site wide network (existing and new as appropriate).
	Bus Stop Provision	Triggers to be determined through a Transport Assessment for the site and in conjunction with TfGM.
	Off-site highway improvements	Triggers to be determined through a Transport Assessment for the site.
Social Infrastructure	Primary School Provision including new 2-form entry primary school	Triggers to be determined through Bury Council's Education Needs, Demand Assessment and evidence of need from Rochdale Council, and the wider IPDS.
	Secondary School Provision	Triggers to be determined through evidence of need for provision generated by the development, and the wider IPDS.
	Local Centre, including retail/ community/health facilities	Triggers to be determined through up-to-date health needs assessments, and the wider IPDS.

* Table continued on next page

Infrastructure Element	Infrastructure Requirement	Comment
Social Infrastructure	Healthcare Facilities	Triggers to be determined through up-to-date health needs assessments, and the wider IPDS. Capacity assessments should be provided with NHS GM ICB. Should on-site provision be deemed unfeasible, and need has been evidenced, a financial contribution will likely be required to provide off-site additional healthcare provision.
Environmental Infrastructure	Green infrastructure including public open spaces, sports facilities and playgrounds	Triggers to be determined by Bury Council Open Space Assessment (2026) and Playing Pitch Strategy and Rochdale's relevant policies and supplementary planning document, and the wider IPDS.
	Surface water attenuation and SuDS, integrated with areas of green infrastructure	Triggers to be determined through a drainage strategy for the site, and the wider IPDS, and through engagement with United Utilities..
	Measures to protect hydrology and water quality throughout the development	Triggers to be determined through a drainage strategy for the site, and the wider IPDS, and through engagement with United Utilities..
	Nature areas, ecological mitigation and biodiversity net gain	Triggers to be determined through an ecology strategy for the site, and the wider IPDS.

Table 02: Strategic Infrastructure Requirements (Site Wide)

8.2 Local Infrastructure (On-Site)

In addition to the strategic infrastructure requirements above, each development proposal coming forward in the site will be required to provide specific necessary infrastructure to allow it to come forward. Whilst there may be some bespoke requirements on some development plots, it is likely that the following will be required on each plot:

- Appropriate Access/egress arrangements into the development plots from Heywood Old Road or the proposed spine road
- Active travel access from Heywood Old Road (or the proposed spine road)
- Internal highways
- Internal walking and cycling routes
- Utilities
- Drainage (Suds and attenuation ponds)
- Drainage (foul water)
- Water Supply
- Power Supply
- Telecoms Supply
- Noise and Air Quality mitigation
- Green Infrastructure



Figure 44: Aerial view of Junction 18 and Simister Lane

8.3 Phasing

Phasing of development, including the amount of development capable of being delivered within each zone, will be influenced by the phasing of the spine road and the extent of available capacity within the surrounding highway network. This will need to be managed to ensure that highway and junction improvements are delivered outside of the site to accommodate additional movements.

The phasing of the spine road and quantum of development across the site will also need to relate to the provision of the two-form primary school on the site. As stated in Chapter 7, education provision is required within the development and the timing of delivery of the new primary school will be determined by the Council's Education Needs and Demand Assessment and the wider IPDS, to ensure that appropriate provision is in place and available.

Depending on the eventual location of the school and phasing of the site, it may be necessary to safeguard land for the education use so that it can come forward at the necessary point of development. Provision could be based on a one-form entry, expanding to a two form entry as demand increases.

All phases of development will be delivered in line with the comprehensive vision for the wider development, supporting the strategic requirements for infrastructure, particularly with regards to the spine road, active travel, public transport, education provision and greenspace.

The precise capacity and quantum of housing development in each zone will be informed by technical assessment work and be determined as part of the planning application process.

8.3.1 Southern Zone

Key features in this zone include:

- 20 hectares delivering a mix of around 700 residential units;
- Affordable housing in accordance with adopted local planning policy requirements;
- Primary access taken from Heywood Old Road at the southern extent of the site;
- A new access onto Heywood Old Road at the southern extent of the Southern Zone designed to provide for movement through the zone and providing connectivity to the Northern Zone;
- Off-site highway and junction improvements;
- Potential location of a new 2-form entry primary school;
- Green open space and recreation provision, including potential new sports pitches, neighbourhood play spaces and new linear greenways linked to active travel routes throughout the zone, connecting into the other two zones and beyond.

8.3.2 Northern Zone

The Northern Zone will provide a key gateway into the site and could be delivered in sub-phases. The key features in this zone include:

- 13 hectares, delivering a mix of around 550 residential units;
- Affordable housing in accordance with adopted local planning policy requirements;
- Primary access taken from Heywood Old Road at the northern extent;
- A new gateway junction at Heywood Old Road designed to provide for movement throughout the whole allocation, providing connectivity to later phases, southern and eastern zones within the development;
- Off-site highway and junction improvements;
- Preferred location of a new 2-form entry primary school;
- A Local Centre, with community, healthcare and retail facilities;
- Specialist accommodation for elderly living;
- Green open space and recreation provision, including potential new sports pitches, neighbourhood play spaces and new linear greenways linked to active travel routes throughout the zone, connecting into the other two zones and beyond.

It is envisaged that this zone will accommodate a mix of homes, as well as the essential social and community infrastructure, including the preferred location for a new two form primary school and the Local Centre.

Development will be programmed to allow the completion of the spine road through this zone. The full spine road should be delivered as soon as practicable, in order to provide the necessary resilience and permeability throughout the site. This is not only critical to facilitate the level of development proposed, but also essential to facilitate public transport connectivity and active travel movement within and around the site.

8.3.3 Eastern Zone

Key features in this zone include:

- 11 hectares, delivering a mix of around 300 residential units;
- Affordable housing in accordance with adopted local planning policy requirements;
- Access taken from Heywood Old Road;
- Off-site highway and junction improvements;
- Green open space and recreation provision, including potential new sports pitches, neighbourhood play spaces and new linear greenways linked to active travel routes throughout the zone, connecting into the other two zones and beyond.
- The Eastern Zone could be brought forward as a standalone site. This part of the site sits entirely within Rochdale, but the site will need to contribute to the strategic infrastructure requirements of the whole allocation, including the education provision.



Figure 45: Indicative Phasing Plan

8.4 Summary

The approach to phasing set out in this SBDF is not intended at this stage to be chronological. Instead, the phasing and delivery approach outlined above reflects a natural and logical way the site will come forward physically given the spatial principles established by the SBDF and infrastructure integrated within it, coupled with the aspiration to deliver the site successfully.

Due to the scale and nature of the proposed uses and the timescales within which it is anticipated to be delivered, the SBDF needs to be robust as well as flexible. The SBDF provides suitable controls and principles to guide future proposals and to manage design qualities, whilst being able to adapt to changing market conditions, site constraints, and opportunities to accelerate delivery. The phasing and delivery strategy outlined does not restrict the potential for zones to be accelerated where opportunities arise, or where infrastructure needs to change or allow zones to be advanced earlier than currently envisaged.

The phased delivery of Simister Bowlee will be kept under review and will be informed by up-to-date evidence prepared to support future planning applications and the IPDS. Triggers for the strategic infrastructure will be determined through relevant and updated technical evidence.

The Councils will work with all partners and stakeholders to bring forward the delivery of strategic infrastructure and development in a coordinated manner that provides significant benefits to new and existing residents. This will include the Councils (or other public sector bodies) potentially using their statutory land assembly powers (including compulsory purchase powers) to enable and facilitate the delivery of this major opportunity.

8.4.1 Funding

A range of funding and delivery mechanisms will be required, including:

- **Planning conditions and Section 106 Agreements to secure on-site infrastructure:** to secure the delivery of on-site infrastructure required to deliver development.
- **Developer contributions secured via Section 106 and Section 278 Agreements to support off-site infrastructure:** Developer contributions and/or delivery of infrastructure off-site will be secured to assist in mitigating the impact of the development (or relevant phase of the development). In line with the CIL Regulations, contributions will only be sought where they are necessary to make the development applied for acceptable in planning terms and will be fairly and reasonably related in scale to the development.
- **Public sector funding:** Where appropriate, sources of public sector funding will be investigated to assist or accelerate the delivery of strategic infrastructure and development.

8.4.2 Equalisation

Equalisation is a mechanism to ensure the fair and proportionate distribution of the necessary costs of the strategic infrastructure, regardless of which specific parcel of land is used for what purpose. This approach seeks to avoid the costs falling disproportionately on early phases of development or being pushed back to later phases, which would be to the detriment of the comprehensive delivery of the site.

An equalisation approach will be followed for the site. This means that all development proposals within the site must contribute towards that infrastructure in a fair and proportionate manner.

Details regarding the mechanism for identifying fair and proportionate contributions will evolve through the IPDS and any associated documentation to support delivery of the site.

In line with the Planning Practice Guidance, land values within the site should reflect the requirement to fund strategic and plot-specific infrastructure and mitigation.

The IPDS will continue to be updated to reflect the costs of wider infrastructure requirements of the site as they are understood and will expand upon the approach to equalisation through the contributions to be sought.

Pre-application discussions with the councils will refine local infrastructure requirements, which will be additional to those site-wide strategic infrastructure requirements that all developments should contribute towards.



09

Sustainability Strategy

9. Sustainability Strategy

Greater Manchester's ambition is to become a carbon neutral city region by 2038. This ambition is supported by Bury and Rochdale Councils through a declaration of a climate emergency. Achieving this goal will reduce the need for buildings and homes to be retrofitted in future to achieve carbon neutral goals set by Greater Manchester and the UK.

9.1 Delivering Low Carbon, Sustainable Homes

Strategic Objective 7 of PfE 'playing our part in ensuring that Greater Manchester is a more resilient and carbon neutral city region' includes two specific themes of relevance to this Chapter which are to:



1. Promote carbon neutrality of new development by 2028; and



2. Improve energy efficiency and the generation of renewable and low carbon energy

The Simister Bowlee site provides an opportunity to support Bury, Rochdale and Greater Manchester's commitment to net zero through the implementation of the policies within PfE and the delivery of low zero carbon and highly sustainable homes.

This chapter focuses on the expectations and likely benefits from the Simister Bowlee site with respect to carbon, energy, resource efficiency and climate resilience which, collectively, would make a significant contribution to climate change mitigation and address the impacts of climate change. The specific policies within PfE that are relevant to this section and are considered in turn below are:

- Policy JP-S1: Sustainable Development
- Policy JP-S2: Carbon and Energy
- Policy JP-S3: Heat and Energy Networks
- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-S6: Resource Efficiency



9.2 Promoting carbon neutrality of new development by 2028

9.2.1 Carbon and Energy

Policy JP-S2 includes an expectation that new development will be net zero in a phased approach, unless it can be demonstrated that this is not practicable or financially viable:

- From adoption (2024) – regulated operational carbon emissions: When the amount of carbon emissions associated with the building's operational energy on an annual basis is zero or negative. A net zero carbon building is highly energy efficient and powered from on-site and / or off-site renewable energy sources, with any remaining carbon balance offset.

- From 2028 – the above plus all emissions 'in construction': When the amount of carbon emissions associated with a building's materials and construction stages up to practical completion is zero or negative, through the use of offsets. For clarity, construction carbon is defined as life stages A1-A5.

Policy JP-S2 takes the definition of Net Zero Carbon from the UK Green Building Council (UKGBC) Net Zero Carbon Buildings Framework (2019).

The UKGBC Framework is due to be superseded by the emerging UK Net Zero Carbon Building Standard (UK Net Zero Carbon Building Standard). Implications of this change will need to be considered once the UKNZCBS is launched.

The GMCA has published guidance on the application of its approach to net zero. These are considered in the following pages.

9.2.2 Net Zero in Operation

The GMCA Net Zero Design Guidance states that for Applicants to comply with Policies JP-S2 and JP-S3, all new buildings should be designed and built to be Net Zero Carbon in operation in compliance with the following where practical and viable:

- Fabric efficiency
  - Space heating demand of ≤20kWh/m2/year for houses
  - Space heating demand of ≤15kWh/m2/year for flats
- Energy use and carbon emissions
  - BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 –reduction of energy use and carbon emissions' credit issue is achieved, rising to BREEAM 'Outstanding 'equivalent from 2028.
- Energy Use Intensity (EUI)
  - EUI of ≤35kWh/m2/year for TANZ homes only
  - EUI to be calculated using appropriate methodology e.g. CIBSE TM54
- No fossil fuels and low carbon heat
  - The energy strategy will be all-electric to ensure that energy demand is met through the increasingly decarbonising electricity grid.

  - It is expected that heat pumps will be used to deliver the space heating and cooling demand.

- On-site renewable energy generation and energy balance
  - Roof mounted solar photovoltaics will be prioritised.
  - Residential development should aim to provide PV equivalent to 40% footprint area.
- Offsetting (as last resort)
  - To be used where practical and viable via a fund which will be developed by Bury and Rochdale Councils.
  - It is not expected that emissions associated with unregulated energy will be offset.

Additional requirements listed within the GMCA Net Zero Design Guidance include:

- Upfront embodied carbon reporting (See Net Zero in Construction below)
- Overheating risk reduction
  - Residential uses should avoid mechanical cooling
  - Non-residential uses should pass CIBSE TM52
- Reporting energy consumption in-use

As the GMCA Net Zero Design Guidance is not incorporated into PfE, the targets included are aspirational but will be used to guide the design and construction of new developments. The exception is the space heating demand targets, which are included within Policy JP-S1 as best practice thresholds and will be applied where practical and viable.

9.2.3 Net Zero in Construction

The GMCA Net Zero Design Guidance includes aspirational targets for residential development as follows:

- 500kgCO2/m2 for homes
- 600kgCO2/m2 for flats

No targets are provided for non-residential development.

Reductions in construction carbon will focus on material efficiency (e.g. 'use less') in the first instance.

9.2.4 Carbon Offsetting

Where a development cannot achieve net zero requirements or targets, carbon offsetting will be considered; this involves a financial contribution to mitigate or compensate for the effects of unavoidable carbon emissions by investing in an off-site scheme which reduces or removes greenhouse gases elsewhere, such as tree planting or renewable energy.

In collaboration with the GMCA, Bury Council is developing a Carbon Offset Fund to enable applicants to contribute to and achieve Net Zero Carbon where practical and viable.

9.3 Improving energy efficiency and the generation of renewable and low carbon energy

9.3.1 Heat and Energy Networks

Simister Bowlee falls within the Northern Gateway Heat and Energy Network Opportunity Zone. As part of any planning applications, a Low Carbon Heat Appraisal will be prepared setting out a comparative analysis of feasible heating systems, and proposals for a heating strategy which is practical and delivers carbon savings over the course of its operation. If the Applicant can demonstrate that an alternative energy strategy will deliver the same or greater carbon savings and / or financial savings or such network connection would not be practicable or financially viable, then this will be considered.

Opportunities for smart energy networks should also be considered, including:

- Energy demand and generation balance
- Energy storage
- Microgrid(s), and
- Electric vehicle charging strategy.

9.3.2 Resource Efficiency

Circular economy is a key part of GM's ambition to be a carbon neutral and leading green city region by 2038, and Northern Gateway will have a role in supporting this.

PfE Policy JP-S6 (Resource Efficiency) requires development to use sustainable design and construction techniques to reduce carbon emissions, adapt and future proof to the impact of climate change, reduce and recycle waste and minimise water use.

It is expected that circular economy measures implemented in the development will include, but are not limited to:

- Material efficiency, minimising the quantity of materials used in construction
- Use of recycled materials and materials with a high recycled content
- Use of materials which can be repurposed or recycled at end of life
- Resource (energy and water) efficiency measures during construction and operation, and
- Reduction of waste generated during construction and operation, and diversion of residual waste from landfill

9.3.3 Climate Resilience

GM will experience changes to the climate in the future, including:

- Increased annual temperatures
- Increased winter rainfall, and
- Decreased summer rainfall.

Impacts associated with these changes to climate and measures to mitigate them are set out within PfE Policy JP-S4. Development will need to demonstrate how climate adaptability and resilience measures have been incorporated through design measures which are appropriate for Simister Bowlee. Design measures expected to be implemented on site include:

- Reducing overheating risk through passive measures in the first instance, using active cooling where necessary.
- Reducing flood risk through Sustainable Drainage Systems (SuDS), without significantly increasing embodied carbon emissions.
- Incorporating green and blue infrastructure to mitigate overheating, flood risk, and contribute to biodiversity.
- Minimising water use during operation through reducing water demand and incorporating rainwater or greywater harvesting, and
- Appropriate landscaping strategy which suits current and future climate scenarios and doesn't rely on mechanical irrigation.

9.3.4 Environmental Accreditation

PfE Policy JP-S2 requires any non-residential development should achieve a minimum of BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 – reduction of energy use and carbon emissions' credit issue, rising to BREEAM 'Outstanding' equivalent from 2028.

BREEAM provides a holistic approach to demonstrating sustainability, including categories in Energy, Water, Materials, Waste, and Pollution. The assessment process provides a robust approach to carbon and energy, resource efficiency, and climate resilience.

Applicants are therefore encouraged to pursue certification under BREEAM for non-residential uses over 1,000sqm.

Where feasible and viable, additional accreditation is encouraged to demonstrate the sustainability credentials of the site.

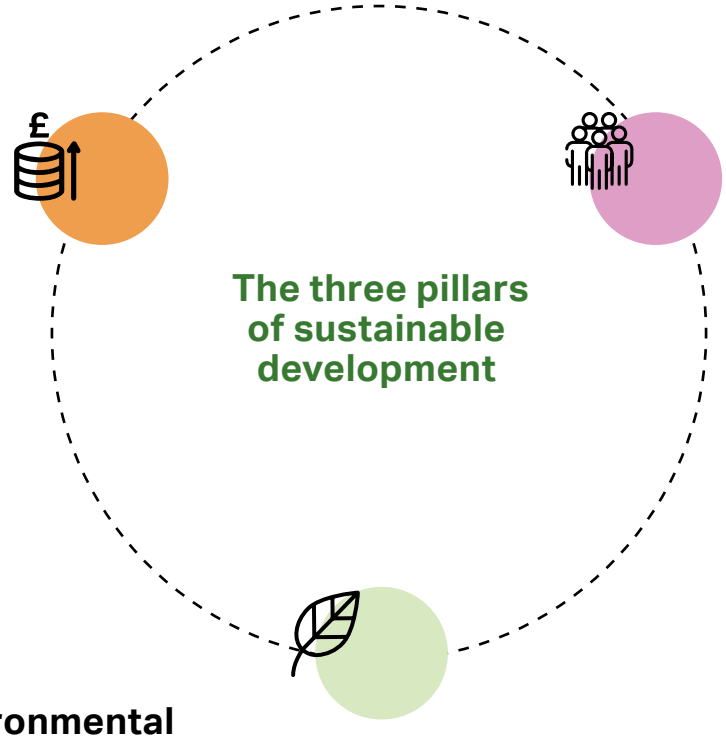


10

The Benefits

10. The Benefits

The proposals will bring a range of benefits that will embrace the three pillars of sustainable development:



Economic

The development of the site will boost the Greater Manchester economy and support the world class employment opportunity at JPA1.1, by delivering the type and quality of homes that will underpin long term growth and retain skills in the north of the conurbation.

Social

Delivering inclusive development that provides the types of market and affordable homes to meet local needs, alongside community infrastructure that will improve access to amenities and support the growth of the local population.

Environmental

Ensuring the development will maximise opportunities for biodiversity enhancement, creating a comprehensive green infrastructure network and ensuring that the objective of net zero carbon for both the development and the Greater Manchester area is integral to the design from the outset.

10.1 Economic Benefits

Due to its scale and importance, the development of the site would have significant economic benefits, from its construction, occupation and in the catalytic impact it would have within Bury and Rochdale, Greater Manchester and the wider region. The key economic benefits of the scheme include:



During Construction

- 1,815 'person years' of construction employment created, equating to an average of 115 FTE on and off-site construction jobs per year assuming an indicative 16 year build stage.
- 120 net additional FTE positions supported each year across the North West, via indirect and induced employment effects
- £146 million net additional GVA contribution to the North West's economy over the 16 year construction build period; and
- The potential to support approximately 45 construction apprenticeships in their entirety (with each being 3 years long).

During the Occupation of the Development

- 80 gross FTE jobs supported on the site once it is complete and fully operational.
- 1,680 working age, economically active and employed residents would occupy the new homes, generating a combined additional gross income of up to £53 million per annum, which would support an additional 215 retail and leisure-related employee jobs in the local area.
- An additional £4.65 million in collective Council Tax payments and £50,000 in business rate revenue per annum, for collection by Bury and Rochdale Borough Councils, to support local services across the Councils.

Wider Catalytic Effects

- Underpinning employment growth across the north of Greater Manchester by providing the type, quality and spatial distribution of homes in the region that will allow it to capitalise on its key strengths, growth potential and emerging industries in the Atom Valley MDZ.
- Providing the quality of housing and community infrastructure that will underpin the retention of skilled workers and support jobs in the north east growth corridor, and particularly at the world class employment destination at JPA1.1.

10.2 Social Benefits

The delivery of the site will have clear social benefits for existing and future residents, in terms of providing better choice, improving access to amenities and meeting a variety of identified housing needs. The key social benefits include:



- Delivering high quality market homes, with a range of types and tenures, to meet the needs of existing and future employees.
- Delivering affordable homes in accordance with local policy, to help meet housing needs.
- Delivering a new primary school; and other community infrastructure, including a Local Centre with flexible uses, new retail and community uses, active travel infrastructure and public open spaces. Collectively this benefit and support existing and future populations.
- Delivering new and accessible multifunctional open spaces, amenity spaces and green infrastructure to benefit existing and future residents and to improve connectivity surrounding communities and encourage healthy and active lifestyles.
- Providing a highly permeable settlement layout with continuous routes throughout the site that seeks to improve connections to, and between, existing and future communities.
- The provision of improved bus services and connectivity to key destinations, including the JPA1.1 employment site and Manchester.

10.3 Environmental Benefits

Development of the site will support the environmental pillar of sustainability through the application of key PfE policies in relation to sustainable development, carbon and energy efficiency, green infrastructure, landscape, biodiversity and heritage.

The development of the site has the potential to significantly uplift the biodiversity, accessibility and overall enjoyment and environmental value of the site; as well as embedding climate resilience and energy efficiency in the fabric of design. Key environmental benefits include:



- Seeking to achieve net zero carbon emission buildings in construction and operation, in line with the policy requirements of PfE Policies JP-S1 and JP-S2.
- Delivering a development which is adaptable and resilient to climate change and limits environmental impacts to biodiversity, building occupants, and the local community.
- Delivering an uplift in biodiversity which would, as a minimum, meet the 10% net gain requirement.
- The provision of multi-functional green infrastructure and open space that will benefit existing residents and create new green corridors through the site.
- The protection and enhancement of existing features of the site that add value, including mature trees, hedgerows and woodland.



Figure 46: Views across to the Manchester city skyline from the site



11

Social Value Strategy

11. Social Value Strategy

Social value is about the positive impacts that can be delivered in society and is measured by the actions taken to improve community benefit. There are notable inequalities within Bury's and Rochdale's communities around levels of deprivation; health and life expectancy; employment; and educational attainment. Requirements for social value in planning have the power to unlock additional community benefit from the development which can contribute towards addressing some of the deep-rooted inequality issues.

11.1 Social Value

To help to address issues around inequalities and ensure local communities benefit, it will be necessary for new development on the site to take all practicable measures to maximise its wider social value and its contribution to social inclusion. Opportunities to deliver social value through new development arise in both the construction and operational phases.

A key aspect of this is economic inclusion and ensuring that local residents and existing communities have the opportunity to share in the benefits of development and economic growth. For example, new development that includes effective initiatives around economic inclusion could help residents into employment and/or training. Such initiatives would help to tackle deprivation by raising people out of poverty and reducing inequalities, whilst benefiting the development directly through improved access to a larger, healthier and more highly skilled labour supply.

Developers will be expected to produce a Social Value Strategy which sets out how social value and social inclusion will be maximised, securing the implementation of suggested measures and enabling the public to understand the positive impact that new development will have on their neighbourhood and community.

The Council will positively engage in the production and implementation of developer-led Social Value Strategies, but the involvement of other stakeholders, including local residents, is also strongly encouraged in order to maximise their impact and the acceptance of new development.

Bury and Rochdale Councils approved the implementation of a Northern Gateway Social Value Strategy (NGSVS) and accompanying Delivery Plan in November 2025. The NGSVS aims to align the social value priorities of public sector organisations involved in the development and / or delivery of Northern Gateway and ensure that any social value outputs create positive social, environmental and economic impacts for the communities within Bury and Rochdale. The Councils are committed to working with external bodies involved in activity specific to the site and, as such, liaison with the Councils should take place during the production of developer-led Social Value Strategies to ensure alignment with wider social value activity across Northern Gateway.



12

Monitoring and Review

12. Monitoring and Review

The SBDF provides a clear vision for the delivery of the Simister and Bowlee (Northern Gateway) site. However, if circumstances change and have implications for the vision, design and development principles set out in this document, then a review of this document will be appropriate.

The scope and content of any review would be agreed between the councils and the updated SBDF SPD would be subject to a proportionate statutory and/or public/ stakeholder consultation prior to being finalised.

Bury Council
ROCHDALE BOROUGH COUNCIL

Agenda Item 8

Classification: Open	Decision Type: Key

Report to:	Overview and Scrutiny (29th June 2026) and Cabinet (30th June 2026)	**Date:** 30 June 2026
Subject:	Walshaw Development Framework	
Report of	Leader of the Council	

Summary

1. This report sets out the results of the consultation on the draft Walshaw Development Framework Supplementary Planning Document ("SPD") and seeks approval for the final SPD to be adopted.

Recommendation(s)

2. It is recommended that Overview and Scrutiny:

   i. Note the responses to the public consultation and proposed post consultation revisions set out in Appendix 1 and Appendix 2 to this report.

3. It is recommended that Cabinet:
   i. Note the responses to the public consultation and proposed post consultation revisions set out in Appendix 1 and Appendix 2 to this report;
   ii. Approve the revised SPD as the final version to be adopted and published;
   iii. Delegate authority to the Executive Director (Place) to make any minor, non-material editorial amendments to the SPD ahead of its final publication.

Reasons for recommendation(s)

4. The adoption of the document will establish a framework against which future planning applications on the site will be considered, sets out high level design and development principles for the site and an approach to the delivery and phasing of infrastructure on and off site.

Alternative options considered and rejected

5. No other options were considered/were applicable.

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Department: Place
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Background

6. The Places for Everyone Plan (PfE) is a joint development plan document of nine of the ten Greater Manchester authorities (excluding Stockport MBC) which was adopted on 21st March 2024.

7. It is a long-term plan for jobs, new homes and sustainable growth which allocates large strategic sites for employment and housing. This includes the residential allocation at Walshaw (PfE Policy JPA9). The site is one of Bury's residential allocations and offers the opportunity to delivery high quality new homes in North Bury.

8. The Walshaw site is a housing-led development opportunity that will deliver:

- 1,250 new homes
- Affordable housing in line with policy (currently 25% equating to around 300 affordable homes)
- Specialist and older persons accommodation
- A new two-form entry primary school
- New local community and retail facilities to serve the needs of the new residents (and existing residents)
- A new through road within the site to provide access throughout the site and enable active travel movement.
- Off-site highway works to mitigate for the development
- Active Travel network including cycleways and pedestrian links
- Green infrastructure including public open space, sports facilities and playgrounds
- Ecological mitigation and biodiversity net gain.
- Surface water attenuation, SuDS and measures to protect hydrology and water quality

Walshaw Development Framework

9. Following its adoption on 21 March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan alongside the saved policies of the Unitary Development Plan (UDP) and the Greater Manchester Joint Minerals and Waste Plans.

10. A key requirement of PfE Policy JPA9 is that any proposals within the Walshaw allocation must be in accordance with a comprehensive

masterplan that has been approved by the Local Planning Authority and 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 PfE Policy JP-D1 'Infrastructure Implementation'.

11. The Walshaw Development Framework (WDF) has been prepared by Bury Council with technical input from the Walshaw Consortium as the main site promoter and input from other landowners/stakeholders.

12. The document is being prepared as a Supplementary Planning Document (SPD) which build upon and provide more detailed advice or guidance on policies in an adopted development plan. SPDs can be used to provide further guidance for development on specific sites, or on particular issues.

13. As they do not form part of the development plan, SPDs cannot introduce new planning policies into the development plan. However, they are a material consideration in the decision-making process when determining particular planning applications.

14. The intention is that the WDF will be a mechanism to help identify, shape and guide the comprehensive development of the site. Its purpose is to establish strategic overarching principles, define spatial priorities and provide some additional high-level clarity around matters such as land use, connectivity, design quality, infrastructure requirements, sustainability and placemaking objectives.

15. The WDF is therefore intended to guide future development in a coordinated way and ensure that proposals come forward in accordance with the wider strategic vision and adopted policy objectives.

16. Whilst it provides more detail than what is set out under PfE Policy JPA9 it is important to recognise that the WDF is a strategic-level document.

17. Planning applications will be required to provide more detailed evidence and clarity on a range of issues, including those that are set out in the WDF. The strategic direction, indicative layouts and policy position in the WDF would be fully tested at the planning application stage. This includes providing detailed design information, technical assessments, environmental considerations, access arrangements, landscaping, infrastructure delivery, viability considerations and other supporting evidence necessary to demonstrate that development can be delivered appropriately and in accordance with planning policy.

18. In this way, the process moves from high-level strategic policy and site-wide principles through to the detailed assessment and determination of individual development proposals. The indicative nature of certain elements of the WDF

at this current strategic stage reflects established planning process and does not preclude the need for detailed technical assessments at the planning application stage.

Summary of Consultation and Responses

19. On the 11th February, Members approved a draft WDF for consultation purposes. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Council's Statement of Community Involvement, consultation was subsequently undertaken over a six-week period running from 13th February 2026 to 27th March 2026 to establish stakeholder views on its content.

20. In Bury, all relevant documentation was available for inspection on the Council's website, copies of the document were made available for inspection in the reception area of the Town Hall; and at local libraries and the Tottington Centre. Letters/emails were also sent to all contacts on the Strategic Planning consultation database, posters were placed in key locations and the consultation was also advertised via social media platforms. A number of drop in events were also held in February.

21. The consultation generated a total of 176 responses specific to the WDF. A further 42 joint responses were submitted which were a combined response to the Elton Reservoir, Walshaw and Simister Bowlee Development Frameworks A summary of these comments and the Council's response to them are set out in the Consultation Statement at Appendix 1 to this report. In summary the main issues raised were as follows:

- Development in the Green Belt – comments relating to the principle of residential development on the site.

- Outdated evidence base – comments seeking updated evidence relating to flood risk assessments and ecological assessments.

- Consultation Process – Comments stating that the consultation process is perceived as inadequate and lacking transparency.

- Transport and Highways – Comments relating to the capacity of the road network and the transport impacts are severe and insufficiently mitigated. Concern about air quality impacts associated with increased traffic.

- Green Belt, Environment & Ecology – comments relating to the loss of Green Belt, open countryside and ecology with insufficient mitigation

- Flood Risk and Drainage – comment relating to existing flooding issues, concerns that development will increase surface water runoff and overload already stretched drainage and sewer systems.

- Services (Schools and Healthcare) – Comments suggesting that existing provision is already at/near capacity and there is a lack of firm, funded delivery plans or timelines for new infrastructure.

- Open Space and Wellbeing - Comments stating that existing residents would lose access to valued open space.

- Housing Scale, Density, Design and Impact on Existing Residents – Comments stating that the development is out of character with surrounding areas and the development framework does not adequately comply with PfE Policy JPA9 requirement to protect existing amenity.

- Impact on Existing Businesses – Concern regarding the impact the new road and a potential change to the Booth Street/Church Street/Scobell Street junction will have on existing businesses.

- Affordable Housing – Concern that development will not delivery genuinely affordable housing.

- Christ Church - Comments regarding the linkages to Christ Church.

- Failure to Prioritise Brownfield Land – comments relating to why brownfield sites are not being built on.

- Policy and Evidence Concerns – comments regarding compliance with the NPPF and PFE

22. A significant number of comments objected to development in the Green Belt whereas the Walshaw site was removed from the Green Belt and allocated for housing following the adoption of PfE in March 2024. PfE was subject to a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including extensive objections on the site allocations). A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared, justified, effective and consistent with national policy. The legal outcome of that process removed the site from the Green Belt and the principle of residential development on the site at Walshaw is therefore not a debate that can be re-opened.

23. In addition, a significant number of comments related to the lack of evidence supporting the WDF. At this stage of the planning process the evidence is proportionate to the fact that the WDF is still a strategic plan that provides an indicative layout. Planning applications within the site will need to provide

detailed and up-to-date evidence. This will include Transport Assessments to assess the impact of development on the highways network, ecology surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation measures are put in place and flood and drainage strategies to ensure that any flood risk issues are addressed and mitigated for.

24. The Councils have sought to provide a proportionate and accessible programme of engagement on the Development Framework within a defined statutory timeframe. Consultation has been undertaken in a structured and professional format and in accordance with relevant Regulations and the Statement of Community Involvement.

25. The amendments made to the WDF have focussed on dealing with specific responses relevant to the document itself as the principle of residential development on the site has already been established and is not a matter for the WDF or the consultation process. Likewise, updated evidence will be available to review when planning applications are submitted.

26. The consideration of these comments led to the conclusion that the WDF would benefit from a number of changes prior to it being formally adopted. In particular:

- Chapter 7 (Access, Highways and Movement) has been amended to strengthen the wording in terms of how Transport Assessments should consider the access, highways and active travel strategy and include detailed technical assessment and feasibility work and that the Local Highways Authority must fully agree the transport measures, interventions and mitigation required.

- Chapter 7 (Ecology) – This section has been amended to state that an overarching ecological framework strategy for the site will be prepared to establish the approach to habitat retention, creation, enhancement, ecological connectivity, Biodiversity Net Gain, recreational management and long-term stewardship across the site. This will ensure that individual phases of development will contribute towards a co-ordinated ecological strategy.

- Chapter 7 (Flood Risk and Drainage) – additional wording has been added to ensure a site wide flood and drainage strategy for the site is prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan and with engagement from United Utilities and Bury Lead Local Flood Authorities.

- Chapter 7 (Health) refers to the provision of land for a healthcare facility or the improvement of off-site primary care facilities to cope with the needs generated by the development.

- Chapter 8 (Phasing and Delivery Strategy) - Healthcare has been identified as a separate standalone infrastructure category and the requirement for financial contributions if on-site provision is not feasible has been added to the table. The trigger for this requirement is to be determined through up-to-date needs assessments and capacity assessments.

- Chapter 7 (Design) - additional text which requires new development to ensure there will be no unacceptable adverse impacts on the amenity of the surrounding area.

- In order to provide clarity, a glossary has been added to the document. This includes a definition of affordable housing which is consistent with the definition in national planning policy.

- Chapter 6 (Masterplan) – a new pedestrian link from Christ Church into the new development has been added to the masterplan.

- The introduction to the WDF, introduction to Chapter 7 and sections relating to Access, Highways and Transport, Ecology, Open Space, Sport and Recreation and Flood Risk and Drainage, 7.3, 7.4, 7.6 and 7.10 to strengthen the requirement for site-wide evidence to accompany planning applications.

- More clarity in the introduction on the scope and purpose of the WDF SPD and specifying matters that are more appropriate for the planning application e.g. submission of more detailed evidence to the support any planning application.

- A glossary has been added in to help to explain a number of terms and references within the WDF which makes it easier to understand.

- Other specific changes relating to wording in the text and on plans to improve clarity and accuracy.

27. The updated version of the WDF SPD is attached at Appendix 2.

Links with the Corporate Priorities:

28. Places for Everyone forms part of Bury's statutory development plan. It sets out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities

Equality Impact and Considerations:

29. The analysis has considered the impacts of this activity across all characteristics, the analysis has identified that the impacts are neutral with planned mitigations and there are no equalities concerns at this stage. EQIA will be kept under review for the duration of this activity.

Environmental Impact and Considerations:

30. Environmental impacts and concerns will be assessed and monitored as project delivery commences and will be in-line with existing Council policies. The Walshaw Development Framework will seek to meet policy requirements, including physical, social and environmental impacts including biodiversity net gain

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The post consultation amendments are not accepted.	The amendments are a result of public consultation and having considered the responses received.
The final WDF is not approved.	A previous Cabinet report approved the draft WDF. The final WDF has been amended in responses to comments received and updated information which has become available.

Procurement Implications:

31. Any future sourcing of developers or contractors must be compliant with the Procurement Act.

Legal Implications:

32. The preparation, consultation and adoption of an SPD must be undertaken in accordance with the provisions of the Town and Country Planning (Local Planning) (England) (Regulations) 2012 (as amended). The Council is satisfied that the consultation exercise undertaken on the SPD was comprehensive and in excess of the minimum requirements of the regulations in terms of the time during which consultation was undertaken and the means via which it was undertaken. The amendments made to the SPD arising from consultee comments received confirms the robustness of the consultation

exercise undertaken and when considered in conjunction with the Appendix to this report and the recommendations contained herein.

Financial Implications:

33. There are no direct financial implications resulting from the adoption of the SPD.

Appendices:

Appendix 1 – WDF Consultation Statement

Appendix 2 – Revised Walshaw Development Framework Supplementary Planning Document.

Background papers:

None.

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

Term	Meaning
SPD	Supplementary Planning Document
PfE	Places for Everyone

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Walshaw Development Framework

Consultation Statement

June 2026

Bury Council

1. Introduction

1.1 Bury Council is preparing a Walshaw Development Framework (WDF) Supplementary Planning Document (SPD).

1.2 The draft WDF has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.3 Regulation 12(a) requires the Council to produce a consultation statement before adoption of the SPD. This statement must set out who was consulted, a summary of the issues raised, and how these issues were incorporated into the SPD.

1.4 Regulation 12(b) requires the Council to publish the documents (including a 'consultation statement') for a minimum of 4-week consultation, specify the date when responses should be received, and identify the address to which responses should be sent.

1.5 Regulation 13 stipulates that any person may make representations about the draft SPD and that the representations must be made by the end of the consultation date referred to in Regulation 12.

1.6 Regulation 12 states that when seeking representations on an SPD, documents must be made available in accordance with Regulation 35. This requires the Council to make documents available by taking the following steps:

- Make the document available at the principal office and other places within the area that the Council considers appropriate; and
- Publish the document on the Council's website.

1.7 This Consultation Statement sets out the extent of the consultation and engagement undertaken on the draft WDF during its preparation, highlights the issues raised and how the draft document was amended to reflect the issues raised.

2. Engagement during the preparation of the draft WDF

2.1 The role of the draft WDF is to effectively bridge the gap between the allocation of the site in Places for Everyone (PfE) and the subsequent detail of the development that will emerge through planning applications on the site.

2.2 The preparation of the draft WDF and its supporting evidence has enabled key issues to be identified and addressed to the satisfaction of all parties at an early stage in the planning process. Fundamentally, the draft WDF establishes the parameters against which future planning applications will be considered and identifies the necessary infrastructure required to support the development of the site.

2.3 The draft WDF has been prepared by Bury Council with technical input from the Walshaw Consortium as the main site promoter and input from other stakeholders, including Transport for Greater Manchester (TfGM). This engagement helped to identify and understand expectations and key issues around the delivery of the site during the early stages of preparing the draft WDF.

2.4 The following table sets out the key issues raised during the internal engagement and how these have been addressed in the draft WDF.

Issue	How was this incorporated into the draft SPD
How will development be phased within the allocation?	Reflected in draft WDF which identifies that development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach which is responsive to opportunities. This approach does not restrict the potential for later phases to be accelerated where opportunities arise, or where infrastructure allows certain phases to be advanced, earlier than currently envisaged.

When will the infrastructure be delivered	Reflected in draft WDF which specifies that infrastructure will be co-ordinated with the delivery of new homes and will be subject to triggers for implementation of infrastructure.

3. Screening Assessments

Strategic Environmental Assessment (SEA) Screening

3.1 A Screening Statement has been prepared to determine whether a Strategic Environmental Assessment (SEA) would be required for the draft WDF. As required by the relevant regulations The Council consulted Natural England, Historic England and the Environment Agency over a four-week period (14th October 2025 – 18th November 2025) to seek their views on the conclusions of the SEA Screening Assessment.

3.2 Responses were received from all three bodies, all of whom agreed with the Council's that the above assessment would not be required to accompany the SPD.

Habitats Regulations Assessment (HRA) Screening

3.3 The Greater Manchester Ecology Unit (GMEU) were consulted on 14th October 2025. GMEU agreed with the Council's conclusion that the draft WDF would not require a full HRA.

4. Consultation

4.1 The draft WDF SPD was approved for consultation by Bury Council's Cabinet on the 11th February 2026. A six-week period of consultation on this draft subsequently took place over a six-week period running from **Friday 13th February 2026**, running until **Friday 27th March 2026.**

4.2 All relevant documentation was available to view on the Council's website, copies of the document were made available for inspection electronically at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal working hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details). Paper copies of the draft WDF were also available in these locations.

4.3 The Walshaw webpage on Bury Council's website received 1,612 views whilst the general PfE Strategic Sites page received 2,568 views.

4.4 Social media was utilised to promote the consultation, engagement events and the availability of detailed information on the council's website.

4.5 Bury Council posted 13 times of Facebook and X (formerly Twitter) from 13 February to 27 March 2026.

4.6 On Facebook, there were 38,408 views across all 13 posts. The highest performing post achieved 17,515 views with an engagement rate of 14.97%. In terms of engagement rate on Facebook, this ranged from 1.83% (good) to 14.97% (excellent). On X the engagement ranged from 2.17% (good) to 11.3% (excellent). Impressions (on-screen appearances) across all posts totalled 4,340 with an average of around 250 per post

4.7 Contacts on Bury Council's consultation database were notified directly of the consultation. Posters and leaflets were distributed in key locations. The Council also held three drop-in events, where Planning Officers were available to answer questions on the draft WDF. These were held on:

- Tuesday 24th February – Radcliffe Market – 4-8pm
- Wednesday 25th February – Elton High School – 4-8pm
- Thursday 26th February – Parrenthorn High School – 4-8pm

4.8 A total of 286 people attended the drop-in sessions. The key purpose of the drop-ins was to give residents an opportunity to view the material early in the consultation programme, ask questions of officers, and receive guidance on how to submit formal written representations.

4.9 Comments were encouraged to be submitted online via Bury Council's website www.bury.gov.uk/strategicsites

4.10 Responses by email were requested to be sent to strategicsites@bury.gov.uk

4.11 Alternatively, responses could be returned by post to the following address:
Strategic Planning and Infrastructure
2nd Floor
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

4.12 Those requiring further information on the draft WDF were asked to contact a member of Bury's Strategic Planning and Infrastructure team on 0161 253 5550 or email strategicsites@bury.gov.uk

4.13 Examples of the consultation materials are included in Appendix 1.

5. Representations

5.1 Bury Council received 176 responses to the draft Walshaw Development Framework. 98 of these responses were received via the on-line consultation portal, 78 responses were received via email and post.

5.2 A further 42 joint responses were submitted which related to the Elton Reservoir, Walshaw and Simister Bowlee Development Frameworks.

5.3 A summary of the issues raised during the formal consultation period and informally at the drop in sessions is provided in section 6 of this statement. Details of how the Council has responded to those issues in the preparation of the final WDF is also provided below.

6. Summary of the main issues raised during the consultation

Principle of Development

6.1 A significant number of comments related to the perception that the site was still located in the Green Belt. The Walshaw site has already been removed from the Green Belt and allocated for housing through the Places for Everyone Joint Plan (PfE). PfE was subject to a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including extensive objections on the site allocations); asked detailed questions about key aspects of the Plan including each proposed allocation; and held in-person Examination sessions where interested parties could respond to key Matters, Issues and Questions raised by the Inspectors.

6.2 A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared, justified, effective and consistent with national policy. The legal outcome of that process removed the site from the Green Belt and it is now an established site for housing development. The principle of residential development on

the site at Walshaw is therefore not a debate that can be re-opened. All the supporting evidence relating to Places for Everyone is available at https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/strategic-planning/places-for-everyone/

Evidence that Supports the WDF

6.3 In addition, a significant number of comments related to the lack of evidence supporting the WDF. At this stage of the planning process the evidence is proportionate to the fact that the WDF is still a strategic document that provides an indicative masterplan for the site. It drew on evidence that supported the allocation of the site in PfE. Planning applications within the site will need to provide detailed and up-to-date evidence, demonstrate consistency with the WDF, and demonstrate that they would not compromise the comprehensive development of the whole site. This will include a site-wide Transport Assessment to consider the impact of development on the highways network, ecology surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation measures are put in place; a strategy for the delivery of play and greenspace across the site; and flood and drainage strategies to ensure that any flood risk issues are addressed and mitigated for.

6.4 In response to this, the The WDF has been updated in the introduction to the WDF, objectives of the WDF, introduction to Chapter 7 and sections relating to Access, Highways and Transport, Ecology, Open Space, Sport and Recreation and Flood Risk and Drainage to strengthen the requirement for site-wide evidence to accompany planning applications..

6.5 The amendments made to the WDF have focussed on dealing with specific responses relevant to the document itself as the principle of residential development on the site has already been established and is not a matter for the WDF or the consultation process. Likewise, updated evidence will be available to review when planning applications are submitted.

Key Issues Raised in Consultation

6.6 The following highlights the key issues raised in response to consultation on the draft WDF and the Council's response to these.

Comments Received – Transport and Highways

- Concern that the surrounding roads are already congested and unsuitable for expansion (Walshaw Rd, Booth St, Tottington Rd, Bury Bridge)

- Concern that the development will:
    - Add thousands of extra vehicles to the road network
    - Increase rat-running through residential streets
    - Create safety risks (blind junctions, narrow roads, school traffic)

- Concern that potential realignment of Church Street/Booth Street is unworkable and could have significant consequences for residents including the re-routing of the 480 bus route.

- Concern that the through-road will worsen congestion and not solve it

- Concern that the public transport improvements (bus/links to the new Metrolink stop at Elton) are insufficient or unrealistic.

- Concern with traffic counts undertaken to date

- Concern about air quality impacts associated with increased traffic.

- Concern about the delivery and timing of infrastructure, particularly the through road and equalisation mechanisms.

Council Response – Transport and Highways

- As one of the allocations within PfE, the transport implications of Walshaw were considered in a strategic transport model commissioned by TfGM. Locality Assessments, which took account of the findings of the modelling, were prepared for each allocation. The Locality Assessment for Walshaw considered the likely traffic implications along with mitigation measures including the new through road, bus services improvements and active travel measures. These remain an important part of the evidence base for the WDF.

- The Council has prepared the Bury West Transport Framework to establish clear priorities for transport investment as part of the delivery of growth in Bury West including the Walshaw site. The Council has also commissioned further detailed transport modelling work which will form a baseline for the consideration of proposals in the area including at Elton Reservoir and Walshaw.

- As the site comes forward with planning applications, more up to date and detailed transport modelling will be required to be undertaken

through a Transport Assessment (TA) which will form part of the supporting documents for the application.

- The TA will need to address assess the impacts on traffic and consider alterations and/or mitigations to ensure that the proposal is acceptable in highways terms having regard to the network and highway safety. In assessing planning applications regard will be had to the Transport Assessment and any necessary mitigations to make the proposal acceptable in highway and planning terms.

- As well as dealing with the type and volume of traffic any TA or proposed layouts would need to address highway safety for all users. This would need to take into account highway safety around existing and proposed schools where relevant to the assessment.

- To accommodate the through road, the junction with Booth Street, Scobell Street and Church Street will need to be realigned. At this stage, it is envisaged that could involve re-routing traffic from Church Street onto the new road and then onto Booth Street. However, this is an indicative proposal which has not been subject to detailed highways modelling. If this is a proposal that was progressed, it would be subject to detailed scrutiny through the planning application process in conjunction with TfGM.

- Any potential changes to bus routes including the 480 would be considered by TfGM when reviewing proposals for the detailed road layout which will be subject to future planning applications.

- The Development Framework states that rat running must be avoided and any proposed north-south estate roads shall not be fully connected unless or until the full strategic through road is operational.

- Continuing to only promote options that support car users will further undermine reliable bus operation and therefore a balanced, sustainable transport strategy for the site is planned. Due to the balanced, sustainable transport strategy planned for the site, and in accordance with national and PfE policy, as part of all planning applications the developer will need to start with a vision of what the development/allocation is seeking to achieve and then test a set of scenarios to determine the optimum design and transport infrastructure to realise this vision.

- The Bury West Transport Framework highlights the key transport challenges and opportunities associated with both the Elton Reservoir and Walshaw sites and establishes the principles that will shape how

people move within, to and from the new residential developments at Elton Reservoir and Walshaw. It identifies a programme of transport interventions which prioritises sustainable transport to facilitate the development and ensure that new homes and associated supporting infrastructure are accessible, well-connected, and environmentally responsible.

- TfGM review all Transport Assessments and this includes traffic counts. TfGM advise the Council if there are concerns with the data provided.

- All planning applications will need to be accompanied by an Air Quality Assessment, in accordance with PfE Policy JP-S5 so that any adverse impacts on air quality can be fully assessed and development will only be permitted where they are acceptable and/or suitable mitigation can be provided.

- Delivery and timing of infrastructure, particularly the through road will form part of the Infrastructure Phasing and Delivery Strategy. This is a live document which will be updated and reviewed as plans, evidence and costs are made available. The WDF states that an equalisation approach will be followed however the mechanisms for identifying contributions will evolve through the IDPS.

Proposed Amendments – Transport and Highways

- Chapter 7 - Access, Highways and Movement has been amended to strengthen the for site wide Transport Assessment which should fully consider the cumulative impact of other proposed development in the area, access, highways and active travel and include detailed technical assessment and feasibility work.

Comments Received - Green Belt, Environment & Ecology

- Strong objection to loss of green belt and open countryside and re-naming the land as grey belt.

- Concerns that:
  - There will be a disruption of wildlife corridors
  - Wildlife habitats will be lost (deer, birds, bats, etc
  - Achieving 10% Biodiversity Net Gain is doubtful
  - Ecological surveys are inadequate or misleading

- Concern that allotments are shown on land outside the allocation.

- Request that climate change is included in the vision, strategic objectives and design principles

- Request that in Chapter 7 (Design) reference is made to making provision for high quality green and blue infrastructure.

- Request that Chapter 7 (Sustainability, Energy and Carbon Reduction) also refers to water efficiency.

- Concern that details of remediation and coal mining risk assessments are yet to be provided

Council Response – Green Belt, Environment & Ecology

- The Walshaw site has already been removed from the Green Belt and allocated for housing through the Places for Everyone Joint Plan (PfE). As such references to Grey Belt in this instance are not relevant to this site.

- Site wide ecology studies were prepared to support the allocation within PfE. These included: Walshaw HIMOR and VHW Ecology Technical Note, 202 and Walshaw Redrow Preliminary Ecology Appraisal, 2019

- Ecological issues were subject to detailed consideration by three experienced and independent Planning Inspectors during the PfE extensive examination. This included thorough debate around ecological matters at the hearing sessions, as well as evidence presented in documents.

- This stage of the planning process is still strategic and the proposals set out in the Walshaw Development Framework are still at a high level. As such the amount of detail and evidence used to support the document is proportionate.

- More details of the development will emerge through subsequent planning applications and these will need to be supported by detailed and up-to-date evidence. This will include a full suite of detailed ecological surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation and/or compensation measures are put in place.

- Biodiversity Net Gain is a mandatory legal requirement in England under the Environment Act. Developers will be expected to demonstrate how they will meet that requirement as part of a planning application. The WDF states that any off-site mitigation should be delivered in the first instance through Bury Council's local off-setting capacity, supplemented by strategic off-setting sites if needed.

- The land identified for allotment provision was incorrectly included in the draft WDF, this has been amended in the final WDF.

- Chapter 7 (Sustainability, Energy and Carbon Reduction) already refers to water efficiency.

- Details regarding coal mining assessments which have been undertaken to date are included in Chapter 3 (Topography and Ground Conditions). Further details regarding coal mining and landfill assessments will accompany planning applications when the detailed design is known.

Proposed Amendments – Green Belt, Environment & Ecology

- Section 7 (Ecology) has been strengthened to ensure a site wide detailed ecology strategy prepared in accordance with PfE Policies JP-G7 (Trees and Woodland) and Policy JP-G8 (A Net Enhancement of Biodiversity and Geodiversity) is produced.

- Climate change resilience has been added to the vision, strategic objectives and design principles.

- Additional text has been added to Chapter 7 (Design) relating to making provision for high quality green and blue infrastructure including multi-functional SuDS, the provision of wildlife habitats and other wildlife-friendly features within the development;'

Comments Received - Flood Risk and Drainage

- Concern that there is existing frequent flooding in the vicinity of the site (e.g. Scobell St, Church St)

- Concern that UU assets are not identified as a constraint and water and waste utilities need to be considered in detailed site layouts.

- Concerns that development will:
    - Increase surface water runoff
    - Overload already stretched drainage/sewer systems

- Concern that there is no site-wide drainage strategy for the site and no hydrological risk assessment informing the layout.

- Recommendation that flood risk assessments consider surface water flow, groundwater, system failure scenarios, and climate change impacts and that development must not increase flood risk elsewhere and should aim for improvements through sustainable drainage.

- Recommend strengthening SUDs requirements regarding climate resilience, drainage hierarchy, long-term maintenance, and early delivery of strategic infrastructure.
-
- Recommend proposals incorporate appropriate buffers to protect watercourses, avoid culverting, and seek opportunities to improve channel form, riparian habitat and floodplain connectivity.

- Recommendation that development should incorporate water quality protection measures, including SuDS treatment stages and construction controls, are included.

- Request that there is no reliance on public sewers for surface water.

- Request that there is early engagement with UU as the proposals progress.

- Requirement to specify types of SUDs required

- UU highlight significant concerns regarding the WDF and do not consider the document to be ready for adoption as it is not sufficiently underpinned by key evidence to ensure that the site is delivered to meet the requirements of Policy JPA9 of Places for Everyone. UU do not consider the Development Framework to be informed by a clear phasing and infrastructure delivery strategy, which will ensure an integrated approach to infrastructure delivery across the allocation. In addition, UU state that the requirements for multi-functional sustainable drainage can be more clearly defined to ensure that multi-functional green and blue infrastructure is delivered across the site

Council Response – Flood Risk and Drainage

- All the site is within Flood Zone 1 – the lowest risk of fluvial flooding. The site was considered as part of a Strategic Flood Risk Assessment as part of PfE.

- The Council is fully aware of the existing flooding issues at Scobell Street and Church Street. National Planning Policy requires new development to ensure that flood risk is not increased elsewhere.

- The WDF highlights that development within the allocation provides the opportunity to consider whether the site can improve flood and drainage in the wider area.

- All planning applications will need to be accompanied by a Flood Risk and Drainage Assessment and Strategy, in accordance with PfE Policy JP-S4. In terms of drainage, Chapter 7 of the Development Framework specifies that relevant planning applications will need to be accompanied by a flood risk and drainage assessment and strategy which includes and approach to drain impermeable areas via an adoptable surface water drainage network, attenuated into strategic basins, controlled and discharged at greenfield discharge rates to existing watercourses.

- The WDF states that the Environment Agency and United Utilities should be engaged in the preparation of the site wide Flood Risk and Drainage Assessment. This will ensure that surface water flows, groundwater flows, system failure scenarios, and climate change impacts are all based on the latest information and guidance.

- The drainage strategy will be required to maintain natural water flows incorporate SUDs and set out maintenance and management arrangements.

- Surface water across the site will be drained through the implementation of SuDS. These are proposed to discharge site flows at a restricted surface water discharge rate through a series of attenuation ponds to Walshaw Brook (north of Walshaw Road) and Elton Brook (south of Walshaw Road).

- Chapter 7 (Flood Risk and Drainage) states that water quality treatment should be incorporated at source to reduce the impact of any contaminates on site.

- Chapter 7 (Flood Risk and Drainage) states that the Environment Agency, United Utilities and Bury Lead Local Flood Authority should be engaged in the produced of flood risk and drainage strategies.

- Chapter 8 (Phasing and Delivery Strategy) states that the trigger for the implementation of SUDS will be determined through a drainage strategy for the site, which will be agreed with the Environment Agency and United Utilities.

- The Council note the significant concerns that UU have in respect of the lack of evidence and without the IDPS. As noted earlier, at this stage of the planning process the evidence is proportionate to the fact that the WDF is still a strategic document that provides an indicative masterplan for the site. It drew on evidence that supported the

allocation of the site within PfE and UU were consulted and engaged as part of this process. Planning applications within the site will need to provide detailed and up-to-date evidence, demonstrate consistency with the WDF, and demonstrate that they would not compromise the comprehensive development of the whole site.

- Infrastructure requirements to support development at the Walshaw site have been categorised as either strategic infrastructure (primary infrastructure to support the full delivery of the site) or local infrastructure (on-plot infrastructure) in Chapter 8 of the WDF.

- Triggers for delivery of infrastructure will be identified through relevant and updated technical evidence and refined in the Infrastructure Phasing and Delivery Strategy.

- Chapter 8 of the WDF states that planning applications within the stie will be required to demonstrate how proposed development would assist in the delivery of key infrastructure, without compromising or prejudicing the comprehensive development of the site. Chapter 8 further states planning applications which fail to deliver or contribute towards the wider strategic infrastructure requirements will be resisted. In relation to multi-functional sustainable drainage, significant additions to the text have been made in Chapter 7 (Flood Risk and Drainage) on the advice of UU.

Proposed Amendments – Flood Risk and Drainage

- Chapter 3 (Flood Risk and Drainage) – additional constraint – identifies the UU water main and states that water and waste utilities will need to be considered in detailed site layouts.

- Chapter 7 (Flood Risk and Drainage) has been amended to strengthen the wording in terms of ensuring a site wide flood and drainage strategy for the site is prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan with engagement from Environment Agency, United Utilities and Bury Lead Local Flood Authority.

- Chapter 7 (Flood Risk and Drainage) has been strengthened to require drainage strategies to incorporate and make space for Sustainable Drainage Systems (SuDS) attenuation ponds and other multifunctional
- SuDS features to manage water.

- Additional text has been added to Chapter 7 (Flood Risk and Drainage) which provides examples of SUDs features.

- Additional text has been added Chapter 7 (Flood Risk and Drainage) to state “Any layouts that wholly rely on traditional underground storage and conveyance systems for the management of surface water will not be acceptable.

- Additional text has been added to Chapter 7 (Flood Risk and Drainage) relating to the drainage hierarchy and long-term maintenance.

- Additional text has been added to Chapter 7 (Open Space, Sport and Recreation) to ensure proposals incorporate appropriate buffers to protect watercourses, avoid culverting, and seek opportunities to improve channel form, riparian habitat and floodplain connectivity.

Comments Received - Services (Schools & Healthcare)

- Concern that existing provision (schools and healthcare including dentists) are already at/near capacity.

- Concern that there is no provision for additional children to go to school.

- Concern that there is conflicting information on school provision (1form vs 2form)_

- Concerns regarding:
  - No guaranteed delivery timing for new school(s)
  - Lack of clear healthcare expansion

- Concern that the new homes are occupied before services are available

- Concern that there is a lack of firm, funded delivery plans or timelines for new infrastructure

- Request that Chapter 7 (Health) refers to the provision of on-site healthcare facilities and/or the improvement of off-site primary car facilities to meet the needs generated by the development

- Request that the strategic infrastructure requirement (health) in Chapter 8 is updated to ensure the trigger is to be determined in accordance

with evidence of need for provision and capacity assessments in collaboration with NHS GM ICB generated by the development."

Council Response – Services (Schools & Healthcare)

- Policy JPA9 requires the provision of a new primary school and health facilities to meet the needs generated by the development. An indicative location for the new primary school is shown in the WDF. At this stage, it is envisaged that additional health facilities will be delivered via financial contributions put towards the provision of additional capacity via refurbishment, reconfiguration and/or extension of existing facilities or thorough delivery of an on-site facility within the Local Centre. The final decision on whether new health facilities will be on or off-site will be made in conjunction with Greater Manchester Integrated Care Board's Primary Care and Estates Team.

- Infrastructure requirements to support development at the Walshaw site have been categorised as either strategic infrastructure (primary infrastructure to support the full delivery of the site) or local infrastructure (on-plot infrastructure) in Chapter 8 of the WDF. Health and education facilities are identified as strategic infrastructure.

- Triggers for delivery of infrastructure will be identified through relevant and updated technical evidence and refined in the Infrastructure Phasing and Delivery Strategy.

- Chapter 8 of the WDF states that planning applications within the stie will be required to demonstrate how proposed development would assist in the delivery of key infrastructure, without compromising or prejudicing the comprehensive development of the site. Chapter 8 further states planning applications which fail to deliver or contribute towards the wider strategic infrastructure requirements will be resisted.

- The Walshaw strategic sites webpage has been amended to reflect the provision of a one-form entry primary school

Proposed Amendments – Services (Schools & Healthcare)

- Chapter 6 (Character Area 3 Local Centre and School) – additional character area to highlight the location of the local centre and school and confirmation that this land will be safeguarded for this provision.

- Chapter 7 (Health) refers to the provision of land for a healthcare facility or the improvement of off-site primary care facilities to cope with the needs generated by the development.

- Chapter 8 (Phasing and Delivery Strategy) - Healthcare has been identified as a separate standalone infrastructure category and the requirement for financial contributions if on-site provision is not feasible has been added to the table. The trigger for this requirement is to be determined through up-to-date needs assessments and capacity assessments.

Comments Received - Open Space & Wellbeing

- Comments relating to the importance of green space for mental health and recreation.

- Concern that natural countryside is being replaced with "inferior managed spaces"

- There is little to no consideration given to the loss of amenity and "natural green setting" for existing residents.

- Recommend that buffer green zones between new and existing housing.

Council Response – Open Space & Wellbeing

- The Council recognises the value that accessible open spaces and green infrastructure provide in supporting physical and mental health. While development will result in changes to the existing land use, the Development Framework will require the delivery of a comprehensive network of accessible open spaces, including parks, natural green spaces, children's play areas, recreational facilities, walking and cycling routes, and areas for biodiversity enhancement. These requirements are intended to ensure that new and existing communities have access to a range of high-quality green and recreational spaces, providing opportunities for exercise, leisure, nature appreciation and social interaction.

- The Council notes the recommendation that green buffer zones could be included between new and existing housing. This is something that can be considered at planning application stage when the detailed design and layouts are available. The WDF (Chapter 7 Design) requires development to respect and respond to the natural environment and respond positively to the local townscape, landscape and setting.

Proposed Amendment – Open Space & Wellbeing

- No amendments proposed in relation to these comments.

Comments Received - Housing Scale, Density, Design and Impact on Existing Residents

- Concern that the WDF prioritises new residents over existing ones
- Concern that the development is too dense and out of character with the existing area.
- Concern that the local character is mis-represented
- Concerns regarding:
  - 2.5-storey homes vs existing 2-storey character
  - High-density housing on site edges near existing homes
  - Potential House of Multiple Occupation
- Concerns about:
  - Overlooking and loss of privacy
  - Loss of views (e.g. Holcombe Hill)
  - Noise, traffic, reduced amenity
  - Waste management
- Frequent references to non-compliance with PfE Policy JPA9 (protecting existing amenity)

Council Response – Housing Scale, Density, Design and the Impact on Existing Residents

- This stage of the planning process is still strategic and the proposals set out in the Walshaw Development Framework are still at a high level. However PfE has allocated the site for 1,250 new homes and the development within the allocation must conform with the density policies set out in PfE Policy JP-H4. This requires a minimum net residential density of 35 dwellings per hectare.
- Further details will emerge as planning applications are submitted on the site. However the WDF seeks to show how the existing landscape features will become focal points within the new development and how variations in density and urban grain will create distinct character areas and edges.
- PfE Policy JPA9 requires an appropriate mix of house types and sizes and requires the design and layout of the development to allow for effective integration with surrounding communities. Any planning applications for Houses in Multiple Occupation will be determined in accordance with adopted planning policies and guidance.

- New homes will be required to pay Council Tax, a proportion of which is spent on waste management.

Proposed Amendments – Housing Scale, Density, Design and the Impact on Existing Residents

- Chapter 6 (Character Areas), clarification as to the three character areas. An additional Character area has been added – Local Centre and Primary School.

- Chapter 7 (Design) - New paragraph in the development principle section on design which requires new development to ensure there will be no unacceptable adverse impacts on the amenity of the surrounding area particularly in terms of:

    - Overshadowing and loss of light;
    - Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions;
    - Pollution and general disturbance arising from noise, vibration, smell, litter, artificial lights and opening hours;
    - Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.

- In response to the concerns and confusion regarding the density of development, particularly on primary streets, the following text has been deleted given that the detail will come through planning and all proposals will need to be in accordance with PfE density policies - “Primary streets will have a higher density than the outer edges of the site.

- Additional text has been added to Chapter 6 (Character Strategy) to read "There will also be a need to retain the character and amenity of existing properties in locations where new buildings meet existing roads".

Comments Received – Impact on Existing Businesses

- Concern regarding the impact of the road on existing business.

- Concern regarding the impact of changes to the Booth Street/Church Street/Scobell; Street on existing businesses.

Council Response – Impact on Existing Businesses

- As noted above, the road layout is indicative at this moment in time and will be subject to detailed design and consideration through the planning application process. This will include consultation with residents and businesses.

Proposed Amendments – Impact on Existing Businesses

- No amendments proposed in relation to these comments

Comments Received – Affordable Housing

- Concern that development will not deliver genuinely affordable housing

Council Response – Affordable Housing

- PfE Policy JPA7 requires the development to 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).

Proposed Amendments – Affordable Housing

- In order to provide clarity, a glossary has been added to the document. This includes a definition of affordable housing which is consistent with the definition in national planning policy.

Comments Received – Christ Church

- Comment relating to the need for a careful design of the boundary between the church grounds and new housing on the Avenue.

- Request that consideration is given to a new pedestrian access point and suitable drop off arrangements from the Church into the development.

- Clarification on responsibility for maintaining and enhancing the historic railings, lighting and landscaping along adjoining routes.

- Exploring whether older persons accommodation could be located near the church to support community participation.

- Coordinated planning of community facilities to complement (not duplicate) the Church's role.

Council Response – Christ Church

- Details regarding the detailed design proposals for boundary treatments and the management of landscaping and lighting will form part of future planning applications.

- A new pedestrian access point from the Church into the development is now shown on the masterplan.

- Provision for older people will be pepper-potted through the development. Older persons provision in close proximity to the local centre will be supported as it will ensure easy access to facilities.

- The Local Centre will provide the opportunity for community facilities to locate in the heart of the development and within close proximity to the Church.

- Details regarding potential drop off facilities can be reviewed when the detail designs are available.

Proposed Amendments – Christ Church

- Chapter 3 (Built Heritage) – additional opportunity for a new pedestrian access point into the church grounds from the development.

- Chapter 6 (Masterplan) – a new pedestrian link from Christ Church into the new development has been added to the masterplan

Comments Received – Failure to Prioritise Brownfield Land

- Comments asking why brownfield sites are not being built on.

- Concern that build rates are already behind schedule and phasing is speculative rather than evidence based.

Council Response – Failure to Prioritise Brownfield Land

- Comprehensive evidence prepared for PfE showed that, for housing needs to be met, there is a need for both brownfield and greenfield sites. National planning policy does not support an explicit 'brownfield first' approach as Local Authorities are required to be able to provide a 5-year supply of housing sites which are available and deliverable.

- We are however adopting a 'brownfield preference' policy and will do all that we can to make sure that our brownfield sites come forward.

- The Walshaw Development Framework cannot dictate how and when private developers bring forward sites

Proposed Amendment – Failure to Prioritise Brownfield Land

- No amendments proposed in relation to these comments

Comments Received - Consultation Process

- The consultation process was widely criticised as:

    - Poorly advertised
    - Hard to access / overly technical
    - Lacking transparency

- Concern related to:

    - Missing or unclear proposals (e.g. road closures)
    - Drop-in events lacked knowledgeable staff
    - Residents felt unable to meaningfully engage

Council Response – Consultation Process

- The principle of residential development on the site is not a debate that can be re-opened. In order to avoid misleading communication and to seek to address misunderstandings, officers had to stress during the consultation that the principle of housing on the site has already been established through PfE and the purpose of the WDF is to establish principles that will shape how the development takes place.. This was often met with challenging discussions, but it was important that this fact was communicated.

- Whilst the principle of housing development on the site has been established through PfE, the purpose of the consultations is to try and establish views on the content of the Development Frameworks in terms of the infrastructure proposals and any local issues that residents wish to flag.

- The Council has sought to provide a proportionate and accessible programme of engagement on the Development Frameworks within a defined statutory timeframe. Consultation has been undertaken in a structured and professional format and in accordance with relevant Regulations and its Statement of Community Involvement.

- As noted above, the potential re-alignment of the Church Street, Booth Street and Scobell Street junction is an indicative proposal which has not been subject to detailed highways modelling. If this is a proposal that was progressed, it would be subject to detailed scrutiny through the planning application process in conjunction with TfGM. This would involve consultation with residents and businesses. There was no attempt to deliberately hide any indicative proposals.

Proposed Amendments – Consultation Process

- No amendments proposed in relation to these comments.

Council Response - Policy & Evidence Concerns

- Concern that the WDF is:
    - Not compliant with planning policy (PfE, NPPF)
    - Lacks key evidence:
        - Infrastructure strategy
        - Drainage strategy
        - Ecological baseline

- Comments relating to a potential legal challenge

Council Response – Policy & Evidence Concerns

- The WDF is fully compliant with the NPPF and PfE has been prepared in accordance with the provisions of the Town and Country Planning (Local Planning) (England) (Regulations) 2012 (as amended).

- All planning applications will need to be accompanied by more up-to-date evidence and information around a number of factors, including updated information relating to transport and highways, ecology studies or drainage strategies for example. At this stage of the process, the evidence is proportionate to the fact that this is still a strategic plan that provides an indicative layout.

Proposed Amendments – Policy & Evidence Concerns

- The WDF has been updated in the introduction to the WDF, objectives of the WDF, introduction to Chapter 7 and sections relating to Access, Highways and Transport, Ecology, Open Space, Sport and Recreation and Flood Risk and Drainage to strengthen the requirement for site-wide evidence to accompany planning applications..

Comments Received - General

- Concern that the framework has largely been written and commissioned by the developer.

- Language is full of jargon and complicated, a glossary would help understanding some of the technical terms.

- Plans are not easy to understand

- Comments on planning application 71645

- Concern regarding impacts associated with construction

- Comments regarding the Council owned parcel of land within the allocation.

Council Response – General

- The Council has worked with the developer in setting the vision and spatial principles for the WDF, how the development will come forward and how it will comply with the development plan for Bury. As set out below this is normal practice for such developments.

- Paragraph 129 of the National Planning Policy Framework (NPPF)[1] states that: "Area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places…"

- The NPPF is supported by Planning Practice Guidance (PPG)[2] which states that: "Masterplans set the vision and implementation strategy for a development. They are distinct from local design guides by focusing on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure. Depending on the level of detail, the masterplan may indicate the intended arrangement of buildings, streets and the public realm…' and that 'A range of other plans and technical reports may be needed alongside a masterplan, to provide supporting evidence and set out related proposals, such as a local character study, landscape assessment, transport assessment and proposals for securing biodiversity net gain. An implementation strategy could also be included, especially where development is expected to be brought forward in a number of phases". (Paragraph: 006 Reference ID: 26-006-20191001).

[1] https://www.gov.uk/government/publications/national-planning-policy-framework--2
[2] https://www.gov.uk/government/collections/planning-practice-guidance

- In describing how masterplans can be used most effectively, PPG states that: “Masterplans are most likely to be produced by local authorities or developers. For local authorities, they can help to clarify design expectations early in the planning process, set a clear vision for the site, inform infrastructure and viability assessments and identify requirements for developer contributions or other investment. Developers may produce a masterplan to help evolve their own vision for a site, assess options, engage the local planning authority and community in pre-application discussions and support an outline planning application. Whoever prepares them, masterplans can benefit from a collaborative approach between the local planning authority, site promoters and local communities so that aspirations and constraints are understood early on. Masterplans produced by local planning authorities may be adopted as supplementary planning documents to give them weight in decisions on applications. Masterplans often apply to schemes that are developed over a long time period and so may need to be subject to regular review and be flexible to adapt to changing circumstances”.

- Officers of Bury Council (planning, transport), EA, TfGM, UU and GMEU have reviewed the proposals and contributed to the WDF. Consultation responses have also been received from Natural England, Historic England, United Utilities and the Environment Agency. These have all helped to shape the contents of the WDF and this process will continue as planning applications come forward.

- As a formal planning policy document, it is necessary for the WDF to be relatively technical in nature. Nevertheless, the document would benefit from the inclusion of a glossary to explain what is meant by some of the more technical language.

- Several responses included comments on Planning Application 71645, these have all been passed onto the Case Officer and will be considered in the determination of this application.

- A Construction Traffic Management Plan will be required as part of planning applications. These documents include delivery hours, material storage, wheel washes, staff parking etc.

- Control of noise on construction sites is dealt with by the Control of Pollution Act 1974.

- The Council owned parcel within the allocation is currently identified for residential development.

Proposed Amendments – General

- A glossary has been added

- Other specific changes relating to wording in the text and on plans to improve clarity and accuracy. For example more clarity on the provision of, and contributions to, school places or specific changes requested by consultees such as the Environment Agency and United Utilities.

Appendix 1 – Sample of Strategic Sites Consultation Material

Strategic Sites Consultation Poster

Have your say in our consultation

on draft development frameworks for Elton Reservoir, Walshaw, and Simister/Bowlee

We are consulting on draft development frameworks for three strategic residential sites in Bury. Once adopted these will become Supplementary Planning Documents to guide decisions on future planning applications.

Each of these sites are allocated for residential development through the Places for Everyone joint plan and will be supported by new transport infrastructure, schools, green spaces, and new local centres.



Elton Reservoir

Up to 3,500 new homes

A new community in a parkland setting in harmony with nature





Walshaw

Up to 1,250 new homes

A well-connected community blending new development with existing neighbourhoods





Simister/Bowlee

Up to 1,550 new homes

A sustainable community with a vital role in shaping the Northern Gateway



Come to a drop-in event (4pm to 8pm)

Tuesday 24 February (all three sites)
- Radcliffe Market, 11 Blackburn Street M26 1PN

Wednesday 25 February (all three sites)
- Elton High School, Walshaw Road BL8 1RN

Thursday 26 February (all three sites)
- Parrenthorn High School, Heywood Road M25 2BW

Thursday 5 March (Simister/Bowlee only)
- Edgar Wood Academy, Heywood Old Road OL10 2QN

More information and respond online from 13 February to 27 March 2026

bury.gov.uk /strategicsites

Alternatively, email **strategicsites@bury.gov.uk** or post feedback to Strategic Planning & Infrastructure, Floor 2, 3 Knowsley Place, Duke Street, Bury BL9 0EJ

Bury Council

Strategic Sites Consultation Leaflet

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See over the page for more information

LET'S do it! Bury Council

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LET'S do it! Bury Council

Strategic Sites Consultation Letter

12th February 2026

Dear Consultee,

RE: CONSULTATION ON DRAFT ELTON RESERVOIR, WALSHAW AND SIMISTER BOWLEE DEVELOPMENT FRAMEWORKS

We are contacting you as you have previously expressed an interest in local planning matters and your details are included on our consultation database.

Following its adoption on 21st March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan and this includes proposals for residential-led development within the Elton Reservoir, Walshaw and Simister Bowlee strategic allocations.

Bury Council has prepared draft Development Frameworks for the Elton Reservoir and Walshaw sites and jointly prepared a draft Development Framework for Simister Bowlee with Rochdale Council. Once adopted, each of the Development Frameworks will become a Supplementary Planning Document (SPD).

The draft frameworks provide more detail on the vision and aspirations for the strategic allocations. They establish key principles for the development of the sites and shows how they are likely to be developed through a high-level masterplan. The frameworks also set out how new housing and supporting infrastructure will be provided in a coordinated and phased approach.

Following Cabinet approval, we are now seeking your views on the draft Development Frameworks over a six-week period of consultation commencing on Friday 13th February 2026, running until Friday 27th March 2026.

HOW CAN I VIEW THE DRAFT DEVELOPMENT FRAMEWORKS AND MAKE COMMENTS?

All relevant documentation can be found on the Council's web site at www.bury.gov.uk/strategicsites

The Development Frameworks will also be available to view at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details).

We are keen to promote the submission of comments electronically via the Council's web site or by email. Responses by email should be sent to strategicsites@bury.gov.uk. Alternatively, responses can be returned by post to the following address:

Bury Council

Strategic Planning and Infrastructure
2nd Floor
3 Knowsley Place
Duke Street
Bury

DROP IN SESSIONS

Bury Council is hosting drop in events where Planning Officers will be available to answer any questions you may have on the draft Development Frameworks as follows:

- Tuesday 24th February – Radcliffe Market ,11 Blackburn Street M26 1PN – 4-8pm
- Wednesday 25th February – Elton High School, Walshaw Road BL8 1RN – 4-8pm
- Thursday 26th February – Parrenthorn High School, Heywood Road M25 2BW – 4-8pm

  Rochdale Council is also hosting a drop in event on:
- Thursday 5th March – Edgar Wood Academy, Heywood Old Road OL10 2QN – 4-8pm (Simister Bowlee only)

Please do not hesitate to contact a member of the Strategic Planning and Infrastructure team on 0161 253 5550 or email strategicsites@bury.gov.uk if you require further information on the draft Development Frameworks

Yours sincerely,
Strategic Planning and Infrastructure

Consultation Platform

Walshaw Development Framework SPD – Fill out form

Walshaw Development Framework SPD

This questionnaire seeks your views on the draft Development Framework for Walshaw.

Please note that the Development Framework is broken down by chapter and this questionnaire has been designed to allow you to focus your comments on each individual chapter. This will assist the Council in identifying which area of the Framework your comments relate to and help determine where potential changes may be required.

You do not need to comment on all chapters if you do not wish to, but it is advisable that you look at the whole Development Framework document to help inform your comments www.bury.gov.uk/walshaw

Please ensure to complete and submit your response by **5pm Friday 27 March 2026** when the consultation closes. If you wish to submit any supporting documents with your response, you can do so by emailing strategicsites@bury.gov.uk .

When you submit this form, it will not automatically collect your details like name and email address unless you provide it yourself.

Example Social Media Posts



Bury Council
Mar 23, 16:18

Residents have until Friday (27 Mar) to comment on draft development frameworks for Elton Reservoir, Walshaw and Simister/Bowlee. The outline plans concern new homes, schools, transport and roads, a Metrolink stop, enhanced public transport

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WALSHAW DEVELOPMENT FRAMEWORK

JPA9
Supplementary Planning Document

June 2026



Bury Council

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Bury Council

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FOREWORD

The adopted Places for Everyone Joint Development Plan allocates the Walshaw site for up to 1,250 new homes. It will create a new sustainable and cohesive community that seeks to successfully blend with the existing communities of Tottington, Elton, Lowercroft and Walshaw.

The Walshaw Development Framework will guide the future development of the Walshaw site, establishing a clear vision and set of principles to ensure that growth is planned, co-ordinated, and delivered to specific standards.

This framework seeks to create a high-quality residential environment that is sustainable, inclusive, and well-connected. Central to this is the integration of green spaces, offering accessible open space that promotes health and wellbeing. Additionally, a network of active travel routes will encourage walking, cycling and equestrian use, reducing reliance on vehicles and supporting a low-carbon future.

The development will be supported by new highways, bus services and social infrastructure, including education, and community facilities, ensuring the needs of residents are met in the longer term.

Bury Council is pleased to present the Walshaw Development Framework which set outs out how the Walshaw site can be shaped into a vibrant neighbourhood that creates a lasting legacy for future generations.



"The Walshaw Development Framework sets out a clear vision for creating a sustainable, well-connected community of up to 1,250 new homes. This is about more than housing - it's about blending new development with existing neighbourhoods, integrating green spaces, and providing the infrastructure needed to support future generations." - Councillor Eamonn O'Brien, Leader of Bury Council and Cabinet Member for Strategic Growth

GLOSSARY

- **'3G (third-generation) pitch'** an advanced synthetic artificial grass surface designed specifically to replicate natural turf.
- **'Active Travel'** non-motorised means of transport including walking, cycling and wheeling.
- **'Affordable Housing'** housing provided for rent or sale to eligible households whose needs are not met by the market, and complying with the NPPF definition of affordable housing. It includes social rent, affordable rent, discounted market sale housing and other affordable routes to home ownership, as defined by national planning policy.
- **'Amenity'** the overall quality of a place as experienced by people. This includes factors such as privacy, noise, safety, outlook, sunlight, air quality and the general enjoyment of an area.
- **'Biodiversity Enhancement'** refers to any features that promote biodiversity and support ecological functions.
- **'Biodiversity Net Gain (BNG)'** a requirement that new development must result in biodiversity being left in a measurably better condition than before development took place, normally by at least a 10% improvement.
- **'Biodiversity'** the variety of plants, animals, and habitats within an area
- **'Blue Infrastructure'** refers to the network of water bodies and watercourses, such as rivers, canals, wetlands and floodplains, providing environmental, social and economic benefits.
- **'Buffer Zones'** an area of land adjacent to a sensitive feature that provides separation and protection from surrounding activities, helping to minimise environmental, visual, noise or other adverse impacts.
- **'Character Area'** an area of existing or proposed development which displays built and/or natural features which contribute to a definable sense of spatial and visual character.
- **'Density'** the amount of development on a site, expressed in terms of housing and the number of dwellings per hectare.
- **'Development Plan'** includes the collection of documents that set out the planning framework for the area, which for the site comprises the Places for Everyone Joint Development Plan, the Saved Policies of the Bury Unitary Development Plan, the Rochdale Core Strategy, Saved Policies of the Rochdale Unitary Development Plan, the Greater Manchester Joint Waste Development Plan, and the Greater Manchester Joint Minerals Development Plan.
- **'Green Corridors'** linear features of green infrastructure, such as hedgerows, tree lines, and waterways, which connect to larger areas of habitat.
- **'Green Infrastructure'** a network of green and blue spaces such as parks, open spaces, river valleys, trees, green roofs and street planting. Green infrastructure supports biodiversity, health, recreation and climate resilience.
- **'Heritage Asset'** a building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions.
- **'Infrastructure'** the essential facilities and services that support a community, including utilities (such as water and electricity), transport networks (roads and public transport), social and community facilities (schools, health care facilities, and community centres), and environmental infrastructure (green spaces and drainage systems).
- **'Landscape Character'** the distinct and recognisable pattern of elements that make up a particular landscape.
- **'Listed Building'** building or structure included on the National Heritage List for England because of its special architectural or historic interest. Listed Buildings are legally protected and works usually require Listed Building Consent.
- **'Local Centre'** a designated area within the development that contains a mix of community, healthcare, retail and other complementary facilities to serve the everyday needs of residents and act as a focus for local activity.

- **'Metrolink'** the light rail network serving Greater Manchester, providing tram services between Manchester City centre and surrounding towns, districts, key employment areas and transport hubs.
- **'Permeability'** the ease at which people and wildlife can move through an area.
- **'Places for Everyone (PfE)'** the joint development plan that sets the strategic planning framework for housing, employment and Green Belt across nine of the ten Greater Manchester districts (excluding Stockport).
- **'Planning Application'** a formal request for permission to carry out development, submitted to the Local Planning Authority.
- **'Planning Condition'** a requirement attached to a planning permission that must be met before development can start or continue.
- **'S106 Agreement'** a legal agreement (entered into under Section 106 of the Town and Country Planning Act 1990) usually part of a planning permission to mitigate the impacts of a development proposal.
- **'S278 Agreement'** an agreement (entered into under section 278 the Highways Act 1980) between a developer and a Local Highway Authority to enable a developer to make permanent alterations or improvements to an existing public road to accommodate the transport impacts of a new development.
- **'Site of Biological Importance (SBI)'** A non-statutory designation for a site that is of county importance for its biodiversity value.
- **'Social Infrastructure'** infrastructure that provides community facilities and services, such as schools, health care facilities (including hospitals, clinics and GP surgeries) and open spaces.
- **'Supplementary planning document (SPD)'** are documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
- **'Sustainable Drainage Systems (SuDS)'** drainage systems designed to manage rainwater runoff in a way that mimics natural processes, reducing flood risk and improving water quality
- **'The Council'** means Bury Council.
- **'The Site'** the area within the JPA9 Site Allocation within PfE, which extends to approximately 64 hectares and encompasses land bound by the urban areas of Tottington, Woolfold, Elton, Lowercroft and Walshaw.
- **'Through Road'** the primary internal road within the development which forms the main route for movement and access, connecting different parts of the site to the wider highway and active travel network and distributing traffic to secondary and local roads.

ABBREVIATIONS AND TERMS

- AOD: Above Ordnance Datum
- BNG: Biodiversity Net Gain
- BREEAM: Building Research Establishment Environmental Assessment Method
- CIL: Community Infrastructure Levy
- DpH: Dwellings per Hectare
- EA: Environmental Agency
- EUI: Energy Use Intensity
- EV: Electric Vehicle
- FTE: Full Time Equivalent
- GM: Greater Manchester
- GMCA: Greater Manchester Combined Authority
- GVA: Gross Value Added
- ha: hectares
- IDPS: Infrastructure Delivery and Phasing Strategy
- ICB: Integrated Care Board
- JPA7: Places for Everyone Joint Planning Allocation 7
- LHMP: Landscape and Habitat Management Plan
- LTN 1/20: Cycle Infrastructure design
- MUGA: Multi-Use Games Area
- NCN: National Cycle Network
- NPPF: The National Planning Policy Framework
- PfE: Places for Everyone
- PPG: Planning Practice Guidance
- PRoW: Public Right of Way
- SBI: Site of Biological Importance
- SPD: Supplementary Planning Document
- SPD18: Development Frameworks for Strategic Site Allocations at Elton Reservoir and Walshaw
- SuDS: Sustainable Drainage System
- TANZ: Truly Affordable Net Zero Homes
- TfGM: Transport for Greater Manchester
- TM52: The Limits of Thermal Comforts Avoiding Overheating
- UDP: Unitary Development Plan
- UKNZCBS: UK Net Zero Carbon Building Standard
- UKGBC: UK Green Building Council

POLICIES

- Policy JP-C1: An Integrated Network
- Policy JP-C2: Digital Connectivity
- Policy JP-C5: Streets for All
- Policy JP-C6: Walking and Cycling
- Policy JP-C8: Transport Requirements of New Development
- Policy JP-D1: Infrastructure Implementation
- Policy JP-G2: Green Infrastructure Network
- Policy JP-G3: River Valleys and Waterways
- Policy JP-G4: Lowland Wetlands
- Policy JP-G6: Urban Green Space
- Policy JP-G7: Trees and Woodland
- Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity
- Policy JP-H3: Type, Size, and Design of New Housing
- Policy JP-H4: Density of New Housing
- Policy JP-P1: Sustainable Places
- Policy JP-P2: Heritage
- Policy JP-P5: Education, Skills, and Knowledge
- Policy JP-P6: Health
- Policy JP-S1: Sustainable Development
- Policy JP-S2: Carbon and Energy
- Policy JP-S3: Heat and Energy Networks
- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-S5: Clean Air
- Policy JP-S6: Resource Efficiency

PURPOSE OF THE WALSHAW DEVELOPMENT FRAMEWORK

The Walshaw Development Framework ("the Framework") has been prepared to establish a strategic vision and guiding principles for the comprehensive development of the Walshaw site. The Framework provides a high-level structure to inform future development proposals and the phased delivery of the site, ensuring that proposals are coordinated, sustainable and responsive to their environmental, physical and community context.

The purpose of the Framework is to articulate the key strategic opportunities, constraints and objectives that should shape the future evolution of the site. It is intended to guide land use distribution, movement and connectivity, landscape strategy, environmental enhancement, infrastructure provision and placemaking principles, whilst supporting the delivery of development in accordance with relevant planning policy objectives.

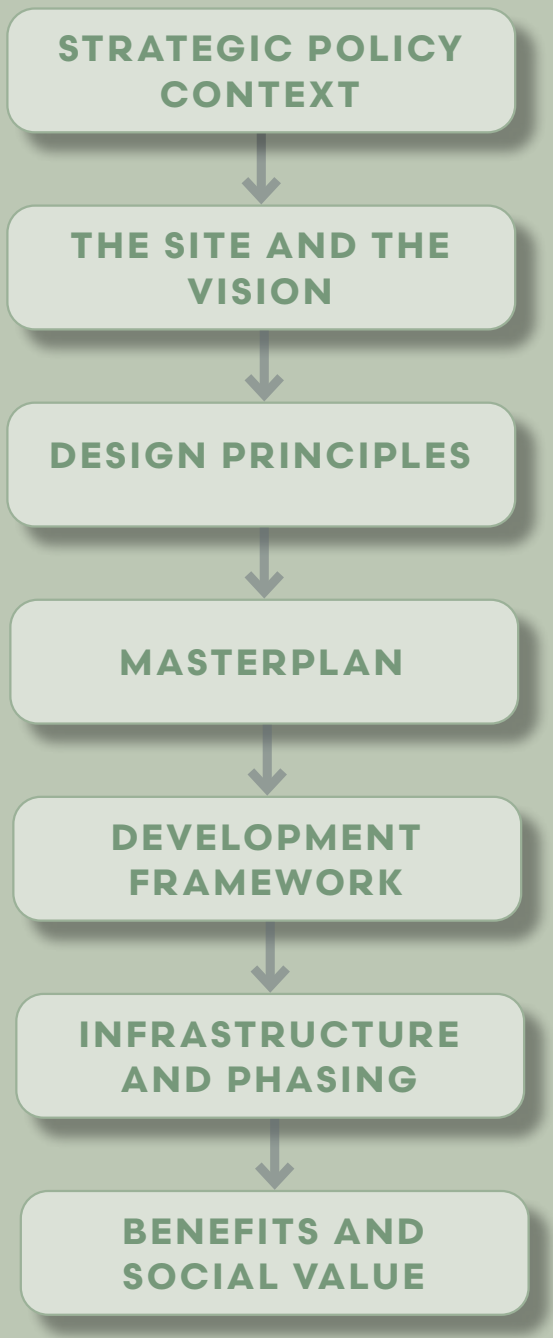
As a strategic document, the Framework is supported by proportionate evidence that is appropriate to this stage in the site's evolution. The analysis and recommendations contained within the document are intended to provide an informed basis for establishing broad development parameters and identifying matters that will require further consideration as proposals progress.

The Framework does not seek to prescribe detailed design solutions or fix the precise form, scale or disposition of future development. Instead, it establishes the overarching principles and requirements for the comprehensive development of the site.

To support future planning applications, a coordinated programme of site-wide evidence and technical assessments will be required covering a range of matters, including infrastructure, access and movement, drainage, ecology, and delivery. The purpose of this evidence base will be to ensure that development proposals are planned and delivered in a comprehensive and integrated manner across the site as a whole.

Planning applications relating to individual parcels or phases of development will therefore be expected to take account of, and demonstrate consistency with, the relevant site-wide evidence and strategic principles prepared for the wider site in accordance with relevant statutory and policy requirements.

DEVELOPMENT FRAMEWORK STRUCTURE



1.INTRODUCTION

This Development Framework has been prepared in accordance with Places for Everyone (PfE) Policy JP Allocation 9 Walshaw with the purpose of guiding development across the allocation.

PLANNING CONTEXT

The site at Walshaw is allocated for residential development under Policy JP Allocation 9 (JPA 9) of Places for Everyone (PfE), a joint Development Plan Document (DPD) guiding development across nine authorities (including Bury) in Greater Manchester. Policy JPA9 requires proposals for the site to be in accordance with a comprehensive masterplan that has been approved by Bury Council and to include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development. The detail of the latter will evolve with future evidence.

This Development Framework has been informed by a range of technical studies and prepared having full regard to relevant planning policy and supporting guidance (including the National Model Design Code) as well as the policies contained PfE.

The Council has published further guidance, in Supplementary Planning Document (SPD) 18, on what the Council expects to see within future masterplans and phasing strategies for the Walshaw site.

The Walshaw Development Framework (WDF) has been prepared as a Supplementary Planning Document (SPD) and will, whilst not forming part of the statutory development plan, carry planning weight as a material planning consideration in the determination of future planning applications on the site.

The WDF does not introduce new planning policies in the Development Plan but provides detailed guidance on the policies in PfE to ensure that the vision for the allocation can be fulfilled throughout the lifetime of the development process and that development and infrastructure come forward in a planned and comprehensive manner.

This WDF has been prepared in a collaborative manner, with engagement undertaken with landowners, key stakeholders and statutory consultees.

The remainder of this section sets out the site context, purpose and status of the WDF. The WDF provides planning guidance and a masterplan which is intended to be indicative only and retain flexibility to allow planning applications to respond to design, site constraints and future market conditions.

THE SITE

The site is situated in a sustainable and well-connected location, set entirely within the existing urban area. It is located within walking distance of local shops, services and infrastructure and within 2.5km of Bury Town Centre and 15km of Manchester City Centre.

The site extends to approximately 64ha. The site is bound 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 is mainly in agricultural or pastoral use and contains a reservoir fed by Walshaw Brook. The Bolholt Hotel, Stables Country Club, and Lake Hill private residence are situated adjacent to the reservoir. There are a large number of mature trees and significant hedgerows within and along the site boundary.

Walshaw Brook runs through the northern part of the site, flowing in a south easterly direction. There are numerous tributaries that drain at various locations along its length. Elton Brook runs to the south of the site.

FIGURE 1: SITE LOCATION PLAN



ROLE OF THE DEVELOPMENT FRAMEWORK

The primary role of the Walshaw Development Framework (WDF) is to support the delivery of JPA9.

This WDF sets out an overarching vision for the site, summarises the background analysis and engagement that has been undertaken, outlines the design principles which have informed the production of the illustrative masterplan and includes a phasing and delivery strategy.

The principal objective of this framework is to bring forward a coherent masterplan for JPA9 which identifies a deliverable quantum of residential development alongside the transport, social, and green infrastructure required to support delivery required by planning policy.

The preparation of the WDF and its supporting evidence has enabled key issues to be identified at an early stage in the planning process. These have informed spatial parameters against which future planning applications will be considered, and helped to identify the necessary infrastructure required to support the development of the site.

The WDF sets out a high-level overview for the phasing of the development. A future Infrastructure, Phasing and Delivery Strategies will provide further detail on phasing and the infrastructure expected with the development of homes.

The WDF does not grant planning permission for any aspect of the development. Approval will be sought through the submission of individual planning applications which the Council will consult upon and determine in line with the statutory requirements. All applications within 'the site' will be expected to be accompanied by evidence to show how they have taken account of the WDF; are consistent with the site-wide vision and design principles; and will make fair and proportionate contributions to necessary infrastructure.

ROLE AND OBJECTIVES

The role of the WDF is to establish the key principles to guide the development of the site and to inform future planning applications. This will enable the Council to ensure that the vision of the site is realised and the new benefits to the local communities are maximised.

The objectives of this WDF are to:

- Establish the vision and strategic objectives for the site, shaped by public consultation, stakeholder collaboration and the Council's ambitions.
- Set out the high level design and development parameters that all future planning applications within 'the site' will be required to follow;
- Set out what evidence is required prior to the determination of any planning applications within 'the site';
- Implement a comprehensive and co-ordinated phased masterplanning approach across JPA9 Walshaw;
- Set out a high level approach to the delivery and phasing of on and off-site infrastructure improvements and the broad locations for site wide infrastructure requirements such as education, highways, green infrastructure and flood risk.

FIGURE 2: BIRDS EYE SKETCH OF THE DEVELOPMENT



2.STRATEGIC POLICY CONTEXT

The WDF is prepared in accordance with relevant aspects of the development plan; Bury's and Greater Manchester's economic and transport strategies; and national planning policy. This policy context is summarised below. PfE policies most relevant to 'the site' are set out under particular topics and identified in Section 7.

BURY'S DEVELOPMENT PLAN

Bury's statutory development plan currently comprises:

- Places for Everyone Joint Development Plan (adopted March 2024);
- The Greater Manchester Joint Minerals Plan (adopted April 2013);
- The Greater Manchester Joint Waste Plan (adopted April 2012); and
- The saved policies of the Unitary Development Plan (adopted August 1997).

PLACES FOR EVERYONE

Places for Everyone is a long term joint development plan for nine Greater Manchester authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for new homes, new jobs and sustainable growth'.

PfE will guide development in the city region through to 2039 and provide a strategic framework for the production of local plans by individual local authorities.

To deliver sustainable and inclusive growth across Greater Manchester, Places for Everyone includes a spatial strategy. A strategic objective of the spatial strategy relates to boosting the competitiveness of the northern districts by ensuring they meet their own local housing need through the delivery of strategic allocations such as Walshaw.

PfE Policy JPA9 Walshaw

Development at the Walshaw Site is guided by Policy JPA9. Policy JPA9 sets out the policy requirements to ensure development is delivered which, together with other relevant development plan policies, seeking to ensure this takes place in a sustainable and coherent manner, whilst maintaining the amenity of existing residents and business in the surrounding area. Any proposals for the allocation must be in accordance with a comprehensive masterplan that has been approved by the local planning authority.

The allocation requirements have been listed in the table opposite.

BURY UNITARY DEVELOPMENT PLAN

The saved policies of the Bury UDP will be taken into account in considering planning applications until they are replaced by the policies of the emerging Bury Local Plan.

BURY DRAFT LOCAL PLAN

Bury Council is preparing a new Local Plan building on the strategic framework established in PfE. While PfE sets out the overarching vision and strategic policies for growth and development across the plan area Bury's Local Plan focuses specifically on Bury's needs, challenges, and opportunities.

Bury Council consulted on a draft Local Plan between March and May 2025.

The draft Local Plan includes a comprehensive set of locally specific planning policies that provide detailed guidance on a range of issues, including housing, employment, environmental protection, heritage, infrastructure, and design. It also identifies local designations that are essential to guiding development and protecting important assets within the borough.

Future planning applications within the masterplan area will be considered against the relevant adopted and emerging Local Plan policies.

TABLE 1:
PFE POLICY JPA 9 WALSHAW

01	Any proposals for this allocation must be in accordance with a comprehensive masterplan that has been 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-D1 'Infrastructure Implementation'
02	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 **(subject to local demand as set out in the Council's self-build register)**
03	Make 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
04	Make provision for a network of safe cycling and walking routes through the allocation linking neighbourhoods with key destinations, incorporating Leigh Lane and Dow Lane.
05	Make provision for other new and improved sustainable transport and highways infrastructure having regard to the indicative transport interventions set out in Appendix D in accordance with Policy JP-C8
06	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)
07	Make provision for a new one-form entry primary school and make financial contributions for off-site additional secondary school provision to meet needs generated by the development in accordance with Policy JP-P5
08	Make provision for a new local centre in an accessible location which includes a range of appropriate retail, health and community facilities required to serve purely local needs and ensure that it is integrated within existing communities
09	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
10	Make provision for new, high quality, publicly accessible, multifunctional green and blue infrastructure within the allocation including the integration and enhancement of the existing green infrastructure corridors and assets at Walshaw and Elton Brooks.
11	Make provision for compensatory improvements to the environmental quality and accessibility of remaining Green Belt in the vicinity of the site in accordance with Policy JP-G2
12	Define and/or strengthen the boundaries of the Green Belt to the south-east of the site such that it will comprise physical features that are readily recognisable and likely to be permanent
13	Take appropriate account of relevant heritage asset, and their setting, including the Christ Church Grade II* Listed Building, in accordance with Policy JP-P2
14	Consider the extraction of any viable mineral resources within mineral safeguarding areas, in accordance with Policy 8 of the Greater Manchester Joint Minerals Development Plan (or any relevant policies in subsequent minerals plans).

NATIONAL POLICY AND GUIDANCE

The National Planning Policy Framework (December 2024) ('the NPPF') sets out the Government's planning policies for England and how these are expected to be applied, including guidance for plan making and decision making. It confirms that in order to achieve sustainable development, the planning system has three overarching interdependent objectives, including:

- An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- A social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- An environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 130 of the NPPF states that: *'Area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places...'*

The NPPF is supported by Planning Practice Guidance (PPG) which in the chapter Design: process and tools states that:

'Masterplans set the vision and implementation strategy for a development. They are distinct from local design guides by focusing on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure.' Paragraph: 006 Reference ID: 26006- 20191001).

SUPPLEMENTARY PLANNING DOCUMENTS

The Council has adopted a number of SPDs to provide more detailed guidance on the implementation of a range of development plan policies. These are a material planning consideration and will be taken into account in considering planning applications within the masterplan area.

SPD18 ''Development Frameworks for Strategic Site Allocations at Elton Reservoir and Walshaw'' (April 2025) draws on the toolkit prepared by the Local Government Association and Planning Advisory Services for ''The Effective Delivery of Strategic Sites'' and provides more detailed guidance on the delivery of the Elton Reservoir and Walshaw allocations.

The WDF has been prepared in accordance with guidance within SPD18 including in relation to:

- Collaborative working between the Council, landowners/ developers and key stakeholders on the form of development and approaches to its funding;
- Ensuring that the proposed development fulfils the vision and objectives that justified removal from the Green Belt;
- Making clear the evidence on which the proposed approach is based;

- Demonstrating a comprehensive approach to delivery across the whole site;
- Identifying strategic issues at an early stage and showing how they will be addressed in ways that are consistent with relevant planning policies;
- Establishing development parameters against which future planning applications will be considered; and
- Undertaking effective community and stakeholder engagement as part of the formulation of proposals and delivery of development.

BURY 2030 STRATEGY 'LET'S DO IT'

In July 2020, Bury Council and NHS Bury Integrated Care Partnership launched an ambitious community strategy 'LET'S Do It'. This sets out a vision that by 2030 the borough of Bury will stand out as a place that is achieving faster economic growth than the national average with lower than national average levels of deprivation.

The Bury 2030 Strategy seeks to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity. The proposed housing at Walshaw complements this objective.

BURY HOUSING STRATEGY 2021-2025

The Councils housing strategy sets out intended outcomes from the Councils holistic approach to housing in the Borough. These include delivering more homes in the borough, increasing affordable housing supply and a more dynamic housing market. As set out above the allocation of Walshaw through PfE supports these objectives.

GREATER MANCHESTER TRANSPORT STRATEGY 2040

The Greater Manchester Transport Strategy 2040 sets out that Greater Manchester's long-term ambition for transport, with a vision for the city region to have "world-class connections that support long-term sustainable economic growth and access to opportunity for all".

The Strategy sets out a strong commitment to provide a transport system which supports sustainable economic growth and the efficient and effective movement of people and goods; improves the quality of life for all by being integrated, affordable and reliable, protects the environment and supports the target to be net zero carbon by 2038 as well as improving air quality and capitalising on new technology and innovation.

It sets a vision, referred to as the 'right mix vision' that 50% of all journeys in Greater Manchester are made by walking, cycling and public transport by 2040. This will mean one million more sustainable journeys every day enabling the delivery of healthier, greener and more productive city region.

The provision of high quality bus services and fully integrated active travel connections ensure that development at Walshaw will be consistent with these objectives.

BURY LOCAL TRANSPORT STRATEGY

The Bury Local Transport Strategy was approved by the Council in October 2023 and sets out a plan for transport investment in Bury for the next 20 years and beyond. It covers all modes of travel. The strategy aligns with the LET'S Do It vision for Bury and the Greater Manchester Transport Strategy 2040 and will be used to help secure transport investment into the Borough.

The Strategy seeks to link residents to new opportunities and to deliver the Council's inclusive growth ambitions by connecting people to jobs, education, leisure and tourism.

3.UNDERSTANDING THE SITE

SITE HISTORY

This section provides analysis of the morphological change of the site, allowing insight into how the site has evolved.

1800-1880

Throughout the early and mid 1800's Walshaw saw development clustered around Walshaw village and ribbon development along key roads leading to Bury.

1880-1920

Between 1880 and 1920 sporadic ribbon development began to take shape along key arterial roads. Christ Church was finished in 1888. Houses and farms were also built along the reservoir.

1920-1940

From the 1920's into the 1940's more established communities formed around the site, predominately in Tottington and Walshaw village centre.

1940-1970

1940 - 1970 saw expansion of Walshaw village centre and ribbon development continue along Walshaw Road, Lowercroft Road and Tottington Road. This development has bound the site forming an enclosed area of urban countryside.

DEVELOPING THE SITE

There is a unique opportunity to better connect these existing communities, through the preservation and enhancement of the current landscape features allied with the creation of new modern residential development to form new neighbourhoods with high quality amenity and open space.

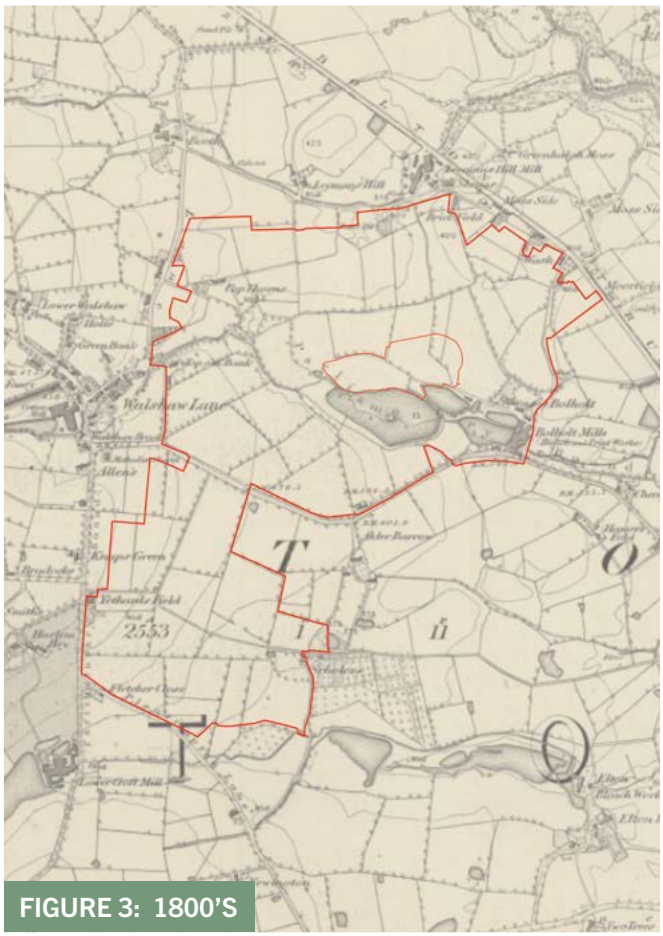


FIGURE 3: 1800'S

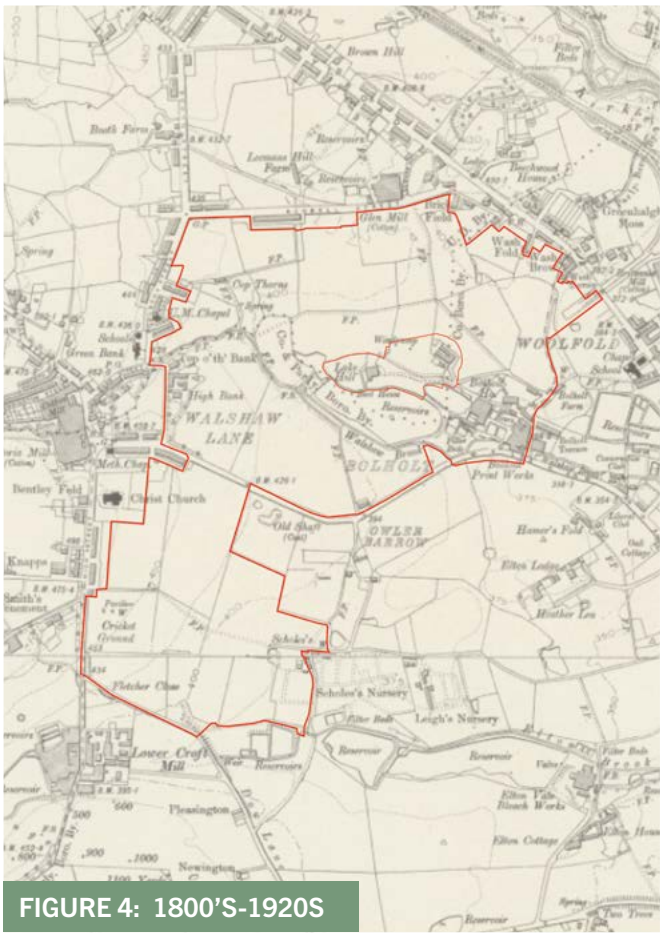


FIGURE 4: 1800'S-1920S

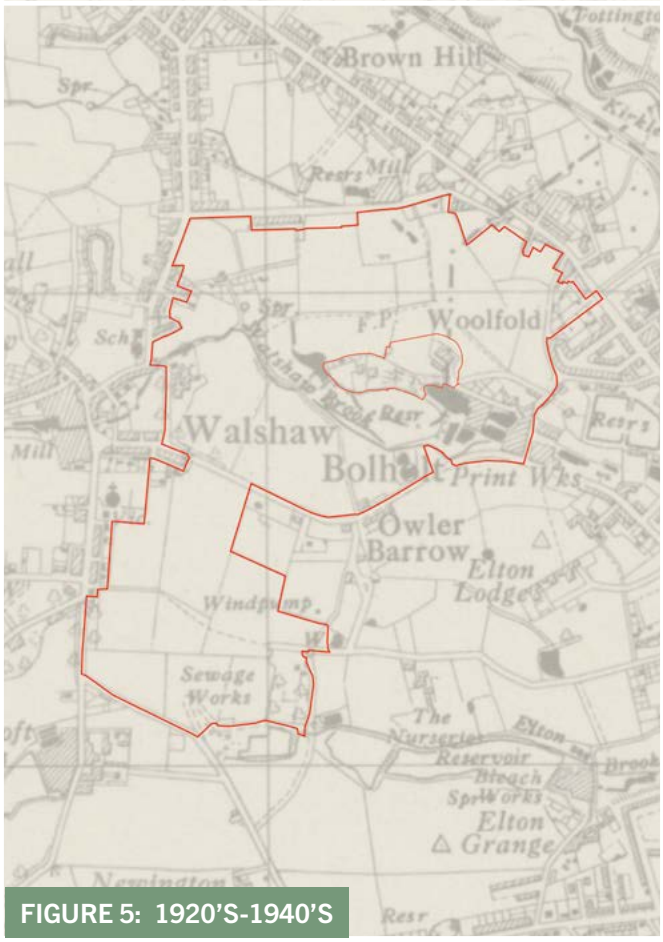


FIGURE 5: 1920'S-1940'S



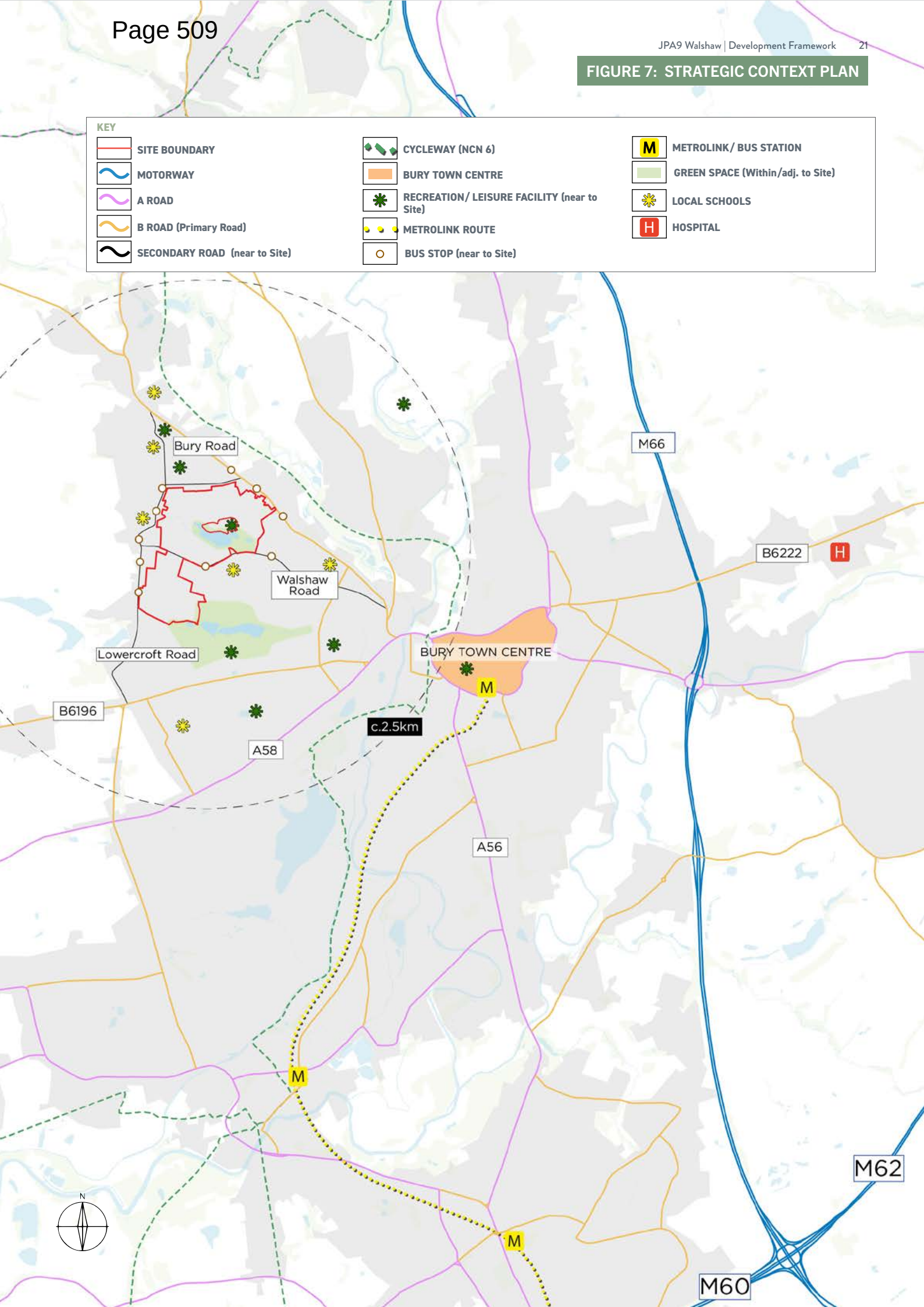
FIGURE 6: 1940'S - 1970'S

THE SITE TODAY

This site is strategically well-located to deliver a new sustainable community and is accessible to:

- Shops, services and employment opportunities in Bury Town Centre, located c.2.5km from the site.
- Bury Metrolink which is located in Bury Town Centre offering services every 12 minutes to nearby neighbourhoods, settlements and Manchester City Centre.
- Existing bus services, currently operate along Walshaw Road, Lowercroft Road, High Street, Church Street and Bury Road/ Tottington Road, offering connectivity to Tottington District Centre (c.1km) and Bury Town Centre.
- Walshaw Village Centre (c.200m) to the west.
- The strategic road network including several B-Roads, the A58, A56, and the M66.
- Existing Public Rights of Way, and National Cycle Network (NCN) Route 6.
- Nearby primary and secondary schools.
- Leisure facilities, including Stables Country Club, Bury Leisure Centre and other town centre facilities.
- Accessible recreation facilities at Dow Lane Recreation Ground, Elton Vale Sports Club, Walshaw Sports Club and Elton Cricket Club.
- Areas of green space within and close to the site (centred around the reservoirs at Bolholt Country Park Hotel, Elton Vale Kirklees Valley and Burrs Country Park).

FIGURE 7: STRATEGIC CONTEXT PLAN



LOCAL CONTEXT AND CHARACTER

The site is mainly in pastoral or agricultural use and contains a reservoir fed by Walshaw Brook. The Bolholt Hotel, Stables Country Club, and Lake Hill private residence are situated adjacent to the reservoir. There are a large number of mature trees and significant hedgerows within and along the site boundary.

Bury Town Centre, is located approximately 2.5km from the site and offers a full range of retail, cultural and leisure amenities alongside local education provision and health and community facilities.

Tottington District Centre is located approximately 1km from the site and includes convenience stores, library, post office and other local services.

A convenience store is located in Walshaw Village Centre, located approximately 200m from the site.

The site is relatively well-served with community centres including the Tottington Centre and Elton Community Centre,

The site is in good proximity to many educational establishments serving all ages including Elton High School and Tottington High School, Christ Church Walshaw, Lowercroft Primary School, Chantlers Primary School, Tottington Primary School and Elton Primary School

There are several GP surgeries close to the site including Tottington Health Centre and Mile Lane Health Centre.

There are opportunities to provide new, more accessible local facilities on site and meet the needs generated by future residents without creating the need to travel by car.

There is an opportunity to provide a new primary school on the site and utilising/expanding capacity within existing nearby schools and health centres.



Walshaw Village Centre



Christ Church, Walshaw



FIGURE 8: LOCAL FACILITIES PLAN



LOCAL CHARACTER

TOTTINGTON

Predominately 2 - 2.5 storey semi detached suburban block with historic terraces along Bury Road. The area shows consistent character including: symmetrical frontage, dominant red and light brick, dark clay roof tiles, exposed cills. Boundary treatments are largely stone or brick low walls in combination with hedges.





WALSHAW VILLAGE

Housing ranges from 2 - 2.5 storey semi detached and terraces along High Street. Characteristics of the area include: larger plots, red brick and light coloured render. Boundary treatments include: low fence or brick wall and hedgerows. Parking along terraces is on street with on plot front and side parking in the more modern suburban developments.

WOOLFOLD

Woolfold features predominately 2 to 2.5 storey semi-detached and terraced properties, arranged along the main routes and secondary streets within the neighbourhood. Characteristics of the area include: generous plot size, red brick and; light coloured render. Boundary treatments include: low brick walls, timber fencing and established hedgerows. Parking provision varies with on-street parking typical for older terraces on-plot parking in newer suburban developments.





ELTON

Housing in Elton ranges from 2 - 2.5 storey semi detached and terraces along Walshaw Road. Characteristics of the area include: larger plots, red brick, light coloured render. Boundary treatments include: low fence or brick wall and hedgerows. Parking along terraces is on street with on plot front and side parking in the more modern suburban developments.

DOW LANE / SEDDONS FARM

Dow Lane / Seddons Farm presents a more modern housing stock of predominately 2 - 2.5 storey semi detached/detached. Characteristics of the area include: large plots, integral garages, red brick with render and dark clay rood tiles. Boundary treatments include: low rise fence or brick wall and hedgerows. Parking along terraces is on street with on plot front and side parking in the more modern suburban developments.





LOWERCROFT

Housing in Lowercroft ranges from 1 - 2 storey detached / terraced homes along Lowercroft Road. Characteristics of the area include: larger plots, red brick, render, stone, bay windows. Boundary treatments include: low fence or stone wall and hedgerows. The terraces have parking garages behind the buildings, while the detached houses have on plot parking.

FIGURE 9: LOCAL CHARACTER PLAN



SITE CHARACTERISTICS, OPPORTUNITIES AND CONSTRAINTS

This section sets out the findings and recommendations from Site investigation and technical studies which have been undertaken. The site assessment has included input from the wider Consultant Team.

TRANSPORT AND HIGHWAYS

Characteristics

The site is situated in a sustainable and well-connected location entirely within the urban area. It 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.

Several bus routes operate in the surrounding area, providing access to Tottington, Walshaw and into Bury where they connect with the Metrolink at Bury Interchange.

There are multiple Public Rights of Way (PRoW) that cross the site and the National Cycle Network 6 runs to the north-east of the site and serves Bury town centre and Ramsbottom. A local TfGM local cycle route runs along Leigh Lane to the south of the site.

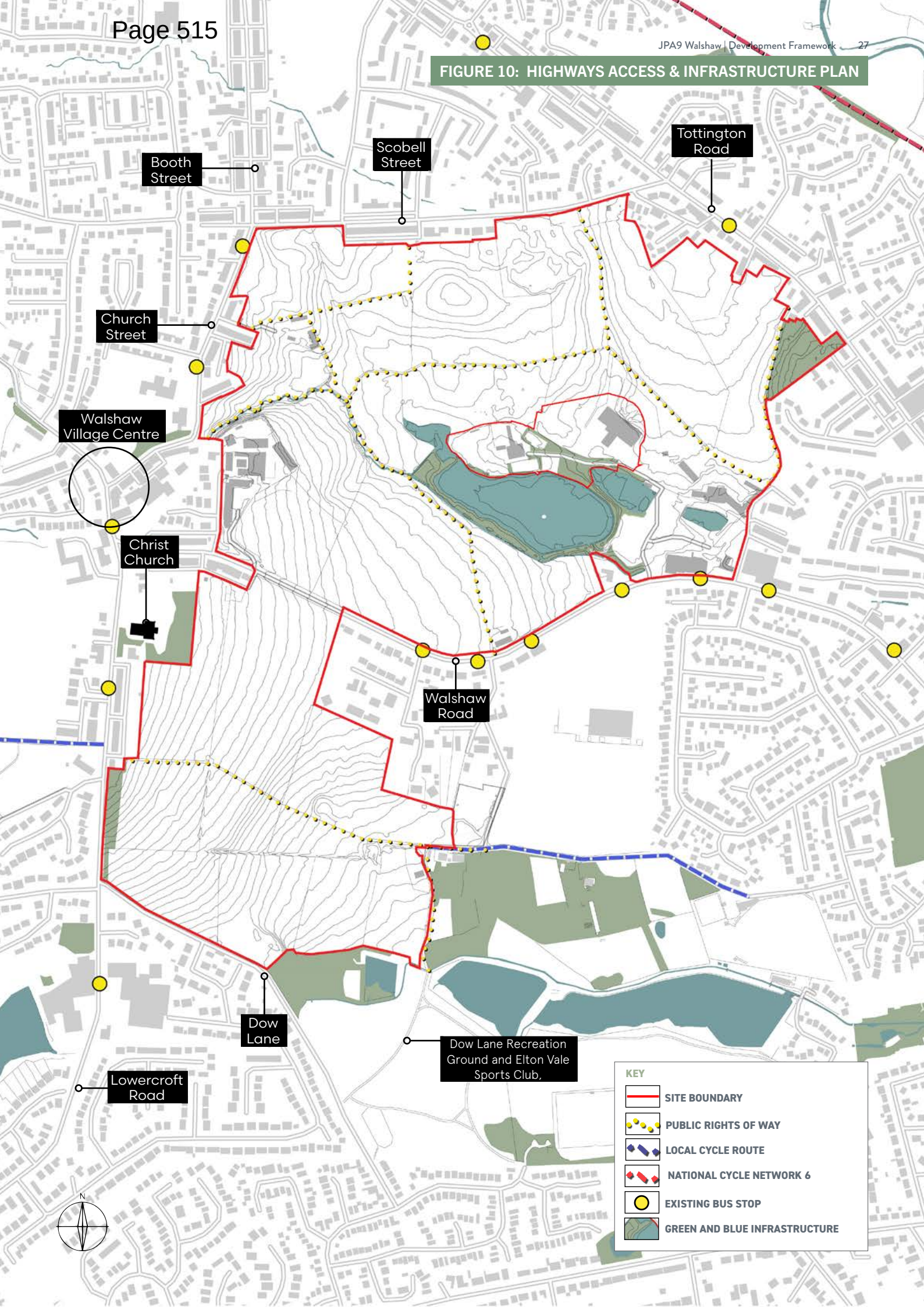
Opportunities

- New high quality bus infrastructure
- Future connectivity to the Metrolink network via the new stop at Elton Reservoir
- Opportunity to deliver a new Through Road which will provide direct connections between Scobell Street, Walshaw Road and Lowercroft Road
- Utilising PROW to facilitate traffic free travel within the site and to neighbouring areas
- Extending bus servicing, via the new Through Road, into the surrounding areas, enhancing accessibility and connectivity.
- Enhanced active travel routes which will allow for off-road movement across the site.

Constraints

- Parts of the existing network already experience congestion, particularly at peak hours
- Existing bus services do not have sufficient capacity during peak hours to provide a dependable and attractive alternative to car travel.
- Width constraints on the surrounding road network make new segregated active travel infrastructure difficult to deliver
- Poor connectivity due to the absence of safe and dedicated active travel infrastructure.

FIGURE 10: HIGHWAYS ACCESS & INFRASTRUCTURE PLAN



ECOLOGY

Characteristics

The site is comprised of predominately modified grassland in poor condition, interspersed with hedgerow networks, woodland edges, drainage ditches, ponds and a small patch of wet woodland.

Adjacent to the southern boundary of the site is the Cyrus Ainsworth's nurseries and Parkers Lodges Site of Biological Importance (SBI). This SBI includes two water bodies, deciduous woodland, grassland, and a brook. The SBI and land within the southernmost section of the site are identified as being part of a wildlife link and corridor in the Bury UDP.

Opportunities

- Identify Wildlife Corridors based on existing linear landscapes to create a comprehensive network across the site which allows for strong integration with new development.
- On-site ecological mitigation and enhancement should be targeted at Walshaw and Elton Brook corridors, with the protection and enhancement of the watercourses and the associated ecosystem a key priority.
- A 25m buffer should be provided between the SBI boundary and the proposed development.
- Appropriate mitigation and enhancement through the design and evolution of the masterplan can ensure a sustainable ecologically integrated development and biodiversity net gain.

FIGURE 11: ECOLOGY AND LANDSCAPE PLAN



BUILT HERITAGE AND ARCHEOLOGY

Characteristics

There are no designated heritage assets identified within the site boundary. There is a Grade II* Listed Church located immediately to the west of the site with views across most of the surrounding landscape.

Opportunities

- There is an opportunity to ensure that the site's intervisibility with Christ Church informs the future design of site and key views towards the church particularly from Walshaw Road are retained.
- There is also an opportunity for a new pedestrian access point into the church grounds from the development



FIGURE 12: CHRIST CHURCH VIEW FROM WALSHAW ROAD



FIGURE 13: CHRIST CHURCH VIEW FROM ABOVE

FIGURE 14: HERITAGE PLAN



FLOOD RISK AND DRAINAGE

Characteristics

The site is in an area identified as having a 'low' probability of flooding on the Environment Agency (EA) Flood Map and is located in Flood Zone 1.

There are three notable watercourses either within or in close proximity to the site:

- To the north of Scobell Street, in close proximity to the northern boundary of the site, an unnamed watercourse 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.
- Walshaw Brook is an ordinary watercourse which runs through the northern part of the site, flowing in a south easterly direction. There are numerous tributaries that drain at various locations along its length. There are also ponds/lakes to the north of the Brook which have connectivity.
- Elton Brook runs within the southern development Site boundary. This generally flows in an easterly direction with a number of tributaries present within the site. One of the main tributaries commences within the site 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 the Reservoirs.
- Technical due diligence has considered existing drainage and utilities infrastructure including the nearby water main.

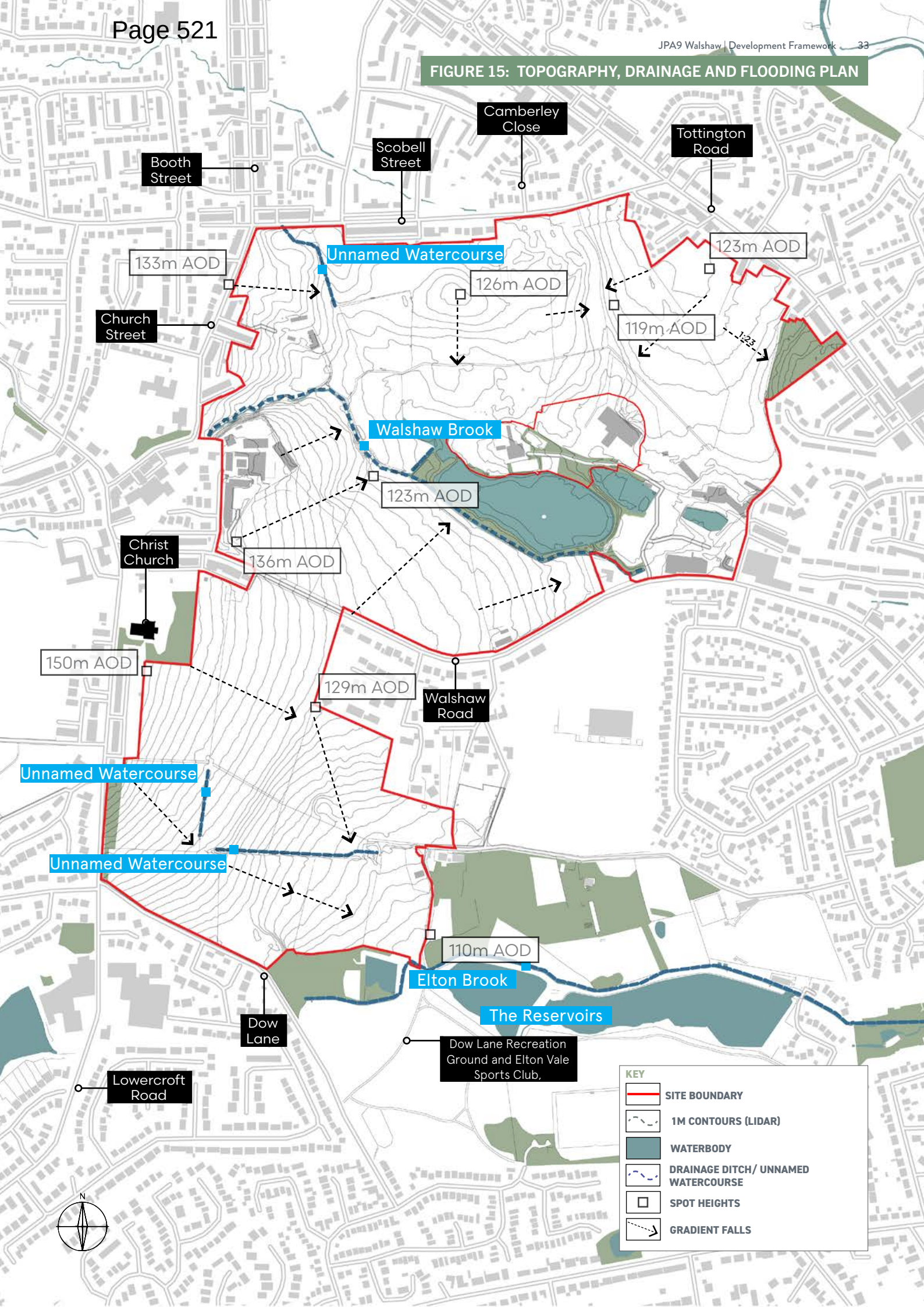
Opportunities

- Retention and integration of watercourses and drains in the blue and green infrastructure as well as a naturalisation of routes, to support resilience and increased biodiversity.
- There is an opportunity to consider whether development within the site can improve flood risk and drainage in the wider area.
- There is also an opportunity to integrate SuDS into the development and de-culvert watercourses within the site.
- Water and waste utilities will be considered in the detailed design stage to support future planning applications.

Constraints

- Surface water mapping indicates that the site has areas that are potentially susceptible to pluvial flooding in the 30- and 100-year return periods. However, these are generally limited to the alignment of existing water features.

FIGURE 15: TOPOGRAPHY, DRAINAGE AND FLOODING PLAN



GREEN INFRASTRUCTURE

Landscape Characteristics

At a national level, the site lies within the Manchester Pennine Fringe' Character Area (National Character Area 54). At a district level, the site and study area is described within the Greater Manchester Landscape Character and Sensitivity Assessment (2018) as part of LCA20: Affetside and Ainsworth which falls within the 'Urban Fringe Farmland' character type. Urban fringe farmland is characterised by agricultural fields and landforms which, as can be seen at the site, are often dissected by networks of narrow streams and ponds. Panoramic views are intertwined with the influence of more urbanising features.

Green Space and Recreation facility characteristics

In terms of surrounding green spaces, Dow Lane recreation ground, Elton Vale Sports Club, Elton Cricket Club and Walshaw Sports Club are all close to the site. Further afield is Town Meadow Park, Old Kays Park, Burrs Country Park and the Kirklees Trail. These spaces offer a variety of facilities including walking and cycling paths, playgrounds, sports pitches, changing facilities and opportunities to host community events.

Trees, woodland and hedgerow characteristics

The site includes scattered trees along hedgerow boundaries surrounding the Bolholt area. There are also Tree Preservation Orders on some trees located on the north west boundary off Church Street.

Much of the scattered tree stock is in a state of naturalised dilapidation. Woodland areas surrounding the Bolholt is considered to represent a collective higher value arboriculture resources.

Opportunities

- There are opportunities to retain and enhance existing hedgerows and trees, particularly on the site boundaries. There is also the potential to expand tree groups and hedges to extend the coverage and network.

FIGURE 16: LANDSCAPE FEATURES PLAN



TOPOGRAPHY AND GROUND CONDITIONS

Characteristics

The site is undulating in nature however the south western edge of the site occupies the highest elevation at approximately 150m AOD. Land broadly falls to its centre in the northern half of the site while the southern half of the site falls west to east.

The preliminary risk classification of the sites ground conditions in relation to the proposed development is considered to be low/moderate in localised areas only. The remainder of the site is very low risk with no historic contaminating land uses identified. The risk to human health from potential off-site sources is considered to be low/very low.

Controlled waters - The risk posed to surface water groundwater aquifers is considered to be low/very low in localised areas only. The remainder of the site is very low risk with no historic contaminating land uses identified.

Coal seams, mine entries, and infilled land have been identified and future ground investigation should address these risks. However, the most recent coal mining risk assessment concluded that no mine shaft exists at the locations shown in figure 17 opposite and therefore these will not constrain future development and in particular the predicted alignment of the proposed strategic Through Road.

FIGURE 17: TOPOGRAPHY, DRAINAGE AND FLOODING PLAN



SUMMARY OF SITE OPPORTUNITIES AND CONSTRAINTS

Figure 18 opposite identifies important opportunities and constraints that will influence the design of the site.

The considerations identified are underpinned by the ongoing technical assessments presented through this document and the PfE requirements.

A summary of the main opportunities is provided below.

- Existing Public Rights of Way within the site will be incorporated into the proposed development and enhanced (where possible), providing off-road routes that connect to neighbouring areas and Walshaw Village Centre.
- Active travel routes adjacent to key landscape features allowing for off-road movement across the site.
- Steep areas and large changes in level will be accommodated in green space and landscaping, residential streets can be accommodated outside of these and designed to be accessible and maneuverable for all.
- Incorporation of a Through Road to provide direct vehicular and active travel routes / connections between Scobell Street, Walshaw Road and Lowercroft Road.
- Future residents to benefit from convenient access to the existing services and amenities on foot.
- Existing vegetation will be harnessed where possible as part of a site-wide green infrastructure strategy.
- Christ Church (Grade II* Listed) will be protected by a surrounding green buffer, thus maintaining its prominence in the area's character and still retaining views towards it from the east.

A summary of the main Constraints is provided below:

- A SBI is located to the south of the site which requires a 25m buffer zone.
- Surface water mapping indicates that the site has areas that are potentially susceptible to pluvial flooding in the 30- and 100-year return periods.
- The existing transport network already faces peak hour congestion, with limited bus capacity, constrained road widths and a lack of safe dedicated active travel infrastructure reducing viable alternatives to car use.

FIGURE 18: OPPORTUNITIES AND CONSTRAINTS PLAN



4.VISION AND STRATEGIC OBJECTIVES

We aim to create a sustainable and cohesive community that successfully blends with the existing communities of Tottington, Elton, Lowercroft, and Walshaw.

THE VISION

This new neighbourhood will be characterised by how it integrates with its landscape setting and incorporates key features to create an authentic sense of identity and place. The vision is to deliver high quality, sustainable and climate resilient new homes within a distinct setting.

Active travel, connections to key local infrastructure (both existing and proposed) as well as the integration of ecology rich green corridors and blue and green infrastructure will be integral in shaping this new place.

This development will aid the creation of neighbourhoods for Elton and Walshaw where residents can access everyday facilities on foot, whilst staying well connected to high-quality services and jobs through convenient, direct and sustainable travel links.

STRATEGIC OBJECTIVES

1. Deliver a sustainable and inclusive community;
2. High-quality design-led approach to the development;
3. Enhance connectivity and transport; and
4. Support and enhance connections to local services and facilities.
5. Adapting to, and mitigating the impact of, climate change



5. DESIGN PRINCIPLES

PRINCIPLE 1 COMMUNITY FOCUSED



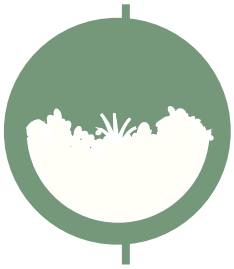
The Walshaw development will foster a strong sense of community and belonging. We envision shared spaces and facilities that encourage social interaction, recreation, and cultural exchange, thereby creating a vibrant and inclusive community.

PRINCIPLE 2 SUSTAINABLE MOVEMENT

High quality green corridors and off road routes will be provided across the new neighbourhood which promotes movement across the site to utilise more active forms of travel whilst bolstering and enhancing existing green infrastructure and reducing car trips on the external network.



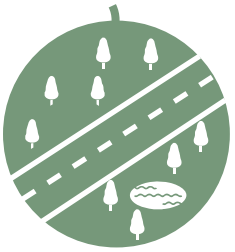
PRINCIPLE 3 LANDSCAPE AND BIODIVERSITY-LED



Existing landscape features will be retained and integrated, forming a strong green network and high-quality landscape setting for the new community which will heavily characterise this new place. Hedgerows, trees, brooks and reservoir provide the opportunity for placemaking and amenity. landscape-led design will be integrated with the strategy for sustainable water management.

PRINCIPLE 4 MEANINGFUL INFRASTRUCTURE

New infrastructure will enable new and existing residents to navigate and enjoy the area and to 'live locally'. A new Through Road will provide a key active travel route linking homes to community infrastructure and facilities in nearby neighbourhoods.



PRINCIPLE 5 CLIMATE CHANGE RESILIENCE

Climate change resilience is embedded as a core design principle in the development, ensuring the area can adapt to and withstand future environmental challenges. With water management and water efficient development being an integral part of the development to achieve high quality design and placemaking.

6.MASTERPLAN

This section outlines the parameter plan, illustrative masterplan and the design principles that underpin the overall masterplan.

The Illustrative Masterplan has been informed by the preparation of Parameter Plans which draws upon the technical evidence set out within the site Assessment Section and also the work that was prepared to inform JP Allocation 9 within PfE.

PARAMETER PLAN

The following section presents the parameters for development.

Residential (to include highway / utilities infrastructure

Approximately 31.5 ha of land can accommodate residential development, providing the potential to deliver approximately 1250 homes.

Primary School

Approximately 1.6ha of land has been provided to allow for a one form Primary School.

Local Centre and Development

Approximately 0.6ha of land has been provided for a local centre which can include a range of appropriate retail, health and community facilities.

Green Infrastructure

The area available for green infrastructure is approximately 30.4ha.

Vehicle Access

New junctions to serve the proposed development will be provided as well as a new strategic Through Road. The council will be mindful not to encourage rat running through the site.

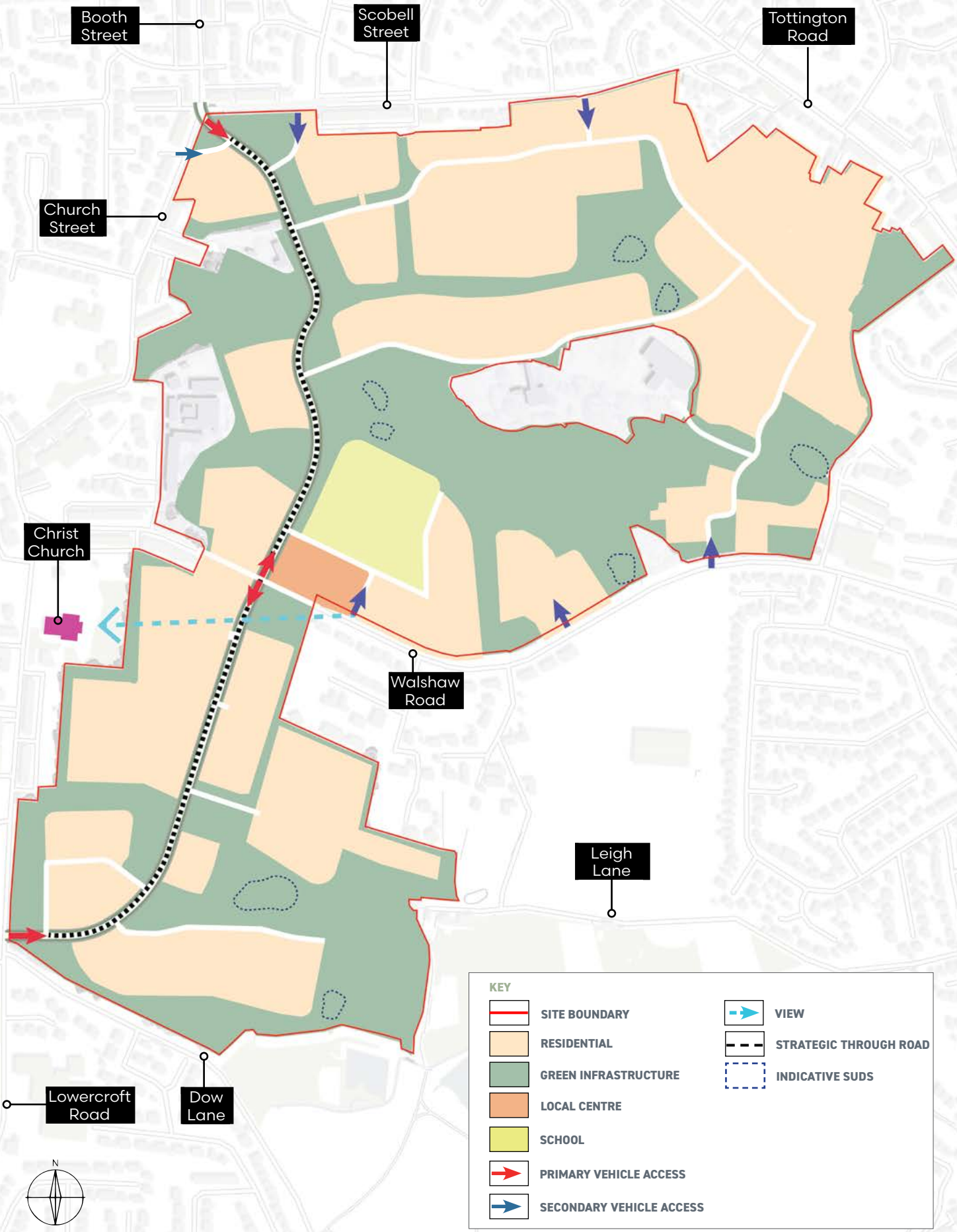
Building Heights

Predominately 2 storey with some 2.5 storey homes in key positions to aid permeability and legibility. In addition there is opportunity to increase to 3 storey apartments in the local centre

PARAMETERS

Use	Area (ha)
Residential	c.31.5
Green and Blue infrastructure	c.30
Local Centre	c.0.6
School	c.1.6

FIGURE 19: PARAMETER PLAN



INDICATIVE ILLUSTRATIVE MASTERPLAN

The purpose of the Illustrative Masterplan is to show how the parameters and principles will provide for the creation of a rich, varied and attractive development comprising a mixture of house and street types. Variations in density and urban grain will create distinct character areas and edges. It will provide a high-quality new community of, approximately 1,250 homes.

The Masterplan shows how existing landscape features will become focal points within the new neighbourhoods and support an extended and enhanced movement network that incorporates active travel.

The mix of uses provided will contribute to a sustainable new neighbourhood with key local infrastructure, such as primary school and local centre, easily accessible on foot or cycle.

A key piece of road infrastructure will be provided in the form of a new strategic Through Road which will connect Booth Street / Scobell Street (in the north) to Walshaw Road (central) and Lowercroft Road (in the south). In addition to relieving traffic congestion to the west of the site (Church Street / Walshaw village centre) it will provide active travel routes and therefore form a integral movement route connecting through the site and linking existing and proposed east-west path / cycle connections and a mix of high quality family homes.

THE MASTERPLAN INCORPORATES THE FOLLOWING KEY FEATURES:

1. Strategic Through Road (with potential for a bus route) providing access and connections to the wider highway network.
2. Integrated green / blue infrastructure with an extensive network of pedestrian and cycle routes, interfacing with surrounding facilities, alongside opportunities for children's play.
3. Site for a new primary school following school streets principles.
4. Retention of important existing landscape and biodiversity features.
5. Protection and enhancement of important heritage assets.
6. Surface water drainage solutions which have the potential to enhance biodiversity.
7. Community allotments that can be used by the residents.
8. New local centre with new retail and community facilities.
9. Through access to Church Street.

FIGURE 20: INDICATIVE ILLUSTRATIVE MASTERPLAN



CHARACTER STRATEGY

The Character Strategy for the site aims to create a vibrant neighbourhood, where different uses are conveniently located and at walking and cycling distance from most homes.

Building Heights

Building heights across the site will be approximately 2 to 2.5 storey in height. This will vary depending on local context and there may be the potential for higher buildings in some areas.

Density

While the average density for the site as a whole will be 37.7 dph, a range of densities will feature across it responding to the proposed locations of key facilities and will relate to the site-wide movement strategy.

Key Spaces

A sequence of spaces along the main route and throughout the development will provide a variation in character and development treatment, aiding legibility for pedestrians and cyclists and offering traffic calming.

Key Buildings

Other key buildings will be used to further emphasise the site's accesses, key spaces, and the hierarchy of routes throughout the site, aiding legibility. They will be achieved through scale, massing, use, architectural style and/or detailing. They will need to fulfil at least one of the following functions:

i) terminating and/or completing vistas and key views;

ii) creating a gateway and/or pinch points;

iii) creating landmark buildings to support wayfinding; and/or

iv) creating a sense of scale at key spaces.

Building Formality

Building formality across the site will vary depending on the character area it is within, for example The Avenue and Woolfold will feature more formal street frontage and formal response to green space than that of The Glade.(See the next section for character area details)

Block Structure

Perimeter blocks will be the most common typology across the site, with blocks located along the Primary Street generally accessed from the back or via small parking courts.

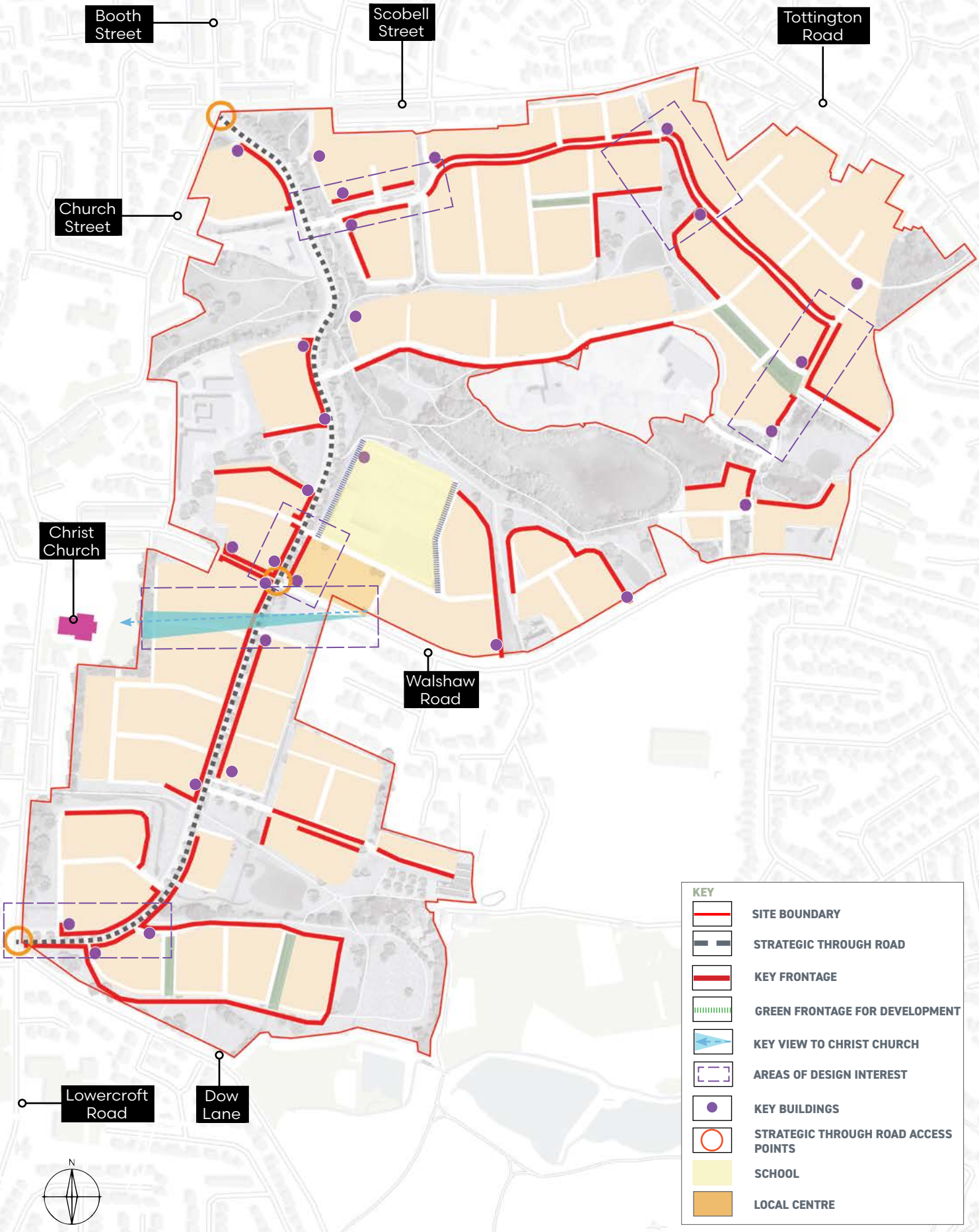
Key View

There is a key view in the site from Walshaw Road towards the listed Christ Church to the west of the site. To ensure the development does not disrupt the view, green space has been provided and streets orientated to maintain a view corridor.

Strategic Through Road Frontage

While strategic, the Through Road is still a street and has a significant role to play in defining the character of the whole site. It will span and influence all the character areas identified. As such, the scale and massing of built form will vary accordingly and will be generally formal with the use of symmetry and vertical elements to emphasise height. Modern and traditional interpretations of the principles are appropriate. There will also be a need to retain the character and amenity of existing properties in locations where new buildings meet existing roads.

FIGURE 21: CHARACTER STRATEGY PLAN



A strong character within a development is an important placemaking principle as it helps residents feel a sense of belonging, identity and pride in where they live. This can be achieved though layout, massing, landscaping, building appearance and appropriate street design, all of which add a further layer of richness to the place.

CHARACTER AREAS

There are three character areas identified in the masterplan. The first includes the Avenue and Woolfold which are core development areas.

The second includes the Glade and the Woodland provide a greater opportunity for a variance in character to respond more directly to the site's landscape character.

The third character area relates to the local centre and primary school.

The character areas respond to the wider influence of the site which includes land form, topography, landscape and the relationship to the existing urban environment as identified in the early 'local character' section.

Edge frontages have also been identified to ensure that the built form provides a suitable transition to the wider landscape and responds positively to the heritage sensitivities of the Grade II* listed Christ Church.

Character Area 1: The Avenue

Located centrally within the site, this character area flanks the strategic Through Road (Avenue) and encloses the local centre: Average density will be higher with close proximity to community and transport infrastructure and to create definition to the central Through Road.

Character Area 1: Woolfold

Closely relating to the adjacent existing communities this character area will typify high-quality residential neighbourhood defined by family housing in and around Bury. Average densities will increase to the eastern / western edges in closer proximity to community and transport infrastructure.

Character Area 2: The Glade

Low density area characterised by a bio-diverse landscape environment with retained mature trees and hedgerows. With direct walking and cycling connections to the adjacent park.

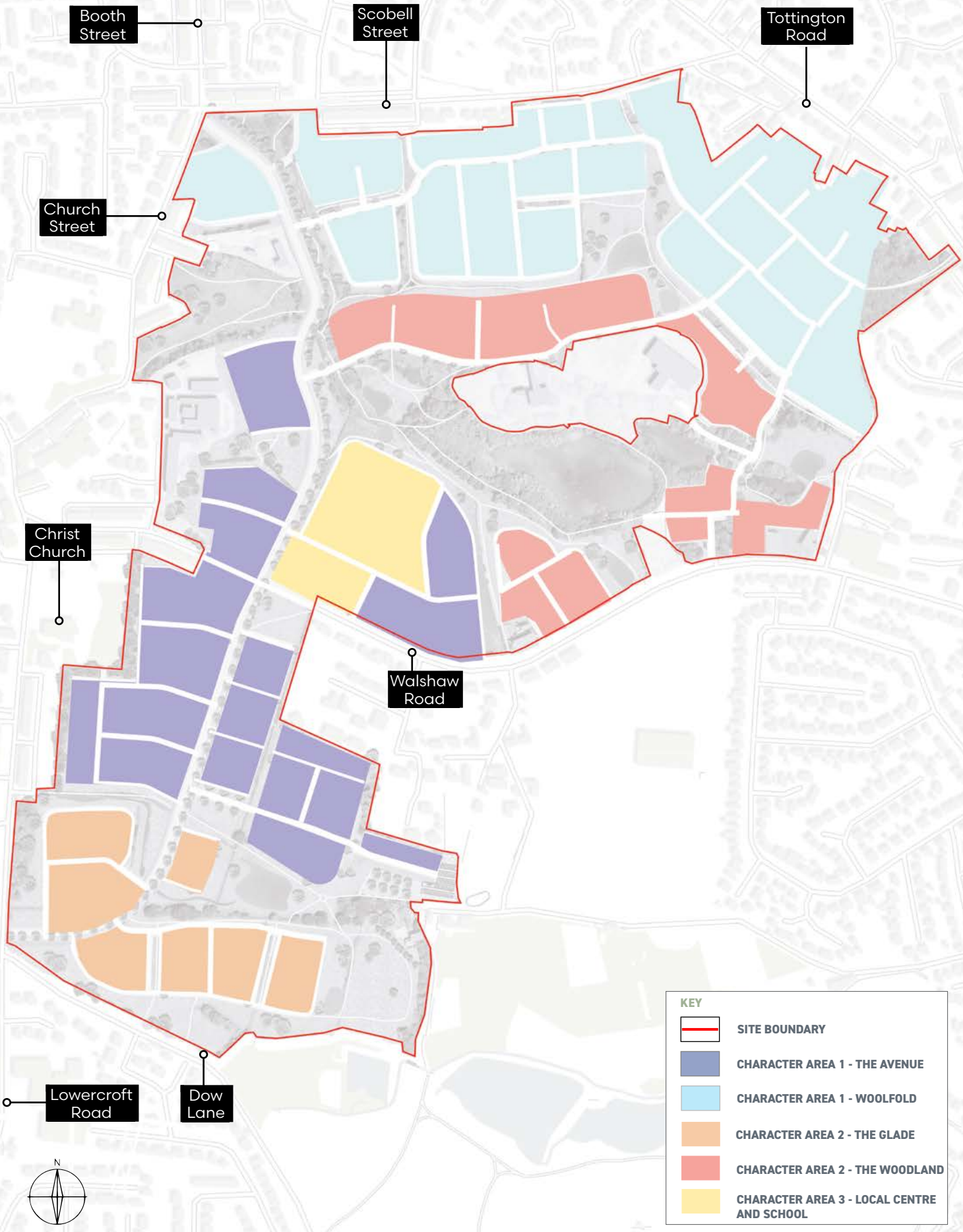
Character Area 2: The Woodland

Lower density area characterised by its proximity to the large body of water and its surrounding mature wooded landscape.

Character Area 3: Local Centre and School

At the centre of the masterplan sits the local centre and land safeguarded for a primary school, with a mixed density with provision for residential above the local centre.

FIGURE 22: CHARACTER & BUILT FORM STRATEGY PLAN



Character Areas 1 'The Avenue' and 'Woolfold'

The Avenue and Woolfold are similar in that they are residential neighbourhoods with regular development blocks, located in the north and centre of the site, creating continuity and clear block structure, reflecting that of the surrounding neighbourhoods.

Character

This area has formal development lines with clear blocks throughout both areas. They will have a more suburban feel with a semi-formal character inspired by the traditional residential neighbourhoods found in Bury.

Core Area 1: 'The Avenue' is heavily influenced by the Through Road and topography where residential streets will slope down from west to east and will provide the opportunity for views east towards Bury and north towards the hills.

Core area 2: 'Woolfold' is more contained with its character area defined by the street and spaces and journeys that are made through them.

Scale and Density

The residential areas will be approximately 2 to 2.5 storey in height.

Scale and density in Character Area 1 will be approximately 2 to 2.5 storey in height, with an average density of approximately 35dph-40dph due to the proximity of this area to community and transport infrastructure.

Distinct Frontages

The Avenue has key frontages that run along the new strategic Through Road. The Eastern side of this road will see a landscaped strip / rain garden with tree planting.

Woolfold has a key frontage along its primary street that connects from Walshaw Road in the south to the Through Road in the north west.

Landscape

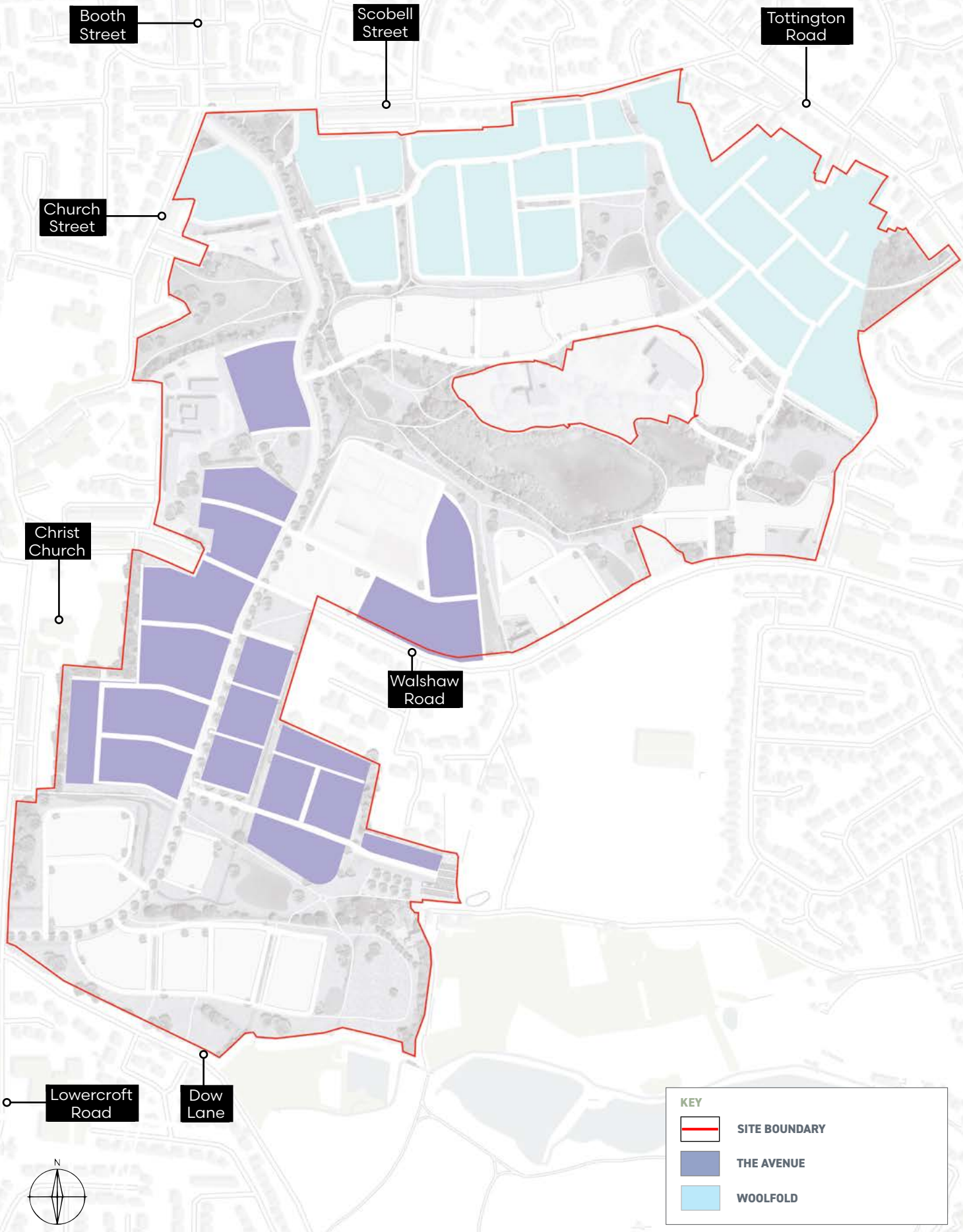
Landscape within The Avenue and Woolfold will typically be formal and structured where development area meets open space, leaving the more naturalistic landscape to the outer edges of the site.







FIGURE 23: CHARACTER AREAS 1 PLAN



Character Areas 2 'The Glade' and 'The Woodland'

The Glade and The Woodland are residential neighbourhoods heavily influenced by their landscape context. Featuring key green frontages and views.

Character

These areas will have an informal character with variation in building line which will help the residential development here feel more organic. Verdant character with trees within plots and hedgerows.



Scale and Density

The residential areas will be largely 2 storey in height at an average density of approximately 35 dph.

This lower average density will help define the character and provide the opportunity for strong integration with the adjacent landscape.



Distinct Frontages

Each area will have a distinct frontage which responds to its edge context and will have a strong landscape feel.

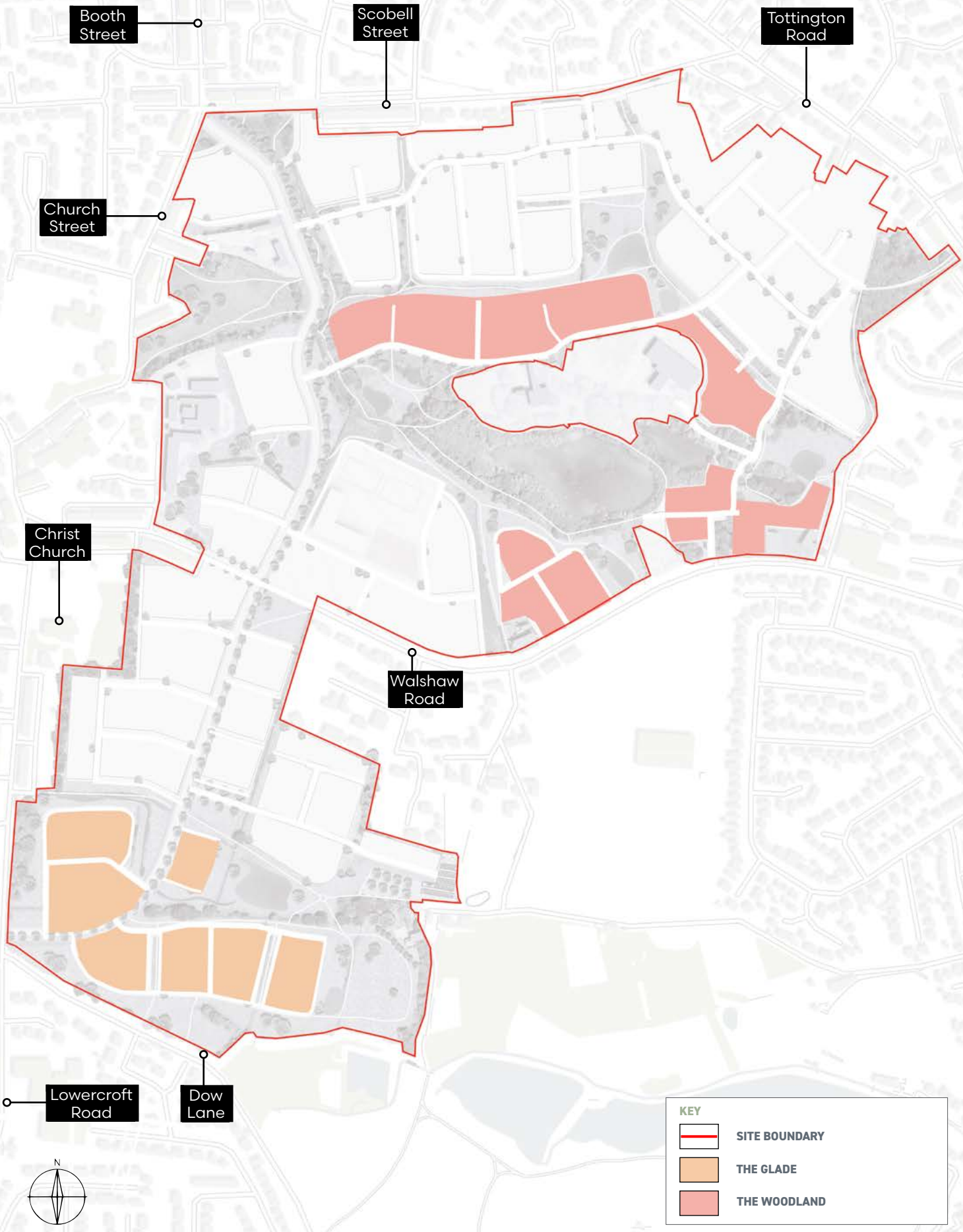
Landscape

These areas will tie in with the distinct landscape setting within the site's central and southern edges. It is a landscape-led neighbourhood which generally fronts open space.

Landscape will typically be formal and structured where development area meets open space, leaving the more naturalistic landscape to the outer edges of the site.



FIGURE 24: CHARACTER AREAS 2 PLAN



Character Areas 3 Local Centre and School

Sustainably located at the heart of the masterplan is the local centre and school providing key local amenities and the opportunity for residential development as a higher density.

Character

This area will provide a gateway into the northern parcel of the allocation, serving both existing and new residents. This area will include a new primary school, community facilities and small scale retail uses. This co-location of uses will strengthen the sense of community, providing a vibrant point of arrival.

New active travel and public transport infrastructure will be provided alongside the local centre and primary school to encourage sustainable travel and transport connections. This provision will support walking and cycling to school and reduce reliance on car travel for short trips. It also considers the surrounding road network to avoid traffic congestion and parked cars dominating the street scene.

Scale and Density

The height in this character area could increase to 3 storeys to accommodate apartments or cottage flats above the local centre. Site arrangement must balance massing siting taller buildings with open spaces such as play, sports and soft landscape.

The school site would typically have a relatively modest, low-rise scale, with buildings often arranged as a compact cluster of up to 2 storey blocks to preserve generous outdoor space for play and learning.

Distinct Frontages

The local centre will create a strong frontage along the main Through Road, softened by landscaping that establishes a welcoming green edge. As the road approaches the development, the school and local centre both front onto it, helping to create a clear and distinctive sense of arrival to the area.

Landscape

This area has a more formal and structured landscape, where spaces (including any servicing and car parking) are clearly defined and closely integrated with surrounding development.

The school is predominately open and organised for play and sports while the local centre is softened by planting that creates an attractive and welcoming setting.

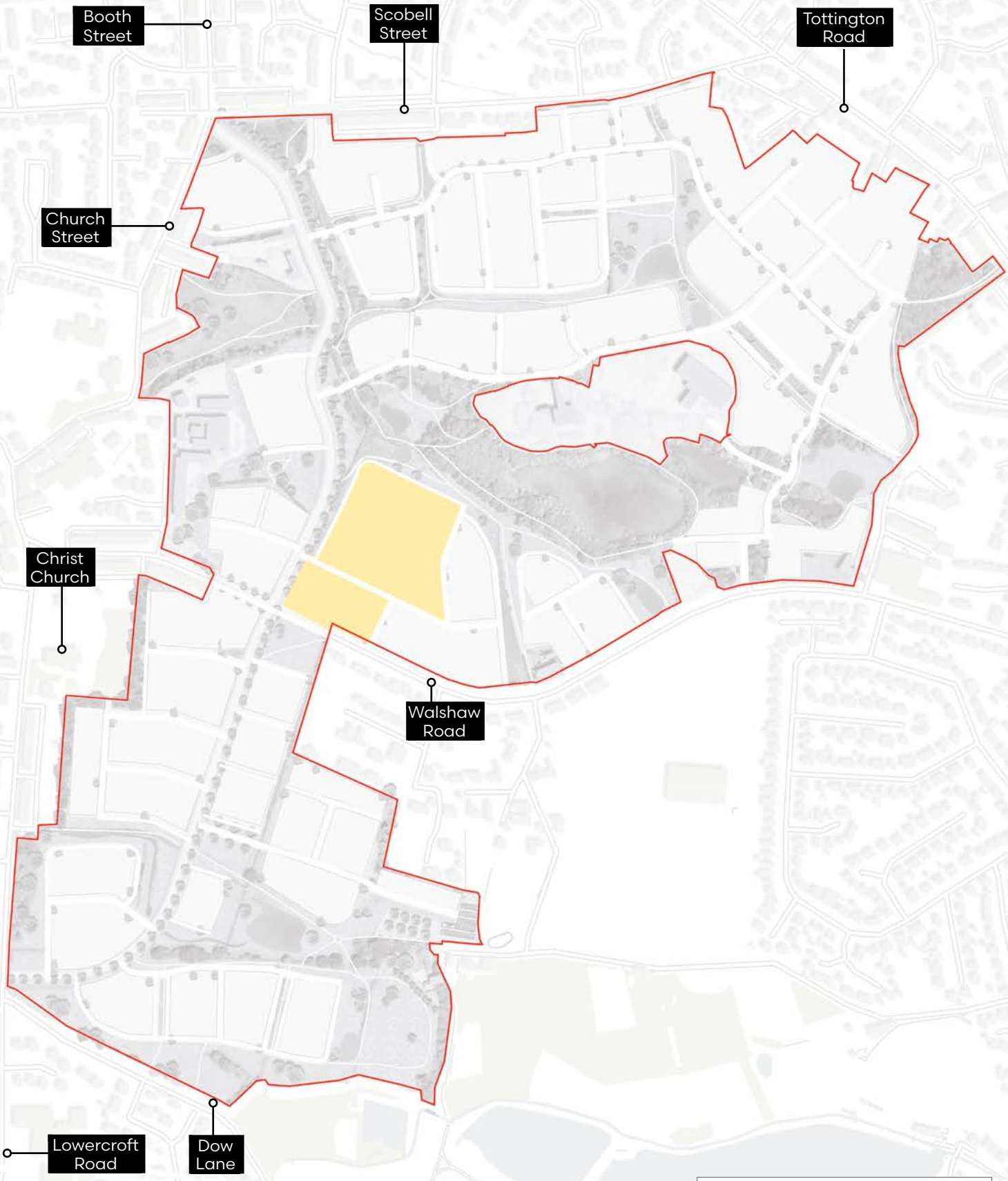
Safeguarded Land

In accordance with the Department of Education (DofE) requirements land of a suitable size to accommodate a new one-form entry primary school (with room to expand to a two-form entry primary school if required) and associated outdoor recreation space has been identified and safeguarded within the northern part of the allocation close to the Local Centre, as identified in Figure 25 and 26.



FIGURE 25: LAND FOR SCHOOL LAYOUT

FIGURE 26: CHARACTER AREAS 3 PLAN



7.DEVELOPMENT FRAMEWORK

The following Development Framework have informed the parameters for the development of the Walshaw site and should be considered as part of any future planning applications. All planning applications are to include supporting information that demonstrates how the development addresses relevant development plan policies and incorporates these Development Frameworks.

All planning applications will be required to take account of site-wide evidence covering a range of matters as set out in the following chapter.

Whilst the masterplan for 'the site' is indicative, any proposed deviation from the Development Principles will only be acceptable if there is clear, robust and agreed evidence that demonstrates an alternative approach would be more beneficial, with reference to the Vision and Objectives set out in Chapter 4.

DESIGN

Development of the site should deliver high-quality, inclusive and sustainable places that respond positively to local context and contribute to a distinctive sense of place, particularly in terms of:

- Responding positively to local context and character.
- Place-making and urban design quality.
- Climate responsiveness and resilience.
- Respect and respond to the natural environment.

All development proposals should adopt a design-led approach from the outset, ensuring that design considerations shape the form, layout, scale and function of development rather than being applied retrospectively. All planning applications should be accompanied by a design code.

PfE Policy JPA9 requires new development to ensure its 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.

PfE Policy JP-P1 sets out the key attributes that all development should be consistent with in order to meet the aim for the city region to be one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places.

PfE Policy JP-G6 requires development to be designed to support the positive use of nearby green spaces, such as by offering a high-quality setting, providing natural surveillance, and facilitating easy access by walking and cycling.

The following design framework must be incorporated into all development proposals within the site:

Responding positively to and being informed by a thorough understanding of the local context and character, including:

- The site's natural, built and historic environment.
- The local townscape, landscape and setting.
- Established patterns of development, street hierarchy and plot structure.
- Local materials, detailing and architectural features.

Delivering high-quality and inclusive development that contributes to a distinctive sense of place, particularly in terms of:

- Being visually attractive and distinctive, through architecture, materials and detailing.
- Incorporating distinctive architectural reference points at key gateway locations and arrival points to assist with legibility.
- Using high-quality, durable and sustainable materials that are easily maintained and resistant to the effects of ageing weather and climatic conditions.
- Ensuring that development blocks, individual buildings, streets and spaces function in a safe, inclusive and accessible way that creates a legible sense of place.
- Ensuring that the development makes an effective and efficient use of land and natural resources.
- Using high-quality, durable and sustainable materials that are easily maintained and resistant to the effects of ageing, weather and climatic conditions.
- Enabling effective, inclusive and safe patterns of movement with a clear hierarchy of routes within and around the development that promotes walking, wheeling, cycling, equestrian use and the use of public transport.
- Ensuring that the development is accessible to people with disabilities, the elderly and those with small children.
- Being safe and secure by minimising actual and perceived opportunities for crime and anti-social behaviour.
- Making appropriate provision for gardens and/or outdoor amenity space that reflects the type and size of each new dwelling.
- Making provision for high quality green and blue infrastructure including multi-functional SuDS, the provision of wildlife habitats and other wildlife-friendly features within the development.
- Ensuring opportunities are taken to positively integrate and enhance existing natural assets, such as rivers and wetlands, into the development, where appropriate.
- Promoting health and wellbeing.
- Considering opportunities for the incorporation of public art.

Delivering development that is resilient to the ongoing and predicted impacts of climate change, particularly by:

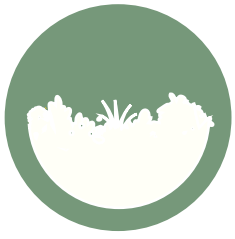
- Incorporating low carbon materials to reduce the embodied carbon of new development.
- Ensuring opportunities are taken to optimise solar energy generation through the site layout, building orientation and design.
- Providing high quality sustainable travel options for day-to-day needs via convenient walking, wheeling and cycling roues and catchments and easy access to public transport.
- Incorporating appropriate landscaping and urban greening.
- Ensuring that the design includes an assessment of, and response to existing hydrological characteristics to ensure the sustainable management of water in the design of a site and Sustainable drainage must be considered at the outset of the design process and integrated with the site landscaping, including tree-lined streets.

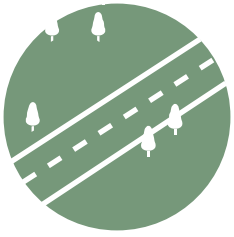
Ensuring new development will not lead to unacceptable adverse impacts on the amenity of the surrounding area, particularly in terms of:

- Overshadowing and loss of light.
- Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions.
- Pollution and general disturbance arising from noise, vibration, smell, litter, artificial light and opening hours.
- Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.









HOUSING

PfE Policy JPA9 allocates Walshaw for a new residential-led community. In accordance with Policy JPA9 approximately 1,250 new homes should be delivered to diversify the type of accommodation in Walshaw.

Development should offer a broad mix of house types and sizes, including delivering high quality and locally distinctive design. In addition to this, provision should also be made for custom and self-build plots (subject to local demand having regard to the Councils' self-build register and other relevant evidence) as well as specialist and older persons housing, having regard to the latest Housing Needs and Demand Assessment.

In accordance with PfE Policy JP-H3, all new dwellings must comply with the nationally described space standards and be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable.

The delivery of homes to meet the optional standard in Building Regulations Part M4(3) of the Building Regulations (or any subsequent revisions to the standard) is encouraged.

Affordable Housing

Criterion 5 of PfE Policy JPA9 states that development in this allocation will be required to 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).

Development proposals should include the provision of affordable housing in line with the requirements of PfE Policy JPA9, across a range of house types, sizes and affordable tenures, and have regard to the latest Housing Needs and Demand Assessment. It should be fully integrated throughout the site unless there are specific circumstances that warrant otherwise and it should be indistinguishable from the market housing and built to the same specifications (i.e. not separate house types for affordable homes), unless there are particular reasons not to do so (e.g. if there is a specific requirement from a Registered Provider).

Provision for Specialist and Older Persons Accommodation

Provision should be made for specialist and older persons' accommodation to contribute to meeting identified needs in the latest Housing Needs and Demand Assessment. Specialist and older persons' housing should be in an appropriate location to meet the needs of future residents.

All planning applications should demonstrate how provision for specialist and older persons accommodation is being made

Character and Density

The density and character of new residential development will be shaped by:

- Characteristics and constraints at different locations, both within the site and within the surrounding context.
- The need to deliver sustainable forms of development including efficient use of land, management of environmental impact and promoting travel by non-car modes.

The approach to residential density should in accordance with PfE Policy H4, with the highest densities delivered in the most accessible locations. Development should maximise the opportunity to create sustainable homes in walkable neighbourhoods.

To optimize densities within the site, residential uses will also be acceptable in principle, on the upper floors of retail and community uses.

Such differentiation in density is essential to help create a varied mix of residential forms and typologies, helping to ensure a choice of housing while delivering an efficient and sustainable use of land.



ACCESS HIGHWAYS AND TRANSPORT

Development at Walshaw represents a significant opportunity to deliver new strategic highway infrastructure and sustainable transport connections, providing relief for existing parts of the highway network, as well as providing sustainable access to the site and its new neighbourhoods and facilities.

All development within the allocation should be structured around a clear, coherent movement network that is resilient to an increasing quantum of development over time. This will be a legible and safe network both in its 'incomplete' early phases and incrementally through to final completion.

Development within the allocation should:

- Deliver a street hierarchy within the site that is in line with local design standards and that is capable of accommodating buses, with provision of bus stops and related infrastructure at optimum locations, and provision for active travel.
- Provide primary routes from the key vehicular access points connecting the development with surrounding area.
- Ensure high quality, convenient, safe and attractive walking, wheeling and cycling routes where appropriate, into and throughout the site and, in particular, towards bus stops.
- Provide off-site transport mitigation measures to enable accessibility and mitigate highways impacts arising from the development.
- Ensure that flood risk on-site and off-site from highways works is not increased and where possible a betterment is provided.

Planning applications submitted on the site will need to take account of a transport assessment which considers the highway and transport impacts of the entire site.

In accordance with Policy JP-C8 (Transport Requirements of New Development) this assessment should fully consider the cumulative impact of other proposed development in the area, access, highways and active travel. This should include detailed technical assessment and feasibility work. Transport Assessments will also be used to update the Infrastructure, Delivery and Phasing Strategy for the site.

Access and Strategic Through Road

To connect the site with the local highway network a new multi-functional strategic Through Road will provide new highway provision and public transport routes providing an alternative to the existing constrained highway network at Church Street, Bank Street and High Street. The strategic Through Road will also provide access to development parcels within the site and will provide some of the key active travel routes through the site. Rat-running through the site must be avoided.

The key access points on the Through Road are:

- Junction at Scobell Street/ Church Street and Booth Street
- North of Walshaw Road
- South of Walshaw Road
- Junction at Lowercroft Road

Additional points of emergency vehicular access may also be acceptable.

The design of access junctions should be informed by a Transport Assessment, Traffic Modelling and Traffic Surveys, prepared to support planning applications. This will ensure that the appropriate design, type and size of junction is provided – in accordance with PfE Policy JP- C8 (Transport Requirements of New Development).

The internal road hierarchy and layout should be designed in accordance with PfE Policies JP-C1 (An Integrated Network), JP-C5 (Streets for All) and JP-C8 (Transport Requirements of New Development), as well as other relevant guidance, including the Greater Manchester Streets for All Design Guide.

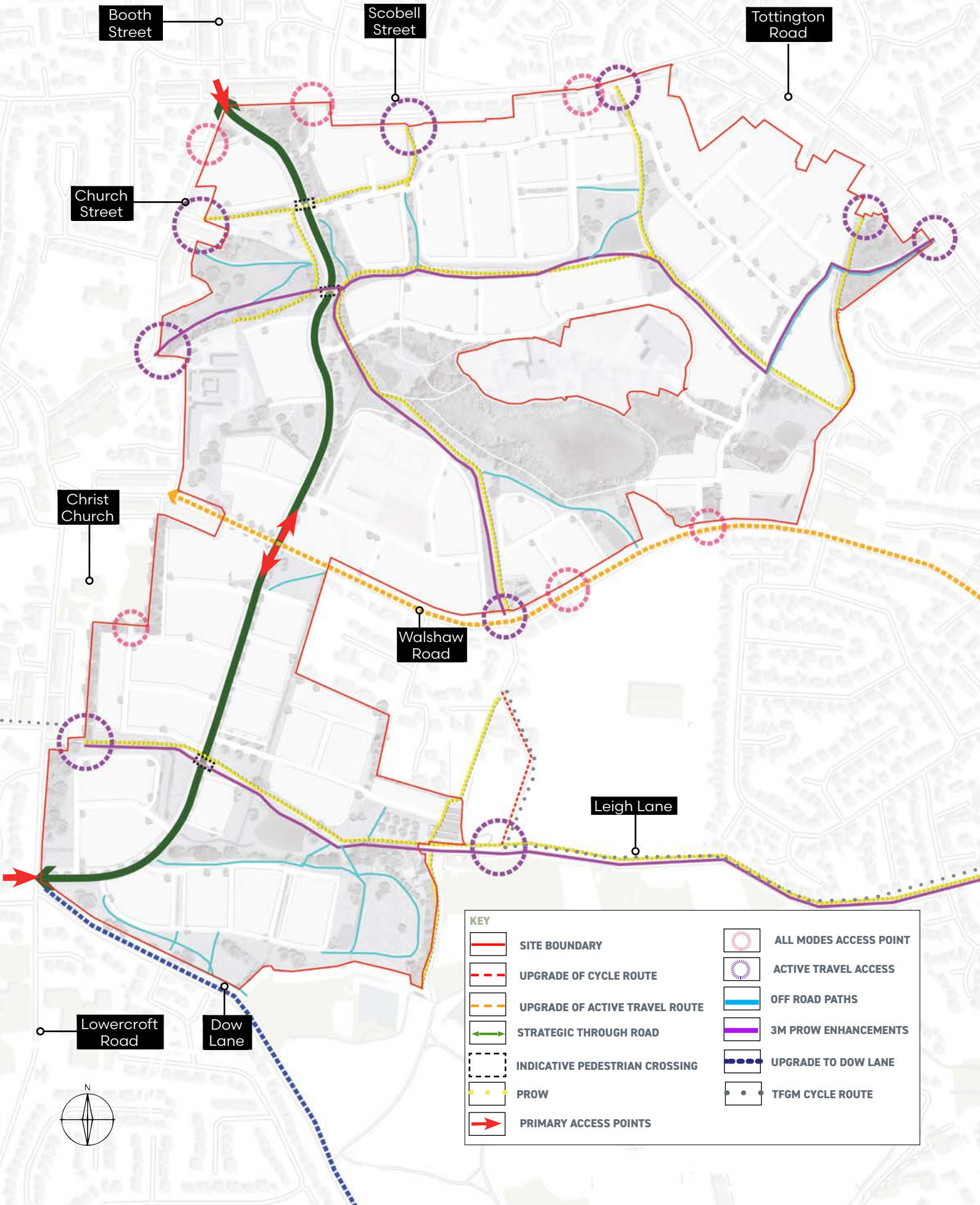
To prevent rat-running and ensure delivery of the Through Road, any proposed north-south estate roads shall not be fully connected unless or until the full strategic Through Road is operational.

The strategic Through Road is a critical and essential highway mitigation measure that is required to allow for the full quantum of development from the site to be delivered.

The scale and location of residential development within the allocation will be co-ordinated with the delivery of the Strategic Through Road.

Further details regarding this will be determined by site wide and plot specific Transport Assessments submitted with all planning applications which will also be used to update the Infrastructure Delivery and Phasing Strategy for the site.

FIGURE 27: ACCESS AND MOVEMENT STRATEGY PLAN



Highways

Residential development at Walshaw must be integrated with the wider highway network. All development within the allocation will be expected to have regard to the off-site highway mitigation works listed in Appendix D of PfE (together with any additional necessary measures identified through Transport Assessments) to enable accessibility and mitigate highways impacts arising from the development. These include:

- Crostons Road/ Tottington Road junction
- Tottington Road/Walshaw Road priority junction
- A58 Bolton Road / Ainsworth Road junction improvement
- A58 Bolton & Bury Road/Starling Road junction improvement

Parking

Car and cycle parking, including Electric Vehicle (EV) charging facilities will be expected at key public facilities including the local centre and school in accordance with PfE Policies JP-C5 (Streets for All), JP-C6 (Walking and Cycling) and JP-C8 (Transport Requirements of New Development) and any associated guidance, including the Parking Standards in Bury SPD11 (June 2025).

Active travel & Movement

The promotion of sustainable modes of transport and permeable connections will be critical for the delivery of the Walshaw site.

Development should be designed to ensure ease of walking, wheeling, cycling and equestrian movement through the site.

Active travel infrastructure in accordance with LTN1/20 and other relevant design guidance will be required to be delivered both within and outside the site where possible to support sustainable travel connections.

All development within the allocation should seek to conserve existing public rights of way (with diversions as appropriate) and improve walking, wheeling, cycling and equestrian connectivity for both active travel and recreation.

The indicative masterplan presented in Chapter 6 identifies a network of dedicated active travel routes designed to permeate the development, including direct links between the local centres, schools and an indicative link to Christ Church. These routes offer the quickest and most direct way to access key destinations, day-to-day needs as well as direct connections to surrounding areas by non-car modes.

The proposals identify a hierarchy of routes including:

- Strategic Through Road
- Primary Street
- Residential Street/ shared streets
- Lanes

Further details can be found in chapter 6 ('Masterplan').

The approach to active travel should have particular reference to PfE Policies JP-C5 (Streets for All), JP-C6 (Walking and Cycling) and JP-C8 (Transport Requirements of New Development). Active travel infrastructure may be required to be delivered in the immediate vicinity of the site and outside of the allocation, to support sustainable travel connections.

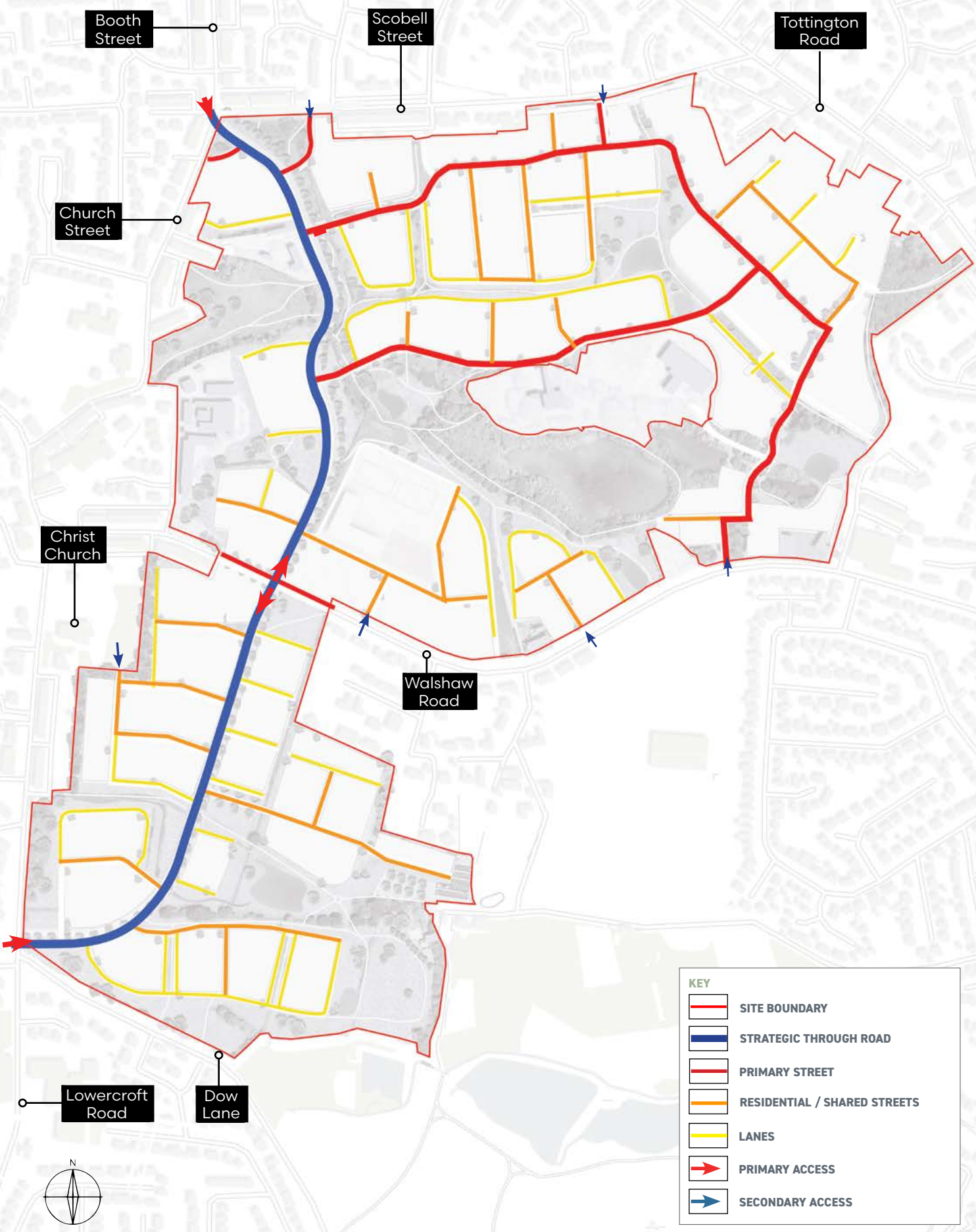
Public Transport

Accessibility by bus will be key to the sustainable development of the site. The Greater Manchester Bus Strategy has an aim for 90% of Greater Manchester's population to be within 400m of a 30-minute bus service.

Consideration will need to be given to the location of bus stops along the strategic Through Road having regard to bus stop catchment areas. Active travel routes to and from bus stops, the nature and location of crossing points on the strategic Through Road and whether on-road bus stops or bus laybys are preferred will be determined at planning application stage.

All development within the allocation will be expected to contribute to bus infrastructure and services.

FIGURE 28: ACCESS AND MOVEMENT STRATEGY PLAN



Pedestrians

A permeable and legible pedestrian environment is integral to creating a successful community. Pedestrian movement will be provided through a network of off-road and on-road paths. These will allow new and existing residents to traverse the site away from vehicles.

Pedestrian routes will promote active movement and will link to existing recreational routes and destinations in and around the site.

The indicative design of off road paths is shown opposite.

Cycling

Cycling infrastructure will be provided across the site both formally along the Through Road with the provision for a 3m shared cycleway/footway and off-road routes throughout the site.

Connection with the wider national cycle network route 6 to the north east will be provided onto Tottington road and the existing PROW going north.

Cycle way/ off road paths moving west to east are also provided to the west via Lowercroft Road and to the east via Leigh Lane.

Figure 30 highlights the indicative design of any off road path.

Strategic cycleways will provide safe, attractive and convenient connections between development parcels and key designations within and around the site.

Vehicular Access

Primary access will be provided off Booth Street and Lowercroft Road.

Secondary access will be provided via: Scobell Street and Walshaw Road.

Strategic Through Road

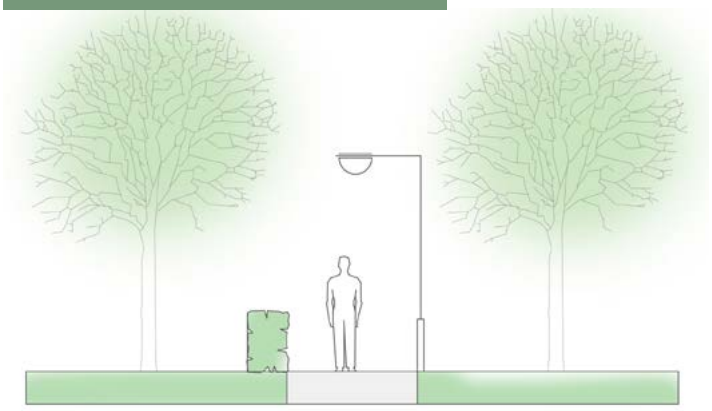
As part of the allocation policy, a Strategic Through Road must be provided. This strategic Through Road will have the potential to provide a bus route. An indicative design can be seen opposite.

Street Hierarchy

Together, these street types will create a legible neighbourhood, with a permeable and easy to manoeuvre environment that supports the needs of all users.

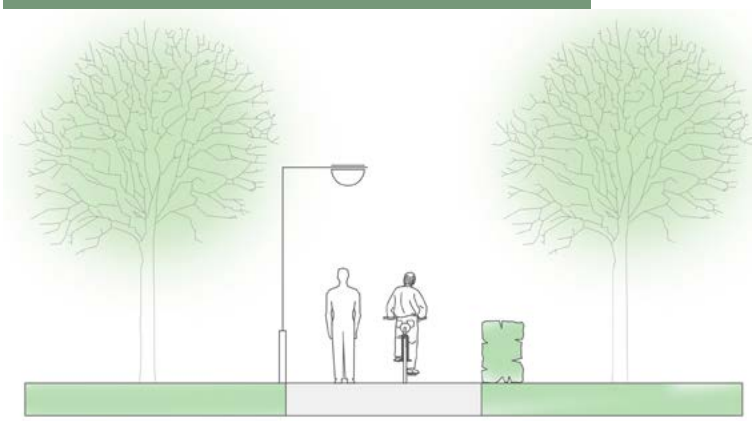
The street sections presented opposite and Figure 28 illustrate where these street types could be applied across the proposed development.

FIGURE 29: OFF ROAD FOOTPATH



Path

FIGURE 30: 3M OFF ROAD CYCLE / FOOTPATH



Path

FIGURE 31: THROUGH ROAD

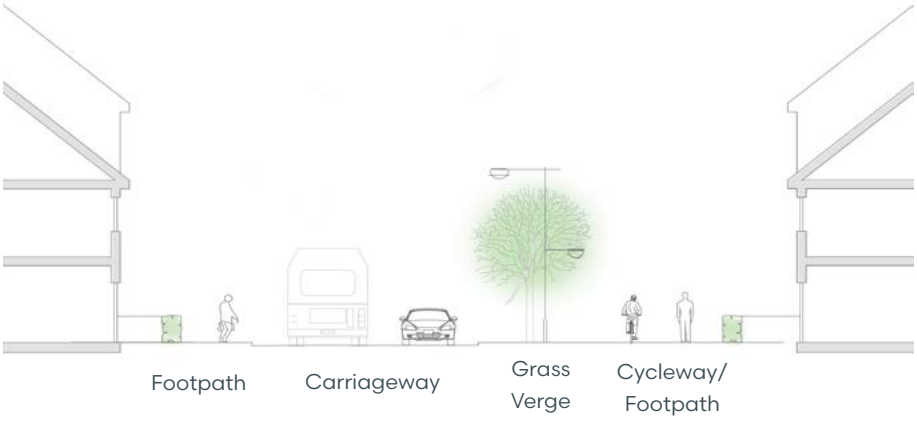


FIGURE 32: RESIDENTIAL STREET

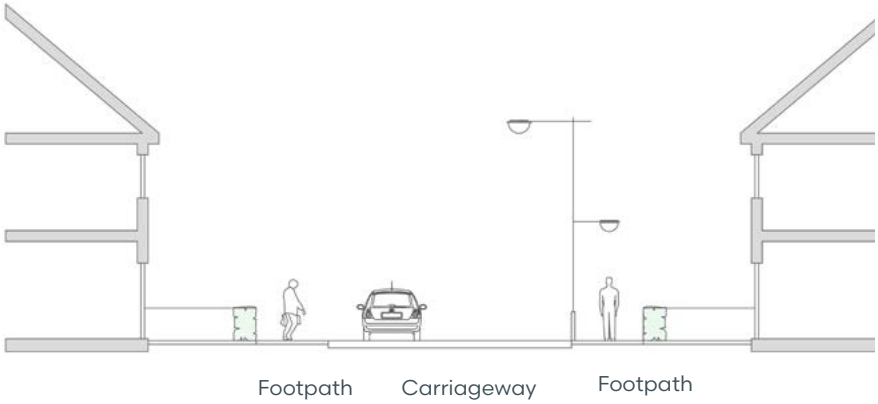


FIGURE 33: SHARED STREET

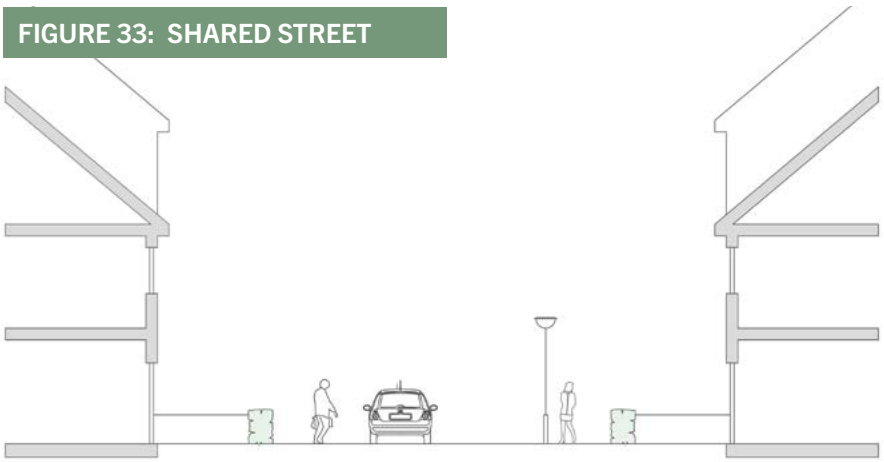


FIGURE 34: PRIVATE LANE/DRIVE



ECOLOGY

The masterplan has been prepared around existing ecological features across the whole site and has considered the existing green and blue infrastructure throughout.

Planning applications submitted on the site will need to take account of a site-wide ecology strategy prepared in accordance with PfE Policies JP-G7 (Trees and Woodland) and Policy JP-G8 (A Net Enhancement of Biodiversity and Geodiversity).

The strategy should focus on protecting key habitats and species through implementation of the mitigation hierarchy and integration and enhancement at Walshaw and Elton Brooks.

The following principles must be adhered to within the ecology strategy:

- Conservation of breeding birds including new habitat creation and habitat enhancement.
- Conversation of bats, including habitat creation and habitat enhancement.
- Avoidance, mitigation and/or compensation for any harm caused to SBIs, including indirect harm (e.g. increased recreational pressure).
- Site wide conservation strategy for amphibians.
- Protection of badgers; and
- Co-ordinated management of invasive species.
- Use of locally appropriate species.

Wildlife Corridor

A designated wildlife corridor runs across the southern part of the allocation

Saved Policy EN6/4 of the adopted Bury Unitary Development Plan (UDP) relates to wildlife links and corridors and states that the Council will seek to consolidate and, where appropriate, strengthen wildlife links and corridors, and will not permit development which would adversely affect identified areas. In particular, the Council will seek to ensure that new development within or adjacent to identified links or corridors contributes to their effectiveness through the design, landscaping and siting of development proposals and mitigation works, where appropriate.

In addition, UDP Policy EN6/4 is supported by criterion 2 of Places for Everyone Policy JP-G8 (A Net Enhancement of Biodiversity and Geodiversity) which states that, through local planning and associated activities, a net enhancement of biodiversity resources will be sought, including, where relevant, by improving connections between habitats, to protect and enhance the provision of corridors, ecological networks (including Nature Recovery Networks) and steppingstones that enable the movement of species, especially as the climate changes. Criterion b of Policy JP-G8 also states that development will be expected to avoid fragmenting or severing connectivity between habitats.

In line with UDP Policy EN6/4 (and its supplementary guidance) and Places for Everyone Policy JP-G8, development in this part of the site will be expected to avoid fragmenting or severing this corridor and will need to contribute to its effectiveness through the design, landscaping and siting of development proposals and mitigation works.

Biodiversity

PfE Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity requires development to follow the mitigation hierarchy of first, second and third:

1. Avoiding significant harm to biodiversity, particularly where it is irreplaceable, through consideration of alternative sites with less harmful impacts.
2. Adequately mitigating any harm to biodiversity.
3. Adequately compensating for any remaining harm to biodiversity.

All ecological matters have informed the masterplanning of the Walshaw site and will continue to be considered throughout the planning process, including through any subsequent planning applications. Whilst the protection of ecological assets is clearly an important objective for planning, so too is the need to meet future development needs and planning can often face difficult choices around achieving an appropriate planning balance and the reconciliation of often competing interests.

Providing enhanced areas of green space and key landscaping will provide space for BNG to be addressed. However some multi-functional greenspaces are not suitable for BNG delivery due to the potential conflict of human interference with habitats (dog walking, play, sports). Each planning application will deliver the required 10% BNG and on site BNG will be optimised but it is likely that off-site measures will be required. However this should be based in a site-wide ecology and BNG Strategy. These will be delivered in the first instance through Bury Council's local offsetting capacity, supplemented by strategic offsetting sites if needed.

Further ecological surveys and strategies should be submitted with all planning applications within the site to ensure that these reflect the latest position. In addition to the site wide ecology strategy, further ecological surveys and evidence should be submitted with all planning applications.

Maintenance & Management

The long-term positive management of green spaces and in particular the retained and newly created habitats, should be secured through a Landscape and Habitat Management Plan (LHMP). This plan should also cover any off-site habitats delivered as part of the BNG and mitigation strategy. Ongoing monitoring will be embedded within the LHMP to track habitat condition, species use and the effectiveness of management measures. Results will be regularly reviewed, allowing management practices to be adapted as necessary to ensure long-term ecological benefits are achieved.

An Access Management Strategy should be prepared to guide where public access is encouraged, controlled or restricted, depending on ecological sensitivity and functional objectives. This will be particularly important for preventing disturbance to breeding and wintering birds.

Strategy

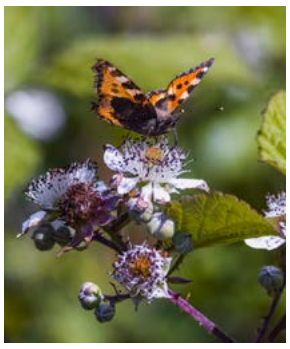
The areas of public open space provided and the proposed naturalistic approach to landscape will enhance biodiversity through the creation of a range of new habitat types throughout the site.

The proposed landscape at Walshaw includes a network of space, featuring new parks, gardens, and publicly accessible natural areas.

The development will deliver at least the statutory 10% Biodiversity Net Gain (BNG) through a mix of on-site enhanced areas of green spaces and landscaping, and off-site gain.

The masterplan represents a sustainable and ecologically integrated framework that is capable of delivering meaningful environmental enhancement alongside new housing. The allocation not only mitigates potential impacts but also provides a strong foundation for long-term nature recovery and measurable biodiversity gains.















OPEN SPACE, SPORT AND RECREATION

Criteria 9 of PfE Policy JPA9 requires development to 'make provision for new, high quality, publicly accessible, multifunctional green and blue infrastructure within the allocation including the integration and enhancement of the existing green infrastructure corridors and assets at Walshaw and Elton Brooks.

Saved Policy RT2/2 of the adopted Bury Unitary Development Plan (UDP) relates to recreation provision in new housing development and states that developers of new housing on sites of 10 or more dwellings will be expected to provide for the recreational needs of the prospective residents. This Policy is supported by supplementary guidance (SPD1) which provides more detailed advice on the implementation of the Policy.

Any planning applications on the site will need to take account of a site wide open space, sport and recreation strategy which sets out the quantity, quality, accessibility, delivery and management of on-site provision. This strategy should be prepared in accordance with Bury's local standards and evidence base including Bury Council Open Space Assessment and supplementary planning documents.

Broadly, the sport and recreation demands arising from a new residential population of 3,000 people at Walshaw is likely to be:

- 2.4ha of parkland.
- 12.33 ha of natural and semi-natural green space.
- 1.92ha of amenity green space.
- 0.75ha of allotment provision.
- 0.75ha of children and young peoples play provision.
- Provision for Adult and Youth football (11v11).
- Improvements to the quality of the small 3G facility at Walshaw Sports Club.

The masterplan for Walshaw includes a network of spaces, featuring new parks, gardens, and publicly accessible natural areas. These spaces will be integrated into the area's broader green infrastructure, offering both new residents and existing communities opportunities to enjoy the outdoors with planned routes and connections enhancing accessibility throughout.

The spaces vary in size and character, influenced by natural assets such as mature vegetation, water features, views, and biodiversity, while also incorporating new park amenities like play areas and food-growing spaces.

Opportunities for the dual use of facilities through new school provision should be explored along with the potential for improvements to the 3G provision at Walshaw Sports Club to help to accommodate mini formats of pitch sports.

It is anticipated that the long term positive management of the open spaces within the site will be secured through both a Landscape and Habitat Management Plan and the establishment of a Management Company to maintain the play areas, open spaces and parks.



FIGURE 35: LANDSCAPE STRATEGY



To help integrate the proposed development with its surrounding environment and encourage sustainability, a series of key design considerations have been incorporated into the green infrastructure plan.

The development will ensure there is provision for new, high quality, publicly accessible, multifunctional green and blue infrastructure within the allocation including the integration and enhancement of the existing green infrastructure corridors and assets at Walshaw and Elton Brooks.

All planning applications should demonstrate how the recreational needs of prospective residents will be met, particularly through on-site recreation provision in the first instance.

Key considerations focus on preserving and enhancing the natural landscape, supporting biodiversity, and inviting both new and existing residents to enjoy and connect with the parks and green spaces.

The aim is to create a cohesive and vibrant green area that supports ecological health and enhances the well-being of the community.

Below are the key design principles incorporated into the proposed green infrastructure:

- Retain and enhance landscape features, such as existing woodlands, groups of trees, water bodies, and hedgerows, integrating them into the Green Infrastructure network where possible.
- Improve habitat connectivity across the site by using a mosaic of habitats that reflect the historic landscape pattern, including woodland blocks, tree belts, grassland meadows, and hedgerows.
- Reflect the existing settlement edge patterns and character through structural planting, land use, and appropriate transitions in scale and massing at the settlement boundaries, responding to the surrounding context.
- Improve active travel routes and connections across the site, linking to existing public rights of way (PRoWs) and pathways.
- Enhance the habitat value and accessibility of Walshaw Brook by creating an ecological park along the watercourse.
- Create an attractive, legible, and secure environment for the proposed residential development, supported by quality green connections and well-overlooked spaces.
- Design spaces that integrate both formal and informal recreational areas, connected by active travel routes, all within a vibrant natural green setting.
- Maintain appropriate undeveloped buffers to ordinary watercourses, proportionate to ecological and flood risk function.
- Avoid unnecessary diversions or crossings; where unavoidable, these should be minimised and designed sensitively.
- Seek opportunities to improve channel form, riparian habitat and floodplain connectivity.

GREEN AND BLUE INFRASTRUCTURE NETWORK

The proposed landscape at Walshaw includes a network of spaces, featuring new parks, gardens, and publicly accessible natural areas.

These spaces will be integrated into the area's broader green infrastructure, offering both new residents and existing communities opportunities to enjoy the outdoors with planned routes and connections enhancing accessibility throughout.

The spaces vary in size and character, influenced by natural assets such as mature vegetation, water features, views, and biodiversity, while also incorporating new park amenities like play areas and food-growing spaces.

This development is designed to support the positive use of nearby green spaces, such as by offering a high-quality setting, providing natural surveillance, and facilitating easy access by walking, wheeling, cycling and equestrians.

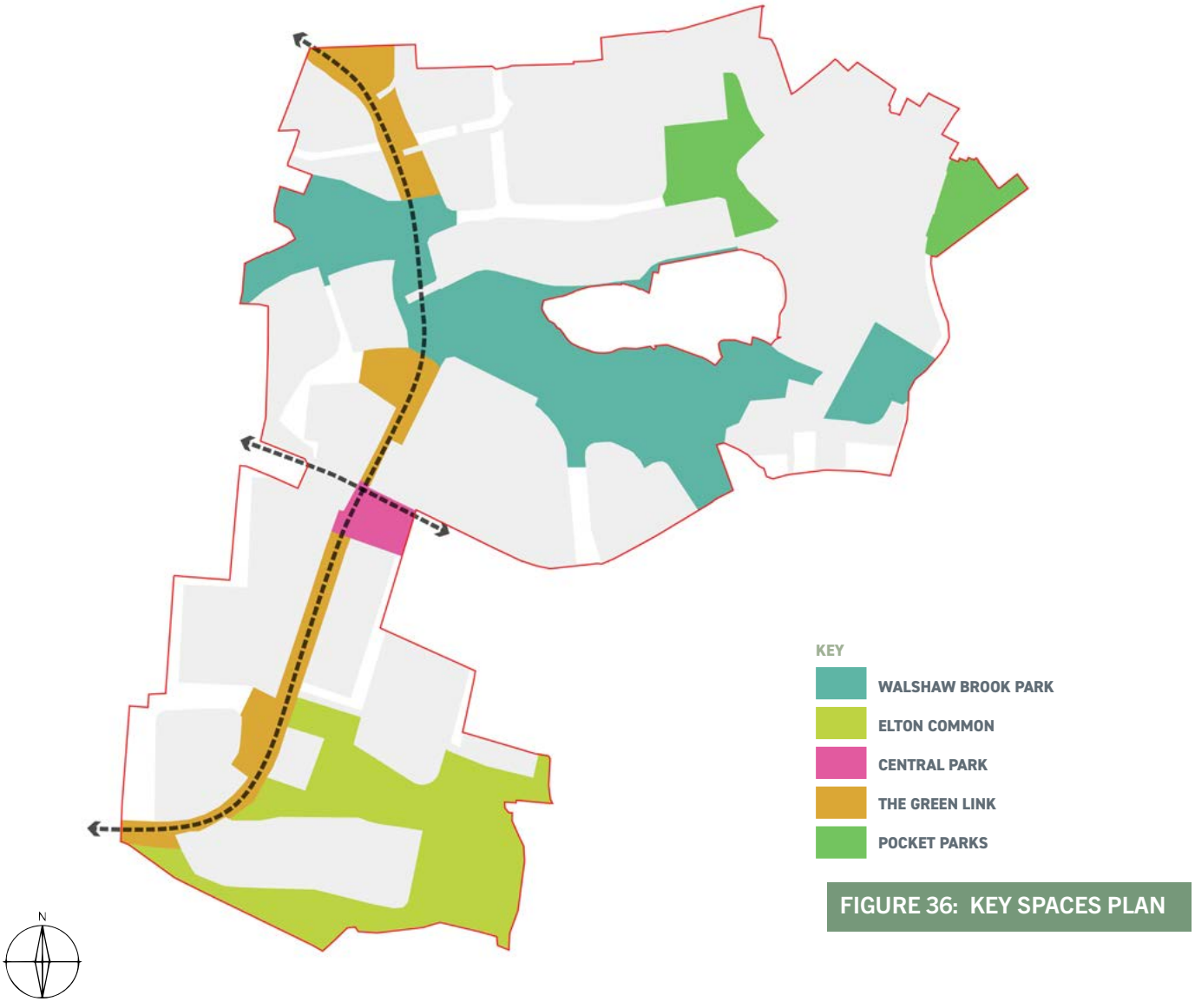


FIGURE 36: KEY SPACES PLAN



WALSHAW BROOK PARK

Walshaw Brook Park will offer natural space, enriched with mature trees, flowing water, and a series of lakes. The park will offer a variety of play features for all ages making it an inclusive destination for outdoor recreation and connection with nature.

ELTON COMMON

To the south of the settlement lies Elton Common, a new park spanning, which links to Dow Park to the south-east. The park will feature a network of paths that connect to neighbouring communities, along with a multi-use games area (MUGA) and an adventure play area. Additionally, there could be allotments available for local community food growing. And areas dedicated for biodiversity enhancement.





CENTRAL PARK

The new green square, located at the heart of the development, serves as a vibrant hub that connects local amenities and shops with quality open space. This semi-formal green area creates a welcoming environment where residents can gather, shop, and enjoy the outdoor space.

POCKET PARKS

Pocket parks will be integrated throughout the development and serve multiple functions including local amenity space, children's play facilities, biodiversity features and SuDS features including attenuation basins.





FLOOD RISK AND DRAINAGE

The site provides many opportunities for sustainable water management and to incorporate multi-functional SuDS features, particularly around Elton Brook and Walshaw Brook.

Any planning applications will need to take account of a updated site wide flood and drainage strategy for the site, prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan and with engagement from United Utilities, Bury Lead Local Flood Authority and Environment Agency. The site-wide strategy should ensure a holistic approach is adopted and ensure that each development parcel has suitable water storage to operate independently and as part of the whole development.

The drainage strategy must incorporate and make space for Sustainable Drainage Systems (SuDS) attenuation ponds and other multi-functional SuDS features to manage water. Even in urban environments, there are many examples of how detailed design, such as green roofs; permeable surfacing; soakaways; filter drainage; swales; bioretentiaon tree pits and rain gardens; can be used to introduce landscaping features that increase our resilience to heavy rainfall events and combat the heat island effect. Any layouts that wholly rely on traditional underground storage and conveyance systems for the management of surface water will not be acceptable.

The strategy for storm drainage must compliment the existing network, by conveying flows to the existing watercourses. The new drainage network should incorporate flow restrictions and SuDS design principles to manage and minimise peak surface water runoff and mitigate water quality risks.

Water quality must be a key consideration throughout the site. Water quality treatment should be incorporated at source to reduce the impact of any contaminates on site, in accordance with PfE policy JP-S4 and water quality standards.

Individual planning applications for development within the site must be accompanied by a Flood Risk and Drainage Assessment and Strategy, in accordance with PfE Policy JP-S4 (Flood Risk and the Water Environment) and the North West River Basin Management Plan.

Individual Flood Risk and Drainage Assessment and Strategy must include the following principles:

- Ensure that individual flood risk and drainage proposals are in line with the site-wide strategy.
- Locate and design development to minimise the impacts of current and future flood risk to increase resilience to flooding.
- Maintain greenfield run-off rates through the incorporation of attenuation features across the site.
- Drain impermeable areas via an adoptable surface water drainage network, attenuated into strategic basins, controlled and discharged at greenfield discharge rates to existing watercourses.
- Ensure that sustainable drainage systems are designed in accordance with GM SuDS Design Guidance to provide multifunctional benefits wherever possible, including for water quality, nature conservation and recreation. Avoid adverse impacts on water quality and any possibility of discharging hazardous substances to ground. Proposals for the public realm must focus on delivering high quality landscaping and green infrastructure in new development, which enhances the public realm, reduces impermeable area and slows the flow of surface water.
- Ensure that SuDS are managed and maintained appropriately to ensure their proper functioning over the life time of the development.

Surface water across the site should follow the drainage hierarchy and drained through the implementation of SuDS. These are proposed to discharge site flows at a restricted surface water discharge rate through a series of attenuation ponds to Walshaw Brook (north of Walshaw Road) and Elton Brook (south of Walshaw Road).

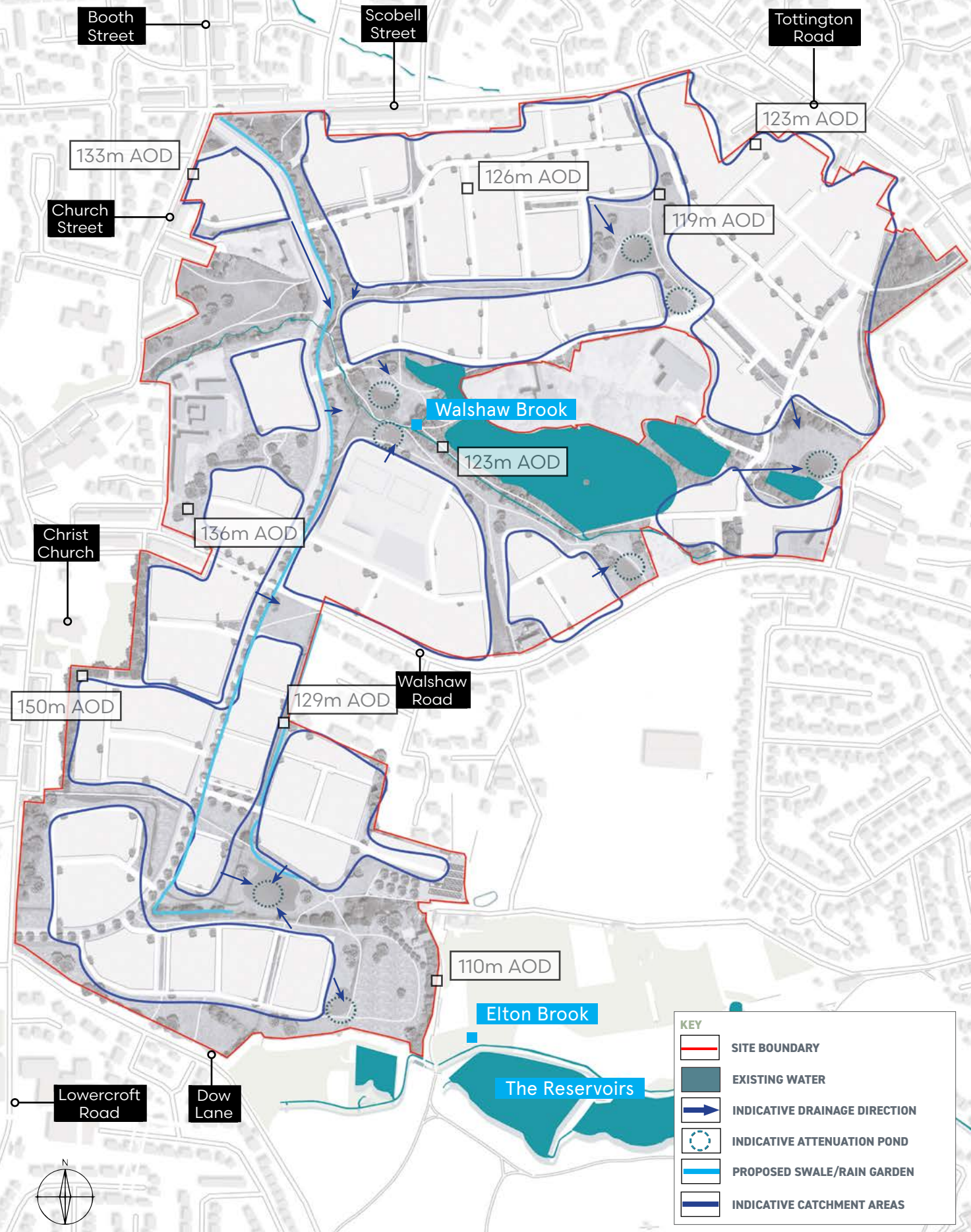
The strategy for storm drainage proposes to compliment the existing network, by conveying flows to the existing watercourses. The new drainage network will incorporate flow restrictions and SuDS design principles to manage and minimise peak surface water runoff and mitigate water quality risks.

All SuDS should be designed and implemented using the SuDS Design Guidance, in general accordance with the SuDS Manual and Sewerage Sector Guidance for adoptable (SuDS).

SuDS are proposed to be incorporated into the grass verge alongside the strategic Through Road, potentially as rain gardens.

The final drainage scheme will be confirmed at the detailed design stage.

FIGURE 37: DRAINAGE STRATEGY PLAN



SUSTAINABILITY, ENERGY & CARBON REDUCTION

Greater Manchester's ambition is to become a carbon neutral city region by 2038. This ambition is supported by Bury Council through a declaration of a climate emergency.

Walshaw offers the opportunity to support Bury and Greater Manchester's commitment to net zero through the delivery of a sustainable, low carbon neighbourhood. PfE Policy JP-S2 sets out the design and development standards to support sustainability objectives including promotion of low carbon development and renewable and low carbon infrastructure.

Applications for the development of the site should adopt a fabric-first approach to minimise carbon emissions and energy demand, with buildings incorporating renewable technologies, promoting efficient water and energy use, and support the transition towards net-zero carbon. Further detail on this can be found within chapter 9 (Sustainability Strategy).

HERITAGE

PfE Policy JPA9 requires development to take appropriate account of relevant heritage assets, and their setting, including the Christ Church Grade II* Listed Building, in accordance with Policy JP-P2.

Development within the allocation must respect the views and setting of the church are enhanced.

To ensure the development does not disrupt the view of Christ Church from Walshaw Road, the indicative masterplan shows the provision of green space between the Church and development parcels.'

Full archaeological studies will be required to support planning applications within the site.

EDUCATION

PfE Policy JPA9 requires the 'provision of one new one-form entry primary school to meet needs generated by the development.'

Secondary School Provision

A financial contribution towards secondary school provision to meet needs generated by the development is required in accordance with PfE Policy JP-P5. Financial contributions towards the cost of additional secondary school provision will be secured as part of relevant planning applications for each phase of development. Further details regarding contributions can be found in SPD17- Developer Contributions for Education.

Primary School Provision

In recent years, there has been a sustained decline in the birth rate in Bury and the number of primary school children living in Bury is projected to fall in the medium term. Consequently, in terms of primary school provision, current evidence shows that there is some surplus capacity within the locality which could assist in absorbing the demand generated by pupils located within the early phases of the development. However, given the scale of the site there is insufficient capacity in surrounding schools to accommodate the full expected pupil yield, a new school within the development site is required.

Therefore, the strategy for meeting primary school provision is a combination of utilising spare capacity in existing schools in the short term, and in the longer term the provision of a new one-form entry primary school on site.

The indicative masterplan provides for one new one-form entry primary school within the northern part of the site close to the Local Centre.

Safeguarded School Site

In accordance with DfE requirements, land of a suitable size to accommodate a new one-form entry primary school (with room to expand to a two-form entry primary school if required) and associated outdoor recreation space has been identified and safeguarded at an appropriate location. Based on current evidence this will meet the needs of the Walshaw site.

The Council wishes to retain flexibility to accommodate any future needs over and above those currently anticipated to arise from the development. The layout and design of the school should be future proofed to accommodate potential for further expansion should the need arise. A total of 1.6 ha of land has therefore been provided to allow for a one-

form entry Primary School in line with current DfE standards. This area of land is considered to be sufficient to expand to a two-form entry primary school if required.

To maximise the recreational benefits for existing and future communities and to meet some of the sport and recreational needs arising from the wider development, there is an opportunity for the dual use of recreational space and facilities on the proposed new school site. The recreational element on the safeguarded land may need to come forward before the education buildings. The education provision and any dual recreational use will be delivered in accordance with the phasing and delivery Strategy and secured through future planning applications and associated legal agreements.

Delivery of the School

Council will work closely with the Local Education Authority (LEA) and the developers of the site to ensure the delivery of the education provision at an appropriate time in the development programme.

The Council will continue to carefully monitor and model the forecast demographic changes so that new education provision provided on-site within the masterplan will be delivered at the appropriate trigger points aligned to the phasing of the scheme and taking into consideration wider demographic trends.

The precise timing of delivery of the primary school will be determined by the Council's Education Needs and Demand Assessment, which will also be used to update the Infrastructure Delivery and Phasing Strategy for the site. Planning applications for the site will need to reflect the most up to date evidence to ensure that the additional education needs generated from the development are provided for at the appropriate time.

Financial contributions towards the primary education, would then be secured through the relevant planning applications on the site, once the housing numbers and mix are confirmed. The financial contributions and requirements would be calculated in accordance with the SPD17- Developer Contributions for Education or any future revision.

These contributions would be directed towards delivery of a new one-form entry primary school on site and expanding capacity at existing schools within the relevant Pupil Planning Area subject to review by Bury Education Authority.

HEALTH

PfE Policy JP-P6 relates to how new developments should contribute to improved health outcomes and requires the provision of new or improved health facilities proportionate to the additional demand generated by the development. The level of housing growth planned at Walshaw will require land allocation for a healthcare facility or the improvement of off-site primary care facilities to cope with the needs generated by the development site, in accordance with policy JP-P6.

The Council will continue to work closely with the Greater Manchester Integrated Care Board's (ICB) Primary Care and Estates teams for the Bury Locality to confirm that on-site or off-site provision aligns with the ICB's Infrastructure Strategy, investment plans, and specific priorities for the Bury Locality.

The ICB is committed to making more efficient use of the existing estate and in supporting Primary Care Networks and their practices to use existing larger, purpose-built health facilities where possible. Because the existing primary care estate is well-located in relation to the Walshaw site, it anticipated that financial contributions will be based delivering the required additional capacity via refurbishment, reconfiguration and/or extension of existing facilities.

LOCAL CENTRE

PfE Policy JPA9 requires the 'provision for a new local centre in an accessible location which includes a range of appropriate retail and community facilities required to serve purely local needs and ensure that it is integrated within existing communities'.

Any retail development within the Local Centre should be of a scale that serves the needs of the surrounding neighbourhoods to avoid it generating vehicular traffic from the wider area.

GREEN BELT

PfE Policy JPA9 requires development to make provision for compensatory improvements to the environmental quality and accessibility of remaining Green Belt in the vicinity of the site in accordance with PfE Policy JP-G2.

The identification of compensatory improvements to the environmental quality and accessibility of the remaining Green Belt in the vicinity of the site must be submitted as part of a planning application.

TREES AND WOODLAND

PfE Policy JP-G7 requires development which would result in the loss of existing trees, to replace them on the basis of two new trees for each tree lost, or other measures that would also result in a net enhancement in the character and quality of the treescape and biodiversity value in the local area, with a preference for on-site provision.

An assessment of trees is expected to accompany all planning applications. Engagement with City of Trees as part of the planning process is recommended.

DIGITAL CONNECTIVITY

PfE Policy JP-C2 requires development to commit to ensuring that all new development has full fibre to premises connections, unless technically infeasible and/or unviable, and incorporate multiple-ducting compliant with telecoms standards, to facilitate future-proof gigabit-capable network connections.

It is expected that internet connections will be operational and immediately accessible to network providers when occupiers move into new properties. A digital connectivity statement is expected to accompany all planning applications.

MINERALS

PfE Policy JPA9 requires development to consider the extraction of any viable mineral resources within Mineral Safeguarding Areas, in accordance with Policy 8 of the Greater Manchester Joint Minerals Development Plan (or any relevant policies in subsequent minerals plans).

Details of minerals extraction is expected to accompany all planning applications, where required.

LANDFILL/ CONTAMINATION

Details of remediation and coal mining risk assessments are expected to accompany all planning applications, where required.

CONSTRUCTION

Developers will be required to undertake site investigations and condition surveys where there is potential for impacts on existing infrastructure.

8.PHASING AND DELIVERY STRATEGY

OVERVIEW

The site provides a major residential-led development opportunity that is allocated to deliver up to 1,250 new homes, supported by community and other essential infrastructure. This Development Framework provides a high-level strategy and key principles for the future delivery of the full JPA9 allocation, whilst retaining flexibility to allow for opportunities across the site.

Given the size of the site, it will take several years for the site to be fully delivered and therefore it is important to develop a phasing and delivery strategy to bring the site forward. The accompanying phasing and delivery strategy will help to shape the parameters within which future planning applications will be brought forward and provides a holistic and coordinated approach to the delivery of on and off-site physical and social infrastructure. Development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach is proposed in order to be responsive to opportunities.

To support the delivery of infrastructure across the site, an Infrastructure Phasing and Delivery Strategy ("IPDS") for the site will be prepared in accordance with the PfE Policy JPA9, JP-D1 and SPD18. This IPDS should be read alongside this SPD, noting that the IPDS is intended to be a "live document" that is continuously reviewed and updated as plans, evidence, infrastructure costs and the potential funding become available.

Planning applications within the site will be required to demonstrate how proposed development would assist in the delivery of key infrastructure, without compromising or prejudicing the comprehensive development of the site. Proposals will need to demonstrate how the development of individual parcels is consistent with the WDF and the IPDS and any other material consideration that may emerge. Importantly, planning applications should not sterilise, frustrate or otherwise constrain the delivery of other parts of the site or the delivery of essential infrastructure.

All development parcels will need to be sufficiently coordinated with appropriate infrastructure delivered at the correct time to support a sustainable and comprehensive development. Piecemeal planning applications which fail to deliver or contribute towards the wider strategic infrastructure will be resisted.

All development proposals within the site will be required to make a fair and proportionate contribution towards the infrastructure, facilities, services, and mitigation measures needed to support the overall allocation. These contributions should be informed by site-wide delivery strategies for each relevant element.

In addition, major developments coming forward on unallocated sites that will be reliant on or share infrastructure provided to support the delivery of the site will be expected to make an appropriate and proportionate contribution towards the delivery of that infrastructure. Contributions will be secured having regard to the scale of development, its cumulative impact on the transport network and other services, and the need to ensure that the costs of essential infrastructure are shared fairly across all developments benefiting from planned investment'.

The strategic Through Road within the site is the key infrastructure requirement that will accelerate development and delivery of the site, opening out all development parcels and providing a new highway and public transport asset that will help movement through and around the site. Planning applications will be expected to demonstrate how delivery of housing and other development, including social infrastructure within the site, will be coordinated with the delivery of transport and other physical infrastructure that is needed to support it.

Ecological mitigation and the timely delivery of key green and blue infrastructure are fundamental to the successful phasing of the Walshaw site. Habitat and species protection, ecological connectivity and sensitive access management must be implemented ahead of, or in parallel with, development to ensure that early construction phases do not adversely affect retained ecological features. Early establishment of strategic green corridors will safeguard ecological function while providing the foundation for Biodiversity Net Gain delivery and high-quality placemaking.

The recreation and sports provision should be delivered alongside development to ensure that both demand is met and communities have the opportunity to connect with this infrastructure as the site becomes occupied.

KEY INFRASTRUCTURE REQUIREMENTS

Development proposals must:

- Ensure that they are acceptable in planning terms, such that they mitigate their on and off site impact in accordance with this Development Framework.
- Make an appropriate contribution to ensure delivery of the strategic infrastructure identified by the Development Framework.
- Ensure that they will not prejudice the delivery of strategic infrastructure and development on third party land.

Infrastructure requirements to support Walshaw have been categorised as being either strategic infrastructure (primary infrastructure needed to support the full delivery of Walshaw) or local infrastructure (on-plot infrastructure delivered directly as a matter of course by each developer to meet the requirements of individual development plots).

Triggers for the strategic infrastructure will be identified through relevant and updated technical evidence. These triggers will also be included and refined through the IPDS and during pre-application discussions between applicants and the council, ensuring proper determination of the appropriate triggers for the delivery of infrastructure.

The Walshaw site is broadly split into two residential 'zones', each of which will include multiple phases of development. These zones are shown in the adjacent plan and comprise:

- Northern Zone - 21.2 hectares delivering a mix of around 848 residential units.
- Southern Zone - 10.3 hectares, delivering a mix of around 412 residential units.

Development in both Zones will be required to contribute to the strategic infrastructure requirements identified in the table below.

STRATEGIC INFRASTRUCTURE REQUIREMENTS (SITE-WIDE)

Infrastructure Element	Infrastructure Requirement	Comments
Highways and Public Transport	A strategic Through Road to enable an alternative to Church Street, Bank Street and High Street	The Through Road will need to be operational at an appropriate time in the development programme to facilitate public transport and active travel through the site. The point at which this becomes necessary will be determined through a detailed Transport Assessment for the whole site and factored into planning applications as they come forward. When development commences (currently envisaged to commence in the Northern Zone) the TA will provide the evidence to determine the capacity of the junction/network in the relevant locations. The TA will identify when secondary access / egress will be required.
	Active travel network including cycleways and pedestrian links.	These will be required throughout the site and within both parcels. The primary active travel routes will run alongside the Through Road, ensuring connectivity with both zones. Each development plot will need to demonstrate linkages to the site wide network (existing and new as appropriate).
	Bus Stop Provision	Triggers to be determined through a Transport Assessment for the site and in conjunction with TfGM.
	Off-site highway improvements	Triggers to be determined through a Transport Assessment for the site.

Social Infrastructure	Primary School Provision (including new 1-form entry primary school)	Triggers to be determined by Bury Council's Education Needs and Demand Assessment in accordance with evidence of need for provision generated by the development.
	Secondary School Contributions	Triggers to be determined in accordance with evidence of need for provision generated by the development.
	Local Centre, including retail/ community facilities	Triggers to be determined through up-to-date needs assessments.
	Health Provision	Triggers to be determined in accordance with evidence of need for provision and capacity assessments in collaboration with NHS GM ICB.
Environmental Infrastructure	Green infrastructure including public open spaces, recreation provision, sports facilities and playgrounds	Triggers to be determined by Bury Council Open Space Assessment (2026) and the Council's Playing Pitch Strategy.
	Surface water attenuation and SuDS, integrated with areas of green infrastructure.	Triggers to be determined through a drainage strategy for the site.
	Measures to protect hydrology and water quality	Triggers to be determined through a drainage strategy for the site.
	Nature areas, ecological mitigation and biodiversity net gain.	Triggers to be determined through an ecology strategy for the site.

LOCAL INFRASTRUCTURE (ON-SITE)

In addition to the strategic infrastructure requirements above, each development proposal coming forward in the site will be required to provide specific necessary infrastructure to allow it to come forward. Whilst there may be some bespoke requirements on some development parcel , it is likely that the following will be required on each plot:

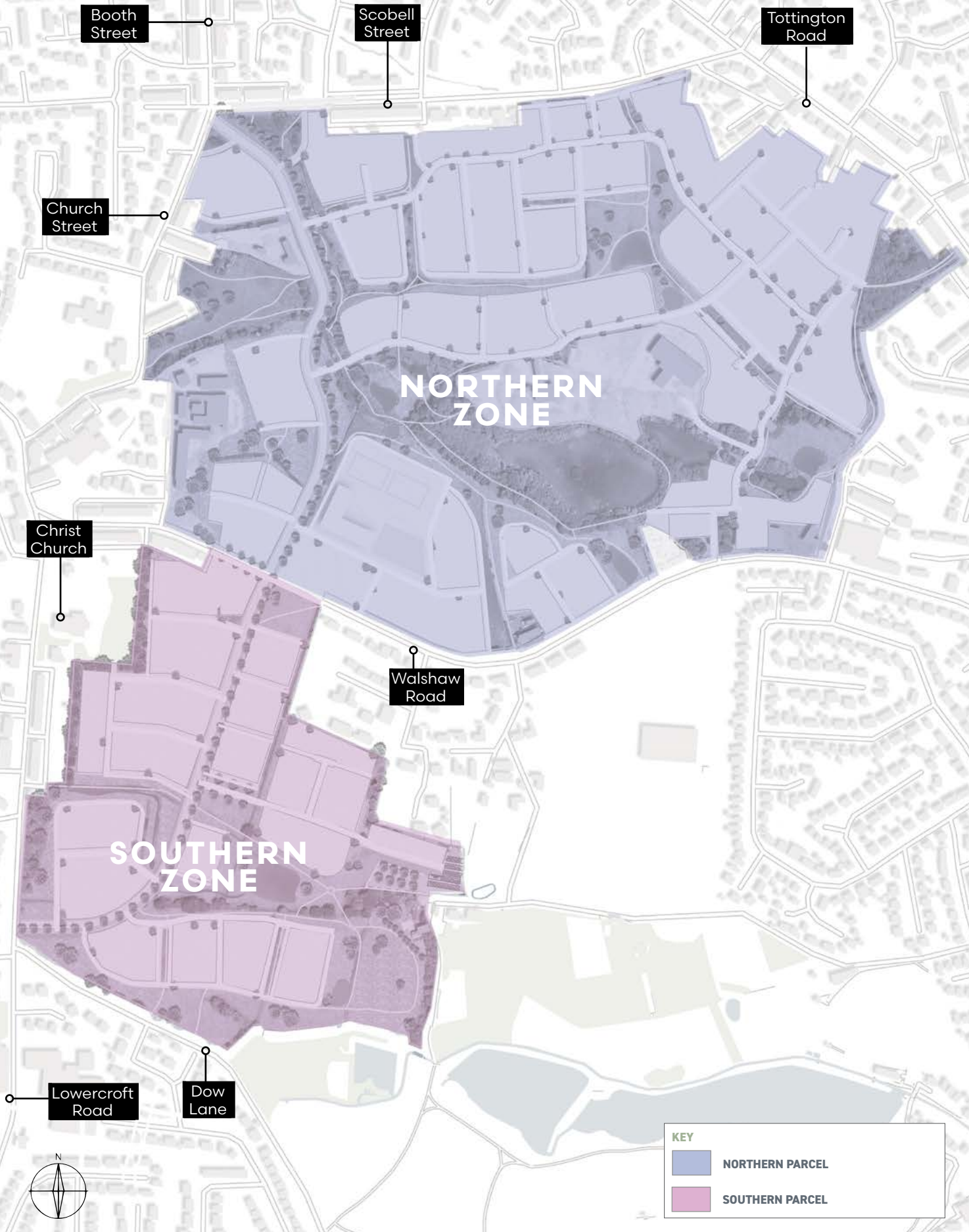
- Appropriate Access/ egress arrangements into the development plot from Booth Street/Church Street/ Scobell Street, Walshaw Road, Lowercroft Road or the proposed Through Road.
- Active travel access from Booth Street/Church Street/ Scobell Street, Walshaw Road, Lowercroft Road or the proposed Through Road).
- Internal highways.
- Internal walking and cycling routes.
- Utilities.
- Drainage (Surface water - SuDS and attenuation ponds).
- Drainage (foul water).
- Water Supply.
- Power Supply.
- Telecoms Supply.
- Noise and Air Quality mitigation.
- Green Infrastructure.

PHASING

Phasing of development, including the amount of development capable of being delivered within each parcel, will be informed by more detailed evidence on site conditions and capacity. Timing will be influenced by the delivery of the Through Road and the extent of available capacity within the surrounding highway network. This will need to be managed to ensure that highway and junction improvements are delivered outside of the site to accommodate additional movements.

All phases of development will be delivered in line with the comprehensive vision for the wider development, supporting the site-wide requirements for infrastructure, particularly with regards to the Through Road, active travel, public transport, education provision and greenspace.

FIGURE 38: PHASING AND DELIVERY PLAN



NORTHERN ZONE

It is envisaged that residential development will start in the Northern Zone of the allocation, with the key features in this area including:

- 21.2 hectares, delivering around 848 residential units.
- Affordable housing in line with PfE Policy JPA9.
- Primary access taken from reconfigured arrangements at the junction of Booth Street, Scobell Street and Church Street.
- New junction and access point designed to provide for movement throughout the whole allocation, providing connectivity to later phases in the northern zone as well as to the southern zone.
- Off-site highway and junction improvements.
- Sustainable transport infrastructure, including provision for active travel routes throughout the northern zone (including links to the southern zone) and public transport.
- A new one-form entry primary school.
- A local centre, with community and neighbourhood retail facilities.
- Green space provision, including neighbourhood play spaces and new linear greenways linked to active travel routes throughout the zone, connecting into the southern zone and beyond.

The northern zone is in three separate ownerships and the three landowners are working together to bring the site forward. Ownership Areas are identified as 1, 2 and 3 on the following plan.

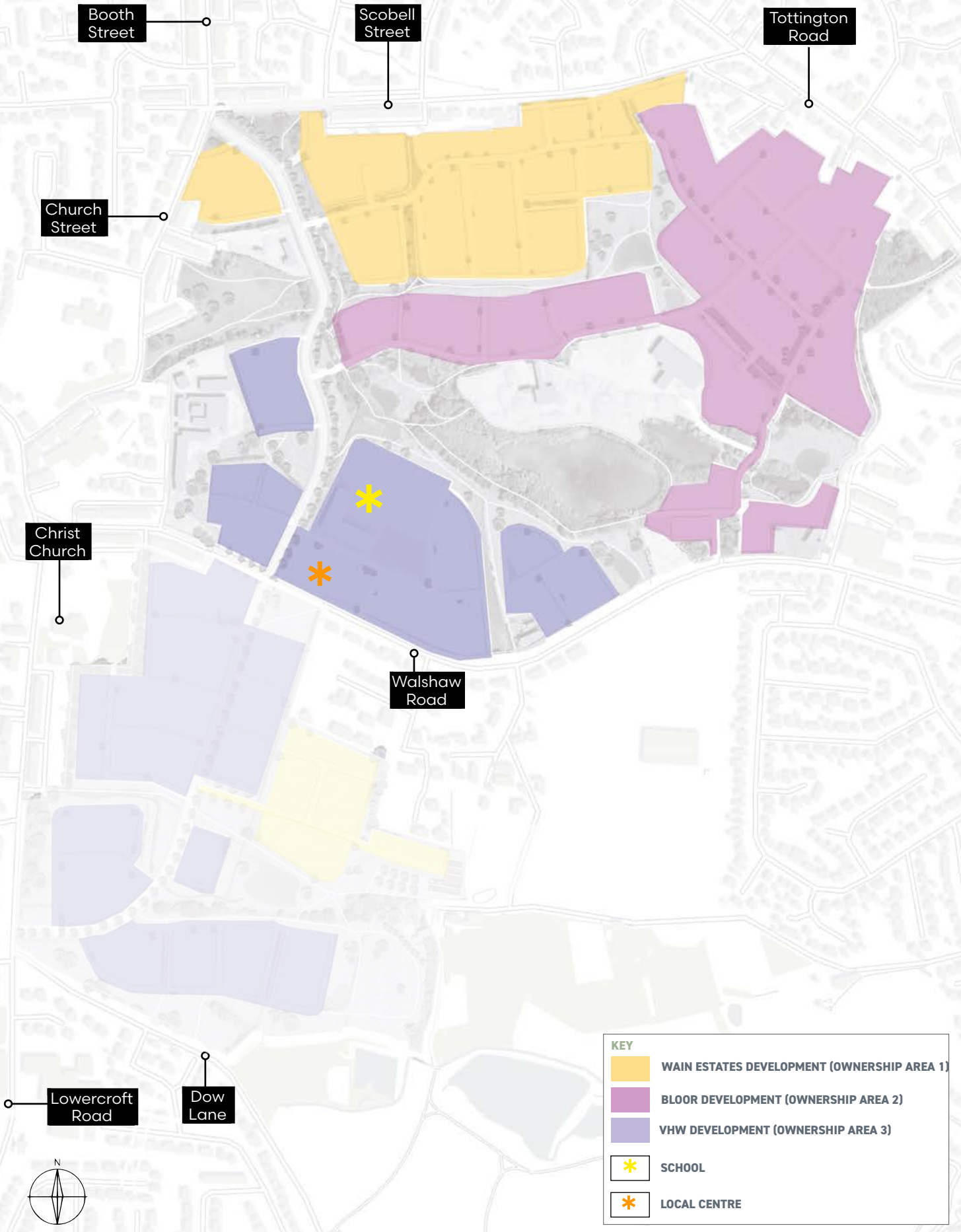
The Council will work closely with the Local Education Authority (LEA) and the developers of the site to ensure the delivery of the education provision at an appropriate time in the development programme.

As development progresses across the site, primary school pupil yield will be reassessed by the council on the occupation of every 50 dwellings to ensure that the demand for school places is being satisfactorily accommodated.

As part of on-going monitoring of demand, full consideration will also be given to any other developments coming forward in the relevant pupil planning area/s which could also generate the need for new school places in the vicinity. The Local Planning Authority will therefore need to take full account of any wider developments and pressures on education capacity. Other developments may be able to contribute to the education provision required.

However, if updated evidence determines that education requirements can be fully addressed off-site by way of financial contributions towards the improvement of existing facilities, the Council will need to formally agree to the land safeguarded for education infrastructure being made available for other uses.

FIGURE 39: NORTHERN PARCEL PHASING AND DELIVERY PLAN



SOUTHERN ZONE

The southern zone is in two ownership areas as shown on the plan opposite.

The key features in the southern zone include:

- 10.3 hectares, delivering around 412 residential units.
- Affordable housing in line with PfE Policy JPA9.
- Primary access to serve the zone will be taken from a new junction with Walshaw Road at a location that will serve as a continuation of strategic Through Road through the northern zone.
- New junction and access point designed to provide for movement throughout the whole allocation, providing connectivity to later phases in the southern zone.
- Off-site highway and junction improvements.
- Sustainable transport infrastructure, including provision for active travel routes and public transport.
- Public open space and greenspace corridors provided in accordance with identified needs.
- Whilst it is currently anticipated that this zone will be part of the later development phases, it could potentially come forward earlier. Given it is separated from the northern zone by Walshaw Road this zone could be delivered independently, albeit this will include the southern stretch of the wider strategic Through Road.

SEQUENCE OF DEVELOPMENT

The Walshaw consortium is working together to bring forward the allocation. The sequencing of development within either the northern or southern zone remains flexible and will be developed further in the IPDS. In line with the table above, the phasing of development within the allocation will need to reflect updated evidence and technical studies including the capacity of the existing highway and the need to ensure the Strategic Through Road is delivered as early and effectively as possible. This will be tested through detailed transport modelling and controlled through planning applications and any subsequent planning conditions and/or legal agreements.

Similarly, phasing of development will be informed by the Council's Education Needs and Demand Assessment to ensure that appropriate education facilities and capacity is in place and available before existing schools in this part of Bury West reach their pupil capacity.

Delivery of the new Local Centre should be completed to coincide with the delivery of the Strategic Through Road in the northern zone in order to provide accessible facilities for the new residents and avoid the need for trips to access facilities elsewhere.

FIGURE 40: SOUTHERN PARCEL PHASING AND DELIVERY PLAN



SUMMARY

The approach to phasing set out in this WDF is not intended at this stage to be chronological. Instead, the phasing and delivery approach outlined above, reflects a natural and logical way the site could come forward physically given the spatial principles established by the WDF and infrastructure integrated within it coupled with the aspiration to deliver the site successfully.

Due to the scale and nature of the proposed uses, and the timescales within which it is anticipated to be delivered, the WDF needs to be robust as well as flexible. The WDF provides suitable controls and principles to guide future proposals and to manage design qualities, whilst being able to adapt to changing market conditions, site constraints, and opportunities to accelerate delivery. The phasing and delivery strategy outlined does not restrict the potential for zones to be accelerated where opportunities arise, or where infrastructure needs change or allow zones to be advanced earlier than currently envisaged.

The phased delivery of Walshaw will be kept under review and will be informed by up-to-date evidence prepared to support future planning applications and the IPDS. Triggers for the strategic infrastructure will be identified through relevant and updated technical evidence.

FUNDING

A range of funding and delivery mechanisms will be required, including:

Planning conditions and Section 106 Agreements to secure on-site infrastructure: to secure the delivery of on-site infrastructure required to deliver development.

Developer contributions secured via Section 106 and Section 278 Agreements to support off-site infrastructure: Developer contributions and/or delivery of infrastructure off-site will be secured to assist in mitigating the impact of the development (or relevant phase of the development). In line with the CIL Regulations, contributions will only be sought where they are necessary to make the development acceptable in planning terms, and will be fairly and reasonably related in scale to the development.

In addition, and where appropriate, sources of public sector funding will be investigated to assist or accelerate the delivery of strategic infrastructure.

EQUALISATION

Equalisation is a mechanism to ensure the fair and proportionate distribution of the necessary costs of the strategic infrastructure requirements, regardless of which specific land parcel is developed. This approach seeks to avoid the costs falling disproportionately on early phases of development or being pushed back to later phases, which would be to the detriment of the comprehensive delivery of the site.

An equalisation approach will be followed in respect of the Walshaw site. This means that all development proposals within the site must contribute to the strategic infrastructure in a fair and proportionate manner.

Details regarding the mechanism for identifying fair and proportionate contributions will evolve through the IPDS and any associated documentation to support the delivery of the site.

In line with the Planning Practice Guidance, land values within the site should reflect the requirements to fund strategic and plot-specific infrastructure and mitigation.

The IPDS will continue to be updated to reflect the costs of wider infrastructure requirements for the site as they are understood and will expand upon the approach to equalisation through the contributions to be sought.

Pre-application discussions with the council will refine local infrastructure requirements, which will be additional to those site-wide strategic infrastructure components that all developments should contribute towards.

9.SUSTAINABILITY STRATEGY

DELIVERING LOW CARBON, SUSTAINABLE HOMES

Greater Manchester's ambition is to become a carbon neutral city region by 2038. This ambition is supported by Bury Council through a declaration of a climate emergency. Achieving this goal will reduce the need for buildings and homes to be retrofitted in future to achieve carbon neutral goals set by Greater Manchester and the UK.

Strategic Objective 7 of PfE 'playing our part in ensuring that Greater Manchester is a more resilient and carbon neutral city region' includes two specific themes of relevance to this Chapter which are to:

- Promote carbon neutrality of new development by 2028; and
- Improve energy efficiency and the generation of renewable and low carbon energy.

The Walshaw site provides an opportunity to support Bury and Greater Manchester's commitment to net zero through the implementation of the policies within PfE and the delivery of low zero carbon and highly sustainable homes.

This Chapter focuses on the expectations and likely benefits from the Walshaw site with respect to carbon, energy, resource efficiency and climate resilience which, collectively, would make a significant contribution to climate change mitigation and address the impacts of climate change. The specific policies within PfE that are relevant to this sections and are considered in turn below are:

- Policy JP-S1: Sustainable Development
- Policy JP-S2: Carbon and Energy
- Policy JP-S3: Heat and Energy Networks
- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-S6: Resource Efficiency.

CARBON AND ENERGY

Policy JP-S2 includes an expectation that new development will be net zero in a phased approach, unless it can be demonstrated that this is not practicable or financially viable:

(a) From adoption (2024) – regulated operational carbon emissions:

When the amount of carbon emissions associated with the building's operational energy on an annual basis is zero or negative. A net zero carbon building is highly energy efficient and powered from on-site and / or off-site renewable energy sources, with any remaining carbon balance offset.

(b) From 2028 – the above plus all emissions 'in construction': When the amount of carbon emissions associated with a building's materials and construction stages up to practical completion is zero or negative, through the use of offsets. For clarity, construction carbon is defined as life stages A1-A5.

Policy JP-S2 takes the definition of Net Zero Carbon from the UK Green Building Council (UKGBC) Net Zero Carbon Buildings Framework (UKGBC Net Zero Carbon Buildings Framework (2019)).

The UKGBC Framework is due to be superseded by the emerging UK Net Zero Carbon Building Standard (UK Net Zero Carbon Building Standard). Implications of this change will need to be considered once the UKNZCBS is launched.

The GMCA has published guidance on the application of its approach to net zero. These are considered in the following pages.

NET ZERO IN OPERATION

The GMCA Net Zero Design Guidance states that for Applicants to comply with Policies JP-S2 and JP-S3, all new buildings should be designed and built to be Net Zero Carbon in operation in compliance with the following where practical and viable:

(a) Fabric efficiency

- Space heating demand of ≤20kWh/m2/year for houses.
- Space heating demand of ≤15kWh/m2/year for flats.

(b) Energy use and carbon emissions

- BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 –reduction of energy use and carbon emissions' credit issue is achieved, rising to BREEAM 'Outstanding 'equivalent from 2028.

(c) Energy Use Intensity (EUI)

- EUI of ≤35kWh/m2/year for TANZ homes only.
- EUI to be calculated using appropriate methodology e.g. CIBSE TM54.

(d) No fossil fuels and low carbon heat

- The energy strategy will be all-electric to ensure that energy demand is met through the increasingly decarbonising electricity grid.
- It is expected that heat pumps will be used to deliver the space heating and cooling demand.

(e) On-site renewable energy generation and energy balance

- Roof mounted solar photovoltaics will be prioritised.
- Residential development should aim to provide PV equivalent to 40% footprint area.

(f) Offsetting (as last resort)

- To be used where practical and viable via a fund which will be developed by Bury Council.
- It is not expected that emissions associated with unregulated energy will be offset.

Additional requirements listed within the GMCA Net Zero Design Guidance include:

(a) Upfront embodied carbon reporting (See Net Zero in Construction below).

(b) Overheating risk reduction

- Residential uses should avoid mechanical cooling.
- Non-residential uses should pass CIBSE TM52.

(c) Reporting energy consumption in-use

As the GMCA Net Zero Design Guidance is not incorporated into PfE, the targets included are aspirational but will be used to guide the design and construction of new developments. The exception is the space heating demand targets, which are included within Policy JP-S1 as best practice thresholds and will be applied where practical and viable.

NET ZERO IN CONSTRUCTION

The GMCA Net Zero Design Guidance includes aspirational targets for residential development as follows:

- 500kgCO2/m2 for homes
- 600kgCO2/m2 for flats

No targets are provided for non-residential development.

Reductions in construction carbon will focus on material efficiency (e.g. 'use less') in the first instance, before exploring the use of low carbon and innovative materials.

CARBON OFFSETTING

Where a development cannot achieve net zero requirements or targets, carbon offsetting will be considered; this involves a financial contribution to mitigate or compensate for the effects of unavoidable carbon emissions by investing in an off-site scheme which reduces or remove greenhouse gases elsewhere, such as tree planting or renewable energy.

In collaboration with the GMCA, Bury Council is developing a Carbon Offset Fund to enable applicants to contribute to and achieve Net Zero Carbon where practical and viable.

HEAT AND ENERGY NETWORKS

Walshaw falls within a Heat and Energy Network Opportunity area, as designated by PfE Policy JP-S3

As part of any planning applications, a Low Carbon Heat Appraisal will be prepared setting out a comparative analysis of feasible heating systems, and proposals for a heating strategy which is practical and delivers

carbon savings over the course of its operation. If the Applicant can demonstrate that an alternative energy strategy will deliver the same or greater carbon savings and / or financial savings or such network connection would not be practicable or financially viable, then this will be considered opportunities for smart energy networks should also be considered, including:

- Energy demand and generation balance
- Energy storage
- Microgrid(s), and
- Electric vehicle charging strategy.

RESOURCE EFFICIENCY

Circular economy is a key part of GM's ambition to be a carbon neutral and leading green city region by 2038, and Walshaw will have a role in supporting this.

PfE Policy JP-S6 (Resource Efficiency) requires development to use sustainable design and construction techniques to reduce carbon emissions, adapt and future proof to the impact of climate change, reduce and recycle waste and minimise water use.

It is expected that circular economy measures implemented in the development will include, but are not limited to:

- Material efficiency, minimising the quantity of materials used in construction
- Use of recycled materials and materials with a high recycled content.
- Use of materials which can be repurposed or recycled at end of life.
- Resource (energy and water) efficiency measures during construction and operation.
- Reduction of waste generated during construction and operation, and diversion of residual waste from landfill.

CLIMATE RESILIENCE

GM will experience changes to climate in the future, including:

- Increased annual temperatures
- Increased winter rainfall, and
- Decreased summer rainfall.

Impacts associated with these changes to climate and measures to mitigate them are set out within PfE Policy JP-S4. Development will demonstrate how climate adaptability and resilience measures have been incorporated through design measures which are appropriate for Walshaw. Design measures expected to be implemented on site include:

- Reducing overheating risk through passive measures in the first instance, using active cooling where necessary.
- Reducing flood risk through Sustainable Drainage Systems (SuDS), without significantly increasing embodied carbon emissions.
- Incorporating green and blue infrastructure to mitigate overheating, flood risk, and contribute to biodiversity.
- Minimising water use during operation through reducing water demand and incorporating rainwater or greywater harvesting.
- Appropriate landscaping strategy which suits current and future climate scenarios and doesn't rely on mechanical irrigation.

ENVIRONMENTAL ACCREDITATION

PfE Policy JP-S2 requires any non-residential development should achieve a minimum of BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 – reduction of energy use and carbon emissions' credit issue, rising to BREEAM 'Outstanding' equivalent from 2028.

BREEAM provides a holistic approach to demonstrating sustainability, including categories in Energy, Water, Materials, Waste, and Pollution. The assessment process provides a robust approach to carbon and energy, resource efficiency, and climate resilience.

Applicants are therefore encouraged to pursue certification under BREEAM for non-residential uses over 1,000sqm.

Where feasible and viable, additional accreditation is encouraged to demonstrate the sustainability credentials of the site.

10.BENEFITS

SOCIAL BENEFITS

EDUCATION

Provision of a new one-form entry primary school and financial contributions towards off-site secondary school places.

LOCAL CENTRE

Provision of a new local centre in an accessible location to provide a range of retail and community facilities required to serve local residents.

AFFORDABLE HOUSING

Provision for 25% of the new homes to be affordable - with a proposed housing tenure split of 60% social or affordable rented and 40% affordable home ownership.

ENVIRONMENTAL BENEFITS

GREEN & BLUE INFRASTRUCTURE

Appropriate sustainable drainage infrastructure and open space provision will be provided to support the development of the site.

BNG PROVISION

The development will deliver at least 10% biodiversity net gain. The proposed landscape at Walshaw includes a network of spaces featuring new parks, gardens, and publicly accessible natural areas.

ACTIVE TRAVEL ROUTES

Safe cycling, walking and equestrian provision routes will be delivered through the site linking neighbourhoods with key destinations, including Leigh Lane and Dow Lane.

ECONOMIC BENEFITS

STRATEGIC THROUGH ROAD

New strategic highway infrastructure and sustainable transport connections, providing relief for existing parts of the highway network as well as providing sustainable access to the site and its new neighbourhoods and facilities.

OFF-SITE TRANSPORT AND HIGHWAY INFRASTRUCTURE

Provision of new and improved transport and highways infrastructure

CONSTRUCTION PHASE (INDICATIVE 8-YEAR PERIOD)

- Direct jobs: 285 with associated GVA of £125 million over the construction phase.
- Indirect jobs: 115 with associated GVA of £60 million over the construction phase.
- Total: 400 jobs with £185 million of associated GVA over the construction phase
- Total construction employment safeguarded in Bury: 200 jobs with £93 million of associated GVA over the construction phase.

ONCE COMPLETE AND OPERATIONAL

Resident Population: 3,125

- Resident economically active population: 1,444
- Resident economically active in employment population: 1,365

GVA from resident population in employment: £159 million per annum

Council Tax income: £4 million per annum

Household expenditure from new households: £33 million per annum

- Comparison goods: £13 million per annum
- Convenience goods: £8 million per annum
- Leisure: £12 million per annum

On-site Jobs (in local centre and 1FE primary school)

- 115 jobs with associated GVA of £7 million per annum.
- Employment effect to Bury = 60 jobs with associated GVA of £3 million per annum.

11.SOCIAL VALUE

Social value is about the positive impacts that can be delivered in society and is measured by the actions taken to improve community benefit.

There are notable inequalities within Bury's communities around levels of deprivation; health and life expectancy; employment; and educational attainment. The development at Walshaw will help to address these and can deliver social value for local communities.

Requirements for social value in planning have the power to unlock additional community benefit from the development which can contribute towards addressing some of the deep-rooted inequality issues.

To help to address issues around inequalities, it will be necessary for new development on the site to take all practicable measures to maximise its wider social value and its contribution to social inclusion. Opportunities to deliver social value through new development arise in both the construction and operational phases.

A key aspect of this is economic inclusion and ensuring that residents have the opportunity to share in the benefits of development and economic growth. For example, new development that includes effective initiatives around economic inclusion could help residents into employment and/or training, helping to tackle deprivation by raising people out of poverty and reducing inequalities, whilst benefiting the development directly through improved access to a larger, healthier and more highly skilled labour supply.

Planning applications for new homes within the Walshaw site will be expected to be supported by a Social Value Strategy. The production of a Social Value Strategy provides a mechanism for demonstrating how social value and social inclusion can be maximised, securing the implementation of suggested measures and enabling the public to understand the positive impact that new development will have on their neighbourhood and community.

The Council will positively engage in the production and implementation of their Social Value Strategies, but the involvement of other stakeholders, including local residents, is also strongly encouraged in order to maximise their impact and the acceptance of new development.



12.MONITORING AND REVIEW

This WDF provides a clear vision for the delivery of the Walshaw site. However, if circumstances change and have implications for the vision, design and development framework set out in this document, then a review of this document will be appropriate.

The scope and content of any review would be agreed and the updated WDF would be subject to a proportionate statutory and/or public stakeholder consultation prior to it being finalised.



Agenda Item 9

Classification: Open	Decision Type: Key

Report to:	Overview and Scrutiny (29th June 2026) and Cabinet (30th June 2026)	**Date:** 30 June 2026
Subject:	Elton Reservoir Development Framework	
Report of	Leader of the Council	

Summary

1. This report sets out the results of the consultation on the draft Elton Reservoir Development Framework Supplementary Planning Document ("SPD") and seeks approval for the final SPD to be adopted.

Recommendation(s)

2. It is recommended that Overview and Scrutiny:

   i. Note the responses to the public consultation and proposed post consultation revisions set out in Appendix 1 and Appendix 2 to this report.

3. It is recommended that Cabinet:
   i. Note the responses to the public consultation and proposed post consultation revisions set out in Appendix 1 and Appendix 2 to this report;
   ii. Approve the revised SPD as the final version to be adopted and published;
   iii. Delegate authority to the Executive Director (Place) to make any minor, non-material editorial amendments to the SPD ahead of its final publication.

Reasons for recommendation(s)

4. The adoption of the document will establish a framework against which future planning applications on the site will be considered, sets out high level design and development principles for the site and an approach to the delivery and phasing of infrastructure on and off site.

Alternative options considered and rejected

5. No other options were considered/were applicable.

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Background

6. The Places for Everyone Plan (PfE) is a joint development plan document of nine of the ten Greater Manchester authorities (excluding Stockport MBC) which was adopted on 21st March 2024.

7. It is a long-term plan for jobs, new homes and sustainable growth which allocates large strategic sites for employment and housing. This includes the residential allocation at Elton Reservoir (PfE Policy JPA7). The site is Bury's largest residential allocation and offers the opportunity to create a vibrant, sustainable new community that delivers much-needed homes in the Borough.

8. The Elton Reservoir site is a housing-led development opportunity that will deliver:

    - 3,500 new homes
    - Affordable housing in line with policy (currently 25% equating to around 875 affordable homes)
    - Specialist and older persons accommodation
    - A new two-form entry primary school with potential for it to grow to a three-form entry should it be required.
    - Three local centres containing new community, retail and health facilities to serve the needs of the new and existing residents)
    - A new Metrolink stop and public transport hub
    - A new link road through the site to provide access, enable active travel movement and provide resilience on the existing highway network
    - Off-site highway works to mitigate for the development
    - An active travel network including cycleways and pedestrian links
    - Green infrastructure including nature park, heritage park, public open spaces, sports facilities and playgrounds
    - Ecological mitigation and biodiversity net gain
    - Surface water attenuation, SuDS and measures to protect hydrology and water quality

Elton Reservoir Development Framework

9. Following its adoption on 21 March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan alongside the saved policies of the Unitary Development Plan (UDP) and the Greater Manchester Joint Minerals and Waste Plans.

10. A key requirement of PfE Policy JPA7 is that any proposals within the Elton Reservoir allocation must be in accordance with a comprehensive masterplan that has been approved by the Local Planning Authority and 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 PfE Policy JP-D1 'Infrastructure Implementation'.

11. The Elton Reservoir Development Framework (ERDF) has been prepared by Bury Council with technical input from Peel Land and Property as the main site promoter and input from other landowners/stakeholders.

12. The document is being prepared as a Supplementary Planning Document (SPD) which build upon and provide more detailed advice or guidance on policies in an adopted development plan. SPDs can be used to provide further guidance for development on specific sites, or on particular issues.

13. As they do not form part of the development plan, SPDs cannot introduce new planning policies into the development plan. However, they are a material consideration in the decision-making process when determining particular planning applications.

14. The intention is that the ERDF will be a mechanism to help identify, shape and guide the comprehensive development of the site. Its purpose is to establish strategic overarching development principles, define spatial priorities and provide some additional high-level clarity around matters such as land use, connectivity, design quality, infrastructure requirements, sustainability and placemaking objectives.

15. The ERDF is therefore intended to guide future development in a coordinated way and ensure that proposals come forward in accordance with the wider strategic vision and adopted policy objectives.

16. Whilst it provides more detail that way is set out under PfE Policy JPA7, it is important to recognise that the ERDF is a strategic level document.

17. Planning applications will be required to provide more detailed evidence and clarity on a range of issues, including those that are set out in the ERDF. The strategic direction, indicative layouts and policy position in the ERDF would then be fully tested at the planning application stage. This includes providing detailed design information, technical assessments, environmental considerations, access arrangements, landscaping, infrastructure delivery, viability considerations and other supporting evidence necessary to demonstrate that development can be delivered appropriately and in accordance with planning policy.

18. In this way, the process moves from high-level strategic policy and site-wide principles through to the detailed assessment and determination of individual development proposals. The indicative nature of certain elements of the ERDF at this current strategic stage reflects established planning process and

does not preclude the need for detailed technical assessments at the planning application stage.

Summary of Consultation and Responses

19. On the 11th February, members approved a draft ERDF for consultation purposes. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Council's Statement of Community Involvement, consultation was subsequently undertaken over a six-week period running from 13th February 2026 to 27th March 2026 to establish stakeholder views on its content.

20. All relevant documentation was available for inspection on the Council's web site, copies of the document were made available for inspection in the reception area of the Town Hall; and at local libraries and the Tottington Centre. Letters/emails were also sent to all contacts on the Strategic Planning consultation database, posters were placed in key locations and the consultation was also advertised via social media platforms. A number of drop in events were also held in February.

21. The consultation generated a total of 172 responses specific to ERDF. A further 42 joint responses were submitted which were a combined response to the Elton Reservoir, Walshaw and Simister Bowlee Development Frameworks. A summary of these comments and the Council's response to them are set out in the Consultation Statement at Appendix 1. In summary the main issues raised were as follows:

- Development in the Green Belt – comments relating to the principle of residential development on the site.

- Outdated evidence base – comments seeking updated evidence relating to flood risk assessments and ecological assessments.

- Consultation Process – comments stating that the consultation process is perceived as inadequate and lacking transparency

- Ecology – comments relating to loss of privacy, open views, destruction of wildlife habitats and biodiversity, harm to SBIs and priority habitats, loss of rare species (waxcap, birds, newts, deer), loss of hedgerows, ponds and ecological corridors.

- Transport and Highways – comments relating to the capacity of the road network and public transport, cumulative impacts from other developments.

- Metrolink and Car Park Concerns - concern about the location of the new Metrolink stop and car park and the lack of clarity regarding the plans.

- Flood Risk and Drainage – comments stating that the development will increase surface water run-off and reduce natural drainage capacity.

- Heritage – comments relating to the inclusion of two additional Grade II listed canal milestones

- Health – comments relating to identifying health as a standalone infrastructure item in Chapter 8

- Infrastructure Pressure – concern that schools, healthcare and utilities have insufficient capacity.

- Housing Type and Affordable Housing – concern that the development will not deliver affordable housing or homes suited to local needs

- Unclear Housing Numbers – concern that the Council is unable to provide clear figures for the number of new homes in each Character Area

- Impact of Residents Amenity and Quality of Life – concern about the increased noise, light and air pollution, risk of anti-social behaviour around new infrastructure, fear of 'concrete jungle' replacing valued landscapes.

- No Meaningful Changes to Original Plans – Comments suggesting the Council has ignored previous objections.

- Failure to Prioritise Brownfield Land – concern that brownfield sites are not being developed

- Developer Influence Over Planning – concern that the Council is not acting independently.

22. A significant number of comments objected to development in the Green Belt whereas the Elton Reservoir site was removed from the Green Belt and allocated for housing following the adoption of PfE in March 2024. PfE was subject to a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including extensive objections on the site allocations). A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared,

justified, effective and consistent with national policy. The legal outcome of that process removed the site from the Green Belt and the principle of residential development on the site at Elton Reservoir is therefore not a debate that can be re-opened.

23. In addition, a significant number of comments related to the lack of evidence supporting the ERDF. At this stage of the planning process the evidence is proportionate to the fact that the ERDF is still a strategic plan that provides an indicative layout. Planning applications within the site will need to provide detailed and up-to-date evidence. This will include Transport Assessments to assess the impact of development on the highways network, ecology surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation measures are put in place and flood and drainage strategies to ensure that any flood risk issues are addressed and mitigated for.

24. Comments received also criticised the consultation process. The Council has sought to provide a proportionate and accessible programme of engagement on the Development Framework within a defined statutory timeframe. Consultation has been undertaken in a structured and professional format and in accordance with relevant Regulations and its Statement of Community Involvement.

25. The amendments made to the ERDF have focussed on dealing with specific responses relevant to the document itself as the principle of residential development on the site has already been established and is not a matter for the ERDF or the consultation process. Likewise, updated evidence will be available to review when planning applications are submitted.

26. The consideration of these comments has led to the conclusion that the ERDF would benefit from a number of changes prior to it being formally adopted. In particular:

- Chapter 3 – (Ecology) - this section has been updated in terms of the existing ecology on the site. This includes updating the species and habitats present on the site and noting the key attributes of each SBI. The Priority habitats mapping layer has been shown.

- Linked to this, further text has been added to the ecology section in Chapter 3 to confirm that the ecological baseline will continue to be updated and refined through further survey work prior to and alongside future planning applications, ensuring that detailed proposals are informed by the most up to date and site specific ecological evidence available at the time of determination.

- Chapter 7 (Ecology) – This section has been amended to state that an overarching ecological framework strategy for the site will be prepared

to establish the approach to habitat retention, creation, enhancement, ecological connectivity, Biodiversity Net Gain, recreational management and long-term stewardship across the site. This will ensure that individual phases of development will contribute towards a co-ordinated ecological strategy.

- Chapter 7 (Access, Highways and Movement) has been amended to strengthen the wording in terms of how Transport Assessments should consider the access, highways and active travel strategy and include detailed technical assessment and feasibility work and that the Local Highways Authority must fully agree the transport measures, interventions and mitigation required.

- Chapter 6 – Redvales Works – plans have bene amended to make it clear where the parking is currently proposed, where the active travel hub is to be located and where the mixed-use development areas are proposed.

- Chapter 7 (Flood Risk and Drainage) – additional wording has been added to ensure a site wide flood and drainage strategy for the site is prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan and with engagement from United Utilities and Bury Lead Local Flood Authorities.

- Chapter 3 (Built Heritage and Archaeology) – reference to the two additional Grade II listed canal milestones have been added.

- Chapter 8 (Phasing Strategy) - Chapter 8 (Elton Phasing Strategy) - Healthcare has been identified as a separate standalone infrastructure category and the requirement for financial contributions if on-site provision is not feasible has been added to the table. The trigger for this requirement is to be determined through up-to-date needs assessments and capacity assessments.

- Chapter 6 (Site Wide Density) - additional wording has been added to ensure that the design and density of development proposed is appropriate having regard to the character and design considerations including the interface with existing homes; the Green Belt; the need to make space for all; and incorporate, multi-functional SuDS; and the canal, the reservoirs and their settings.

- In order to provide clarity, a glossary has been added to the document. This includes a definition of affordable housing which is consistent with the definition in national planning policy.

- Chapter 6 (Site Wide Density) - additional wording has been added to ensure that the design and density of development proposed is

appropriate having regard to the character and design considerations including the interface with existing homes; the Green Belt; the need to make space for all; and incorporate, multi-functional SuDS; and the canal, the reservoirs and their settings.

- Chapter 6 (Character Areas) – the approximate number of homes has been included in this character area. These figures are approximate and will be subject to further refinement as planning applications come forward on the site.

- Chapter 7 (Design) - additional text which requires new development to ensure there will be no unacceptable adverse impacts on the amenity of the surrounding area

- More clarity in the introduction on the scope and purpose of the ERDF SPD and specifying matters that are more appropriate for the planning application e.g. submission of more detailed evidence to the support any planning application.

- A glossary has been added in to help to explain a number of terms and references within the ERDF which makes it easier to understand.

- Road names and features have been added to the plans to assist in readers orientating themselves.
- Other specific changes relating to wording in the text and on plans to improve clarity and accuracy.

27. The updated version of the ERDF SPD is attached at Appendix 2.

Links with the Corporate Priorities:

28. Places for Everyone forms part of Bury's statutory development plan. It sets out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities

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Equality Impact and Considerations:

29. The analysis has considered the impacts of this activity across all characteristics, the analysis has identified that the impacts are neutral with

planned mitigations and there are no equalities concerns at this stage. EQIA will be kept under review for the duration of this activity.

Environmental Impact and Considerations:

30. Environmental impacts and concerns will be assessed and monitored as project delivery commences and will be in-line with existing Council policies. The Elton Reservoir Development Framework will seek to meet policy requirements, including physical, social and environmental impacts including biodiversity net gain

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The post consultation amendments are not accepted.	The amendments are a result of public consultation and having considered the responses received.
The final ERDF is not approved.	A previous Cabinet report approved the draft ERDF. The final ERDF has been amended in responses to comments received and updated information which has become available.

Procurement Implications:

31. Any future sourcing of a developer or contractor must be compliant with the Procurement Act.

Legal Implications:

32. The preparation, consultation and adoption of an SPD must be undertaken in accordance with the provisions of the Town and Country Planning (Local Planning) (England) (Regulations) 2012 (as amended). The consultation process undertaken by the Council in relation to the Elton Reservoir Development Framework was for a 6 week period which was in excess of the minimum period of 4 weeks prescribed in the Regulations. In addition to the longer period of consultation undertaken by the Council the means of such consultation exceeded the minimum detailed in the Regulations and was considered appropriate and proportionate by the Council. Whilst comments were received criticising the consultation process undertaken by the Council on the SPD it is satisfied that it has consulted properly on the SPD and this is evidenced by the amendments made to the draft SPD subsequent to consultee comments and the recommendations contained in this report fully adhere to and exceed the requirements of those regulations.

Financial Implications:

33. There are no direct financial implications resulting from the adoption of the SPD.

Appendices:

Appendix 1 – ERDF Consultation Statement

Appendix 2 – Revised Elton Reservoir Development Framework Supplementary Planning Document.

Background papers:

None.

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

Term	Meaning
SPD	Supplementary Planning Document
PfE	Places for Everyone

Elton Reservoir Development Framework

Consultation Statement

June 2026

Bury Council

1. Introduction

1.1 Bury Council is preparing an Elton Reservoir Development Framework (ERDF) Supplementary Planning Document (SPD).

1.2 The draft ERDF has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.3 Regulation 12(a) requires the Council to produce a consultation statement before adoption of the SPD. This statement must set out who was consulted, a summary of the issues raised, and how these issues were incorporated into the SPD.

1.4 Regulation 12(b) requires the Council to publish the documents (including a 'consultation statement') for a minimum of 4-week consultation, specify the date when responses should be received, and identify the address to which responses should be sent.

1.5 Regulation 13 stipulates that any person may make representations about the draft SPD and that the representations must be made by the end of the consultation date referred to in Regulation 12.

1.6 Regulation 12 states that when seeking representations on an SPD, documents must be made available in accordance with Regulation 35. This requires the Council to make documents available by taking the following steps:

- Make the document available at the principal office and other places within the area that the Council considers appropriate; and
- Publish the document on the Council's website.

1.7 This Consultation Statement sets out the extent of the consultation and engagement undertaken on the draft ERDF during its preparation, highlights the issues raised and how the draft document was amended to reflect the issues raised.

2. Engagement during the preparation of the draft ERDF

2.1 The role of the draft ERDF is to effectively bridge the gap between the allocation of the site in Places for Everyone (PfE) and the subsequent

detail of the development that will emerge through planning applications on the site.

2.2 The preparation of the draft ERDF and its supporting evidence has enabled key issues to be identified and addressed to the satisfaction of all parties at an early stage in the planning process. Fundamentally, the draft ERDF establishes the parameters against which future planning applications will be considered and identifies the necessary infrastructure required to support the development of the site.

2.3 The draft ERDF has been prepared by Bury Council with technical input from the Peel Land and Property as the main site promoter and input from other stakeholders, including Transport for Greater Manchester (TfGM), Greater Manchester Ecology Unit (GMEU), Environment Agency (EA) and United Utilities (UU). This engagement helped to identify and understand expectations and key issues around the delivery of the site during the early stages of preparing the draft ERDF.

2.4 The following table sets out the key issues raised during the internal engagement and how these have been addressed in the draft ERDF.

Issue	How was this incorporated into the draft SPD
How will development be phased within the allocation?	Reflected in draft ERDF which identifies that development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach which is responsive to opportunities. This approach does not restrict the potential for later phases to be accelerated where opportunities arise, or where infrastructure allows certain phases to be advanced, earlier than currently envisaged.
When will the infrastructure be delivered	Reflected in draft ERDF which specifies that infrastructure will be co-ordinated with the delivery of new homes and will be subject to triggers for implementation of infrastructure.

3. Screening Assessments

Strategic Environmental Assessment (SEA) Screening

3.1 A Screening Statement has been prepared to determine whether a Strategic Environmental Assessment (SEA) would be required for the draft ERDF. As required by the regulations the Council consulted Natural England, Historic England and the Environment Agency over a four-week period (14th October 2025 – 18th November 2025) to seek their views on the conclusions of the SEA Screening Assessment.

3.2 Responses were received from all three bodies, all of whom agreed with the Council's that the above assessment would not be required to accompany the SPD.

Habitats Regulations Assessment (HRA) Screening

3.3 The Greater Manchester Ecology Unit (GMEU) were consulted on 14th October 2025. GMEU agreed with the Council's conclusion that the draft ERDF would not require a full HRA.

4. Consultation

4.1 The draft ERDF SPD was approved for consultation by Bury Council's Cabinet on the 11th February 2026. A six-week period of consultation on this draft subsequently took place over a six-week period running from **Friday 13th February 2026**, running until **Friday 27th March 2026.**

4.2 All relevant documentation was available to view on the Council's website, copies of the document were made available for inspection electronically at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal working hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details). Paper copies of the draft ERDF were also available in these locations.

4.3 The Elton Reservoir webpage on Bury Council's website received 2,252 views whilst the general PfE Strategic Sites page received 2,568 views.

4.4 Social media was utilised to promote the consultation, engagement events and the availability of detailed information on the council's website.

4.5 Bury Council posted 13 times of Facebook and X (formerly Twitter) from 13 February to 27 March 2026.

4.6 On Facebook, there were 38,408 views across all 13 posts. The highest performing post achieved 17,515 views with an engagement rate of 14.97%. In terms of engagement rate on Facebook, this ranged from 1.83% (good) to 14.97% (excellent). On X the engagement ranged from 2.17% (good) to 11.3% (excellent). Impressions (on-screen appearances) across all posts totalled 4,340 with an average of around 250 per post

4.7 Contacts on Bury Council's consultation database were notified directly of the consultation. Posters and leaflets were distributed in key locations. The Council also held three drop-in events, where Planning Officers were available to answer questions on the draft ERDF. These were held on:

- Tuesday 24th February – Radcliffe Market – 4-8pm
- Wednesday 25th February – Elton High School – 4-8pm
- Thursday 26th February – Parrenthorn High School – 4-8pm

4.8 A total of 286 people attended the drop-in sessions. The key purpose of the drop-ins was to give residents an opportunity to view the material early in the consultation programme, ask questions of officers, and receive guidance on how to submit formal written representations.

4.9 Comments were encouraged to be submitted online via Bury Council's website www.bury.gov.uk/strategicsites

4.10 Responses by email were requested to be sent to strategicsites@bury.gov.uk

4.11 Alternatively, responses could be returned by post to the following address:
Strategic Planning and Infrastructure
2nd Floor
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

4.12 Those requiring further information on the draft ERDF were asked to contact a member of Bury's Strategic Planning and Infrastructure team on 0161 253 5550 or email strategicsites@bury.gov.uk

4.13 Examples of the consultation materials are included in Appendix 1.

5. Representations

5.1 Bury Council received 172 responses to the draft Elton Reservoir Development Framework. 98 of these responses were received via the on-line consultation portal, 74 responses were received via email or post.

5.2 A further 42 joint responses were submitted which were a combined response to the Elton Reservoir, Walshaw and Simister Bowlee Development Frameworks.

5.3 A summary of the issues raised during the formal consultation period and informally at the drop in sessions is provided in section 6 of this statement. Details of how the Council has responded to those issues in the preparation of the final ERDF is also provided below.

6. Summary of the main issues raised during the consultation

Principle of Development

6.1 A significant number of comments related to the perception that the site was still located in the Green Belt. The Elton Reservoir site has already been removed from the Green Belt and allocated for housing through the Places for Everyone Joint Plan (PfE). PfE was subject to a comprehensive two-year Examination in Public, where independent Planning Inspectors considered all the evidence and representations made around the plan (including extensive objections on the site allocations), asked detailed questions about key aspects of the Plan including each proposed allocation; and held in person Examination sessions where interested parties could respond to key Matters, Issues and Questions raised by the Inspectors.

6.2 A key part of the examination was for the Inspectors to assess whether PfE was prepared in accordance with legal and procedural requirements, and whether it was sound i.e. that it was positively prepared, justified, effective and consistent with national policy. The legal outcome of that process removed the site from the Green Belt and it is now established site for housing development. The principle of residential development on the site at Elton Reservoir is therefore not a debate that can be re-opened. All the supporting evidence relating to Places for Everyone is available at

https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/strategic-planning/places-for-everyone/

Evidence that Supports the ERDF

6.3 In addition, a significant number of comments related to the lack of evidence supporting the ERDF. At this stage of the planning process the evidence is proportionate to the fact that the ERDF is still a strategic document that provides an indicative masterplan for the site. It drew on evidence that supported the allocation of the site within PfE. Planning applications within the site will need to provide detailed and up-to-date evidence, demonstrate consistency with the ERDF, and demonstrate that they would not compromise the comprehensive development of the whole site. This will include a site-wide Transport Assessment to consider the impact of development on the highways network, ecology surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation measures are put in place; a strategy for the delivery of play and greenspace across the site and flood and drainage strategies to ensure that any flood risk issues are addressed and mitigated.

6.4 In response to this, the ERDF has been updated in the introduction to the ERDF, Objectives of the ERDF, introduction to Chapter 7 and Access, Highway and Movement, Ecology, Flood Risk and Drainage and Open Space, Sport and Recreation sections to strengthen the requirement for site-wide evidence to accompany planning applications.

6.5 The rest of the amendments made to the ERDF have focussed on dealing with specific responses relevant to the document itself as the principle of residential development on the site has already been established and is not a matter for the ERDF or the consultation process. Likewise, updated evidence will be available to review when planning applications are submitted.

Key Matters Raised in Consultation

6.6 The following highlights the key issues raised in response to consultation on the draft ERDF and the Council's response to these.

Comments Received - Ecology

- Support for achieving at least 10% biodiversity net gain (preferably higher), enhancing ecological networks, and ensuring long-term habitat management.

- Recommendation that the Framework should more clearly describe and accurately map SBIs (including correcting classification errors), recognise nationally important species, and fully reflect up-to-date ecological evidence including Priority Habitats.

- Opposition to development on SBIs and calls for clear safeguards such as buffer zones, access management, and measures to prevent environmental harm, alongside better integration into green infrastructure networks

- Concern regarding the:
  - Destruction of wildlife habitats and biodiversity
  - Harm to Sites of Biological Importance (SBIs) and priority habitats
  - The replacement of undisturbed habitats with recreational spaces unsuitable for sensitive species

- Specific ecological concerns including:
  - Rare species (e.g. waxcap fungi, birds, newts, deer, otters, badgers)
  - Loss of hedgerows, ponds, and ecological corridors

- Several detailed submissions argue:
  - Surveys are incomplete, outdated, or incorrect
  - Important habitats and species have been underrepresented or ignored

- References to the need for stronger alignment with the Greater Manchester Local Nature Recovery Strategy, greater transparency in the ecological evidence used, and clearer requirements for future planning applications, including assessments, mitigation, biodiversity net gain, and long-term management.

- Concern that a reliance on Biodiversity Net Gain (BNG) may:
  - Allow destruction of habitats locally
  - Replace them with lower-quality or distant sites

- Concerns were also raised about reliance on unclear off-site biodiversity compensation, especially for ground-nesting birds, and whether it can realistically offset impacts

- Requests for:
  - Updated and accurate baseline data
  - Independent ecological verification
  - Greater protection for high-value habitats

- Criticism of the Council for supporting the loss of priority habitats

- Concern that there is a risk that local residents will see no real ecological benefit.

Council Response – Ecology

- Site wide ecology studies were prepared to support the allocation within PfE. These included: Phase 1 Habitat Survey; and surveys for Wintering and Breeding Birds; Great Crested Newts; Bat Activity Water Vole; and Otter. These were accompanied by and Outline Ecological Mitigation and Enhancement Strategy. These remain part of the evidence base for the ERDF.

- Ecological issues were subject to detailed consideration by three experienced and independent Planning Inspectors during the PfE extensive examination. This included thorough debate around ecological matters at the hearing sessions, as well as evidence presented in documents.

- The Development Framework specifies that the masterplan has sought to minimise impacts on SBIs within the site and whilst the protection of ecological assets is clearly an important objective for planning, so too is meeting future development needs. Planning can often face difficult choices around achieving an appropriate planning balance and the reconciliation of often competing interests. In this regard, the masterplan shows parcels of development and part of the link road on land that was subject to the recent extension of the Elton Goyt SBI. This will have an unavoidable adverse impact on the SBI. Future planning applications on this part of the site will therefore need to demonstrate that an appropriate strategy is in place to mitigate or compensate for the adverse impact on the SBI in accordance with PfE Policy JP-G8.

- The proposals set out in the Elton Reservoir Development Framework are still at a high level at this stage. More details of the development will emerge through subsequent planning applications and these will need to be supported by detailed and up-to-date evidence. This will include a full suite of detailed ecological surveys to identify existing wildlife habitats, including protected species, and to ensure that appropriate mitigation and/or compensation measures are put in place.

- The Development Framework makes numerous references to hedgerows on the site.

- This stage of the planning process is still strategic, and the amount of detail and evidence used to support the Frameworks is proportionate to the type of document it supports. Consequently, it is considered to be

unnecessary to commission independent verification of the ecological evidence.

- Future planning applications should be informed by up-to-date ecological surveys that include the identification and assessment of all priority habitats present within the site and demonstrate how these habitats will be dealt with through the development. Where impacts cannot be avoided, proposals must provide suitable compensation in accordance with national and local planning policy. Opportunities to make provision for high-quality green infrastructure, wildlife habitats and other wildlife-friendly features should be integrated into the design and layout of development.

Proposed Amendments – Ecology

- Chapter 3 – Ecology – has been updated in terms of the existing ecology on the site. This includes updating the species and habitats present on the site and noting the key attributes of each SBI. The Priority Habitats mapping layer has been shown.

- Chapter 3 – Ecology - additional text has been added to confirm that the ecological baseline will continue to be updated and refined through further survey work prior to and alongside future planning applications, ensuring that detailed proposals are informed by the most up to date and site specific ecological evidence available at the time of determination.

- Chapter 6 – Character Areas – The Landscape Box in each Character Area has been amended to refer to Natural Environment and key design principles relating to open space, recreation and ecology

- Chapter 7 – Access, Highways and Movement - an additional requirement to include landscape led infrastructure (e.g. green bridges, ecological crossing etc) to ensure the Link Road is carefully integrated with landscape and ecological features and managed to avoid/minimise fragmentation especially near sensitive sites.

- Chapter 7 – Ecology - additional text has been added which states that an overarching ecological framework strategy for the site will be prepared to establish the approach to habitat retention, creation, enhancement, ecological connectivity, Biodiversity Net Gain, recreational management and long-term stewardship across the site. This will ensure that individual phases of development will contribute towards a co-ordinated ecological strategy.

- Chapter 7 – Ecology – additional text has been added to ensure that future crossings of the canal, watercourses and associated ecological corridors will seek to maintain ecological connectivity and minimise impacts on landscape character, hydrology and biodiversity interests.

- Chapter 7 – Ecology – additional text has been added in relation to Biodiversity Net Gain and ensuring any off-site measures are aligned with the Local Nature Recovery Strategy priorities and long term management and monitoring arrangements are secured to ensure the successful establishment and on-going stewardship of ecological enhancement areas.

- Each phase of development will further be required to be informed by comprehensive ecological mitigation strategies and Biodiversity Net Gain Strategies which demonstrate conformity with the overarching ecological framework strategy. These documents will set out the detailed mitigation, compensation, habitat creation and management measures relevant to the phase being brought forward and will follow best practice through application of the mitigation hierarchy.

- Chapter 7 – Ecology – additional text in relation to the principles which must be adhered to in all ecological strategies and include principles relating to SBIs, BNG, Great Crested Newts, Birds, Badger, Brown Hare, Waxcap Grassland and Otters.

Comments Received - Transport and Highways

- Concern that existing roads are already congested or gridlocked and development could add thousands of extra cars.

- Concern that mitigation measures will be ineffective.

- Concern that there is currently poor public transport capacity (including tram overcrowding).

- Concern that the proposals will create rat-running, parking pressures, and localised congestion.

- Request that the opportunity for the link road and active travel routes present an opportunity to lay new infrastructure is identified in Chapter 3 (Transport and Highways).

Council Response – Transport and Highways

- As one of the allocations within PfE, the transport implications of Elton were considered in a strategic transport model commissioned by TfGM. Locality Assessments, which took account of the findings of the modelling, were prepared for each allocation. The Locality Assessment for Elton considered the likely traffic implications along with mitigation measures including the new link road, new Metrolink stop, bus services improvements and active travel measures. These remain an important part of the evidence base for the ERDF.

- The Council has prepared the Bury West Transport Framework to establish clear priorities for transport investment as part of the delivery of growth in Bury West including the Elton Reservoir site. The Council has also commissioned further detailed transport modelling work which will form a baseline for the consideration of proposals in the area including at Elton Reservoir and Walshaw.

- As the site comes forward with a planning application, more up to date and detailed transport modelling will be required to be undertaken through a Transport Assessment (TA) which will form part of the supporting documents for the application.

- The TA will need to address assess the impacts of traffic and consider alterations and/or mitigations to ensure that the proposal is acceptable in highways terms having regard to the network and highway safety across the whole site. In assessing planning applications regard will be had to the Transport Assessment and any necessary mitigations to make the proposal acceptable in highway and planning terms.

- It is acknowledged that some peak period crowding is experienced on parts of the Metrolink Bury line, particularly on the approach to the city centre. TfGM is actively managing capacity across the Metrolink network – this includes deploying double trams at the busiest times, optimising the overall number of vehicles in service, and progressing the procurement of ‘next-generation’ vehicles that will further increase capacity. TfGM will continue to monitor passenger numbers and refine investment plans to ensure the right capacity is in place to serve planned developments.

- The Bury West Transport Framework highlights the key transport challenges and opportunities associated with both the Elton Reservoir and Walshaw sites and establishes the principles that will shape how people move within, to and from the new residential developments at Elton Reservoir and Walshaw. It identifies a programme of transport interventions which prioritises sustainable transport to facilitate the development and ensure that new homes and associated supporting

infrastructure are accessible, well-connected, and environmentally responsible.

Proposed Amendments – Transport and Highways

- Chapter 3 (Transport and Highways) – additional wording has been added relating to the opportunity the link road offers to lay new infrastructure as part of a holistic and co-ordinated site wide infrastructure strategy.

- Chapter 7 - Access, Highways and Movement has been amended to strengthen the wording in terms of how Transport Assessments should consider the cumulative impact of other consented and allocated sites in the area, access, highways and active travel strategy and include detailed technical assessment and feasibility work and that the Local Highways Authority must fully agree the transport measures, interventions and mitigation required.

Comments Received - Metrolink Stop & Car Park Concerns

- Concern regarding the proposed location of the new Metrolink stop, close to Warth Fold Road / Kingston Road. In particular:

    - Potential disruption to existing residents
    - Traffic, parking overspill, and congestion
    - Noise and light disturbance
    - Impact on residential amenity
    - Plans shown in ERDF are unclear and confusing

- Request to:

    - Relocate to less sensitive or non-residential areas
    - Provide clearer design details

Council Response - Metrolink Stop & Car Park Concerns

- The suitability of the proposed tram stop has been considered by TfGM and Bury Council. It is considered to be the optimum position for a new stop which can serve the development and enhance accessibility for residents of the surrounding areas.

- The Council and TfGM will continue work further to define and develop proposals for the Metrolink stop and surrounding area (including the park and ride, residential and mixed-use areas). As part of this work the form (i.e number of spaces) and location of the Park and Ride will be

further considered and comments received through the consultation regarding the disruption to existing residents, risk of anti-social behaviour and impact on residential amenity will all be taken into account. However, it should be noted that the Park and Ride will need to be located adjacent to the proposed future highway network and proposed stop which may limit potential alternative options. We will also consider potential mitigations through further design work such as acoustic/visual barriers to any car parking area.

- In terms of the location of the stop itself (i.e the platforms), this will likely need to remain in the position shown in the Development Framework, given its position adjacent to the proposed highway and need to be as accessible to the surrounding development as possible.

Proposed Amendments – Metrolink Stop and Car Park

- Chapter 6 – Redvales Works - plans have been amended to make it clear where the parking is currently proposed, where the active travel hub is to be located and where the mixed-use development areas are proposed. It is important to note that these are indicative locations at this stage and will be subject to further work as noted above which would be the subject of a planning application(s).

- Chapter 7 – Design - additional wording has been added into the Design Development Principle to ensure that development will not lead to unacceptable adverse impacts on the amenity of the surrounding area, particularly in terms of:

    - Overshadowing and loss of light;
    - Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions;
    - Pollution and general disturbance arising from noise, vibration, smell, litter, artificial lights and opening hours;
    - Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.

Comments Received - Flood Risk & Drainage

- Support for the framework's approach to identifying and managing complex flood risks, promoting sustainable drainage systems (SuDS), and integrating green infrastructure.

- Recommendation that development must avoid increasing flood risk and must include thorough flood risk and drainage assessments including hydrology assessments.

- Concern that development will:
  - Increase surface water run-off
  - Reduce natural drainage capacity
  - Put pressure on reservoir, canal, and sewer systems
  - The site flooded on Boxing Day 2015

- Concern that the site:
  - is already wet, boggy and a natural floodplain

- Concern that building near the canal could:
  - Damage canal structure
  - Increase flood risk
  - Destabilise nearby land

- Recommend that UU assets are identified in the Utilities Characteristics and Constraints section (Chapter 3)

- Concern that there is no requirement for a site wide strategy for utilities or foul water.

- Request that liaison takes place with UU in terms of the detailed design of the site and drainage details.

- Recommend that open-span crossings are used instead of culverts and policy's requires high standards for water quality protection.

- Recommend that the ERDF should refer to emerging Local Plan policies including policies relating to water efficiency.

- Recommend that examples of multifunctional SUDS are provided.

- Recommend that Chapter 8 (Phasing and Delivery) includes reference to water and wastewater infrastructure.

- Recommend that there are stronger requirements for contamination assessment, early site investigation, and ongoing collaboration with regulators.

Council Response – Flood Risk and Drainage

- Most of the site is within Flood Zone 1 – the lowest risk of fluvial flooding. The site was considered as part of a Strategic Flood Risk Assessment as part of PfE. The allocation was also supported by a site-specific Flood Risk Assessment and Outline Drainage Strategy and a study of the implications of a failure of the Elton Reservoir infrastructure. This evidence demonstrated that with suitable mitigation, existing flood risk within the site can be managed and there would be no increase in the flooding elsewhere as a result of the development.

- All planning applications will need to be accompanied by a Flood Risk and Drainage Assessment and Strategy, in accordance with PfE Policy JP-S4. The Flood Risk and Drainage Development Principle in Chapter 7 of the Development Framework specifies that relevant planning applications will need to be accompanied by a flood risk and drainage assessment and strategy.

- Development will be located and designed to minimise the impacts of current and future flood risk in line with national planning policy. Development within the site will be required to work with existing topography and ground conditions as well as respecting the existing watercourses and features to maintain greenfield run off rates and incorporate attenuation features across the site.

- Any proposals near to or across the canal will be subject to structural assessments.

- If Elton Reservoir and other on-site water features were to be considered for additional water storage this would be subject to detailed modelling.

- The Canal and Rivers Trust (CRT) have been engaged and consulted as part of preparing the ERDF. This engagement will continue in respect of the impact of development on the canal and reservoir and the appropriate integration of these features.

- UU will be engaged and consulted with throughout the detailed design process and as part of future planning applications.

- It is not considered appropriate to include references to flood risk Local Plan policies at this stage as other draft Local Plan policies are not referenced. However, the ERDF recognises that future planning applications will be considered against the relevant adopted and emerging Local Plan policies.

- The ERDF requires water quality treatment to be incorporated at source to reduce the impact of contaminates on-site.

- The Development Framework requires that development proposals are supported by appropriate site investigation and assessment work, including preliminary risk assessments and, where necessary, intrusive ground investigations. This approach is consistent with national planning policy, which requires that planning applications adequately address any potential risks arising from land contamination and demonstrate that sites are, or can be made, suitable for their proposed use. In addition, the Council will continue to work closely with the Environment Agency and other relevant regulatory bodies throughout the planning and delivery process. This collaborative approach ensures that contamination risks are appropriately assessed, mitigated and monitored, and that any necessary remediation measures are secured through planning conditions or legal agreements. The Framework therefore provides a robust basis for ensuring that contamination issues are fully considered at the appropriate stages of the development process, with safeguards in place to protect human health, water quality and the wider environment.

Proposed Amendments – Flood Risk and Drainage

- Chapter 3 – Flood Risk and Drainage – additional wording has been added in to state that all man made sources of flooding such as the reservoir and canal and their exceedance flow routes will be closely managed and mitigated to provide betterment to the development and surrounding area.

- Chapter 3 (Utilities) – additional wording has been added relating to UU assets.

- Chapter 3 (Flood Risk and Drainage) – additional wording has been added in regarding to using multifunctional SUDs and providing examples.

- Chapter 3 (Flood Risk and Drainage) – additional wording requiring development to incorporate existing site features such as the canal and reservoir into the drainage strategy where possible.

- Chapter 7 – Flood Risk and Drainage – additional wording has been added to ensure a site wide flood and drainage strategy for the site is prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan and with engagement from United Utilities and Bury Lead Local Flood Authorities.

- Chapter 7 – Flood Risk and Drainage – additional text in relation to water quality treatment, using Elton Reservoir and other on-site features for additional water storage where feasible and following detailed modelling and maintaining an appropriate access to Elton Reservoir for maintenance, management and in the event of an emergency.

- Chapter 8 – Elton Phasing Strategy – Additional infrastructure requirements for an assessment of reservoir integrity and risk of breach and the requirement for a site wide strategy for utilities including foul water, water supply, electricity and telecommunications.

Comments Received - Heritage

- Welcomes the inclusion of heritage considerations in the ERDF.

- Identifies two Grade II listed canal milestones (added in 2025) were omitted and should be included.

- Identifies that the site may contain remains from prehistoric, Roman, Medieval, and post-Medieval periods.

- The requirements for further investigation (geophysics and excavation) is supported and should inform design.

Council Response – Heritage

- Comments noted. The allocation in PfE was supported by an Initial Heritage Assessment. This remains part of the evidence base for the ERDF and further detailed, assessments will be required as part of planning applications.

Proposed amendment – Heritage

- Chapter 3 – Built Heritage and Archaeology = reference to the two additional Grade II listed canal milestones have been added

Comments Received - Health

- Recommend that the Council and future developers should work closely with NHS GM ICB from an early stage, especially on:
  - Planning and design of any healthcare facility

  - Infrastructure delivery strategy (IPDS) to ensure alignment with wider NHS estate plans.

- Recommend that the healthcare facility design:
  - Must align with latest clinical and operational standards
  - Should be informed by direct input from NHS GM ICB

- Recommend healthcare should be listed as a standalone infrastructure category in the strategic infrastructure tables.

- Recommend that if an on-site healthcare facility is not feasible developers should provide financial contributions for off-site healthcare provision.

- Recommend that decisions should be based on up-to-date needs and capacity assessments.

Council Response – Health

- The ERDF requires the necessary mix and specific location for the provision of healthcare facilities to be determined in consultation with Greater Manchester Integrated Care Board (ICB) Primary Care and Estates Teams.

Proposed Amendment – Health

- Chapter 8 (Elton Phasing Strategy) - Healthcare has been identified as a separate standalone infrastructure category and the requirement for financial contributions if on-site provision is not feasible has been added to the table. The trigger for this requirement is to be determined through up-to-date needs assessments and capacity assessments.

Comments Received - Infrastructure Pressure

- Concern that the Infrastructure, Phasing and Delivery Strategy is not available to view.

- Concern that schools, healthcare, and utilities have insufficient capacity.

- Concern that there is a risk of increased pressure on services without clear delivery plans or funding certainty.

- Concern that the proposals could mean housing is built without necessary infrastructure.

- Suggestion that developers may not be fully committed

- Recommend early delivery of drainage and ecological infrastructure across development phases.

- UU highlight significant concerns regarding the proposed ERDF and do not consider the document to be ready for adoption as it is not sufficiently underpinned by key evidence to ensure that the site is delivered to meet the requirements of Policy JPA7 or Policy JP-D1 of Places for Everyone. Specifically, UU do not consider the ERDF to be informed by a clear phasing and infrastructure delivery strategy, which will ensure an integrated approach to the delivery of water and wastewater infrastructure across the allocation.

Council Response – Infrastructure Pressure

- The Infrastructure, Phasing and Delivery Strategy is a live document that will continually reviewed and updated as plans, evidence, infrastructure costs and the potential for funding becomes available. All stakeholders will be consulted on all iterations of this document.

- The Council note the significant concerns that UU have in respect of the lack of evidence and without the IDPS. As noted earlier, at this stage of the planning process the evidence is proportionate to the fact that the ERDF is still a strategic document that provides an indicative masterplan for the site. It drew on evidence that supported the allocation of the site within PfE and UU consulted and engaged as part of this process. Planning applications within the site will need to provide detailed and up-to-date evidence, demonstrate consistency with the ERDF, and demonstrate that they would not compromise the comprehensive development of the whole site.

- Infrastructure requirements to support development at the Elton Reservoir site have been categorised as either strategic infrastructure (primary infrastructure to support the full delivery of the site) or local infrastructure (on-plot infrastructure) in Chapter 8 of the ERDF.

- Triggers for delivery of infrastructure will be identified through relevant and updated technical evidence and refined in the Infrastructure Phasing and Delivery Strategy.

- Chapter 8 of the ERDF states that planning applications within the stie will be required to demonstrate how proposed development would assist in the delivery of key infrastructure, without compromising or prejudicing the comprehensive development of the site. Chapter 8

further states planning applications which fail to deliver or contribute towards the wider strategic infrastructure requirements will be resisted.

Proposed Amendment – Infrastructure Pressure

- Additional text has been added to state that all development proposals within the site will be required to make a fair and proportionate contribution towards the infrastructure, facilities, services, and mitigation measures needed to support the overall allocation. These contributions should be informed by site-wide delivery strategies for each relevant element.

- In addition, additional text has been added to state that major developments coming forward on unallocated sites that will be reliant on or share infrastructure provided to support the delivery of the site will be expected to make an appropriate and proportionate contribution towards the delivery of that infrastructure. Contributions will be secured having regard to the scale of development, its cumulative impact on the transport network and other services, and the need to ensure that the costs of essential infrastructure are shared fairly across all developments benefiting from planned investment.

Comments received - Housing Type & Affordable Housing

- Concern that development will not deliver:
  - Genuinely affordable housing
  - Homes suited to local needs

- Perception that:
  - Developers will prioritise larger, higher-value homes
  - Development will not address local housing demand

- Concern that there will be too many one-bedroom apartments when the area needs family housing based on demographics and deprivation levels.

- Concern regarding the density and scale of new development (including multi-storey buildings).

- Concern that the development will impact on local character.

- Concern that there is no reference to the Grindsbrook Road area.

Council Response - Housing Type & Affordable Housing

- PfE Policy JPA7 requires the development to 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).

- PfE Policy JPA7 requires an appropriate mix of house types and sizes.

- PfE Policy JPA7 requires the design and layout of the development to allow for effective integration with surrounding communities.

Proposed Amendments – Housing Type and Affordable Housing

- Chapter 3 (Local Context and Character) – additional section relating to the Grindsbrook Road area has been added.

- Chapter 6 (Site Wide Density) - additional wording has been added to ensure that the design and density of development proposed is appropriate having regard to the character and design considerations including the interface with existing homes; the Green Belt; the need to make space for all; and incorporate, multi-functional SuDS; and the canal, the reservoirs and their settings.

- In order to provide clarity, a glossary has been added to the document. This includes a definition of affordable housing which is consistent with the definition in national planning policy.

Comments received - Unclear Housing Numbers

- Concern that the Council is unable to provide clear figures for homes in each character area.
- Concern that this lack of transparency raises concerns about planning clarity

Proposed Amendment – Unclear Housing Numbers

- Chapter 6 (Character Areas) – the approximate number of homes has been included in this character area. These figures are approximate and will be subject to further refinement as planning applications come forward on the site.

Comments received - Impact on Residents' Amenity & Quality of Life

- Key issues raised:
  - Loss of privacy, peace, and open views
  - Increased noise, light, and air pollution

- Risk of anti-social behaviour around new infrastructure

- Significant concern regarding:
  - Mental health and wellbeing benefits of existing green space
  - Fear of a “concrete jungle” replacing valued landscapes

- Concern that some of the most deprived areas for green space will lose nearby Green Belt.

- Little evidence that plans compensate for existing shortages and this could lead to worse inequalities in access to outdoor space.

Council Response - Impact on Residents’ Amenity & Quality of Life

- The Development Framework recognises the importance of creating safe, attractive and well-managed places for residents, workers and visitors. Future development proposals will be required to demonstrate how the design of the development includes features to discourage anti-social behaviour. This may, for example, include the presence of active frontages, a mix of uses, natural surveillance, appropriate lighting, clear sightlines and well-designed public spaces which can all help to create vibrant environments that discourage anti-social behaviour. Detailed proposals will be considered through the planning application process, with developers expected to work alongside relevant stakeholders to ensure that the development is designed and managed in a way that promotes community safety and wellbeing.

- The Council recognises the value that accessible open spaces and green infrastructure provide in supporting physical and mental health. At present, public access to the land is only via existing Public Rights of Way. While development will result in changes to the existing land use, a substantial area of Green Belt land will be retained within the site and protected from built development. The Development Framework will require the delivery of a comprehensive network of new accessible open spaces, including parks, natural green spaces, children’s play areas, recreational facilities, walking and cycling routes, and areas for biodiversity enhancement. Requirements for a range of types of green space are set out within the ERDF Chapter 7: Open Space, Sport and Recreation section. This will significantly increase the amount of publicly accessible green space in the area.

- These requirements are intended to ensure that new and existing communities have access to a range of high-quality green and recreational spaces, providing opportunities for exercise, leisure, nature appreciation and social interaction. The retention of significant green infrastructure alongside the provision of new publicly accessible open

spaces will help to maintain and enhance opportunities for recreation and wellbeing across the wider area.

Proposed Amendment - Impact on Residents' Amenity & Quality of Life

- Chapter 6 (Site Wide Density) - additional wording has been added to ensure that the design and density of development proposed is appropriate having regard to the character and design considerations including the interface with existing homes; the Green Belt; the need to make space for all; and incorporate, multi-functional SuDS; and the canal, the reservoirs and their settings.

- Chapter 7 (Design) additional wording has been added to ensure that development will not lead to unacceptable adverse impacts on the amenity of the surrounding area, particularly in terms of:

    - Overshadowing and loss of light;
    - Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions;
    - Pollution and general disturbance arising from noise, vibration, smell, litter, artificial lights and opening hours;
    - Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.

Comments received - No Meaningful Changes to Original Plans

- The current development framework is almost identical to proposals from 2016.

- Suggestion that the Council has ignored residents' previous objections.

Council Response – No Meaningful Changes to Original Plans

- While there are similarities between the current proposals and earlier concepts, this reflects the site's longstanding role in meeting identified development needs and the continued suitability of the broad development strategy. The preparation of the Development Framework has been informed by consultation responses, technical assessments and changes in planning policy since 2016. Consultation feedback has helped shape the document, including its approach to green infrastructure, movement, environmental protection, community facilities and design principles.

Proposed Amendment – No Meaningful Changes to Original Plans

- For the reasons set out the proposals are considered to be consistent with the development plan for Bury, be proportionate for this stage of the planning process, and to represent a sustainable form of development. No amendments proposed in relation to these comments.

Comments received - Failure to Prioritise Brownfield Land

- Concern that the Council is suggesting a "brownfield first" policy, but evidence suggests otherwise. A key brownfield site (East Lancs Paper Mill) has stalled since 2018.

- Concerns regarding:
  - Technical challenges (e.g. unstable alluvium ground) on the site.
  - Possible preference for easier Green Belt development

- Raises questions about transparency in site selection.

- Construction costs have risen significantly (15–20% overall; some materials up to 80%).

- Concern that developers may:
  - Delay projects
  - Focus on higher-density or high-value housing
  - Avoid expensive brownfield sites

- Concern that the Framework does not address these risks

Council Response – Failure to Prioritise Brownfield Land

- Comprehensive evidence prepared for PfE showed that, for housing needs to be met, there is a need for both brownfield and greenfield sites. National planning policy does not support an explicit 'brownfield first' approach as Local Authorities are required to be able to provide a 5-year supply of housing sites which are available and deliverable.

- We are however adopting a 'brownfield preference' policy and will do all that we can to make sure that our brownfield sites come forward.

- The Elton Reservoir Development Framework cannot dictate how and when private developers bring forward sites and recognise that construction costs have risen.

- The site selection process undertaken as part of Places for Everyone was considered as part of the Places for Everyone examination.

Proposed Amendment – Failure to Prioritise Brownfield Land

- No amendments proposed in relation to these comments.

Comments received - Developer Influence Over Planning

- Concern that the framework has largely been written and commissioned by the developer (Peel).

- Concern that:
  - Council is not acting independently
  - Developers are shaping both the plan and its justification

- Described as developers "marking their own homework."

Council Response - Developer Influence Over Planning

- The Council has worked with the developer in setting the vision and spatial principles for the ERDF, how the development will come forward and how it will comply with the development plan for Bury. As set out below this is normal practice for such developments.

- Paragraph 129 of the National Planning Policy Framework (NPPF)[1] states that: "Area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places…"

- The NPPF is supported by Planning Practice Guidance (PPG)[2] which states that: "Masterplans set the vision and implementation strategy for a development. They are distinct from local design guides by focusing on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure. Depending on the level of detail, the masterplan may indicate the intended arrangement of buildings, streets and the public realm…' and that 'A range of other plans and technical reports may be needed alongside a masterplan, to provide supporting evidence and set out related proposals, such as a local character study, landscape assessment, transport assessment and proposals for securing biodiversity net gain. An implementation strategy could also be included, especially where development is expected to be brought forward in a number of phases". (Paragraph: 006 Reference ID: 26-006-20191001).

[1] https://www.gov.uk/government/publications/national-planning-policy-framework--2
[2] https://www.gov.uk/government/collections/planning-practice-guidance

- In describing how masterplans can be used most effectively, PPG states that: “Masterplans are most likely to be produced by local authorities or developers. For local authorities, they can help to clarify design expectations early in the planning process, set a clear vision for the site, inform infrastructure and viability assessments and identify requirements for developer contributions or other investment. Developers may produce a masterplan to help evolve their own vision for a site, assess options, engage the local planning authority and community in pre-application discussions and support an outline planning application. Whoever prepares them, masterplans can benefit from a collaborative approach between the local planning authority, site promoters and local communities so that aspirations and constraints are understood early on. Masterplans produced by local planning authorities may be adopted as supplementary planning documents to give them weight in decisions on applications. Masterplans often apply to schemes that are developed over a long time period and so may need to be subject to regular review and be flexible to adapt to changing circumstances”.

- Officers of Bury Council (planning, transport), EA, TfGM, UU and GMEU have reviewed the proposals and contributed to the ERDF. Consultation responses have also been received from Natural England, Historic England, United Utilities and the Environment Agency. These have all helped to shape the contents of the ERDF and this process will continue as planning applications come forward.

Proposed Amendment – Developer Influence Over Planning

- No amendments proposed in relation to these comments.

Comments received - Request for an Alternative Approach

- Use brownfield land first

- Recommend that:
  - Proposals are reducing scale or density
  - Infrastructure is relocated infrastructure (e.g. tram stop)
  - Priority is given to existing community over expansion

Council Response – Alternative Approach Requested

- As set out above, brownfield opportunities alone are not sufficient to meet identified housing needs in a sustainable and planned manner, necessitating the inclusion of well-located greenfield land allocated through the adopted Places for Everyone Joint Plan.

- The scale and density of development proposed within the Framework are considered appropriate in planning terms, reflecting the need to make efficient use of land, support viable infrastructure delivery and achieve a sustainable form of development that can support new services, including public transport, local centres and community facilities. Reducing scale or density would risk undermining the delivery of necessary infrastructure and the creation of a balanced, sustainable new community.

- With regard to public transport infrastructure, including the proposed tram stop, its location seeks to maximise accessibility for both new and existing residents, support modal shift away from private car use and ensure operational efficiency within the wider network.

- The Development Framework seeks to balance the needs of existing communities with the long-term strategic requirement to deliver new homes, jobs and infrastructure. While the views of existing residents are an important consideration and have been taken into account through the consultation process, planning decisions must also respond to wider evidence of need and policy requirements. The Framework therefore seeks to deliver a comprehensive and plan-led approach that benefits both existing and future communities.

Proposed Amendment – Alternative Approach Requested

- No amendments proposed in relation to these comments.

Comments received - Criticism of Consultation Process

- Strong and repeated criticisms:
  - Poor communication and awareness
  - Documents too technical or inaccessible
  - Limited engagement (low attendance, lack of materials)
  - Poorly organised sessions
  - No proper recording of feedback

- Perception that:
  - Consultation is a “tick-box exercise”
  - Decisions are already made

- Concerns regarding procedural fairness and legality

Council Response – Criticism of Consultation Process

- The principle of residential development on the site is not a debate that can be re-opened. In order to avoid misleading communication and to seek to address misunderstandings, officers had to stress during the

consultation that the principle of housing on this site has already been established through PfE and the purpose of the ERDF is to establish principles that will shape how the development takes place. This was often met with challenging discussions, but it was important that this fact was communicated.

- Whilst the principle of housing development on the site has been established through PfE, the purpose of the consultations is to try and establish views on the content of the ERDF in terms of the infrastructure proposals and any local issues that residents wish to flag.

- The Council has sought to provide a proportionate and accessible programme of engagement on the Development Frameworks within a defined statutory timeframe. Consultation has been undertaken in a structured and professional format and in accordance with relevant Regulations and its Statement of Community Involvement.

- Comments regarding the accessibility of the document, for example for those with visual impairment, were addressed at the start of the consultation and an updated document was made available.

Proposed Amendment - Criticism of Consultation Process

- No amendments proposed in relation to these comments.

Comments Received - General

- A glossary would help understanding some of the technical terms.
- Plans are not easy to understand.
- Concern that the draft documents were not fully accessible.

Council Response – General

- As a formal planning policy document, it is necessary for the ERDF to be relatively technical in nature. Nevertheless, the document would benefit from the inclusion of a glossary to explain what is meant by some of the more technical language.

- In terms of accessibility, it is recognised that different users may experience varying levels of ease in engaging with complex planning documents. Feedback received through consultation has been welcomed and was used to make improvements to the draft ERDF and will continue to be used to inform improvements to the final document

Proposed Amendments – General

- A glossary has been added.
- Road names and features have been added to the plans to assist in readers orientating themselves.
- An accessible version of the adopted ERDF will be made available on the Council's website.
- Other specific changes relating to wording in the text. For example, more clarity on the provision of, and contributions to, school places and upgrading and enhancing the existing routes around Elton Reservoir to accommodate future uplift in usage or specific changes requested by consultees such as the Environment Agency, United Utilities and the Canal and Rivers Trust.

Appendix 1 – Sample of Strategic Sites Consultation Material

Strategic Sites Consultation Poster

Have your say in our consultation

on draft development frameworks for Elton Reservoir, Walshaw, and Simister/Bowlee

We are consulting on draft development frameworks for three strategic residential sites in Bury. Once adopted these will become Supplementary Planning Documents to guide decisions on future planning applications.

Each of these sites are allocated for residential development through the Places for Everyone joint plan and will be supported by new transport infrastructure, schools, green spaces, and new local centres.



Elton Reservoir

Up to 3,500 new homes

A new community in a parkland setting in harmony with nature





Walshaw

Up to 1,250 new homes

A well-connected community blending new development with existing neighbourhoods





Simister/Bowlee

Up to 1,550 new homes

A sustainable community with a vital role in shaping the Northern Gateway



Come to a drop-in event (4pm to 8pm)

Tuesday 24 February (all three sites)
- Radcliffe Market, 11 Blackburn Street M26 1PN

Wednesday 25 February (all three sites)
- Elton High School, Walshaw Road BL8 1RN

Thursday 26 February (all three sites)
- Parrenthorn High School, Heywood Road M25 2BW

Thursday 5 March (Simister/Bowlee only)
- Edgar Wood Academy, Heywood Old Road OL10 2QN

More information and respond online from 13 February to 27 March 2026

bury.gov.uk /strategicsites

Alternatively, email **strategicsites@bury.gov.uk** or post feedback to Strategic Planning & Infrastructure, Floor 2, 3 Knowsley Place, Duke Street, Bury BL9 0EJ

Bury Council

Strategic Sites Consultation Leaflet

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See over the page for more information

LET'S do it! Bury Council

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LET'S do it! Bury Council

Strategic Sites Consultation Letter

12th February 2026

Dear Consultee,

RE: CONSULTATION ON DRAFT ELTON RESERVOIR, WALSHAW AND SIMISTER BOWLEE DEVELOPMENT FRAMEWORKS

We are contacting you as you have previously expressed an interest in local planning matters and your details are included on our consultation database.

Following its adoption on 21st March 2024, the Places for Everyone Joint Development Plan (PfE) became a key part of Bury's statutory development plan and this includes proposals for residential-led development within the Elton Reservoir, Walshaw and Simister Bowlee strategic allocations.

Bury Council has prepared draft Development Frameworks for the Elton Reservoir and Walshaw sites and jointly prepared a draft Development Framework for Simister Bowlee with Rochdale Council. Once adopted, each of the Development Frameworks will become a Supplementary Planning Document (SPD).

The draft frameworks provide more detail on the vision and aspirations for the strategic allocations. They establish key principles for the development of the sites and shows how they are likely to be developed through a high-level masterplan. The frameworks also set out how new housing and supporting infrastructure will be provided in a coordinated and phased approach.

Following Cabinet approval, we are now seeking your views on the draft Development Frameworks over a six-week period of consultation commencing on Friday 13th February 2026, running until Friday 27th March 2026.

HOW CAN I VIEW THE DRAFT DEVELOPMENT FRAMEWORKS AND MAKE COMMENTS?

All relevant documentation can be found on the Council's web site at www.bury.gov.uk/strategicsites

The Development Frameworks will also be available to view at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details).

We are keen to promote the submission of comments electronically via the Council's web site or by email. Responses by email should be sent to strategicsites@bury.gov.uk. Alternatively, responses can be returned by post to the following address:

Bury Council

Strategic Planning and Infrastructure
2nd Floor
3 Knowsley Place
Duke Street
Bury

DROP IN SESSIONS

Bury Council is hosting drop in events where Planning Officers will be available to answer any questions you may have on the draft Development Frameworks as follows:

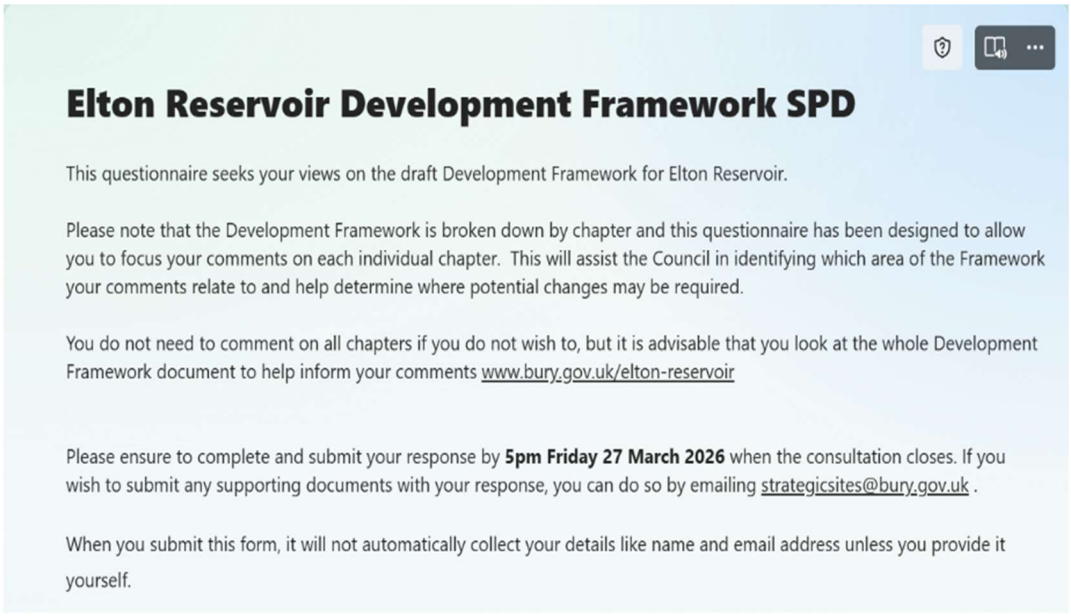
- Tuesday 24th February – Radcliffe Market ,11 Blackburn Street M26 1PN – 4-8pm
- Wednesday 25th February – Elton High School, Walshaw Road BL8 1RN – 4-8pm
- Thursday 26th February – Parrenthorn High School, Heywood Road M25 2BW – 4-8pm

  Rochdale Council is also hosting a drop in event on:
- Thursday 5th March – Edgar Wood Academy, Heywood Old Road OL10 2QN – 4-8pm (Simister Bowlee only)

Please do not hesitate to contact a member of the Strategic Planning and Infrastructure team on 0161 253 5550 or email strategicsites@bury.gov.uk if you require further information on the draft Development Frameworks

Yours sincerely,
Strategic Planning and Infrastructure

Consultation Platform



Elton Reservoir Development Framework SPD

This questionnaire seeks your views on the draft Development Framework for Elton Reservoir.

Please note that the Development Framework is broken down by chapter and this questionnaire has been designed to allow you to focus your comments on each individual chapter. This will assist the Council in identifying which area of the Framework your comments relate to and help determine where potential changes may be required.

You do not need to comment on all chapters if you do not wish to, but it is advisable that you look at the whole Development Framework document to help inform your comments www.bury.gov.uk/elton-reservoir

Please ensure to complete and submit your response by **5pm Friday 27 March 2026** when the consultation closes. If you wish to submit any supporting documents with your response, you can do so by emailing strategicsites@bury.gov.uk .

When you submit this form, it will not automatically collect your details like name and email address unless you provide it yourself.

Elton Reservoir Development Framework SPD – Fill out form

Example Social Media Posts



Bury Council
Mar 23, 16:18

Residents have until Friday (27 Mar) to comment on draft development frameworks for Elton Reservoir, Walshaw and Simister/Bowlee. The outline plans concern new homes, schools, transport and roads, a Metrolink stop, enhanced public transport

Elton Reservoir

Development Framework

JPA 7
Supplementary Planning Document

June 2026

Bury Council

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- Access, Highways & Movement
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- Environmental Benefits
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Monitoring & Review

Glossary of Terms

Foreword

The recently adopted Places for Everyone Joint Development Plan identifies the Elton Reservoir site as the location for a major new residential community. This development will provide new homes in a parkland setting, complemented by recreational facilities, education provision, and local amenities. It will be supported by strategic transport infrastructure, including a strategic link road, a new Metrolink stop and park-and-ride facilities, ensuring excellent connectivity.

Strategically positioned between Bury and Radcliffe, the Elton Reservoir site offers a unique opportunity to create a community within a rich, biodiverse landscape, while delivering infrastructure that benefits both towns. The development will integrate new neighbourhoods with high-quality, accessible green spaces for existing and future residents.

Alongside new homes and amenities, the project will boost the local economy and promote healthy, sustainable lifestyles through essential social infrastructure and improved transport links. This approach will generate lasting benefits for Bury, Radcliffe, and the wider area.

Our vision is to create a resilient, inclusive development that leaves a positive legacy for generations to come.

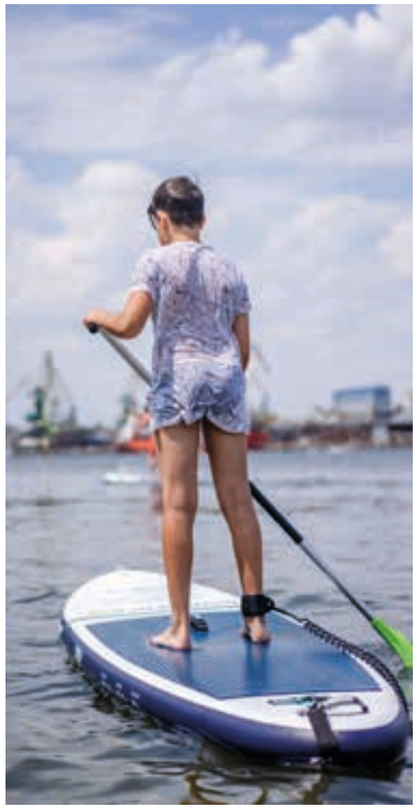
Bury Council is pleased to introduce the draft Elton Reservoir Development Framework, which sets out this vision and the critical infrastructure required to achieve it. This framework will guide future planning applications.

“Elton Reservoir offers a unique opportunity to create a new community in a parkland setting in harmony with nature. It will deliver new homes, green spaces, and local amenities.

Improved transport links, including a new Metrolink connection, will ensure excellent connectivity and lasting benefits for Bury, Radcliffe, and the wider area.”



Cllr Eamonn O'Brien, Leader of Bury Council and Cabinet Member for Strategic Growth



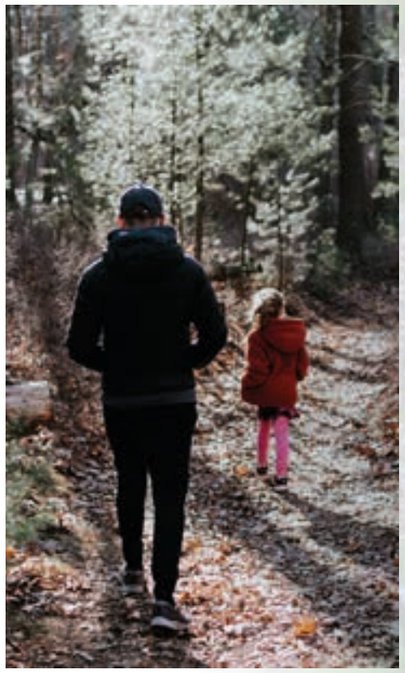








Weave & Wander at Elton Reservoir





Chapter One

Introduction

The Elton Reservoir Development Framework

The Elton Reservoir Development Framework ("the Framework") has been prepared to establish a strategic vision and guiding principles for the comprehensive development of the Elton Reservoir site. The Framework provides a high-level structure to inform future development proposals and the phased delivery of the site, ensuring that proposals are coordinated, sustainable and responsive to their environmental, physical and community context.

The purpose of the Framework is to articulate the key strategic opportunities, constraints and objectives that should shape the future evolution of the site. It is intended to guide land use distribution, movement and connectivity, landscape strategy, environmental enhancement, infrastructure provision and placemaking principles, whilst supporting the delivery of development in accordance with relevant planning policy objectives.

As a strategic document, the Framework is supported by proportionate evidence that is appropriate to this stage in the site's evolution. The analysis and recommendations contained within the document are intended to provide an informed basis for establishing broad development parameters and identifying matters that will require further consideration as proposals progress.

The Framework does not seek to prescribe detailed design solutions or fix the precise form, scale or disposition of future development. Instead, it establishes the overarching principles and requirements for the comprehensive development of the site. Future planning applications within the site will be required to demonstrate:

- **consistency with the provisions of this Framework, and**
- **that they would not prejudice the comprehensive delivery of the whole site.**

Chapter 8 of this Framework provides further details about expected delivery and phasing, including where comprehensive evidence and technical assessments will be required. Evidence covering a range of matters, such as infrastructure, access and movement, environmental considerations, drainage, utilities, landscape, ecology, heritage, viability and delivery will be required as part of individual planning applications. The purpose of such evidence will be to ensure that development proposals are planned and delivered in a comprehensive and integrated manner across the site as a whole.

Planning applications relating to individual parcels or phases of development will therefore be expected to take account of, and demonstrate consistency with, the relevant site-wide evidence and strategic principles prepared for the wider site in accordance with relevant statutory and policy requirements.



Introduction to the Site

Site Description

The site is strategically located between Bury to the north and Radcliffe to the south, with the proposed development sitting approximately 1.5km south-west of Bury town centre and 0.5km north of Radcliffe town centre at its closest points.

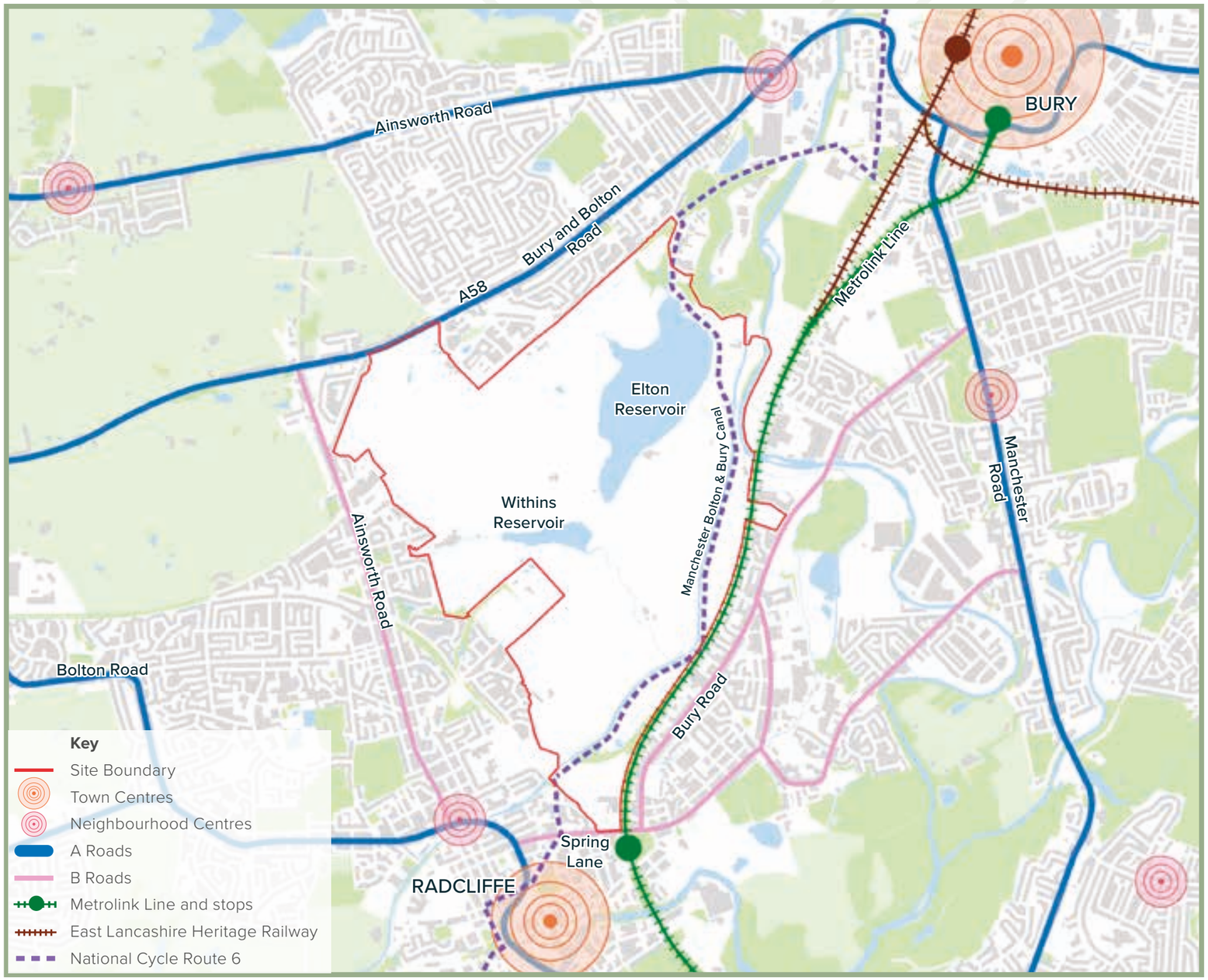
Bury and Bolton Road (A58) borders the northern boundary of the site, providing a direct route to Bury and Bolton. Manchester Road runs east of the site and provides connections towards Manchester; Bolton Road (A665), located south of the site, connects to Moses Gate.

The Bury-Manchester Metrolink line runs along the eastern boundary of the site and forms part of the Bee Network, which spans across Greater Manchester, with stations in both Bury and Radcliffe. The Radcliffe Metrolink stop, which provides connections to Bury and Manchester Victoria, is immediately adjacent to the southern part of the site.

The site is predominantly agricultural grasslands and also includes reservoirs, ponds, watercourses, woodland, hedgerows, scrub, and wetlands.

The southernmost part of the site, known as the Coney Green site, is a triangular parcel of land located just north of Radcliffe town centre, south of the Manchester, Bolton & Bury Canal, and west of the Metrolink rail line. This section will host the new Star Radcliffe Academy, accessed from Spring Lane and scheduled for completion in Summer 2026.

The area within the red line covers a total area of approximately 244ha, of which approximately 115.5ha comprises land retained as Green Belt.



Introduction to the Site

Site Allocation

The Elton Reservoir site is allocated for development by Policy JPA7 of the Places for Everyone Joint Development Plan (PfE). This proposes a high quality sustainable new place comprising a broad mix of around 3,500 homes alongside schools, local retail and community facilities; and a range of transport and active travel infrastructure, all set within public open space.

Policy JPA7 requires proposals for the site to be in accordance with a comprehensive masterplan that has been approved by Bury Council, and to include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development.

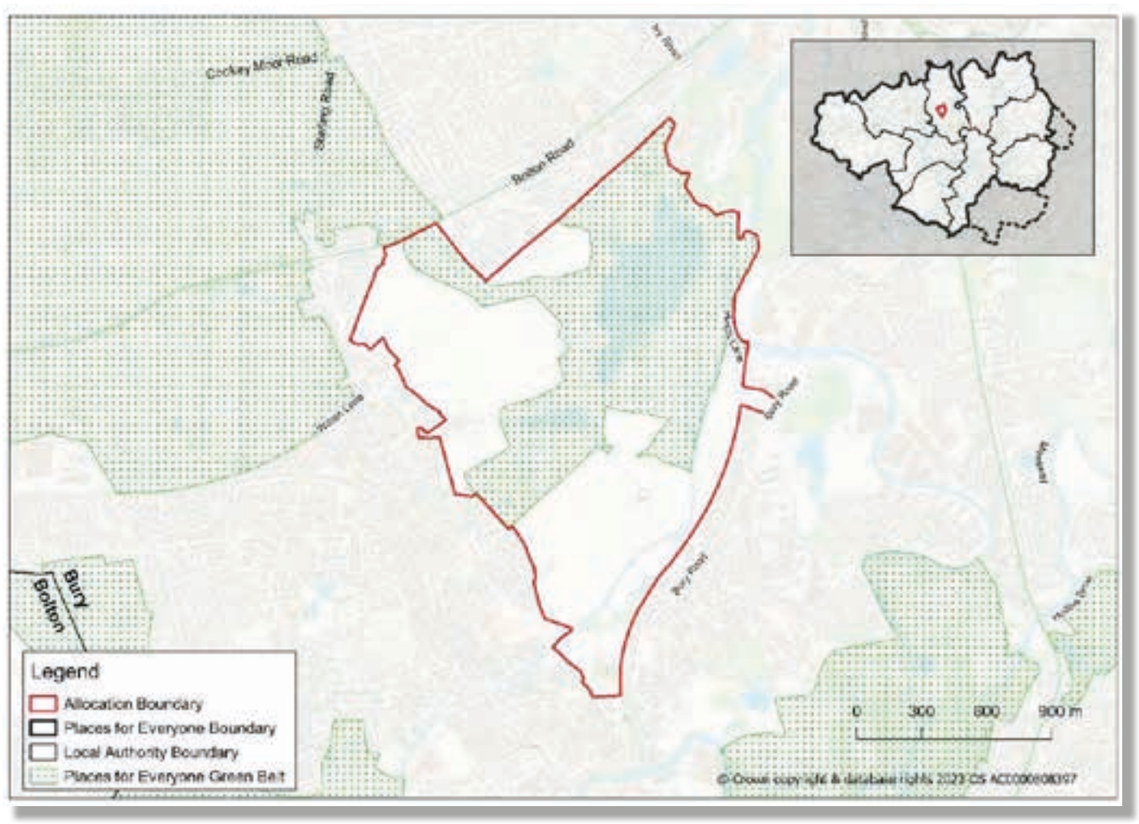
The Council has published further guidance, in Supplementary Planning Document (SPD) 18, on what it expects to see within future masterplans and phasing strategies for the Elton Reservoir site. This Elton Reservoir Development Framework (ERDF) and the Elton Reservoir Infrastructure Delivery and Phasing Strategy (IDPS) will fulfil the requirements of Policy JPA7 and SPD18.

The ERDF has been jointly prepared by Bury Council and Peel Land (as principal landowner and master developer). It has been informed by regular engagement with the Council and key stakeholders including Transport for Greater Manchester (TfGM), Greater Manchester Ecology Unit (GMEU), Greater Manchester Archaeological Advisory Service (GMAAS), the Environment Agency (EA) and the Canal and Rivers Trust (CRT).

The structure of this ERDF is set out on page 13 of this document.

The extract below shows the Places for Everyone Joint Development Plan JP Allocation 7 - Elton Reservoir. This allocation is for:

"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 (subject to local demand as set out in the Council's self-build register) 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"



Extracts from Places for Everyone Joint Development Plan

Purpose of the ERDF

Delivery of the Elton Reservoir proposals will take place in phases and involve a range of delivery partners. The full development could take several years to complete. Developments of this scale, over this time period will be subject to many planning applications. The ERDF establishes a strategic framework for the delivery of the Elton Reservoir site to ensure the creation of a cohesive and sustainable place.

The preparation of the ERDF and its supporting evidence has enabled key issues to be identified and addressed to the satisfaction of the Council and key stakeholders at an early stage in the planning process. These have informed spatial parameters against which future planning applications will be considered, and helped to identify the necessary infrastructure required to support the development of the site.

The contents of the ERDF will inform the preparation of the Design Code(s) and the IDPS which will guide the overall development.

Role & Objectives

Once adopted, the ERDF will comprise a Supplementary Planning Document (SPD) and will be a material consideration in the determination of future planning applications. The ERDF, together with the IDPS, will be important documents to guide the preparation and determination of future planning applications within the masterplan area.

The ERDF's main objectives are to:

- establish an overall vision for the place being created;
- identify the likely extent of development and location of key infrastructure and facilities;
- set out what evidence is required prior to the determination of planning applications within the site;
- set out key design and delivery principles with which future proposals for the site will be expected to comply; and
- provide certainty to the local community and future developers on the expectations for development across the area, whilst maintaining adequate flexibility to respond to further evidence and changing needs.

The ERDF sets out a high-level approach to the phasing of the development. The IDPS will provide further detail on phasing and the infrastructure that is expected to accompany the development of homes. The timing of individual phases will be dependent on a variety of factors including availability of funding for key infrastructure such as the Metrolink stop; and uptake of homes and commercial space. The IDPS will be a "living" document that is updated to reflect these and the overall progress of the development.

The ERDF does not grant planning permission for any aspect of the development. Approval will be sought through the submission of individual planning applications which the Council will consult upon and determine in the normal way. All applications within the Elton Reservoir site will be expected to be accompanied by evidence to show how they have taken account of the ERDF; are consistent with the site-wide vision and design principles; and will make fair and proportionate contributions to necessary infrastructure.

ERDF Structure

Section 2

Provides an overview of the site and its strategic policy context

Section 3

Presents the current understanding of the site drawing on the extensive technical studies and evidence base that has informed the masterplan

Section 4

Establishes a vision for the place to be created and the strategic objectives of ERDF

Section 5

Sets out the strategic design principles that have shaped the masterplan and identifies likely locations for facilities such as retail, community services and primary school provision

Section 6

Illustrates the proposed masterplan and identifies defining characteristics of proposed character areas within the site and the approach to varying densities across the site

Section 7

Sets out the development framework principles that reflect the key policy requirements that would be applied to planning applications for development on the site.

Outlines the strategic connecting infrastructure that will ensure a successful and sustainable place including the preferred alignment of the proposed link road; the creation of a travel hub at the proposed Metrolink stop; and the provision of a new Primary School

Section 8

Presents a high-level approach to the phasing and delivery of the development

Section 9

Summarises the sustainability strategy of the development

Section 10

Summarises the key benefits of the development, including social, environmental and economic benefits

Section 11

Sets out the social value strategy of the site

Chapter Two
Strategic Policy Context

Strategic Policy Context

The ERDF is prepared in accordance with relevant aspects of the development plan; Bury's and Greater Manchester's economic and transport strategies; and national planning policy and guidance at the time of adoption.

Policy and guidance which apply to the ERDF are summarised below. Policies of most relevance to particular topics are identified in Section 7.

Bury's Development Plan

Bury's statutory development plan currently comprises:

- The Places for Everyone Joint Plan (adopted March 2024);
- The Greater Manchester Joint Minerals Plan (adopted April 2013);
- The Greater Manchester Joint Waste Plan (adopted April 2012);
- The saved policies of the Unitary Development Plan (adopted August 1997); and
- The emerging Bury Local Plan (Regulation 18 consultation March-May 2025) which, once adopted, will replace the saved policies of the UDP.

Places for Everyone Joint Development Plan

Places for Everyone (PfE) is a long-term joint development plan for nine Greater Manchester authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth.

One of PfE's key spatial objectives is to boost the economic competitiveness of the northern districts of Greater Manchester. It proposes to achieve this partly by designating land within Bury, Rochdale and Oldham as the "North-East Growth Corridor" (Policy JP-Strat7). This is a strategic opportunity for economic growth and new housing in the northern part of Greater Manchester.

Bury is at the heart of the North-East Growth Corridor which includes part of the Northern Gateway allocation (Policy JPA1.1 and Policy JPA1.2), which forms part of the Atom Valley Mayoral Development Zone (MDZ). The strategic residential-led allocations including Elton Reservoir (JPA7); Seedfield (JPA8) and Walshaw (JPA9) are immediately adjacent to the Growth Corridor and are a key part of PfE's objective of boosting the competitiveness of Bury.

Elton Reservoir (Policy JPA7) is the largest housing-led allocation in Bury. The allocation allows for the delivery of around 3,500 homes (of which it is expected that around 2,100 homes will be delivered within the PfE plan period to 2039). It is specifically intended to diversify the type of accommodation in the Bury and Radcliffe areas.

Bury Unitary Development Plan

Policies of the UDP which remained saved after the adoption of Places for Everyone, have been taken into account in the preparation of this SPD. They will be taken into account in considering planning applications until they are replaced by the policies of the emerging Bury Local Plan.

Bury Draft Local Plan

Bury Council is preparing a new Local Plan which builds on the strategic framework established in PfE. While PfE sets out the overarching vision and strategic policies for growth and development across the Greater Manchester city-region, the Bury Local Plan focuses specifically on Bury's needs, challenges, and opportunities.

Bury Council consulted on a draft Local Plan between March and May 2025 and is currently considering the representations received.

The draft Local Plan includes a comprehensive set of locally specific planning policies that provide detailed guidance on a range of issues, including housing, employment, environmental protection, heritage, infrastructure, and design. It also identifies local designations that are essential to guiding development and protecting important assets within the borough.

Future planning applications within the masterplan area will be considered against the relevant adopted and emerging Local Plan policies.

Supplementary Planning Documents

The Council has adopted a number of SPDs to provide more detailed guidance on the implementation of a range of development plan policies. These are a material planning consideration and will be taken into account in considering planning applications within the masterplan area.

SPD18 "Development Frameworks for Strategic Site Allocations at Elton Reservoir and Walshaw" (April 2025) draws on the toolkit prepared by the Local Government Association and Planning Advisory Services for "The Effective Delivery of Strategic Sites" and provides more detailed guidance on the delivery of the Elton Reservoir and Walshaw allocations.

The ERDF has been prepared in accordance with guidance within SPD18 including in relation to:

- Collaborative working between the Council, landowners/ developers and key stakeholders on the form of development and approaches to its funding;
- Ensuring that the proposed development fulfils the vision and objectives that justified removal from the Green Belt;
- Making clear the evidence on which the proposed approach is based;

Strategic Policy Context

- Demonstrating a comprehensive approach to delivery across the whole site;
- Identifying strategic issues at an early stage and showing how they will be addressed in ways that are consistent with relevant planning policies;
- Establishing development parameters against which future planning applications will be considered;
- Ensuring that all development that would rely on or benefit from the infrastructure of the site makes fair and proportionate contributions to the delivery of that infrastructure for example through equalisation agreements and/or a tariff relating to each new dwelling on the site to support shared infrastructure; and
- Undertaking effective community and stakeholder engagement as part of the formulation of proposals and delivery of development.

National Policy and Guidance

The National Planning Policy Framework (December 2024) ('the NPPF') sets out the Government's planning policies for England and how these are expected to be applied, including guidance for plan-making and decision making. It confirms that in order to achieve sustainable development, the planning system has three overarching interdependent objectives, including:

- An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- A social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- An environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 130 of the NPPF states that: *'Area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places…'*

The NPPF is supported by Planning Practice Guidance (PPG) which states that:
'Masterplans set the vision and implementation strategy for a development. They are distinct from local design guides by focusing on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure. Depending on the level of detail, the masterplan may indicate the intended arrangement of buildings, streets and the public realm…' and that 'A range of other plans and technical reports may be needed alongside a masterplan, to provide supporting evidence and set out related proposals, such as a local character study, landscape assessment, transport assessment and proposals for securing biodiversity net gain. An implementation strategy could also be included, especially where development is expected to be brought forward in a number of phases'. (Paragraph: 006 Reference ID: 26-006-20191001).

In describing how masterplans can be used most effectively, PPG states that:
'Masterplans are most likely to be produced by local authorities or developers. For local authorities, they can help to clarify design expectations early in the planning process, set a clear vision for the site, inform infrastructure and viability assessments and identify requirements for developer contributions or other investment.

Developers may produce a masterplan to help evolve their own vision for a site, assess options, engage the local planning authority and community in pre-application discussions and support an outline planning application.

Whoever prepares them, masterplans can benefit from a collaborative approach between the local planning authority, site promoters and local communities so that aspirations and constraints are understood early on. Masterplans produced by local planning authorities may be adopted as supplementary planning documents to give them weight in decisions on applications. Masterplans often apply to schemes that are developed over a long time period and so may need to be subject to regular review and be flexible to adapt to changing circumstances. Care should be taken to ensure that masterplans are viable and well understood by all involved and that graphic representations of what the development will look like do not mislead the public by showing inaccurate details or significant elements not yet decided upon'. (Paragraph: 007 Reference ID: 26-007-20191001).

This SPD has been prepared with full regard to the policies set out within the NPPF, as well as the Planning Practice Guidance which supports it.

In December 2025 the Government published proposed revisions to the NPPF for consultation. The revised draft NPPF currently carries very little weight but once adopted its contents will comprise important material considerations for planning applications.

Strategic Policy Context

Bury 2030 Strategy, 'LET'S Do It!'

In July 2020, Bury Council and NHS Bury Integrated Care Partnership launched an ambitious community strategy, "LET'S Do It!". This sets out a vision that by 2030 the borough of Bury will stand out as a place that is achieving faster economic growth than the national average, with lower than national average levels of deprivation.

The Bury 2030 Strategy seeks to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity. The proposed housing at the Elton Reservoir site complements this objective.

Bury's Housing Strategy 2021-2025

The Council's housing strategy sets out intended outcomes from the Council's holistic approach to housing in the borough. These include delivering more homes in the borough; increasing affordable housing supply; and a more dynamic housing market. As set out above, the allocation of the Elton Reservoir site through PfE, supports these objectives.

Greater Manchester Transport Strategy 2040

The Greater Manchester Transport Strategy 2040 sets out Greater Manchester's long-term ambition for transport, with a vision for the city region to have *"world-class connections that support long-term sustainable economic growth and access to opportunity for all"*.

The strategy sets out a strong commitment to provide a transport system which: supports sustainable economic growth and the efficient and effective movement of people and goods; improves the quality of life for all by being integrated, affordable and reliable; protects the environment and supports the target to be net zero carbon by 2038 as well as improving air quality; and capitalises on new technology and innovation.

It sets a vision (referred to as the 'right mix vision') that 50% of all journeys in Greater Manchester are made by walking, cycling and public transport by 2040. This will mean one million more sustainable journeys every day enabling the delivery of a healthier, greener and more productive city region.

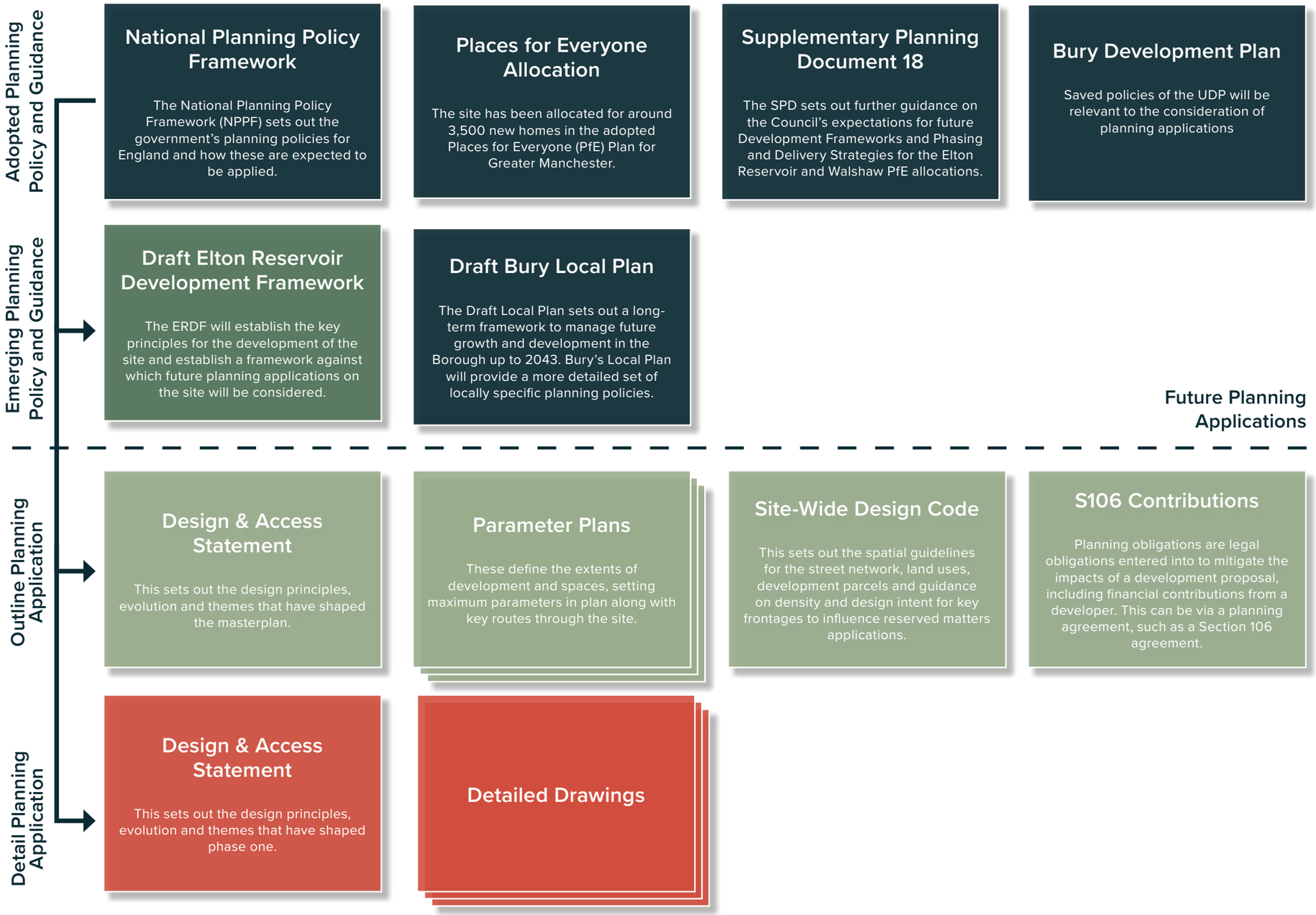
With appropriate layout and density of development, the provision for a new Metrolink stop, high quality bus services, and fully integrated active travel connections ensure that the masterplan as part of the Elton Reservoir development are consistent with these objectives.

Bury Local Transport Strategy

The Bury Local Transport Strategy was approved by the Council in October 2023 and sets out a plan for transport investment in Bury for the next 20 years and beyond, covering all modes of travel in the borough. The strategy aligns with the 'Let's Do It' vision for Bury and the Greater Manchester Transport Strategy 2040 and will be used to help secure investment for transport in the Borough.

The strategy seeks to link residents to new opportunities and to deliver on the Council's inclusive growth ambitions by connecting people to jobs, education, leisure and tourism. The ERDF makes provision for one of the strategy's investment priorities: a new Metrolink stop and travel hub/Park & Ride at the Elton Reservoir site including walking, wheeling and cycling connections to the new stops to make it safer and easier for people to walk, wheel and cycle to use the Metrolink at all times of the day.

Strategic Policy Context



Chapter Three

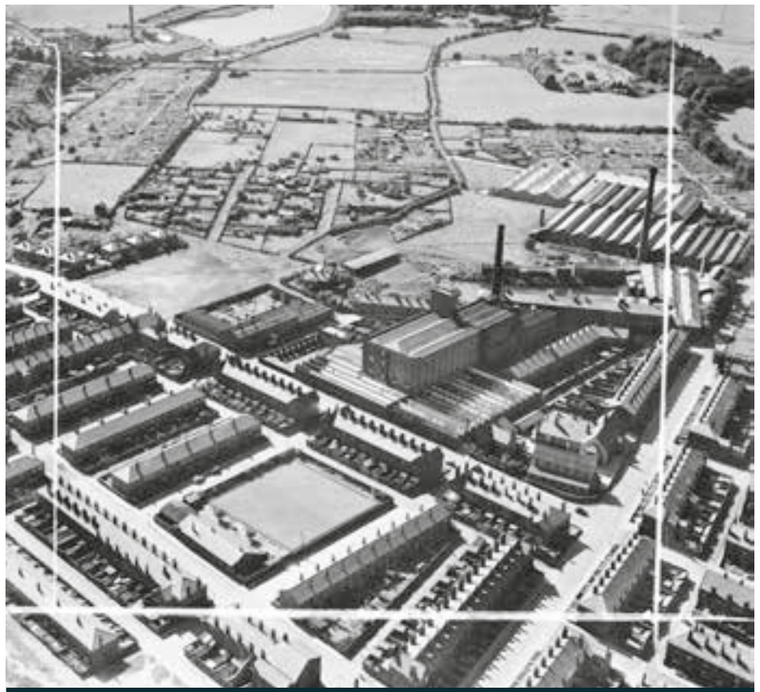
Understanding the Site

Site History

Evidence of prehistoric activity, including in the Radcliffe area, has been found across the borough of Bury. During the medieval period, the area was characterised by agricultural fields and common pasture, with scattered farmsteads (such as the Hams and Hardman's Fold) and the later 18th century farm buildings which reflected the continuing mix of rural activity.

The Industrial Revolution transformed Lancashire, with Bury and Radcliffe experiencing rapid change with mills built at speed following a boom in cotton production within the northwest from the late 18th century onwards.

The Manchester Bolton & Bury Canal was completed in the 1790s, with Elton Reservoir constructed in 1808 and enlarged in the 1830s to secure its water supply.



Bury Cotton & Woollen Mills, 1933



Whittaker's Bridge

Railways soon followed, with lines through the area opening in the 1840s, and at one point Radcliffe had as many as seven stations. With this infrastructure, both towns developed into major industrial centres, not only for textiles but also for paper making, which would remain significant for the local economy well into the 20th century.

Leisure also began to emerge alongside industry, with the establishment of Elton Sailing Club in 1858. In 1904, the "Great Trespass" took place when local people successfully defended public access around the reservoir, paving the way for the 1949 Act that formalised Public Rights of Way.

The 20th century saw the significant growth of surrounding settlements. Early in the century, Radcliffe expanded northwards along Ainsworth Road, while Bury developed west towards Elton House with new housing, mills, and gas works.

After the Second World War, large areas of new housing were built on the edges of both towns, particularly along Bolton Road, Bury Road and Ainsworth Road. These changes reshaped the landscape around Elton Reservoir, with the area increasingly framed by expanding residential communities.

Site History

Up to 1890

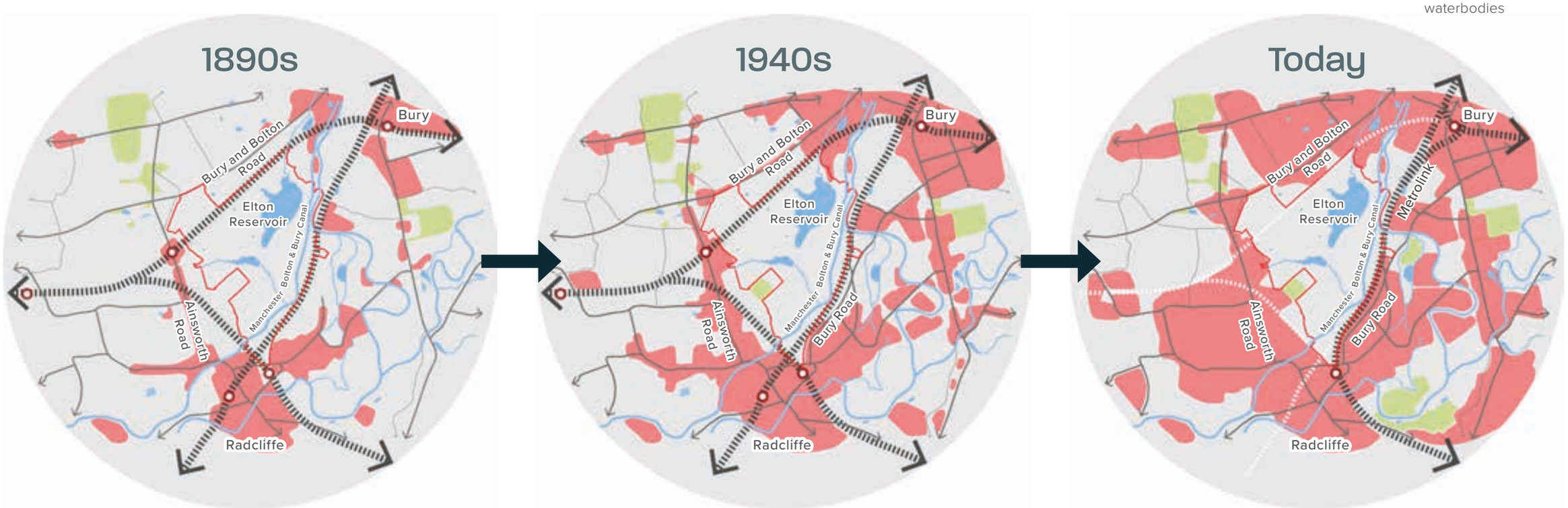
- From the mid-18th century, Bury and Radcliffe expanded rapidly;
- The Manchester Bolton & Bury Canal completed in the 1790s, Elton Reservoir constructed in 1808 and enlarged in the 1830s;
- Railways arrived in the 1840s, including the Manchester, Bury and Rossendale Railway (1846) and the Liverpool and Bury Railway (1848);
- Construction of tightly packed terrace housing near Bury and Radcliffe town centres; and
- Elton Sailing Club was established in 1858.

1890 - 1945

- Continuing industrial growth peaking in early 20th century;
- Rapid residential growth of Bury and Radcliffe;
- Manchester, Bolton & Bury Canal falls out of use;
- Ribbon development along principal roads; and
- Public rights of way established across the site.

1945 - Today

- Closure of local railway lines and loss of direct services to Manchester in the 1960s;
- Industrial contraction but paper industry remained important until 1990s;
- Significant suburban expansion; and
- Opening of Metrolink line between Bury and Manchester in 1992.



The Site Today

Site Features

The site is predominantly undeveloped agricultural land sub-divided by hedgerows and tree belts. It accommodates a number of farmsteads.

The area retains visible elements of its industrial heritage, including the Elton and Withins Reservoirs, and the Manchester Bolton & Bury Canal, which runs along the site's eastern edge.

Site Boundaries

The site is largely enclosed by existing settlements, with Elton, Black Lane and Radcliffe located on three sides.

The western and north-western edges are characterised by existing residential properties predominantly backing onto the site, which create a well-defined boundary.

The site also encloses on three sides the Radcliffe Cemetery and the East Lancashire Crematorium, located along the western edge.

The eastern boundary largely comprises the Metrolink line, which also creates a strong physical edge separating the site from the existing residential area and industrial units to the east.

In contrast, the north-eastern boundary is more permeable, formed by a combination of open green space, woodland clusters and the River Irwell, of significant landscape and ecological value.



The Site & View Points



Metrolink



Withins Reservoir



Farmstead with Constellation Mill in the background



Radcliffe Old Hall Farm



Residential edge of Radcliffe



Manchester, Bolton & Bury Canal Towpath



Open Landscape and drainage channel linking to the canal

Local Context & Character

The site abuts numerous areas of residential development on the western, northern and south-eastern boundaries. Understanding the character of the local area and what makes this area distinctive will help inform the design of the new neighbourhood at the site, in particular the urban forms and public spaces.

The study on the following pages focuses on the key spaces within the neighbouring developments, including arrival points, pocket parks, mixed-use and residential streets of various densities. These are also identified on the adjacent plan.



Local Context & Character Key Plan

Grindsbrook Road

Key Features

- Detached and semi-detached homes ranging from 1 to 2.5 storeys;
- Fragmented building frontage with longer front gardens and various set-backs from the street;
- Majority of parking located on-plot, with private driveways and garages;
- Row of homes with gardens backing onto the site boundary; and
- Homes front tertiary streets with footway either sides of the carriageway. No verge or street trees.

Lessons Learnt

- Longer and landscaped front gardens create a greener street, compensating the lack of street trees;
- Narrower streets, lack of verge and homes front boundaries located along back of footpath make the street feel more intimate and could help reducing traffic speed; and
- On-plot parking limits uncontrolled parking along the street but also limits built form density.



Grindsbrook Road - Aerial View



Grindsbrook Road - Street View

Local Context & Character

Bury Road

Key Features

- Tree lined main road and bus route;
- Formal and continuous building frontage with short set-back from back of footpath;
- Limited on-plot parking, majority of parking located to the rear;
- Tree lined green verge and footpath on both sides of the road; and
- 2 - 2.5 storeys terraces facing the road.

Lessons Learnt

- Buildings typologies, short set-back and frontage continuity give a sense of formality, in line with the road type;
- A variety of parking arrangements are needed to avoid uncontrolled street parking; and
- The use of terraces and orthogonal parcel arrangement helps increase density.

Ainsworth Road (Radcliffe) and surroundings

Key Features

- Orthogonal parcel layout;
- Mixed-uses located along main road;
- Formal and continuous building frontage with short set-back from back of footpath;
- No on-plot parking, all parking located to the rear of properties; and
- 2 - 2.5 storeys terraces facing the road.

Lessons Learnt

- Continuous building frontage with short set-back from back of footpath gives the street a sense of enclosure;
- Mixed-uses activate the space; and
- Frequent uncontrolled street parking in the surroundings roads.



Bury Road - Aerial View


Bury Road - Street View



Ainsworth Road, Radcliffe - Aerial View


Ainsworth Road, Radcliffe - Street View

Local Context & Character

Pilkington Park

Key Features

- Line of 2-storeys terraced homes fronts the park to the east;
- Detached homes back onto the park to the south and west;
- Terraces form a continuous and strong building frontage with short set-back from footpath (Young Street);
- Park is car-free on three sides, with parking of terraces located to the rear and parking of detached homes located on plot; and
- Local shops are located at the corner of the park, along the main street.

Lessons Learnt

- The use of terraces gives the park a sense of enclosure, providing overlooking and sense of safety for park users - as well as increasing density;
- Mixed-uses fronting the park activate the space and promote park use; and
- Dwellings backing onto the park limit the sense of safety on two sides, not providing overlooking.

Farm Crescent

Key Features

- 2 - 2.5 storeys detached and semi-detached homes facing a green corridor and active travel route;
- Fragmented building frontage with longer front gardens/set-back from shared driveway;
- Majority of parking located on-plot; and
- Shared driveways serving 5/6 homes are located along the edge of the parcel.

Lessons Learnt

- Longer front gardens create a softer edge to the open space;
- On-plot parking limits uncontrolled parking along the street and parking courts but also limits built form density;
- Shared driveways limit the amount of road along the edge of the green space; and
- Homes fronting open space and active travel routes provide overlooking and promote the use of these spaces and routes.



Pilkington Park - Aerial View


Pilkington Park - Street View



Farm Crescent - Aerial View


Farm Crescent - Street View

Site Characteristics and Opportunities

Transport & Highways

Characteristics & Constraints

The site benefits from strong connectivity. The site is well served by public transport, offering a range of sustainable travel options. Radcliffe Metrolink stop is immediately to the south of site. Parts of the Elton Reservoir site are within convenient walking distance of the stop.

Several bus routes operate in the surrounding area. Route 98 runs along the northern and western edges of the site, providing direct links to Radcliffe, while Route 513 runs via Bury Road, connecting to both Bury and Radcliffe.

The A58 Bury and Bolton Road is a key route running north of the site and one of the main points of access to the site. Spring Lane and Bury Road run south and east of the site, offering direct connection to Radcliffe, as well as access to the site. The A58 is an important strategic east-west link between Bury and Bolton. It passes round the south side of Bury town centre before continuing east towards Rochdale. The alternative route around the north side of Bury town centre is formed by Manchester Road (A56). The roads around and approaching the town centre are the busiest roads within the local area. To the south of the Site, the roads to the north of Radcliffe town centre are the busiest.

Opportunities

- Opportunity for new homes within convenient walking and cycling distance of Radcliffe Metrolink stop;
- New Metrolink stop on the Bury-Manchester Metrolink line within the site, along the eastern boundary;
- All-modes primary access points from Bury and Bolton Road, Bury Road and Spring Lane;
- With connections to the existing highway network to the north, south and east, the link road through the site presents an important opportunity to provide alternative routes for some of these trips, thereby relieving existing congestion; and
- The link road and any active travel routes present an important opportunity to lay new infrastructure as part of a holistic and co-ordinated site-wide infrastructure strategy.



Transport & Highways Plan

Site Characteristics and Opportunities

Public Rights of Way, Footpaths & Cyclepaths

Characteristics

A network of Public Rights of Way (PRoW) runs through the site connecting to the wider network beyond the site boundary. National Cycle Route 6 runs along the Manchester, Bury and Bolton Canal, contributing to the area's active travel and long distance connectivity; and, a recreational cycle route runs along the north-western boundary.

Constraints

- PRoW and recreational routes require protection, continuity, and appropriate integration within future development;
- PRoW typically follow existing field boundaries and, as such, cannot always be retained entirely in situ without diversion; and
- A number of paths within the existing network are discontinued.

Opportunities

- Retain in situ and improve (if possible) the canal towpath which carries National Cycle Route 6, contributing to the area's long distance connectivity;
- Where possible, retain in situ the majority of PRoW and existing recreational routes, integrating them into the site's active travel network, improving links and creating new safe, more direct and traffic free connections;
- Where retaining is not possible, realign paths strategically and provide new linkages to create direct connections along users' desire lines;
- Upgrade and enhance the existing route around Elton Reservoir to accommodate future uplift in usage; and
- Integrate paths within green infrastructure to promote sustainable travel and improve access to green space.



PRoW & Active Travel Plan

Site Characteristics and Opportunities

Built Heritage & Archaeology

Characteristics & Constraints

There are no heritage constraints that would preclude development of the site; however, there are several areas of potential historic interest within the site which should be considered at the outset of a design concept. The following heritage assets are located within the site:

- Old Hall Farmhouse (grade II listed building) and the associated Gate Piers to the north west of Old Hall Farmhouse (grade II listed building).
- A number of farmsteads are included on the Draft Bury Local List. These are:
  - Higher Spen Moor Farm House
  - Doffer Fold Farm
  - Brook Bottom Farm
- A potential 'hengiform' monument and ring ditch south of Withins Reservoir and a nearby mound (near Hams Farm); and
- Four Manchester Bolton & Bury Canal milestones (Grade II listed).

Dismantled railway routes and canals serve as a reminder of the area's industrial past with former mines, farmsteads and reservoirs present across the site and views to tall chimneys, warehouses and mills in the wider area.

In advance of development within the site further geophysical surveys, archaeological evaluation and sampling would be undertaken as required and archaeological mitigation strategies may subsequently be required in agreement with GMAAS. Future development at the site will subsequently be informed by the results of this programme of archaeological works.

Opportunities

- Retain Two Grade II listed buildings (Old Hall Farm and Gate Piers) within the development; and
- Aim to retain other non-designated heritage assets where possible.



Built Heritage Plan

Site Characteristics and Opportunities

Ecology

Local Wildlife Sites - Characteristics & Constraints

There are no statutory designated wildlife sites within or immediately adjacent to the site boundary. However, six non-statutory Sites of Biological Importance (SBIs) fall within the site boundary, recognising habitats and species of value in the local to regional context. The SBI assemblage includes:

- Elton Reservoir (Grade A - noted for overwintering, migrating, and breeding waterfowl; and grassland habitat);
- Elton Goit (Grade A – noted for breeding and wintering birds; grassland habitat; and grassland fungi assemblage);
- Marl Pits at Black Lane (Grade A – a cluster of ponds within a complex matrix of habitats including grassland, hedgerows and marshland. The ponds are known to support populations of breeding great crested newt and common toad);
- Manchester, Bury and Bolton Canal (Grade A - diverse submerged plant communities with the presence of water-soldier and Stratiotes aloides frogbit Hydrocharis morsus-ranae; associated marsh and towpath plant communities; as well as plant communities within the stonework of the canal);
- Withins Reservoir (Grade B - reservoir and boundary habitats including neutral grassland, acid grassland, marsh, flush and a stream); and
- Wetland near Radcliffe (Grade C - two areas of open water with associated marsh and swamp habitats).

The reservoirs, canal and associated wetland habitats form an important ecological and landscape network across the site. These features support a range of habitats and species including wintering and breeding birds, amphibians, bats, otter and aquatic invertebrates, whilst also contributing to wider habitat connectivity across the surrounding landscape.

The SBI network forms a key component of the site's wider green and blue infrastructure framework and will inform the evolution of the masterplan and future planning applications.

Future development proposals will seek to retain, protect and enhance SBI habitats and their ecological function through sensitive layout design, habitat buffering, landscape-led masterplanning and long-term management measures.

The detailed extent and nature of buffering, design responses, habitat protection measures and management strategies will be informed by further ecological assessment and determined through future planning applications. While opportunities exist to minimise and mitigate impacts through the design process, the ERDF recognises that some direct effects on existing habitats may occur as part of delivering the strategic allocation, including within areas associated with the extended Elton Goit SBI.

Habitats - Characteristics & Constraints

The site is predominantly characterised by agricultural grassland, supported by a range of engineered and semi-natural features including two reservoirs, smaller ponds, streams and canal sections, hedgerows, woodland, scrub and scattered trees. A single veteran tree is present, representing the only irreplaceable habitat on site. The highest-value habitats, both intrinsically and in terms of wider ecological function, are those associated with the Elton Reservoir and Elton Goit SBIs. These areas support a rich assemblage of birds and grassland fungi. The network of ponds across the site also provides important breeding and foraging habitat for amphibians, including great crested newt.

Existing ecological baseline information has been informed by a combination of desk study information, field survey data and technical assessments. Ecological baseline information will continue to be updated and refined through further survey work prior to and alongside future planning applications, ensuring that detailed proposals are informed by the most up-to-date and site-specific ecological evidence available at the time of determination.

Site Characteristics and Opportunities

Species - Characteristics & Constraints

The site supports a broad range of protected and notable species.

- Great crested newt (GCN) surveys undertaken in 2021 recorded GCN in 11 ponds, comprising at least four distinct metapopulations. Other amphibians including common toad, common frog, palmate newt and smooth newt were also confirmed as present.
- Badger surveys identified four setts within the site, including a main sett with five entrances.
- Bat activity surveys show that common pipistrelle was the most frequently recorded species, followed by soprano pipistrelle, noctule, Myotis species and brown long-eared bat. All are generally considered widespread and relatively common.
- Wintering bird surveys recorded a wide range of species of conservation concern within and adjacent to the site. Elton Reservoir SBI, Withins Reservoir SBI and Elton Goit SBI represent the key areas of importance for wintering birds.
- Breeding bird surveys recorded 84 species in 2021, of which 54 were confirmed breeders, with a further eight probable and three possible breeders.
- Brown hare has been recorded frequently across the site, and otter are known to use the watercourses and associated habitats within the area. Additional notable and protected species associated with the site and surrounding habitats include badger, bats, amphibians, breeding and wintering birds, grassland fungi including waxcap assemblages, and invasive non-native species associated with watercourses and disturbed habitats.

A number of species recorded within the site are afforded legal protection under the Conservation of Habitats and Species Regulations 2017 (as amended), including great crested newt, bats and otter. Other species are protected through national legislation, including the Wildlife and Countryside Act 1981 (as amended) and the Protection of Badgers Act 1992.

Certain ecological features and species assemblages associated with the site are considered to be of elevated ecological importance. In particular, the breeding and wintering bird assemblages associated with the reservoirs and surrounding habitats, together with the waxcap fungi assemblage associated with the Elton Goit SBI, are considered to be of regional importance. Other habitats and species recorded within the site are generally considered to be of importance within a more local context but nevertheless contribute to the overall ecological value and functioning of the site and wider green infrastructure network.



Existing Valuable Habitats



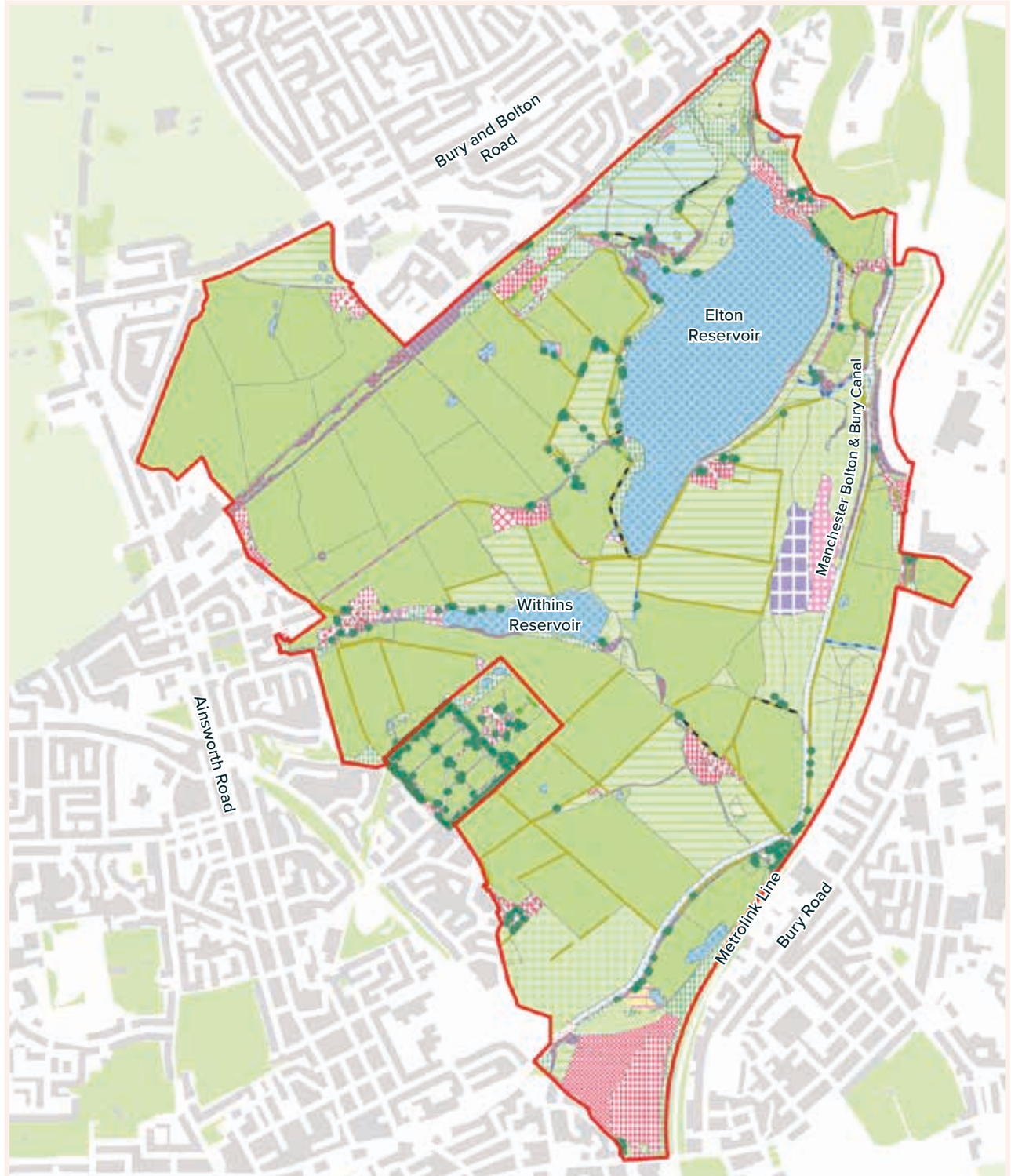
Local bird species

Site Characteristics and Opportunities

Opportunities

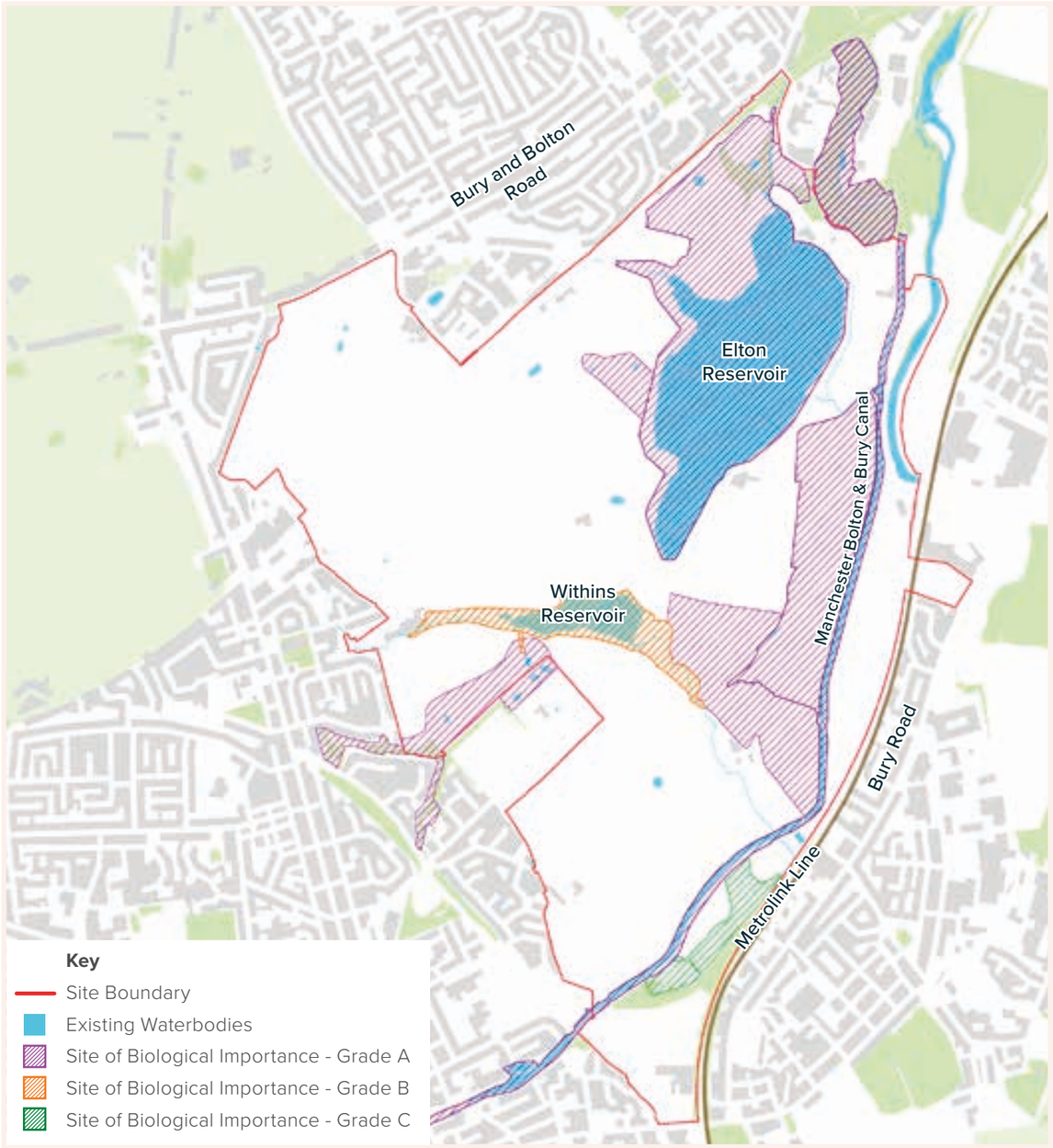
- Opportunity to deliver measurable enhancements to the site's ecological function through coordinated habitat protection, enhancement and creation;
- Opportunity to safeguard and enhance the network of SBIs through targeted habitat management, hydrological improvements and strengthened linkages via new and improved green corridors (avoiding, where possible, development on areas designated as SBI);
- Opportunity to integrate and enhance existing reservoirs, ponds and watercourses with SuDS to deliver wetland and aquatic habitat benefits, supported by reinforcement of woodland, scrub and hedgerow networks and the creation of species-rich grassland within the green infrastructure framework;
- Opportunity to create spaces for nature engagement with increased public access to green space (an access management strategy will be required to address potential recreational pressure on sensitive habitats and species);
- Opportunity to achieve at least a 10% measurable Biodiversity Net Gain, which is expected to be secured through a combination of on-site habitat creation and enhancement and delivery of a strategic biodiversity offset; and
- Opportunity to deliver a species-specific mitigation programme that will protect and enhance conditions for key species. This will include the retention and protection of known badger setts, retention and enhancement of badger foraging habitat, creation and enhancement of habitat for great crested newt, bats, otter and a range of breeding and wintering bird species, development of an appropriate mitigation strategy to address the loss of waxcap grassland associated with part of the extended Elton Goit SBI, and measures to address impacts on brown hare, which may include off-site compensation where necessary.



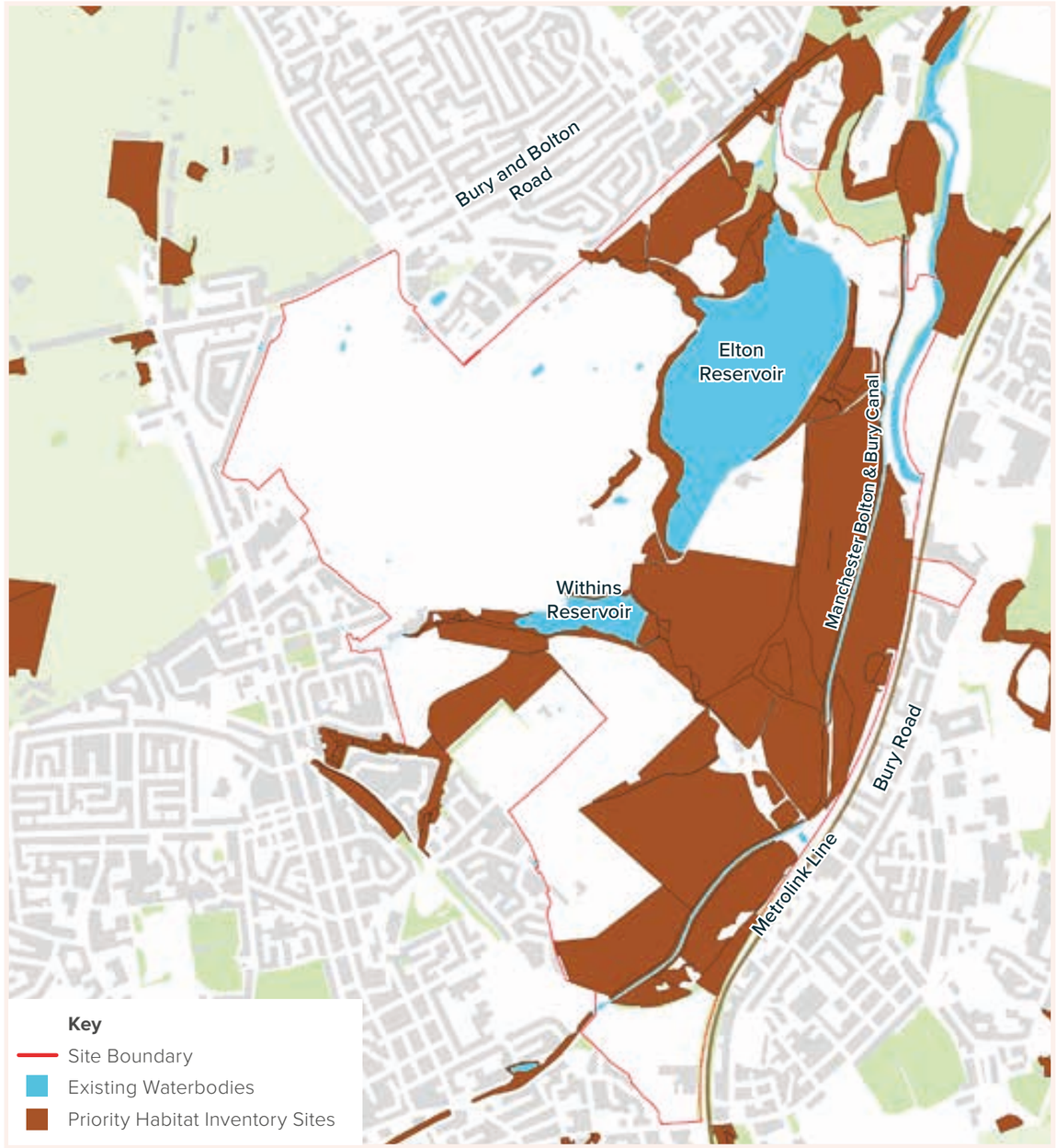


UKHab Map

Site Characteristics and Opportunities



Sites of Biological Importance Plan



Priority Habitat Inventory Sites Plan

Site Characteristics and Opportunities

Flood Risk & Drainage

Characteristics

The site benefits from a varied waterscape that, as a result, generates areas of potential flood risk but also opportunities for enhancements.

Flood risk derives from fluvial sources (Withins Outfall), from surface water flow pathways associated with the natural topography, the minor field drains and watercourses, and from the residual flood risk from reservoirs.

Constraints

- Ecological and biodiversity constraints;
- SBI areas (including Elton Goit) within the site. Future designs should take into account the discharge rates from development parcels near the SBI areas, needing to consider maintaining suitable baseflows to balance the water demand from these areas as well as water quality; and
- All man-made sources of flooding such as the reservoirs and canal and their exceedance flow routes will be closely managed and mitigated within the drainage strategy plans to provide betterment to the development and surrounding area.

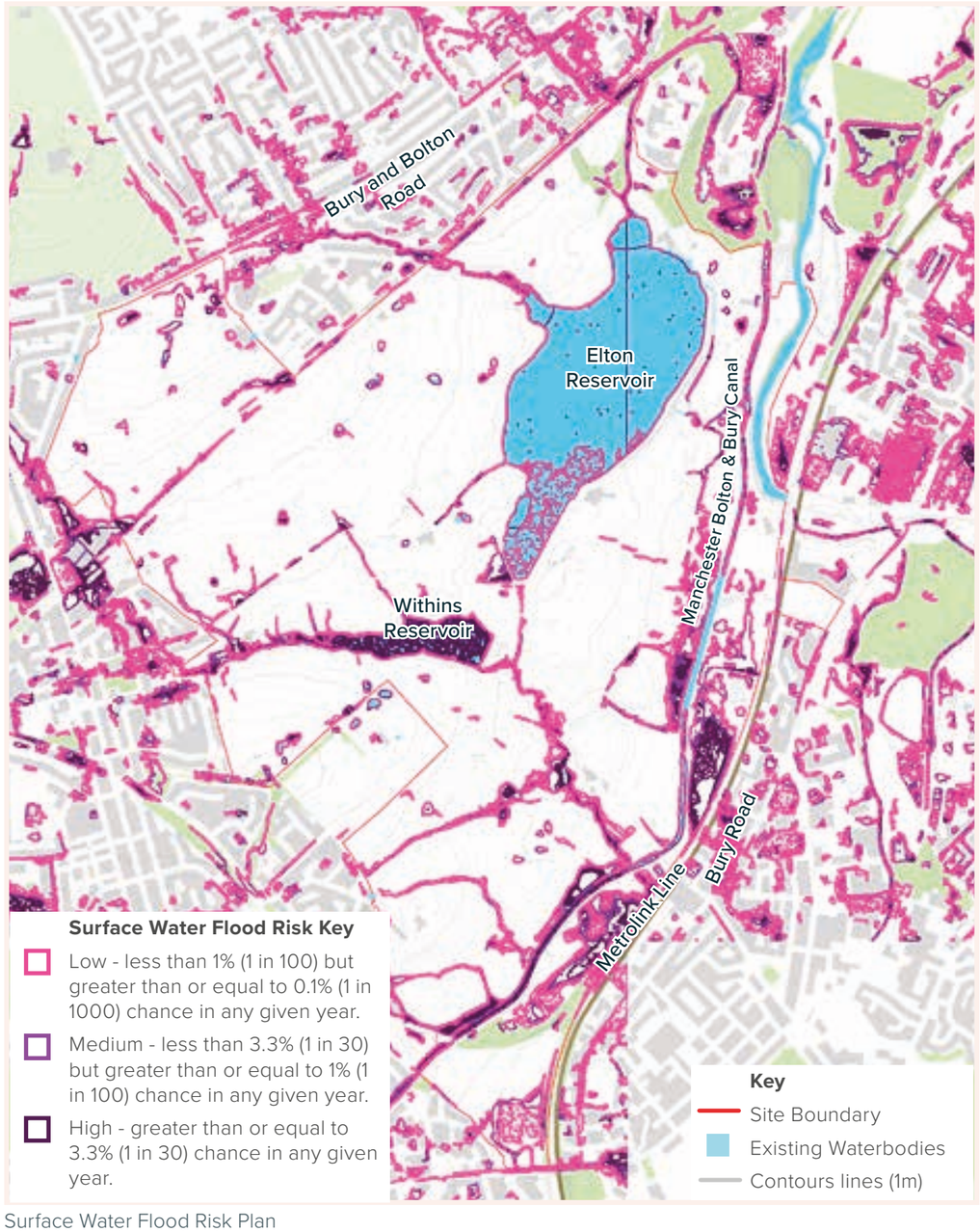
Surface Water Flood Risk

Characteristics

Flood risk associated to surface water will not be a constraint to the site's development. Due to the minor watercourses and associated localised surface flood flow pathways, flood risk is limited and localised, mainly down to the limited upstream catchment size.

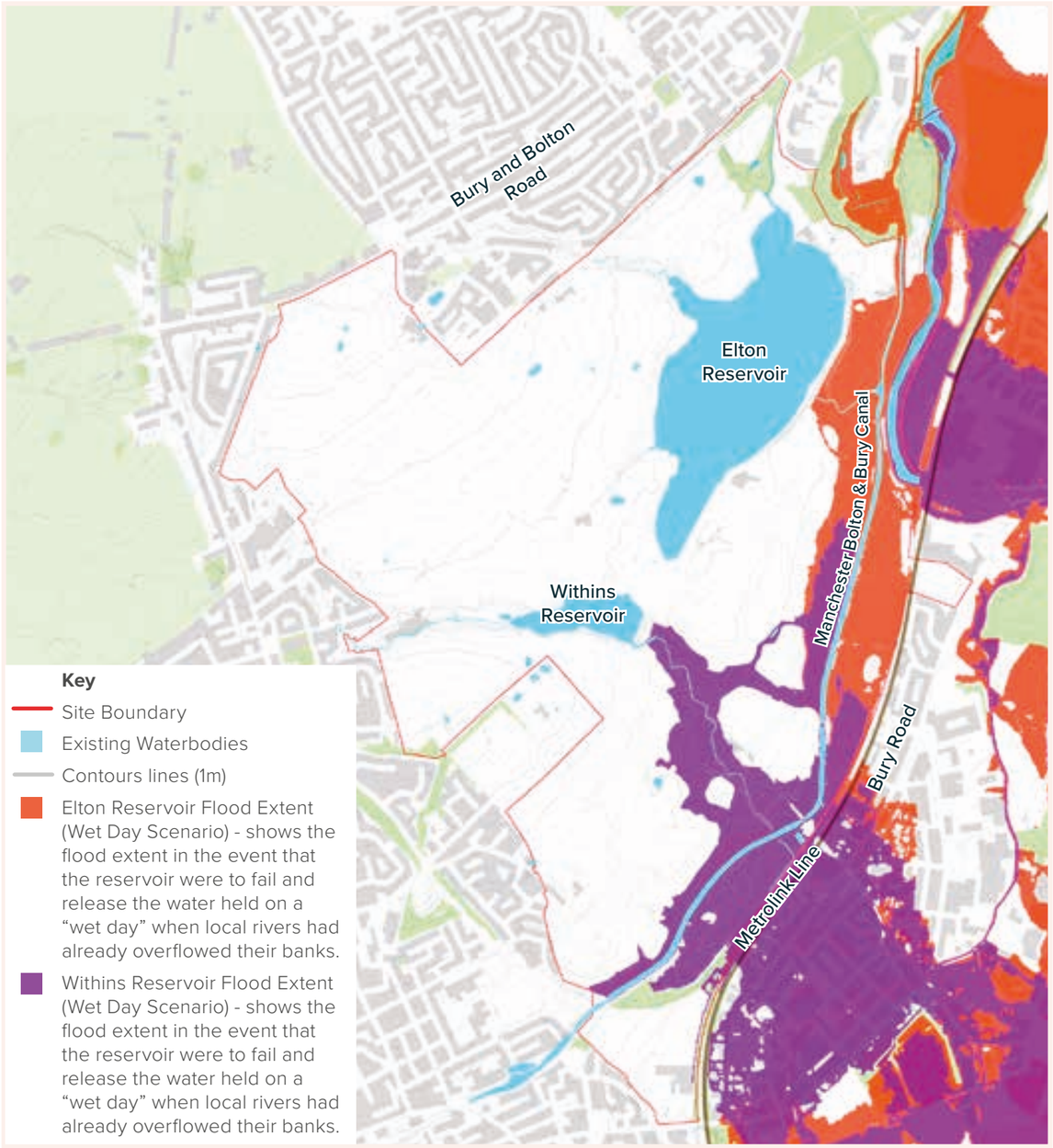
Opportunities

- The prevailing topography of the site falls from the highest point in the northwest to the lowest in the southeast. This elevation range allows the development to incorporate various natural SuDS features throughout the site, enhancing both drainage and the overall ecological and aesthetic appeal of the site;
- SuDS will form an integral component of the site's wider green and blue infrastructure network. The drainage strategy will seek to utilise multifunctional, naturalised SuDS features where appropriate, integrating water management with habitat creation, biodiversity enhancement, landscape character, recreation and climate resilience objectives. SuDS features may include wetlands, swales, attenuation basins, ponds, rain gardens and vegetated corridors designed to provide both drainage and ecological benefits;
- Where possible the drainage strategy is to incorporate the existing site feature such as the canal and reservoir to integrate the drainage strategy with the existing environment including potentially using these features for attenuation;
- By developing the site, surface water will be sustainably managed at a catchment level by incorporating a holistic strategy to provide an overall betterment;
- The SuDS features utilised across the development will be aligned to national policy and the Greater Manchester SuDS guidance, with the aim to manage water runoff within close proximity to the source;
- The proposed surface water management features will provide multi-faceted benefits by enhancing bio-diversity and the visual landscape character whilst capturing and attenuating rainfall; and
- Any remaining surface water flow paths will be incorporated into the development as blue-green corridors avoiding residential development.

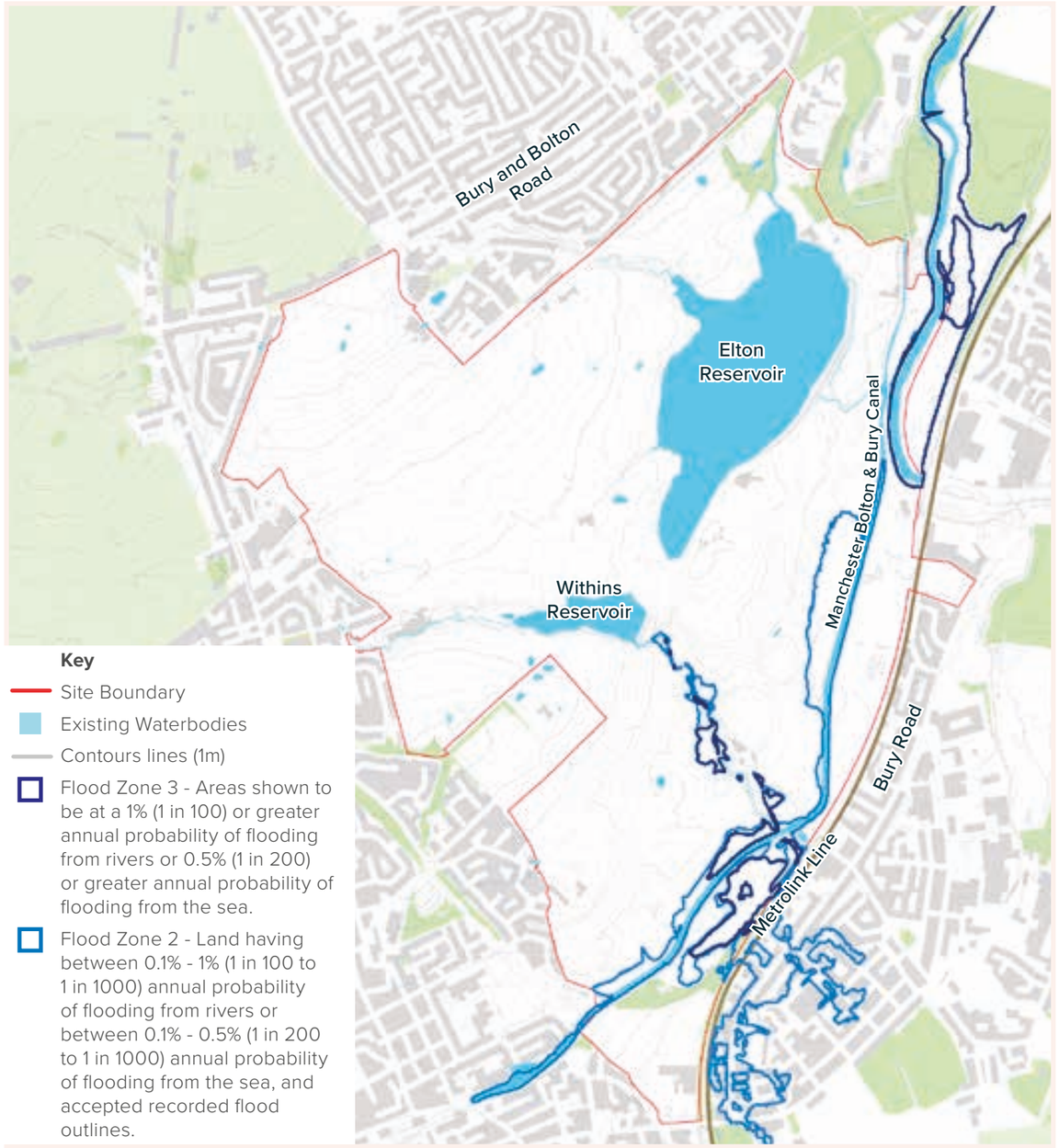


Surface Water Flood Risk Plan

Site Characteristics and Opportunities



Reservoir Flood Risk Plan



Rivers and Sea Flood Risk Plan

Site Characteristics and Opportunities

Landscape & Visual Character

The site lies within National Character Area NCA 54: Manchester Pennine Fringe and Greater Manchester Local Character Area LCA 21: Little Lever and Elton Reservoir which are defined as Urban Fringe Farmland.

The site is typical of this character with rolling low grade pasture and semi-improved grassland dissected by a network of hedgerows and streams. Isolated woodland, wooded river corridors and sites of biological interest provide important habitats, particularly for waterfowl.

Reservoirs and waterways - Characteristics & Constraints

- The site includes two reservoirs (Elton Reservoir and Withins Reservoir), the Manchester, Bolton & Bury Canal and numerous streams, ponds and other watercourses; and
- The Manchester, Bolton and Bury Canal corridor performs an important ecological, recreational and green infrastructure function and will be integrated within the wider multifunctional green infrastructure strategy for the site.

Green Belt - Characteristics & Constraints

- Nearly 50% of the site is designated Green Belt. Under planning policy, these areas are protected from development to safeguard the countryside and prevent urban sprawl.

Sites of Biological Interest (SBI) - Characteristics & Constraints

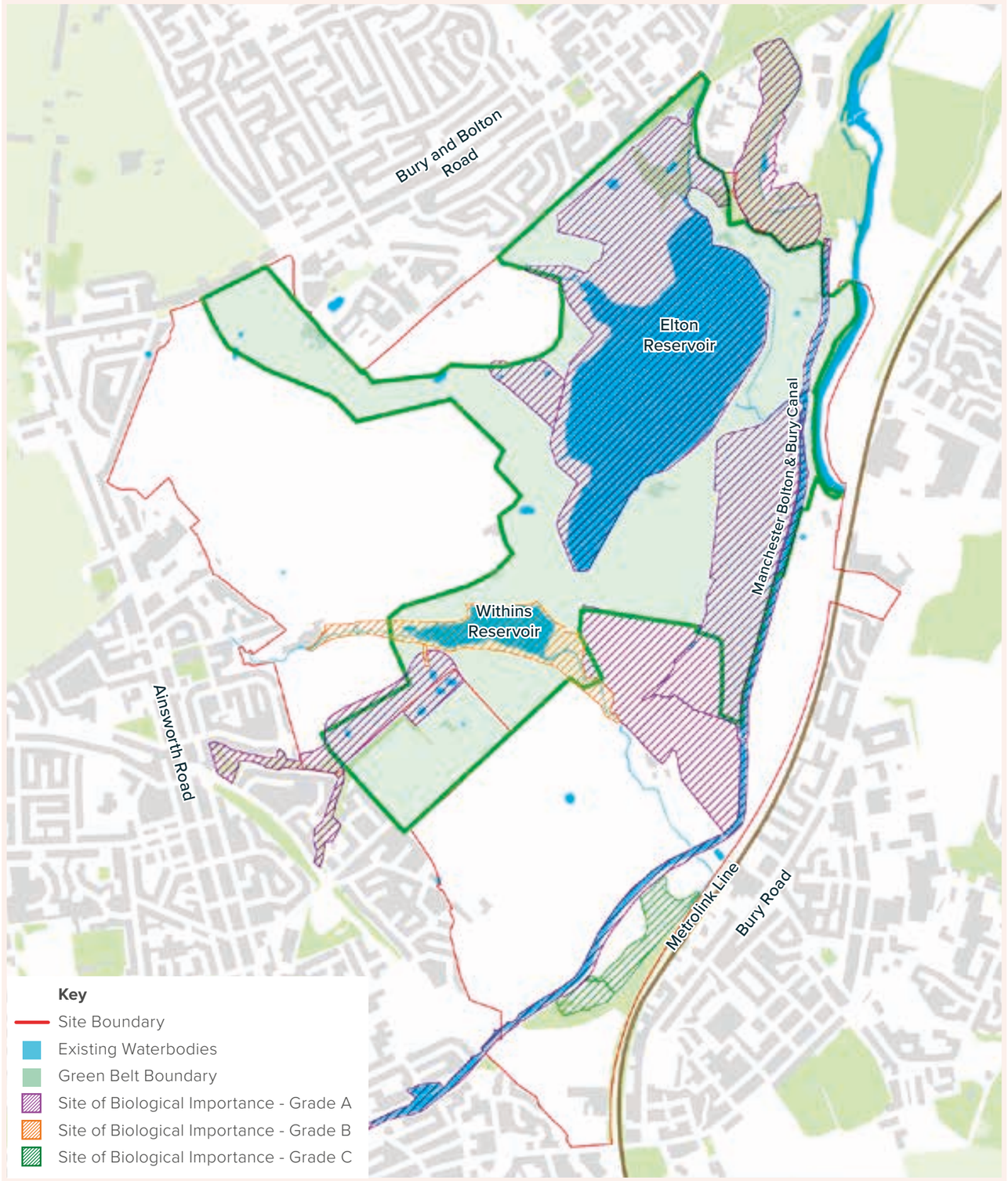
- The site contains no national designations and six local SBIs of various grades of importance. These areas require careful consideration and minimal intervention to ensure conservation of existing habitats.

Views and visual amenity - Characteristics & Constraints

- Panoramic views out to the surrounding countryside and hills are attractive and enhance walking routes. Key views to industrial buildings such as Constellation Mill and local churches are attractive and should be retained and enhanced where possible.

Opportunities

- Enhance the Green Belt to create amenity green space for the community and natural open space beneficial to ecology and wildlife;
- Enhance biodiversity across the site, avoiding (where possible) development on areas designated as SBI; and
- Retain existing water features (reservoirs, Manchester Bolton & Bury Canal, and River Irwell) to enable leisure and recreation around these key landscape assets, as well as biodiversity net gain.



Landscape Constraints Plan

Site Characteristics and Opportunities

Trees, Woodland & Hedgerows

Characteristics & Constraints

- Pockets of trees and woodland and native hedgerows defining field boundaries provide habitat, shelter and a mature landscape character across the site;
- A single veteran tree of significant landscape value is located adjacent the cemetery and is the only irreplaceable habitat present on site;
- A number of other valuable trees have been identified and where possible, these will be retained and root protection buffer zones established and avoided by development; and
- The majority of trees and larger shrubs are contained within hedgerows along existing field boundaries. These have value for both wildlife as corridors and visual amenity, offering potential screening to new development.

Opportunities

- Opportunity to retain (where possible) existing landscape features such as hedgerows and tree lines, and integrate them within green corridors and open spaces, to ensure they continue to contribute to biodiversity and existing natural networks.



Trees, Woodland & Hedgerows Plan

Site Characteristics and Opportunities

Utilities

Characteristics & Constraints

- High pressure gas main, low pressure gas main and overhead powerlines are present on site, which should be retained in place and development avoided within their easement zones;
- The existing developed areas around the site are served, in terms of surface and foul water, by United Utilities (UU) with an expansive system of consisting predominantly of combined sewer systems. A strategic foul sewer crosses the north of the wider development area. There are also other UU assets located within the site boundary; and
- With the current network, there will be available capacity for wastewater within the United Utilities strategic main located in the northeastern corner of the site as well as locally at the proposed highway connection points.

Opportunities

- Opportunity to create linear greenways along utility corridors preserving key views to industrial and community landmark buildings;
- The foul drainage strategy will include multiple connection points to aide to a flexible phasing strategy. This will include multiple sub-catchments and associated pumping stations; and
- Surface water will be dealt with within the site and does not need to connect to the external sewer network. There will be potential to integrate the drainage strategy with the existing environment including potentially using the reservoir/canal for drainage and flood attenuation.



Utilities Plan

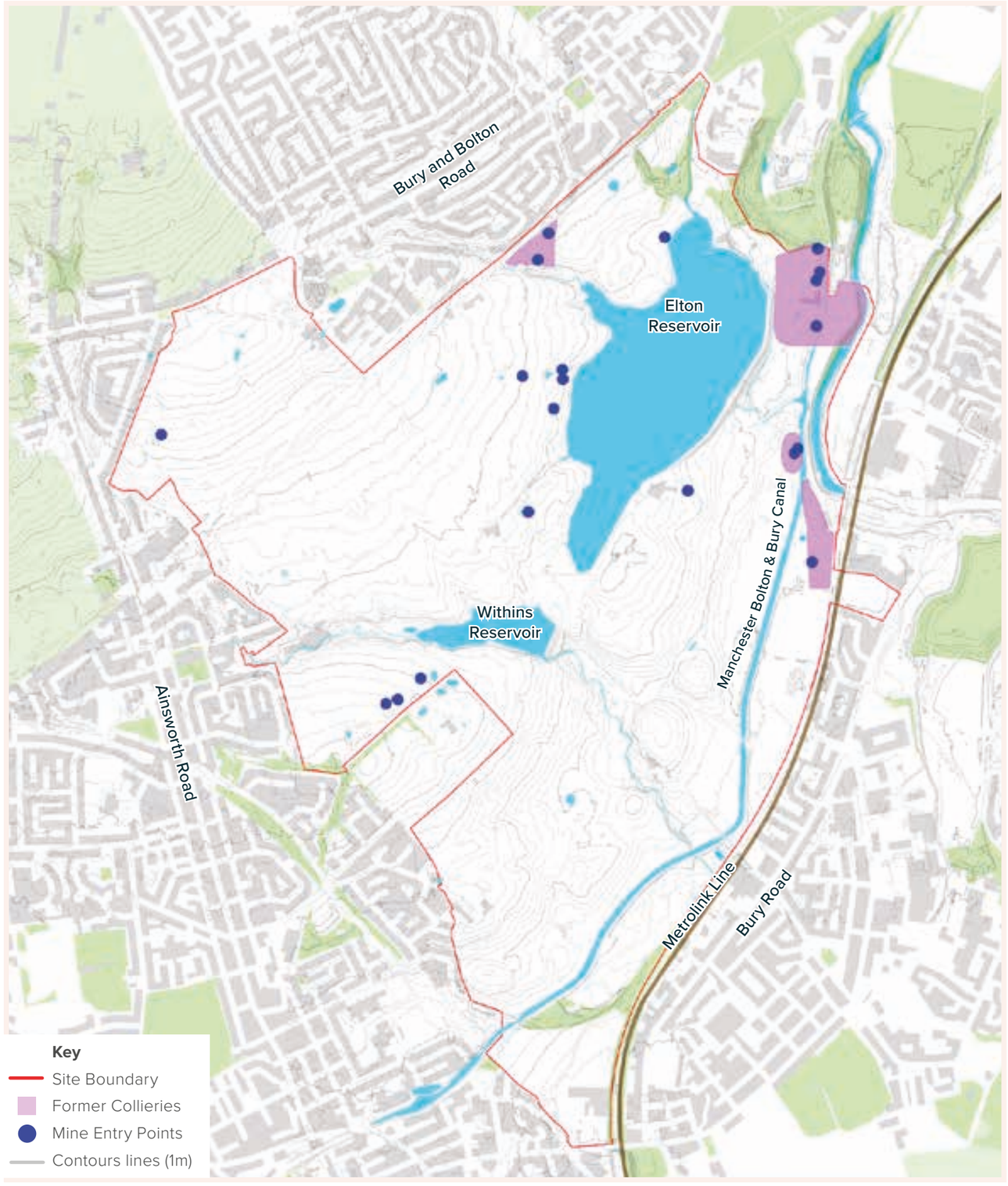
Site Characteristics and Opportunities

Topography

- The prevailing topography falls southeasterly from the highest level of 117 m Above Ordnance Datum (mAOD) alongside Bury and Bolton Road towards the lowest points of Manchester Bolton & Bury Canal at 76 mAOD and Spring Lane at 70 mAOD;
- The site is undulating with height changes across its extent. Topographic valleys are present on site which naturally capture and channel surface water overland flow through to its lowest point. There are also ground depressions with lower elevations which can cause surface water to pool within them; and
- The disused canal passes through the site and is elevated against the surrounding ground.

Ground Conditions

- Through initial desktop studies the site is primarily glacial till underlain by Pennine Lower Coal Measures. Previous ground investigations of the site identified made ground to approximately 500mm overlaying sandy clay;
- The soil conditions are described as ‘slowly permeable seasonally wet and slightly acid but base-rich, loamy and clayey soils;
- Because of the underlying geology of the site, infiltration as a method of discharging surface water from the site would be limited and currently most likely not a viable widespread solution;
- Due to the historical use of the surrounding area for coal mining and the presence of reservoirs it is expected that groundwater levels will fluctuate across the site; and
- Former collieries and mine entry points are present on site, which development should avoid wherever possible.



Topography & Ground Conditions Plan

Site Characteristics and Opportunities

Retail & Services

The site is well positioned between Bury and Radcliffe, and benefits from proximity to a wide range of services and facilities located within both town centres.

Radcliffe town centre provides local services including retail, community facilities and recreational facilities, including the popular Radcliffe Market, a community owned and run market hall with local food.

Works are also ongoing at the site of the new Radcliffe Hub, in the town centre. The hub will bring a range of new leisure amenities, together with a new library, learning opportunities and community spaces, close to the Elton Reservoir site.

Bury is a larger town centre, located a short distance to the north and offering a broader mix of retail, cultural, and leisure amenities. There is a variety of restaurants and cafés, as well as the well-established Bury Market and The Rock and Millgate shopping centres. Bury also offers cultural attractions such as Bury Art Museum and The Met.

Additionally, the Elton Sailing Club at Elton Reservoir, the Outwood Country Park adjacent to Radcliffe, the Spring Water Park in Whitefield and Burrs Country Park in Bury provide access to open space and a variety of leisure routes.

Community

The site is relatively well-served by community centres. There is a cluster of community spaces to the east of the Site, comprised of the directly adjacent Radcliffe Girls and Boys Club as well as the Dumers Lane Community Centre and Manchester Road Community Centre.

Opportunities

- Opportunity to provide new, more accessible local facilities on site and meet the needs generated from the development without creating the need to travel by car.



Bury Art Gallery David Dixon ©



Manchester, Bolton & Bury Canal



Radcliffe Hub (in construction)



Elton Reservoir Sailing Club

Site Characteristics and Opportunities

Education

There are 23 primary schools within a two-mile walking distance of the site with the nearest being: to the south west of the site – St Andrew's CEPS Radcliffe, Wesley Methodist, St Mary's RCPS Radcliffe, and Gorsefield; to the south east of the site – Radcliffe Hall; to the north east of the site – St Peters CEPS; and to north west of the site – St Stephen's CEPS, and Greenhill.

There are eight secondary schools within a three-mile walking distance of the site, including: Star Academy Radcliffe, Derby High, Bury CF High, St Gabriel's RC High, Elton High, Tottington High, Hazel Wood High, Unsworth Academy, Bury Grammar and Elms Bank School and College.

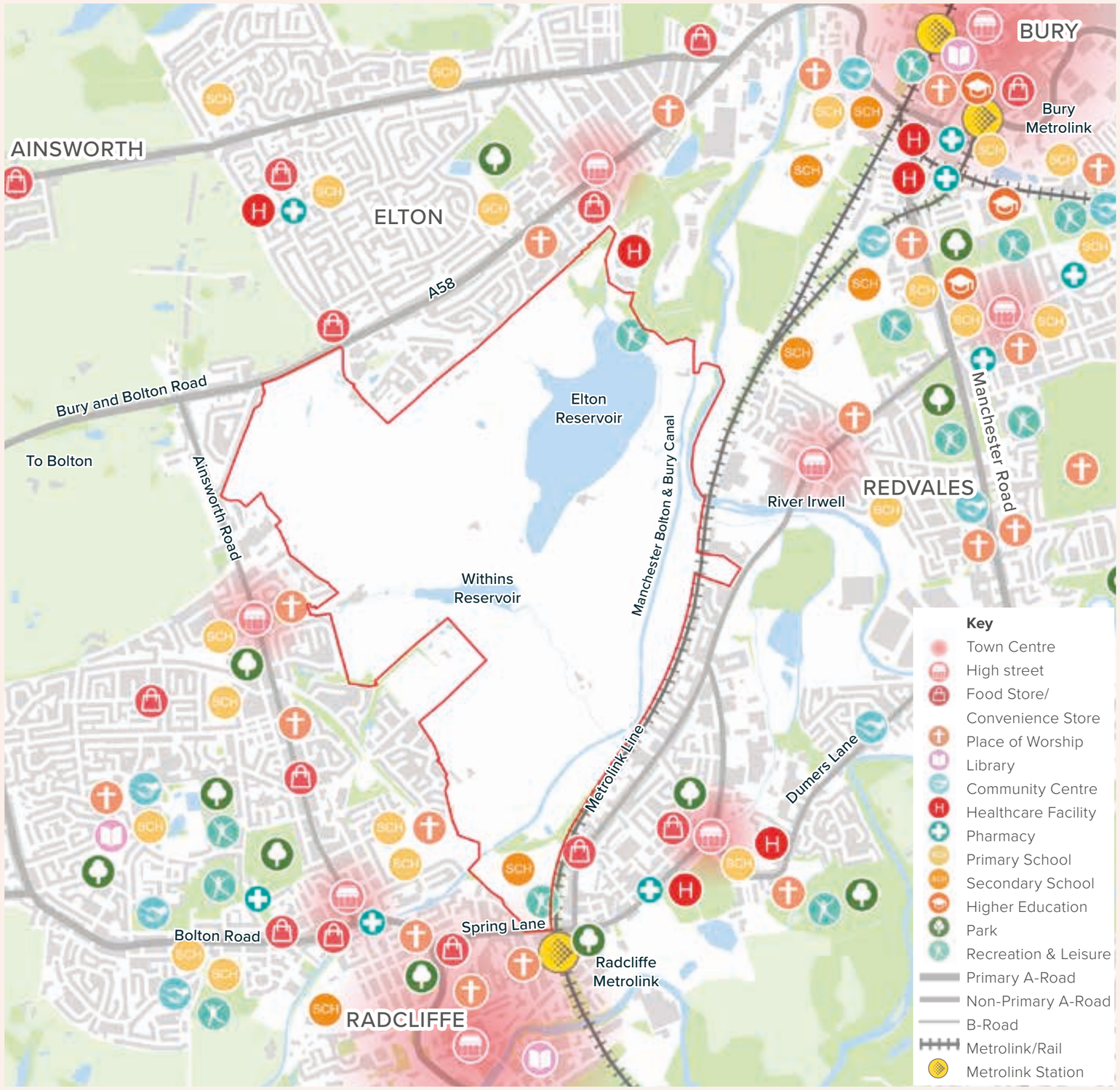
The need for school places arising from the development will be met through the provision of at least one new primary school on site and by utilising/expanding capacity within existing nearby schools.

Health

There are several GP surgeries within a two mile radius of the site. At present most of these record patient numbers above recommended averages. There are also a number of dentist practices within a two mile radius of the site. Several indicate that they are accepting NHS patients. New residents will increase the need for healthcare facilities. The proposed local centres will provide opportunities for additional GP/dentist and other healthcare uses.

Opportunities

- Opportunity to provide and/or new or expanded education and health facilities on site and/or in the surrounding area to meet the needs generated from the development.



Local Amenities Plan

Site Characteristics and Opportunities

Noise

The site is surrounded by existing urban settlements and roads which generate the dominant noise sources. Noise from farming, commercial and industrial uses is also present, within isolated areas within and adjacent to the site. Noise sensitive receptors within and around the site are limited to private residential premises and farmsteads, and the Radcliffe Cemetery.

The incorporation of key design measures will ensure relevant noise thresholds are not exceeded from the development of the site. Appropriate mitigation measures for the development may include noise protection fencing and/or bunds for the link road, and adequate separation distances between the link road and residential properties. Such mitigation should be considered at the outset of a design concept, and should clearly demonstrate how noise mitigation has been carefully considered to protect the amenity of existing and future sensitive receptors.

Air Quality

The site is not within an Air Quality Management Area. Future development traffic has the potential to increase pollutant levels in the area, however with the implementation of best practice air mitigation measures, in the form of sustainable transport options and the increasing use of electric vehicles, it is not expected that the development of the site would result in exceedance of relevant thresholds.

Opportunities exist to improve the environment with respect to air quality through the design of the scheme. This should include sensitive positioning of the link road, the provision of green and blue infrastructure networks to provide health benefits, and the integration of sustainable means of transport, including cycling and walking routes, as well as a comprehensive Travel Plan to educate occupiers and encourage use of these measures.



Metrolink Line

Metrolink Line

Summary of Site Constraints

Key

- Site Boundary
- Existing Waterbodies

Landscape & Open Space

- Green Belt Boundary
- Site of Biological Importance - Grade A
- Site of Biological Importance - Grade B
- Site of Biological Importance - Grade C

Trees

- Existing Trees
- Hedgerows
- 5m Tree Protection buffer
- Veteran Tree Protection Buffer
- Stem Location and RPA of Potential Veteran Tree

Public Rights of Way

- Public Right of Way (PRoW)
- Existing Recreational Cycle Route
- National Cycle Route 6

Heritage

- Grade II Listed Building
- Grade II Listed Canal Milestones
- Non-Designated Heritage Asset

Drainage

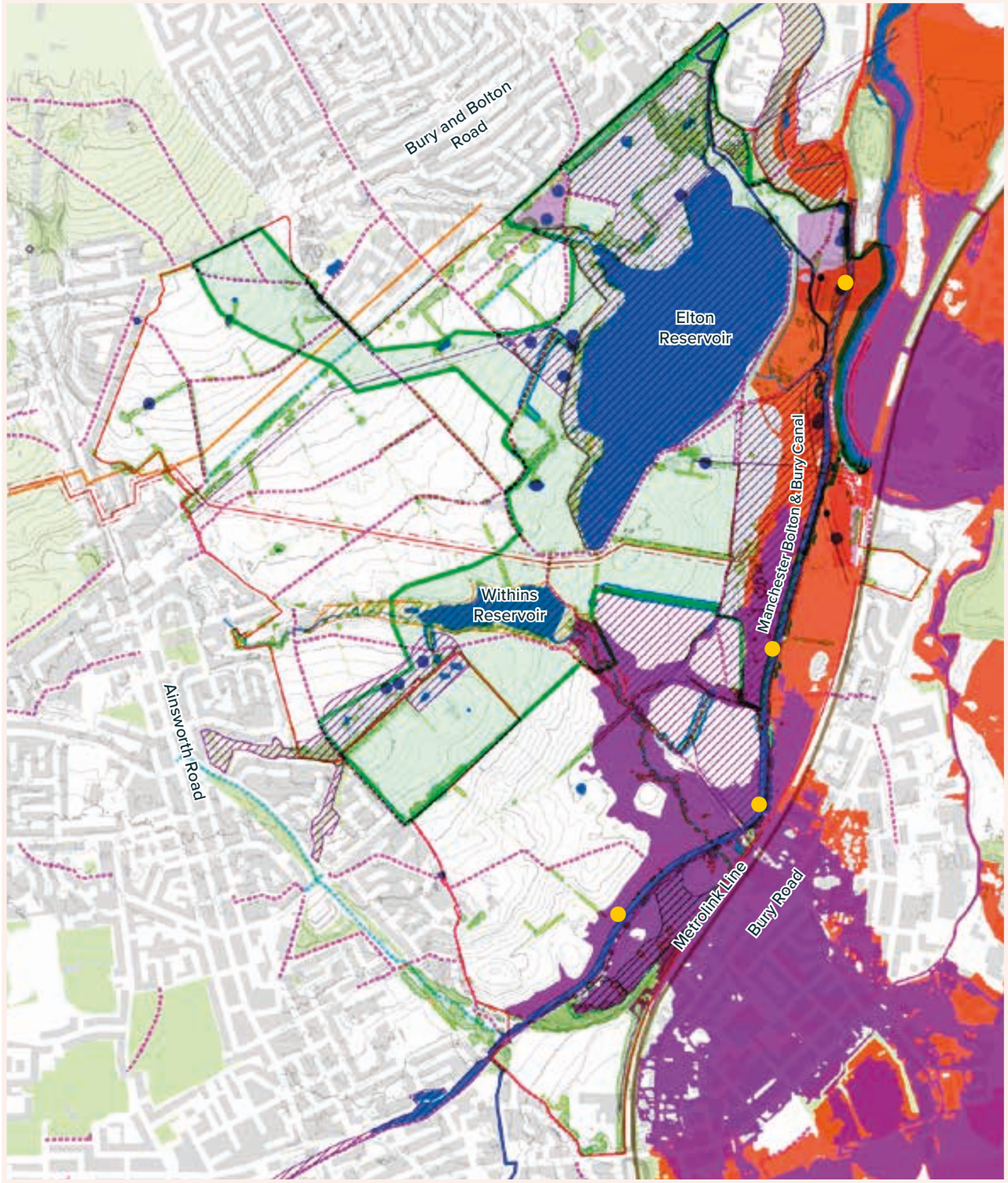
- Withins Reservoir Flood Extent
- Elton Reservoir Flood Extent

Ground Conditions

- Former Collieries
- Mine Entry Points
- Contours lines (1m)

Utilities

- Low Pressure Gas Mains
- High Pressure Gas Mains
- Overhead Powerlines



Constraints Plan

Summary of Site Opportunities

Transport, highways & Active Travel

The site is strategically located within the network of local buses, Metrolink service, A Roads and national cycle network, which make the Elton Reservoir site one of the most accessible and sustainable development sites in the Great Manchester area.

- Opportunity for sustainable travel using **existing Radcliffe Metrolink stop**;
- Opportunity for a **new Metrolink stop** on the Bury-Manchester Metrolink line within the site, along the eastern boundary;
- Opportunity for all-modes **primary access** points from Bury and Bolton Road, Bury Road and Spring Lane; and
- Opportunity for a **multi-functional link road** (including active travel, bus routes, local strategic highway and development access provision).

Public Rights of Way

- Opportunity to retain in situ (where possible) the majority of PRoW, National Cycle Route 6 along the canal towpath and existing recreational routes, integrating them into the site's **active travel network** improving existing links, creating new connections and contributing to the area's long distance connectivity;
- Opportunity to upgrade and enhance the existing route around Elton Reservoir to accommodate future uplift in usage; and
- Opportunity for retained and new PRoW to **provide safe, more direct and traffic free connections** to existing bus services and local facilities.

Landscape & Open Space

There are a number of contained landscape features which can be retained and enhanced alongside the proposed development. These create the following:

- Opportunity to **create outdoor spaces** such as greenways, incidental open spaces and public realm to **encourage residents to spend time outdoors** walking, exercising and socialising (woodland, hedgerow, tree belt constraints); and
- Opportunity to **enhance the Green Belt to create amenity green** space for the community and natural open space beneficial to ecology and wildlife.

Trees, Woodland & Hedgerows

- Opportunity to retain (where possible) existing landscape features such as **hedgerows and tree lines**, and integrate them within green corridors and open spaces, to ensure they continue to **contribute to biodiversity** and existing natural networks.

Flood Zone & Drainage

- Opportunity to incorporate **existing water courses as ecological features** into the masterplan to enhance biodiversity, including the flood zones associated with these features as green space;
- Opportunity to design **surface water drainage features as multi-purpose landscape features**, for biodiversity as wetlands and/or for play areas or other recreational features;
- Opportunity to use the reservoir/canal for drainage and flood attenuation; and
- Opportunity to **retain existing water features** such as Elton and Withins Reservoirs, the Manchester Bolton & Bury Canal and the River Irwell, to **create leisure destinations** around these key landscape assets, as well as biodiversity net gain.

Utilities

- Opportunity to create **linear greenways along utility corridors** preserving key views to industrial and community landmark buildings (views and visual amenity).

Ecology & Biodiversity

Local Wildlife Sites

- Opportunity to **safeguard and enhance the network of SBIs** through targeted habitat management, hydrological improvements and strengthened linkages via new and improved green corridors (avoiding, where possible, development on areas designated as SBI); and
- Opportunity to **create spaces for nature engagement** with increased public access to green space (an access management strategy will be required to address potential recreational pressure on sensitive habitats and species).

Habitats

- Opportunity to integrate and enhance existing reservoirs, ponds and watercourses with SuDS to **deliver wetland and aquatic habitat benefits**, supported by reinforcement of woodland, scrub and hedgerow networks and the **creation of species-rich grassland** within the green infrastructure framework; and
- Opportunity to achieve at least a **10% measurable Biodiversity Net Gain**, which is expected to be secured through a combination of on-site habitat creation and enhancement and delivery of a strategic biodiversity offset.

Species

- Opportunity to deliver a species-specific mitigation programme that will protect and enhance conditions for key species. This will include the retention and protection of known badger setts, retention and enhancement of badger foraging habitat, creation and enhancement of habitat for great crested newt, bats, otter and a range of breeding and wintering bird species, development of an appropriate mitigation strategy to address the loss of waxcap grassland associated with part of the extended Elton Goit SBI, and measures to address impacts on brown hare, which may include off-site compensation where necessary.

Summary of Site Opportunities

Built Heritage

- Opportunity to **retain two Grade II listed buildings** (Old Hall Farm and Gate Piers) and **four Grade II listed canal milestones** within the development;
- Opportunity to **retain** other non-designated heritage assets where possible; and
- Opportunity to retain heritage features and re-interpret them as **place-making opportunities**.

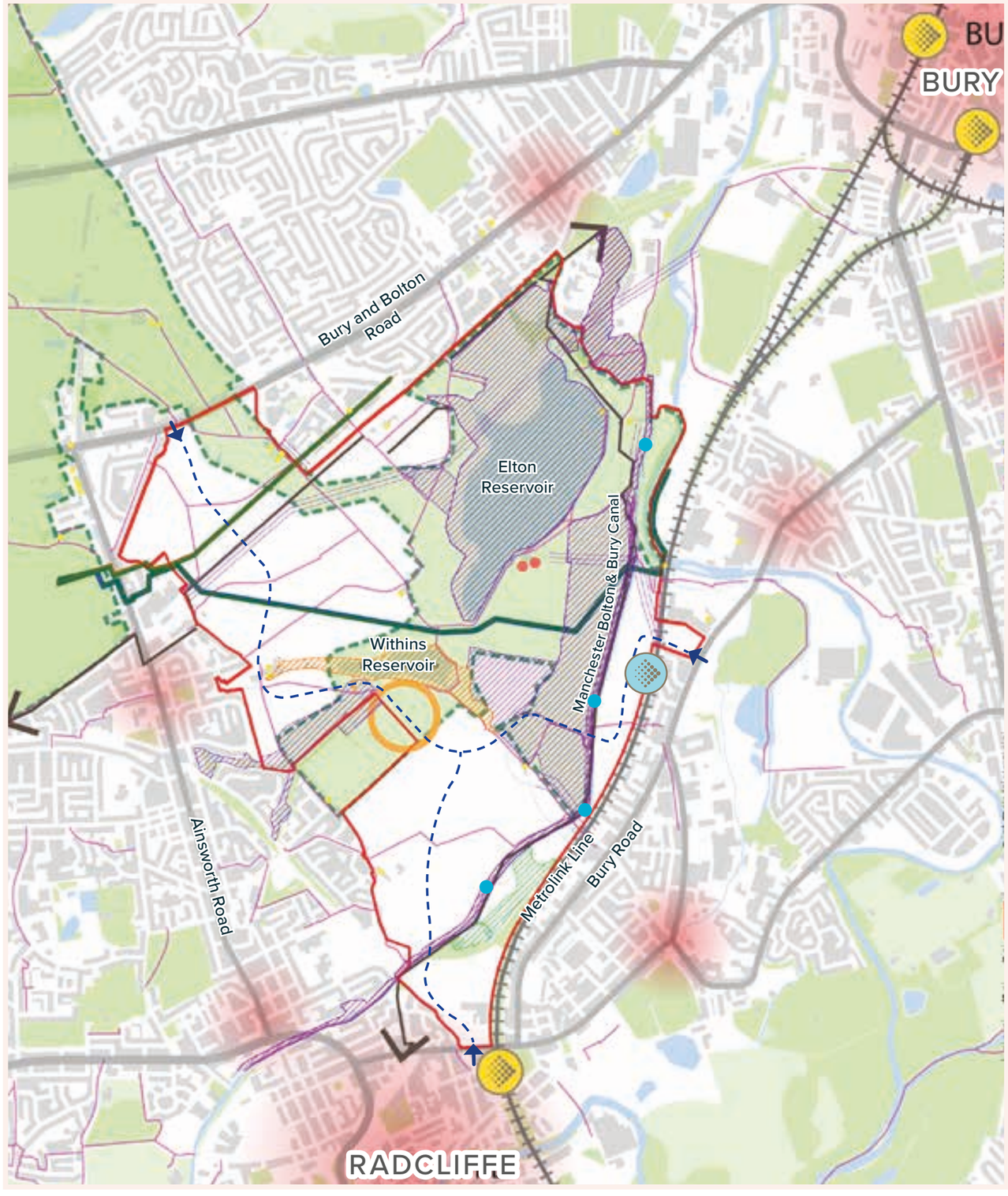
Retail, Services, Education, Community & Health Facilities

Together, Radcliffe and Bury ensure that residents and visitors have access to a comprehensive range of shopping, leisure, healthcare, and community services within a convenient distance of the site.

- Opportunity to create active travel **connections to existing services** beyond the site boundary and to **support the local economy**;
- Opportunity to provide new, more **accessible local facilities on site** and meet the needs generated from the development without creating the need to travel by car; and
- Opportunity to provide **new and/or expanded education and health facilities on site and/or in the surrounding area** to meet the needs generated from the development.

Key

- Site Boundary
- Utilities - Linear Greenway Opportunities
- Overhead Powerlines
- Grade II Listed Buildings
- Grade II Listed Canal Milestones
- Non-Designated Heritage Assets
- Public Rights of Way
- Existing Cycle Routes
- Town Centre
- Existing Metrolink Stop
- Green Belt
- SBI Grade A
- SBI Grade B
- SBI Grade C
- Archaeological Sites
- Access Points
- Potential Link Road
- Proposed Metrolink Stop



Opportunities Plan

Chapter Four

Vision & Objectives

Vision Statement

The Elton Reservoir site represents a significant opportunity to shape a thriving, **sustainable new community** within Bury. Its connectivity with existing and new **Metrolink stops**; new an enhanced bus services; and an extended network of **safe and direct routes for walking** and wheeling will enable sustainable movement and reduce reliance on cars.

Through the delivery of **new homes, local amenities,** and inclusive, vibrant community spaces, the development will play a central role in **boosting the local economy** and enhancing quality of life for residents of Bury, Radcliffe and the wider area.

This growth will be supported by the creation of essential social infrastructure including **schools and recreation facilities,** alongside new strategic highway infrastructure and sustainable transport connections. Together these promote **healthy, active lifestyles** encouraging **environmentally responsible living.**

The vision for the site is shaped by a **long-term commitment to placemaking** and the wider strategic ambitions set out in the Places for Everyone Joint Development Plan. At the core of this vision are seven key strategic objectives, which will guide the development and ensure that it delivers **meaningful, lasting benefits.**

Around
3,500
High Quality New Homes

Biodiversity Enhancement

Over
160
ha of Open Space

1
New Primary School

3
New Local Centres

Active Travel Routes Network

Recreation Facilities

New Metrolink Stop at Warth Fold

Strategic Objectives

1 Sustainable New Homes

Deliver a **sustainability located,** landscape-led development of around **3,500 high-quality homes** integrated within nature and knitting into its surroundings. Every element of the development will reflect a commitment to **social, environmental and economic sustainability.** The proposal takes account of all constraints; retains natural and built features of value wherever possible; minimises adverse impacts of development; and includes appropriate mitigation for unavoidable impacts.

2 Connectivity

Integrate the new development into the existing public transport network with the provision of a **multi-functional link road,** also serving as a **bus route and active travel route,** connecting neighbourhoods to the existing and new **Metrolink stops,** located on the eastern boundary, offering a 25-minute connection to Central Manchester.

A comprehensive **active travel network** will seamlessly connect into the existing network of pedestrian and cycle routes, ensuring safe, convenient, and **sustainable options for local travel.** Residents will be encouraged to choose walking, cycling, and public transport as their primary means of movement, with the **canal towpath** contributing significantly to enhancing **long-distance connectivity.**

3 Inclusivity

Create a truly **inclusive place,** from providing accessible green spaces and streets that are open and welcoming to all, to neighbourhoods designed to foster **community and interaction.** A **varied mix of homes** of various tenure, type and sizes will be delivered to cater for all demographics. These will be complemented by urban spaces that serve as a social focal point where communities can come together, meet and share.

4 Economic Growth

Support economic growth and regeneration of the area, including through integration with the existing urban area, increasing local spending, and providing new and improved infrastructure. Harnessing the growth and economic benefits of the project to attract further investment and **strengthen the local economy.** Contribute to the sustainability and resilience of the local economy by optimising local employment opportunities throughout all stages of development including by offering dedicated training and apprenticeship programmes.

5 Strategic partnerships

Facilitate the implementation of **long-term management** of the future development through **strategic partnerships** with governance structures, local businesses and communities, whilst establishing **community spirit and sense of ownership** amongst residents.

6 Health and Wellbeing

Create an environment where the **promotion of health and wellbeing** is fundamental to the design, supported by a network of active travel routes that offers easy and frequent **access to green spaces,** and direct links to existing and new local amenities and community hubs. Ensure that everything residents need, from schools and shops to parks and healthcare, will be within easy reach, promoting **healthier lifestyles** and fostering a **strong sense of community.**

7 Climate Resilience and Nature Recovery

Enhance **resilience to climate change** by ensuring development is designed to at least meet relevant environmental standards whilst creating spaces that people can enjoy and where nature can flourish. **Support biodiversity** by protecting areas of importance and safeguarding the most important existing ecological assets. Reinforce **key habitats** by bolstering woodland and hedgerows and by connecting them to the wider natural environment beyond the site boundary.

Integrate retained landscape features within a network of interconnected green corridors that **manage water and support wildlife**, with Elton and Withins **Reservoirs and the canal retained** as valued **recreational features** and key **biodiversity assets**, playing a key role in delivering the vision for the site.

Chapter Five
Strategic Design Principles

Strategic Design Principles

1 Connecting & Protecting Existing Assets

The masterplan will 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. The Elton and Withins Reservoirs and the Manchester Bolton & Bury Canal will be maintained and where possible enhanced as defining elements of the masterplan, contributing to the network of green and blue infrastructure for recreation, tourism, leisure and nature.

2 Creating a Connected Nature Network

Green corridors will connect the parkland to the wider green nature network beyond the site boundary. These corridors will ensure that ecology, drainage features and active travel routes work together to create quality green spaces that act as nature super highways, connecting north to south and east to west.





Strategic Design Principles

3 Facilitating a Mosaic of Multi-Functional Landscapes

The masterplan will preserve nature whilst creating green and blue spaces for both existing and new communities to enjoy. A network of multifunctional landscapes will provide spaces where both people and nature can flourish.

Recreation facilities along with active travel routes will be sensitively designed and located to minimise impact on ecology, existing habitats and vegetation, and will aim to minimise fragmentation.



4 Knitting into a Wider Active Travel Network

The Elton Reservoir site will be a place that actively supports health and wellbeing with a network of sustainable and safe active travel routes throughout the site, connecting into pedestrian and cycle routes beyond the site boundary.

Active travel routes will be accessible to all to ensure inclusivity, and that existing and future site assets are available to the existing and new communities.



Strategic Design Principles

5 Promoting Sustainable Modes of Transport

Radcliffe Metrolink stop is adjacent to the southern boundary of the site and a new Metrolink stop will be located at the eastern gateway. The new and existing stops will provide strategic transport connections and bus interchange, alongside the new bus through the development. A travel hub will also be located at the new Metrolink stop, providing a cycle hub, car club and other sustainable modes of transport. This will promote healthy and active lifestyles reducing reliance on private vehicles. Active travel routes will provide direct access to the Metrolink stops to further facilitate and encourage their use.



6 Supporting development with key Infrastructure

Three access points can be delivered from the A58, Bury Road and Spring Lane which will each connect via the multi-functional link road providing access through the site for pedestrians, cyclists, buses and other vehicles. The site will also offer multiple other access points for pedestrians and cyclists around its perimeter. With connections north, south and east, the link road will provide both a strategic alternative route function through the site as well as local access within it for vehicular and non-motorised modes. The link road may also incorporate new utilities infrastructure to service all phases of development.



Strategic Design Principles

7 Delivering a Rich Mix of Neighbourhoods

New neighbourhoods will be created with distinct characters. Lower density housing will be nestled within the heart of the masterplan, overlooking the waterscape. Higher density parcels will be located to the east, surrounding the new Metrolink stop and the associated amenities.

Other neighbourhoods will act as an expansion of existing development, knitting the proposed new homes into the wider context. This rich mix of neighbourhoods will provide a wide range of new homes and spaces to meet the needs of different sectors of the community.



8 Creating Three Distinct Local Centres

Three distinct local centres will be located in the eastern, western and southern neighbourhoods. These local centres will provide a diverse range of amenities and services, including later living, potential extra care, community facilities and employment.

A primary school will be provided in proximity to the north-western local centre. This will enable residents to access facilities within walking distance, reducing the need to travel.



Chapter Six

Masterplan

Masterplan

The masterplan has been informed by a significant evidence base of surveys of the site and its surroundings. These have been undertaken by a range of specialists and have been reviewed by relevant experts within the Council and consultees including Transport for Greater Manchester (TfGM); the Greater Manchester Ecology Unit (GMEU); the Greater Manchester Archaeological Advisory Service (GMAAS); and the Environment Agency (EA).

The evidence base has enabled the identification of the key characteristics, constraints and opportunities presented in section 3. Understanding these has shaped the vision and strategic objectives for the proposed development as set out in section 4 and the strategic design principles summarised in section 5.

This section of the ERDF introduces the masterplan for the site. It sets out how the proposals apply the vision, objectives and design principles to create the essential elements of a high quality and highly sustainable new place.

The masterplan illustrates the spatial principles that will shape the proposed place and identifies the key infrastructure that will be needed to support it. It applies minimum housing densities in accordance with relevant policies. It defines a range of character areas which will accommodate different development needs and create a distinctive sense of place and community.

The ERDF relates to proposals for:

- ✓ **Around 3,500 homes** including a broad mix of house types and sizes to include **affordable homes;** accommodation for older people, plots for custom and self-build homes, and higher density homes in the most accessible parts of the site;
- ✓ A **strategic link road** connecting the Bury Bolton Road (A58) with Bury Road in Radcliffe and including a connection to Spring Lane in Radcliffe;
- ✓ Optimising use of existing and making provision for **new public transport** opportunities including a new **Metrolink stop** and associated Park & Ride facilities in the Warth Fold area and new bus services;
- ✓ Measures to **encourage active travel** including attractive routes for walking and wheeling; safe and convenient highway crossings; and high-quality cycle parking and storage at key nodes;
- ✓ Other necessary highway, footway and crossing **improvements in the surrounding area;**
- ✓ **Three local centres** which include a range of appropriate **retail, health and community facilities.** These will be within the proposed residential areas (Mill Quarter and Coney Folds) and adjacent to the new Metrolink stop;
- ✓ A two-form entry **primary school** (with potential to be extended to three-form entry if needed);
- ✓ A **new secondary school** (the Star Radcliffe Academy School is under construction on the Coney Green site in the south of the masterplan area);
- ✓ Replacement of existing **recreation space** at Warth Fold with a facility of at least equivalent quantity and quality and in a suitable location;
- ✓ 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 and a network of multi- functional green and blue infrastructure;
- ✓ Provision for **biodiversity net gain** and species and habitat mitigation including taking appropriate account of SBIs at Elton Reservoir; Manchester Bolton & Bury Canal (east); Elton Goit; Withins Reservoir; Black Lane Marl Pits; and radcliffe wetlands; and
- ✓ **Mitigation for potential flood risk** and slow the flow of surface water through landscaping and detailed design.

Masterplan

Access and Connectivity

1. Site access from Bury and Bolton Road
2. Site access from Spring Lane
3. Site access from Bury Road
4. Link Road
5. New Metrolink stop
6. Withins Lane Bridge
7. Active travel routes

Local Centres, Education & Healthcare

8. Redvales Works Local Centre
9. Withins Valley Local Centre
10. The Mill Quarter Local Centre
11. Primary School
12. Potential Extra Care
13. Later Living/Retirement Village
14. Potential healthcare facilities

Landscape & Heritage

15. Green Gateway Fields and Sports Pitches
16. Elton Greenway
17. Elton Shores
18. Heritage Park
19. Canal Side
20. Wetlands
21. Sailing Club
22. Old Hall Farm



Site Wide Density

The Elton Reservoir site will deliver a broad range and mix of homes as required by Policy JPA7 of PfE. The masterplan within this ERDF has applied the minimum residential densities in accordance with PfE policy JP-H4. These reflect higher densities in the most accessible parts of the site – especially close to the existing and proposed Metrolink stops and Radcliffe Town Centre – as shown on the adjacent masterplan.

Applying these densities means that there is:

- an average of 35 homes per hectare to the north and west of the reservoirs. This will include elements of lower density adjacent to existing housing and adjacent to the retained Green Belt; and
- increased densities to the south and east of the reservoirs especially closest to the existing and new Metrolink stops where Policy JP-H4 seeks a minimum of 70 homes per hectare.

The indicative proposals show how the site has potential to deliver around 3,500 homes in accordance with Policy JPA7.

The proposed densities are indicative and the final amount of development and layout of each parcel will be subject to detailed design consideration at future planning application stages.

Planning applications will be expected to demonstrate that the design and density of development proposed is appropriate having regard to matters including relevant planning policy; townscape, landscape and heritage considerations; local market need and demand for particular types of homes; character and design considerations including the interface with existing homes; the Green Belt; the need to make space for, and incorporate, multi-functional SuDS; and the canal, the reservoirs and their settings.



Masterplan with walking distances from Radcliffe town centre and new Metrolink stop

Character Areas

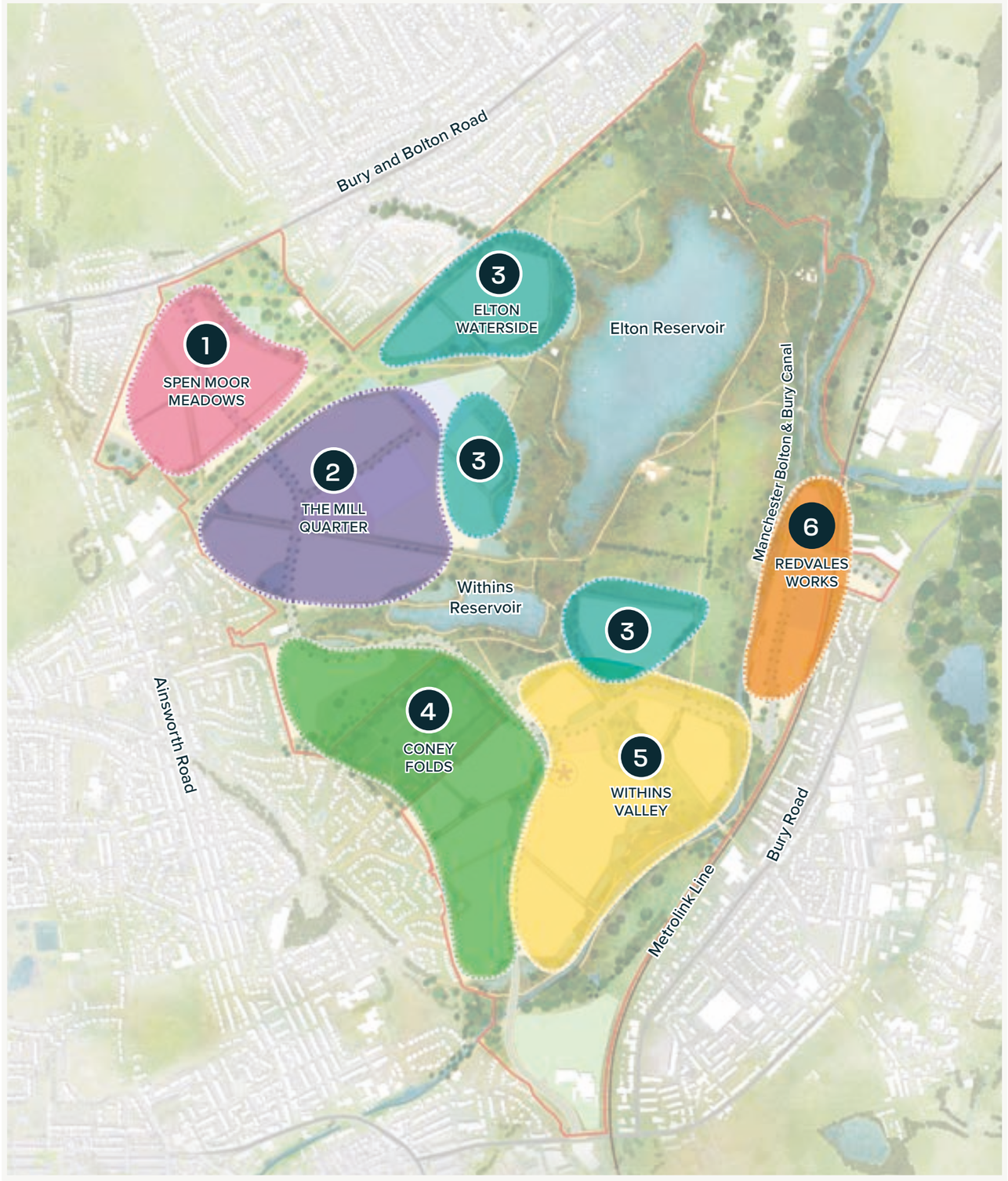
The masterplan proposes six different character areas:

1. Spen Moor Meadows
2. The Mill Quarter
3. Elton Waterside
4. Coney Folds
5. Withins Valley
6. Redvales Works

These character areas are outlined on the adjacent plan and are described in the following pages. The new neighbourhoods will provide an array of facilities, including three village centres, one Primary School and one retirement village.

Each area will be designed to reflect its unique location and incorporate landscape, ecology and heritage features.

The design of each character area will also be underpinned by key placemaking principles that will give it interest, variety and uniqueness. These principles will be reflected and explored further at the next design stages.



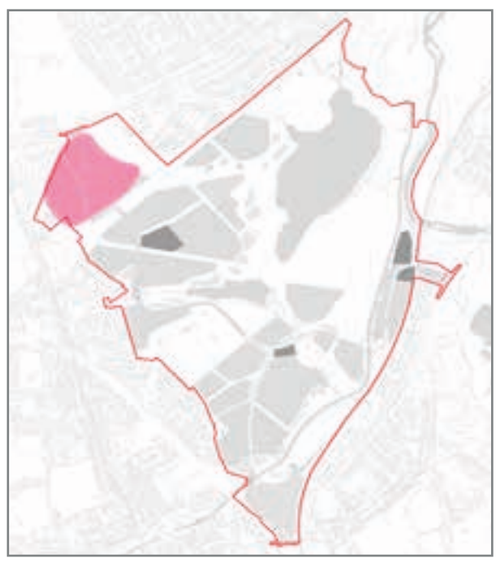
Character Areas Location Plan

Spen Moor Meadows

The Green Gateway

Spen Moor Meadows will be the western gateway of the site, with access gained from Bury and Bolton Road. Development parcels will be set back from the site entrance to create a landscape arrival. Built form will mark the gateway through the presence of larger dwellings acting as marker buildings.

Parcels in this area will have to be developed around a number of site constraints, including a mine shaft (with 2 m offset), a low pressure gas main running east-west, existing hedgerow lines and PRoW. A semi-formal character at medium-density will be reflected along the southern and eastern edges, and along the link road. A variety of sports, recreation and leisure opportunities will feature within the green spaces south and east of this character area.



Character Area Key Plan

Key Design Principles

Transport & Connectivity

- ✓ Signal controlled link road access junction with A58 Bury and Bolton Road, incorporating controlled pedestrian crossing; and facilities and Cyclops cycle provision providing direct access to Active Travel routes either side of the link road.

Natural Environment

- ✓ Create a green and welcoming western entrance to the development linking through to the greenway;
- ✓ Nestle new formal sports pitches into the existing landscape structure with access from Bury & Bolton Road;
- ✓ Retain existing SBI and recreational routes;
- ✓ Retain existing ponds and associated terrestrial habitats to maintain and enhance the ecological network for great crested newt and other amphibian species, supported by habitat enhancement and connectivity measures; and
- ✓ Deliver amphibian-friendly drainage and permeability features as part of the link road design, alongside implementation of a great crested newt mitigation strategy.

Built Form & Density

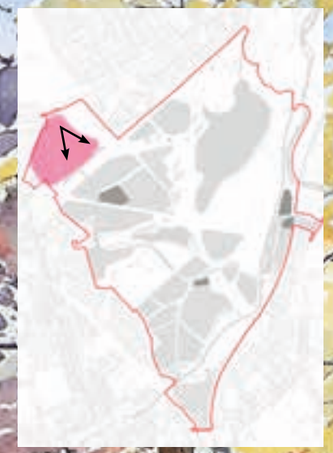
- ✓ Lower density located along the western edge to respond to existing development;
- ✓ Lower density along the eastern edge fronting onto Green Belt to create softer edge;
- ✓ Medium density along the link road and along the southern edge to respond to the linear nature of the Elton Greenway, and to transition towards higher density areas of the mixed-use development; and
- ✓ Deliver approximately 375 homes.









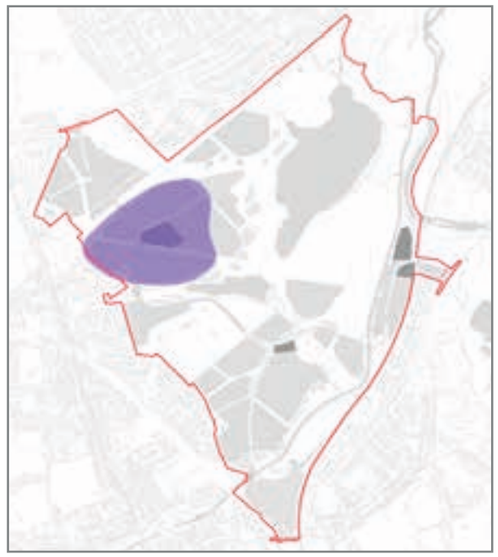


The Mill Quarter

Community Gateway to the Everyday

The Mill Quarter will feature mixed-use amenities, retirement village, community sports and recreation, within medium-high density development. It will be characterised by a series of linear parks and active travel routes connecting the new community to the wider context, along with promoting non-vehicular movement into the site.

The built form will reflect the linearity of the adjacent green corridors through more formal, regular terrace and semi-detached dwellings. For the higher density areas around the local centre and retirement village, a more varied building typology will feature more informal courtyard spaces and mews/shared streets.



Character Area Key Plan

Key Design Principles

Transport & Connectivity

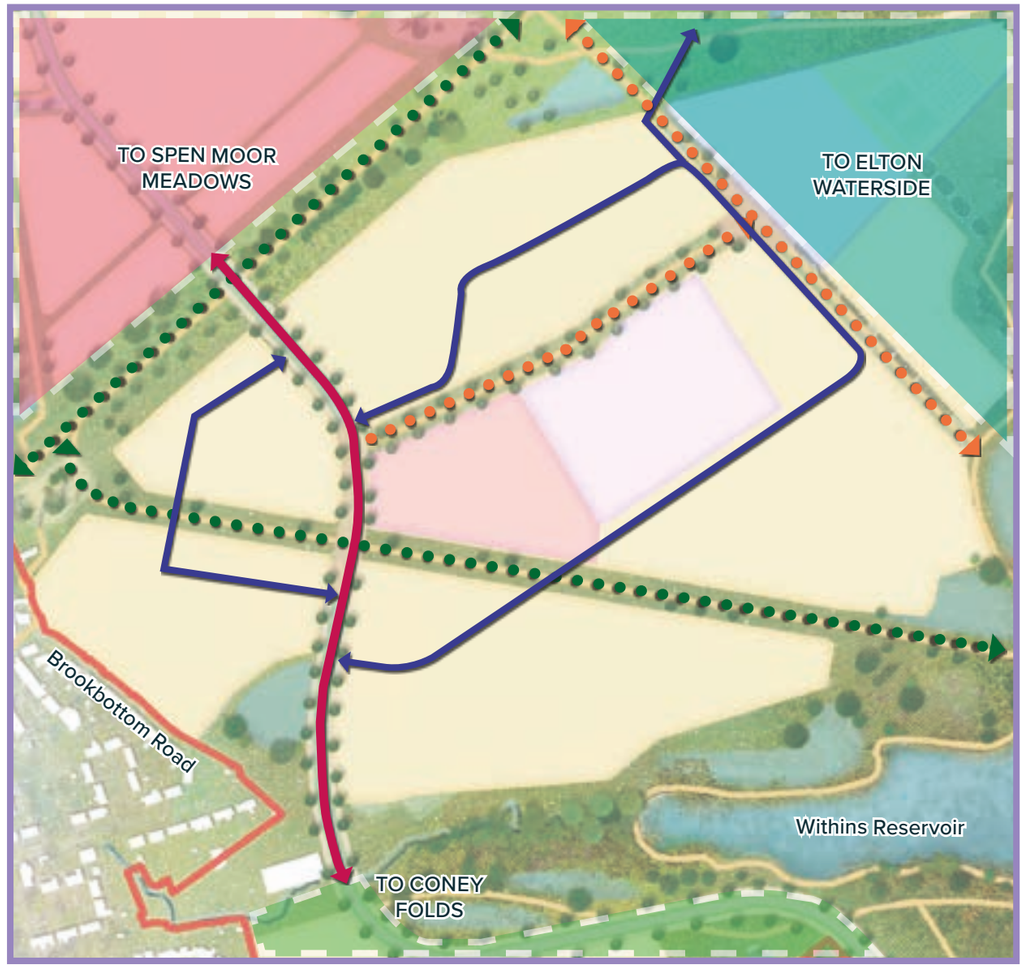
- ✓ Continuation of link road with adjoining active travel route provision assisting accessibility to school.

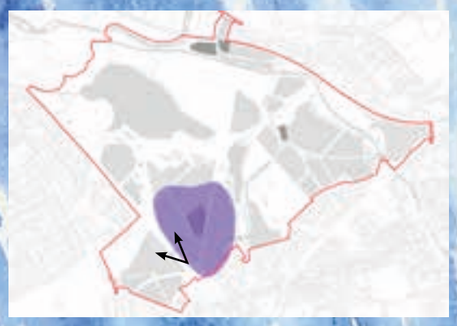
Natural Environment

- ✓ Provide a new linear greenway integrating the existing Bolton-Bury Cycleway;
- ✓ Include play, sports and productive landscapes within greenways;
- ✓ Provide a amenity spaces with neighbourhood play at key nodes;
- ✓ Protect the ecological value of the Withins Reservoir SBI through sensitive masterplanning, green infrastructure buffering and mitigation where impacts cannot be avoided; and
- ✓ Retain and enhance terrestrial habitats for amphibians, and implementation of a great crested newt mitigation strategy.

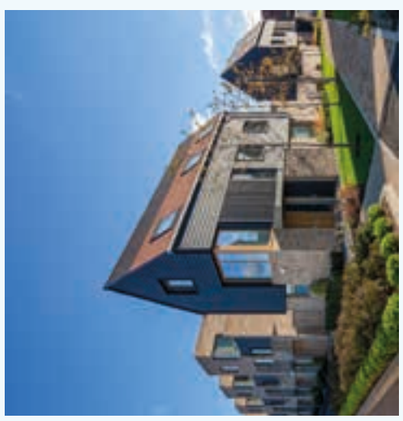
Built Form & Density

- ✓ Higher density mixed-use local centre with retail and services at ground floor and residential units above;
- ✓ Medium/high density residential development around mixed-use centre, along link road and towards Primary School;
- ✓ Lower density residential development along boundary with existing dwellings;
- ✓ Lower density fronting onto Green Belt to create softer edge;
- ✓ Locate the retirement village adjacent to mixed use; and
- ✓ Deliver approximately 913 homes.









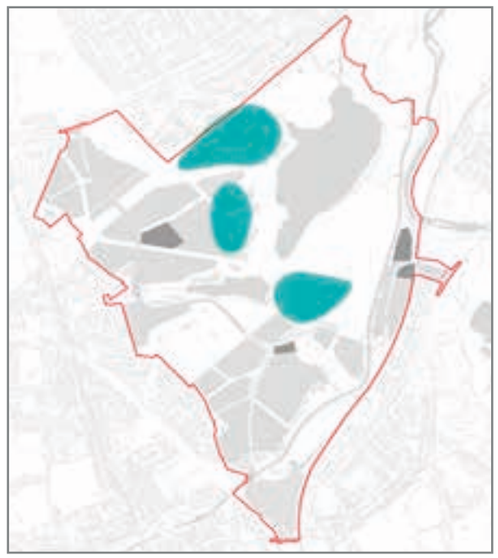


Elton Waterside

Homes Nestled within Waterscape

Elton Waterside will be located at the heart of the scheme, where the green and blue landscape converge in a proposed Nature Park on land around the reservoirs, which will include wetlands, amenity open space, recreation areas and active travel routes.

Mindful of the undulating topography, the reservoirs' frontages offer opportunities for long range views over the Nature Park and wetland, with homes nestled within landscape clusters. Homes in this location will respond sensitively to the Green Belt and SBI areas, with low density homes creating a softer development edge. The Primary School will also be located in this area. The playing fields will retain a sense of openness and views across the landscape and reservoir.



Character Area Key Plan

Key Design Principles

Transport & Connectivity

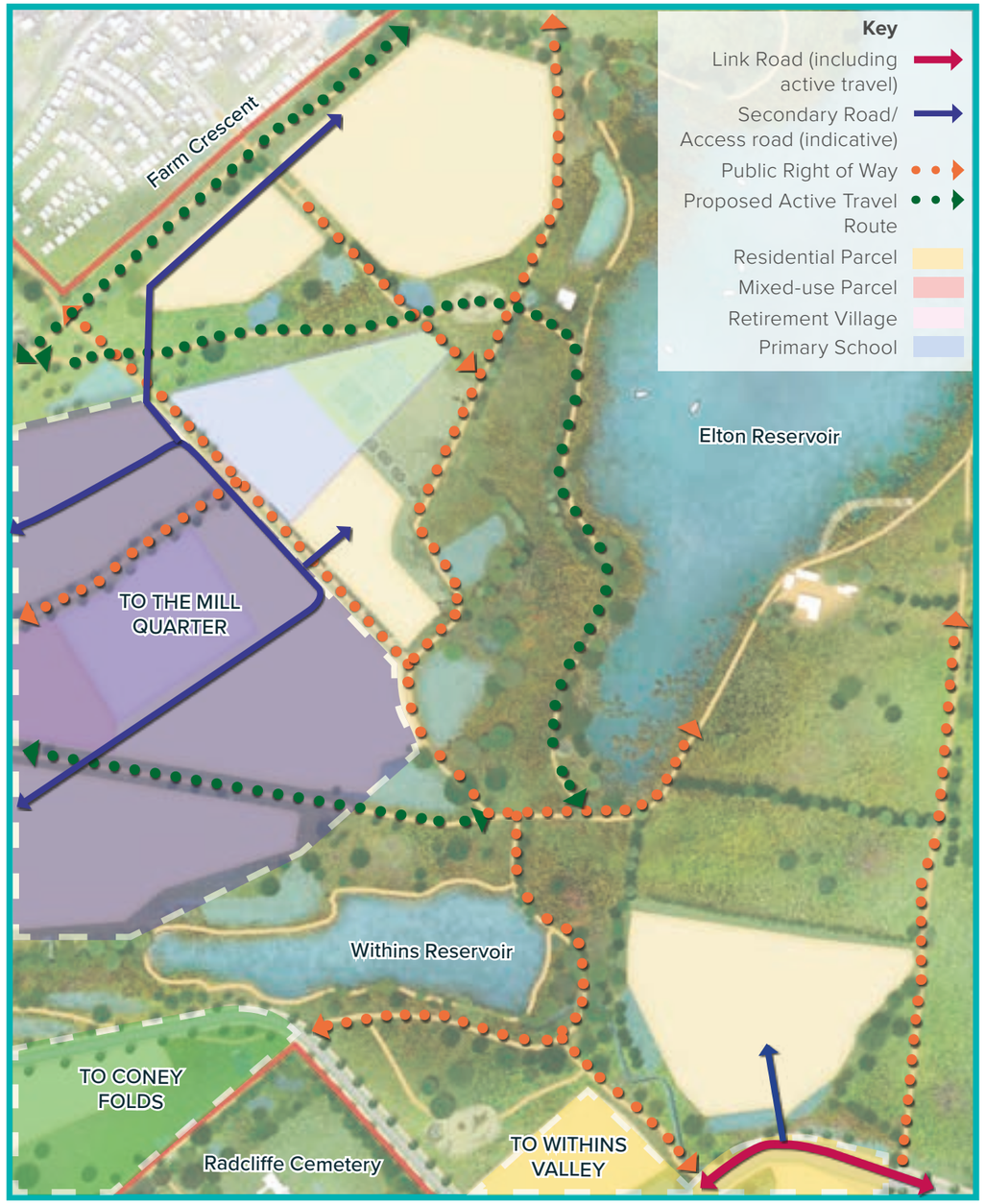
- ✓ Link road alignment continues south of Withins Reservoir which avoids potential ecological and environmental impacts relating to nesting birds and waxcaps which a central alignment between the reservoirs would adversely affect.

Natural Environment

- ✓ Enhance Elton and Withins Reservoirs for recreational use by creating a 'Nature Park' linked to the school and neighbourhood play areas;
- ✓ Enhance accessibility with new and improved footpaths and cycleways;
- ✓ Locate dual use sports pitches at proposed primary school;
- ✓ Retain existing semi-natural landscape character and enhance the area with SuDS ponds, wetlands and naturalistic planting;
- ✓ Retain, protect and enhance the Elton Reservoir, Withins Reservoir and Elton Goit SBI network through green infrastructure buffering, habitat enhancement and mitigation for unavoidable impacts, including those associated with the extended Elton Goit SBI and waxcap grassland; and
- ✓ Develop an Access Management Strategy to balance recreation and public access with sensitive habitats for breeding and wintering bird assemblages, whilst delivering habitat enhancements for amphibians and implementation of a great crested newt mitigation strategy.

Built Form & Density

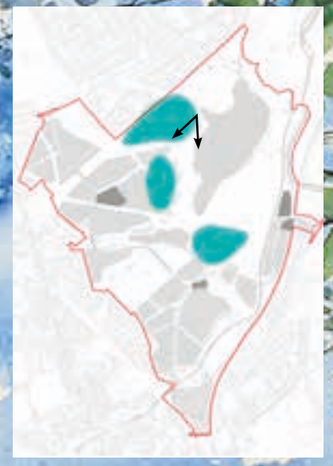
- ✓ Lower density development fronting the Green Belt, featuring large detached family homes sat in landscape;
- ✓ Medium density development closer to Primary School and mixed-use centre;
- ✓ Medium development in the parcel east of the reservoirs, located within 800m from the Metrolink stop. Parcel also located within the SBI;
- ✓ Predominantly 2 storeys buildings with occasional 2.5 - 3 storeys marker buildings; and
- ✓ Deliver approximately 464 homes.









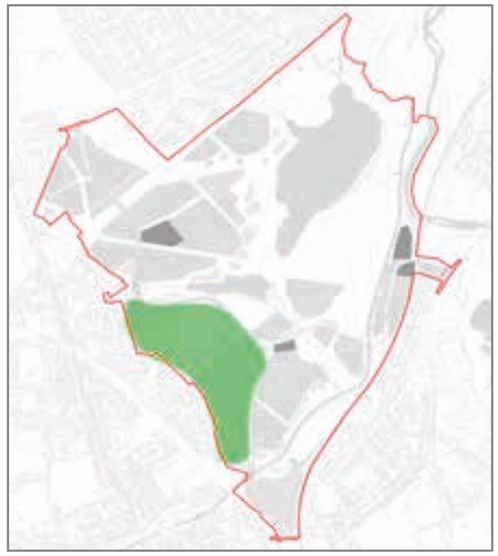


Coney Folds

Knitting into the Existing Context

Inspired by the agricultural heritage of the site, Coney Folds will be an extension to the existing residential area of Radcliffe. This neighbourhood will grow around the East Lancashire Crematorium and Radcliffe Cemetery, and around existing non-designated heritage assets to be retained.

Medium density housing will knit into the existing context of the area forming back to back relationships with existing homes and pedestrian links connecting into the wider community. Future development will respond sensitively to each boundary condition, ensuring existing residents retain appropriate levels of amenity. Frontage onto the link road will be formal in character, with a linear building line and consistent rhythm.



Character Area Key Plan

Key Design Principles

Transport & Connectivity

- ✓ Link road runs alongside the north-eastern boundary of the Crematorium before providing a southern spur towards Coney Green and the Star Academy school which is currently under construction;
- ✓ The junction interchange between the link road spurs will likely comprise a priority T junction arrangement with ghost island facility. Both the eastern and southern legs of the link road would continue to provide associated Active Travel routes; and
- ✓ Retain existing PRoW and layout will encourage connectivity and integration with Radcliffe town centre including the Metrolink stop.

Natural Environment

- ✓ Provide new circular recreational routes around Withins Reservoir;
- ✓ Create a new Heritage Park with neighbourhood play facilities and art/interpretation of archaeological interest. An opportunity to connect to the Irwell Sculpture Trail;
- ✓ Protect the ecological value of the Marl Pits at Black Lane SBI through green infrastructure buffering and retention of ponds and associated habitats supporting great crested newt and other amphibian species; and
- ✓ Deliver amphibian-friendly drainage and permeability features as part of the link road design, alongside implementation of a great crested newt mitigation strategy.

Built Form & Density

- ✓ Lower density located along the western edge to respond to existing development, green belt and heritage asset;
- ✓ Higher density located along the link road, closer to mixed-use and within 800m from Metrolink stop;
- ✓ Predominantly 2 - 2.5 storeys buildings with up to 3 storeys marker buildings and along the link road; and
- ✓ Deliver approximately 620 homes.



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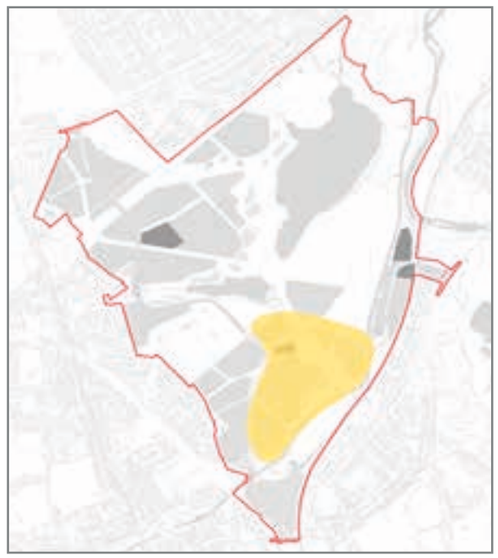


Within Valley

A Multi-functional Landscape Overlooked by Homes

Within Valley will have a range of high and medium-density housing with a local centre, overlooking a rich range of biodiverse landscapes and waterscapes. The character along the nature corridor will be enclosed with a range of medium density homes that overlook the canal creating a strong formal frontage.

Development along the brook corridor will be semi informal edge characterised by consistency, order and symmetry. This neighbourhood will inspire a sense of discovery as one meanders through a series of green corridors and spaces leading to the canalside. The landscape edge will provide various leisure and recreation opportunities across multi-functional basins, the brook and canalside.



Character Area Key Plan

Key Design Principles

Transport & Connectivity

- ✓ The Within Valley eastern and southern components of the link road provide crossings of the canal via new bridge structures with associated Active Travel provision;
- ✓ Layout will encourage connectivity and integration with Radcliffe town centre including the Metrolink stop; and
- ✓ The canal will be enhanced for active travel and connected to the proposed Metrolink stop.

Natural Environment

- ✓ Provide new attenuation ponds and wetland adjacent to the canal to create an attractive waterside environment integrating new leisure routes and play;
- ✓ Locate neighbourhood play within amenity green space close to the Neighbourhood centre;
- ✓ Protect the ecological value of the Manchester, Bolton and Bury Canal SBI through appropriate buffering and habitat protection measures, whilst implementing mitigation for unavoidable impacts associated with the extended Elton Goit SBI and waxcap grassland; and
- ✓ Maintain and enhance habitat connectivity for badger, otter and other wildlife through the design of the green and blue infrastructure network, including appropriate crossing structures and mammal passage beneath the link road where required.

Built Form & Density

- ✓ Higher density located around mixed-use and within 400m from the existing and new Metrolink stop;
- ✓ Medium/high density within parcels fronting the canal and within 800m from the existing (Radcliffe) and new Metrolink stop;
- ✓ Higher density mixed-use local centre with retail and services at ground floor and residential units above;
- ✓ Predominantly 3 storeys buildings with up to 4 storeys marker buildings;
- ✓ Development adjacent to the canal to follow design guidance for frontage, massing and public realm to maintain openness, respect heritage, and activate the towpath; and
- ✓ Deliver approximately 760 homes.



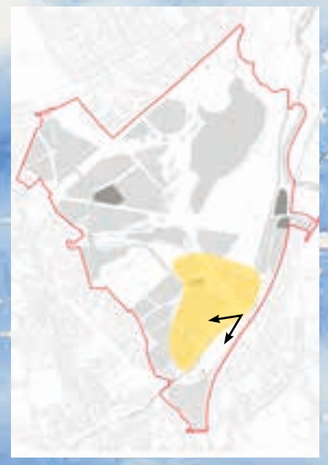
Key

- Link Road (including active travel)
- Secondary Road/ Access road (indicative)
- Public Right of Way
- Proposed Active Travel Route
- Residential Parcel
- Mixed-use Parcel
- Potential Extra Care









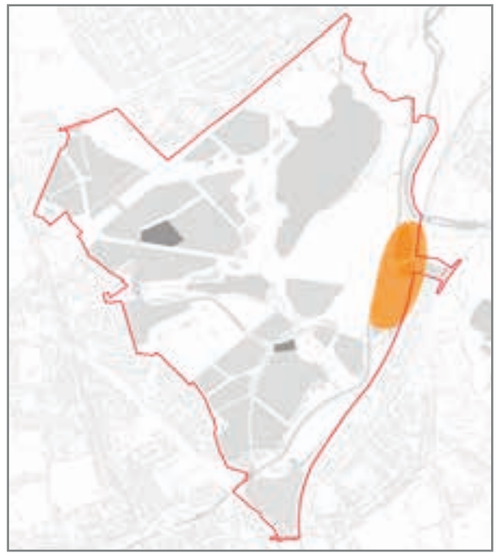
Redvales Works

Where Nature Meets Urban

Redvales Works will represent the eastern gateway of the site. It will be defined by mixed-use, high- density development, overlooking the canal and parkland beyond.

Inspired by the site's colliery heritage, the architecture will respond through its material palette and robust built form. Development in this location will have a regular building line and rhythm to reflect linear form of the parcel.

The opportunity to integrate the Metrolink stop within the public realm will be considered through the creation of a community square which provides 'spill-out' spaces and places for social interaction.



Character Area Key Plan

Key Design Principles

Transport & Connectivity

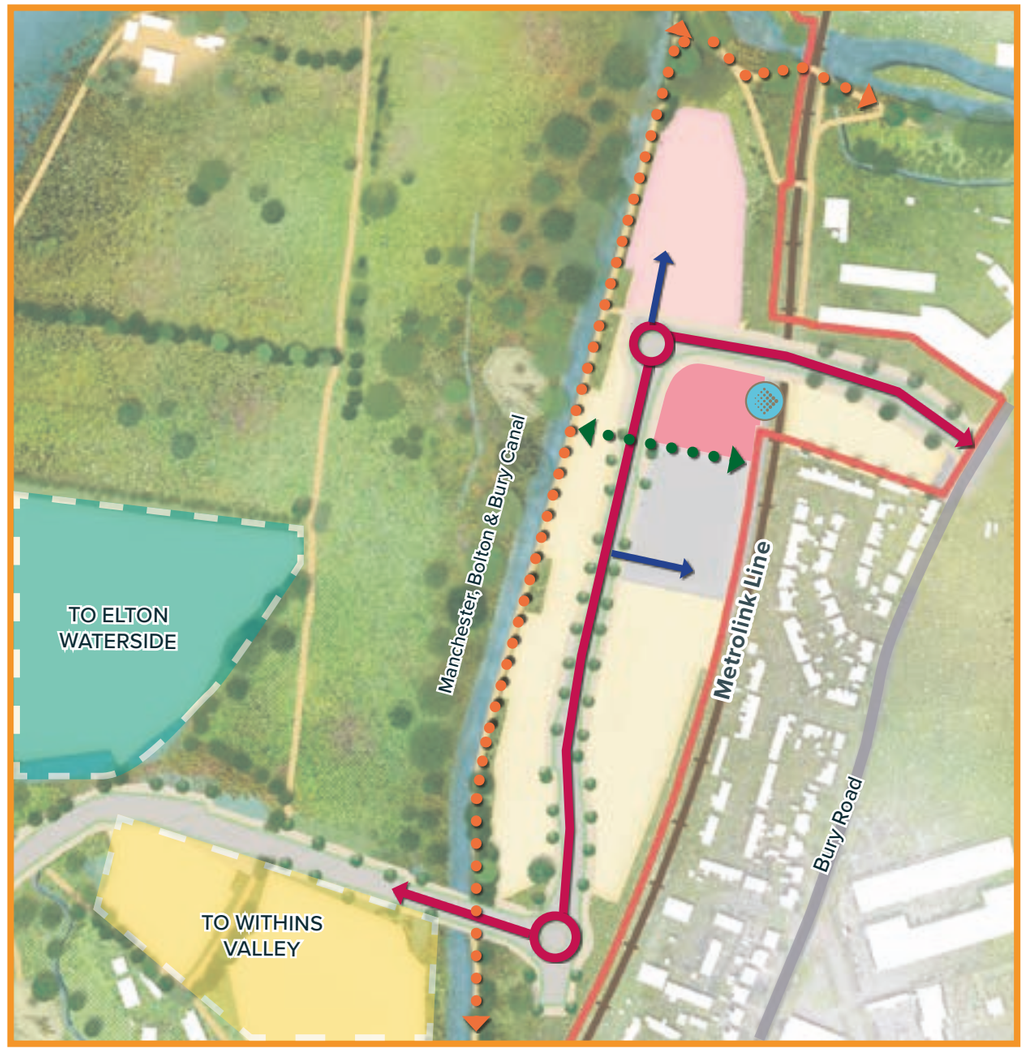
- ✓ Link road within this part of the Site to have a different character than other sections, incorporating a lower (20mph) design speed to aid pedestrian and cycle movement close to the Metrolink stop and Travel Hub area;
- ✓ Link road to provide access to the new Metrolink facility; and
- ✓ Improve pedestrian / cycle routes along the existing towpath connecting to the proposed Metrolink station.

Natural Environment

- ✓ Provide significant boulevard tree planting along the link road and within higher density development areas;
- ✓ Protect the ecological value and connectivity function of the Manchester, Bolton and Bury Canal SBI through sensitive design and appropriate green infrastructure integration; and
- ✓ Ensure that canal crossing infrastructure accords with Canal & River Trust design principles and maintains ecological connectivity for aquatic and riparian species.

Built Form & Density

- ✓ Higher density mixed-use development with retail and services at ground floor and residential units above to activate public spaces and street frontage;
- ✓ Higher density residential parcels within 400m from new Metrolink stop;
- ✓ Up to 4 storeys buildings;
- ✓ Development adjacent to the canal to follow design guidance for frontage, massing and public realm to maintain openness, respect heritage, and activate the towpath;
- ✓ Parking and building typologies to be carefully considered due to constrained parcel sizes and high density; and
- ✓ Deliver approximately 358 homes.











Chapter Seven

Development Principles

Design

Introduction

The following **Development Principles** will inform the parameters for the development of the Elton Reservoir site and should be considered as part of any **future planning applications**.

Bury Council will require all planning applications to include supporting information that demonstrates how the development proposed addresses relevant **development plan policies**, which are identified at the start of each section below, and incorporates these Development Principles.

All **planning applications will be required to take account of site-wide evidence** covering a range of matters as set out in the following chapter.

Whilst the masterplan for the site is indicative, any significant deviation from the Development Principles must be justified by clear, robust and agreed evidence that demonstrates why an alternative approach is required, with reference to the Vision and Objectives set out in Chapter 4.

Design

Development plan policies of most relevance: PfE Policies JPA7: Elton Reservoir; JP-P1: Sustainable Places; and JP-G6: Urban Green Space

Development of the site should deliver high-quality, inclusive and sustainable places particularly in terms of:

- Responding positively to local context and character
- Place-making and urban design quality
- Climate responsiveness and resilience
- Respecting and responding to the natural environment

All development on this site should adopt a design-led approach from the outset, ensuring that design considerations shape the form, layout, scale and function of development rather than being applied retrospectively.

The following design principles must be incorporated into all development proposals within the site:

Responding positively to and being informed by a thorough understanding of the local context and character, including:

- The site's natural, built and historic environment;
- The local townscape, landscape and setting;
- Integration with existing water courses and features;
- Established patterns of development, street hierarchy and plot structure; and
- Local materials, detailing and architectural features.

Delivering high-quality and inclusive development that contributes to a distinctive sense of place, particularly in terms of:

- Being visually attractive and distinctive, through architecture, materials and detailing;
- Ensuring that development blocks, individual buildings, streets and spaces function in a safe, inclusive and accessible way that creates a legible sense of place;
- Maintaining and where possible enhancing the reservoir, canal, and heritage features as defining elements of the masterplan. Development adjacent to the canal should follow design guidance for frontage, massing and public realm to maintain openness, respect heritage, and activate the towpath;
- Incorporating distinctive architectural reference points at key gateway locations and arrival points to assist with legibility;
- Ensuring that the development makes an effective and efficient use of land and natural resources;
- Using high-quality, durable and sustainable materials that are easily maintained and resistant to the effects of ageing, weather and climatic conditions;
- Creating a fully connected community that enables effective, inclusive and safe patterns of movement with a clear hierarchy of routes within and around the development that promotes walking, wheeling, cycling and the use of public transport;
- Ensuring that the development is accessible to people with disabilities, the elderly and those with children;
- Being safe and secure by minimising actual and perceived opportunities for crime, anti-social behaviour, disorder and terrorism;
- Making appropriate provision for gardens and/or outdoor amenity space that reflects the type and size of each new dwelling;
- Making provision for high-quality green infrastructure, the provision of wildlife habitats and other wildlife-friendly features within the development;
- Ensuring opportunities are taken to minimise adverse impact and positively integrate and enhance existing natural assets, such as rivers, ponds and wetlands, into the development, where appropriate;
- Ensuring that the design follows principles of mitigation hierarchy, i.e. avoid; mitigate; compensate;
- Promoting health and wellbeing; and
- Considering opportunities for the incorporation of public art.

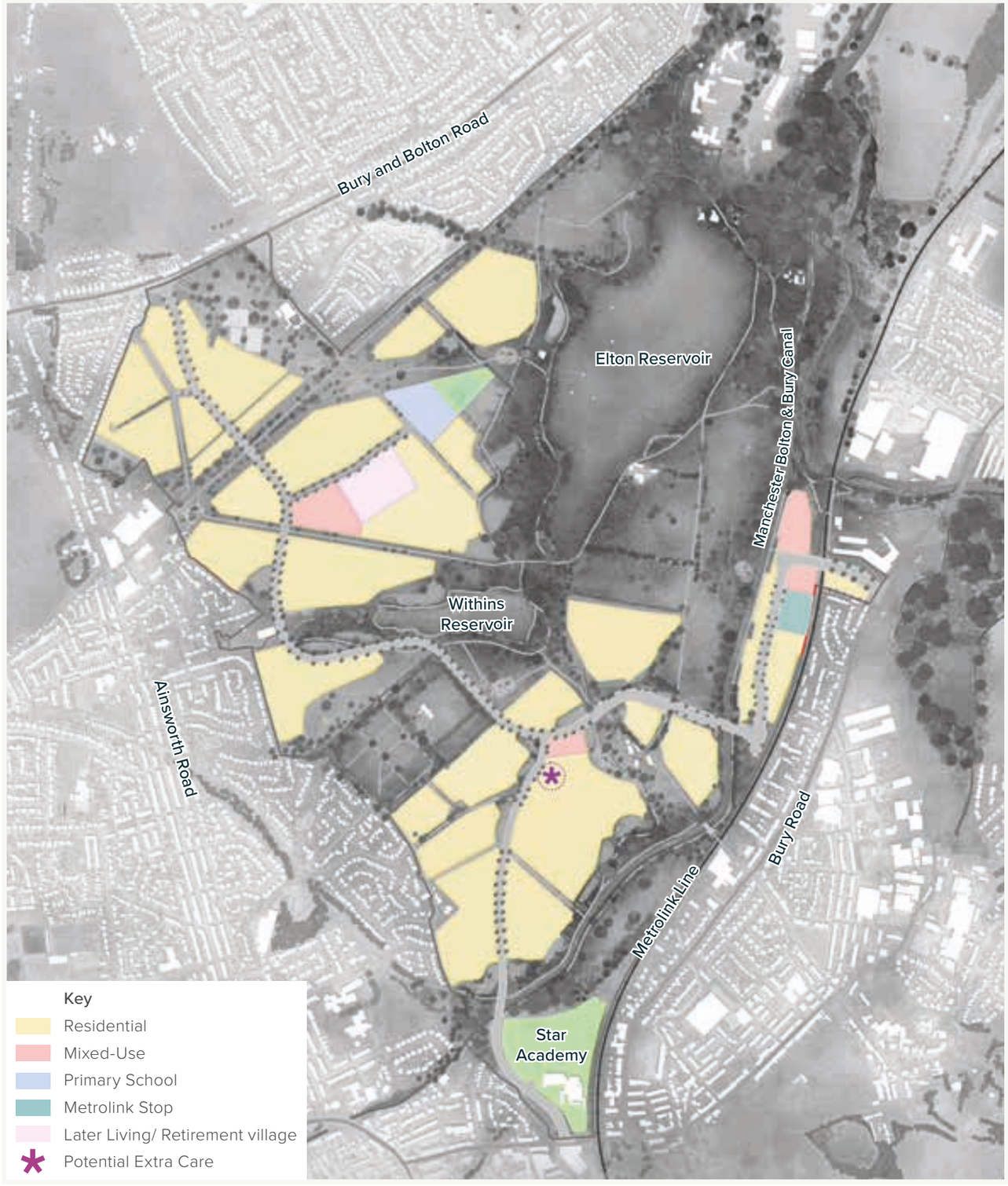
Design

Delivering development that is resilient to the ongoing and predicted impacts of climate change, particularly by:

- Incorporating low carbon materials to reduce the embodied carbon of new development;
- Ensuring opportunities are taken to optimise the effectiveness of solar energy installations through the site layout, building orientation and design;
- Providing high quality sustainable travel options for day-to-day needs via convenient walking and cycling routes and catchments and easy access to public transport;
- Incorporating appropriate landscaping and urban greening;
- Ensuring that the design includes an assessment of and response to existing hydrological characteristics to ensure the sustainable management of water assets and identified sources of flood risk in the design of a site; and
- Sustainable drainage is considered at the outset and throughout the design process so that it is integrated with the site landscaping, including tree-lined streets.

Ensuring new development will not lead to unacceptable adverse impacts on the amenity of the surrounding area, particularly in terms of:

- Overshadowing and loss of light;
- Dominance and loss of privacy by virtue of separation distances, height, depth, mass, location of a building/extension and window positions;
- Pollution and general disturbance arising from noise, vibration, smell, litter, artificial light and opening hours; and
- Parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement.



Land Uses Plan

Housing

Development plan policies of most relevance: PfE Policies JPA7: Elton Reservoir; JP-H3: Type, Size and Design of New Housing; and JP-H4: Density of New Housing

Policy JPA7 provides that up to 3,500 new homes should be delivered to diversify the type of accommodation across Bury and Radcliffe.

Planning applications for the site will identify the precise number of dwellings that will be provided.

Development should offer a broad mix of house types and sizes including provision for families, first-time buyers and affordable housing. This should include provision for custom and self-build plots (subject to local demand having regard to the Council's self-build register and other relevant evidence), as well as specialist and older persons housing, having regard to the latest Housing Needs and Demand Assessment.

All new dwellings must comply with the nationally described space standards and be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable. The delivery of homes to meet the optional standard in Building Regulations Part M4(3) of the Building Regulations (or any subsequent revisions to the standard) is encouraged.

Affordable Housing

Criterion 3 of PfE Policy JPA7 states that development at the site will be required to 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).

Development proposals should include the provision of affordable housing in line with the requirements of PfE Policy JPA7, across a range of house types, sizes and affordable tenures, and have regard to the latest Housing Needs and Demand Assessment. It is envisaged that 25% of homes will be affordable. Affordable housing provision will be sought on site unless exceptional circumstances can be demonstrated that would warrant off-site contributions. Off-site contributions should provide the number of units that would have been delivered on site. Contributions should be in the form of units erected off site, the provision of land to build units or as a last resort, be in the form of a financial contribution (commuted sum).

The affordable homes should be fully integrated with the development and dispersed throughout the site, unless there are specific circumstances that warrant otherwise. They should be indistinguishable from the market housing and built to the same specifications (i.e. not separate house types for affordable homes), unless there are particular reasons not to do so (e.g. if there is a specific requirement from a Registered Provider).

Care Home/Retirement Village

Provision should be made for specialist and older people's housing to contribute to meeting identified needs in the latest Housing Needs and Demand Assessment. Specialist and older people's housing should be in an appropriate and deliverable location to meet the needs of future residents.

Character and density

The density and character of new residential development will be shaped by:

- Characteristics, constraints and opportunities at different locations, both within the site and within the surrounding context; and
- The need to deliver sustainable forms of development including efficient use of land, management of environmental impact and promoting travel by non-car modes.

The approach to residential density should align with PfE Policy H4, with the highest densities delivered in the most accessible locations. Development should maximise the opportunity to create sustainable homes in walkable neighbourhoods.

To optimise densities within the site, residential uses will also be acceptable, in principle, on the upper floors of retail and community uses.

Such differentiation in density is essential to help create a varied mix of residential forms and typologies, helping to ensure a choice of housing while delivering an efficient and sustainable use of land.

Access, Highways & Movement

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir; JP-C1: An Integrated Network; JP-C5: Streets for All: and JP-C8: Transport Requirements of New Development; the Greater Manchester Streets for All Design Guide; and Bury Parking Standards

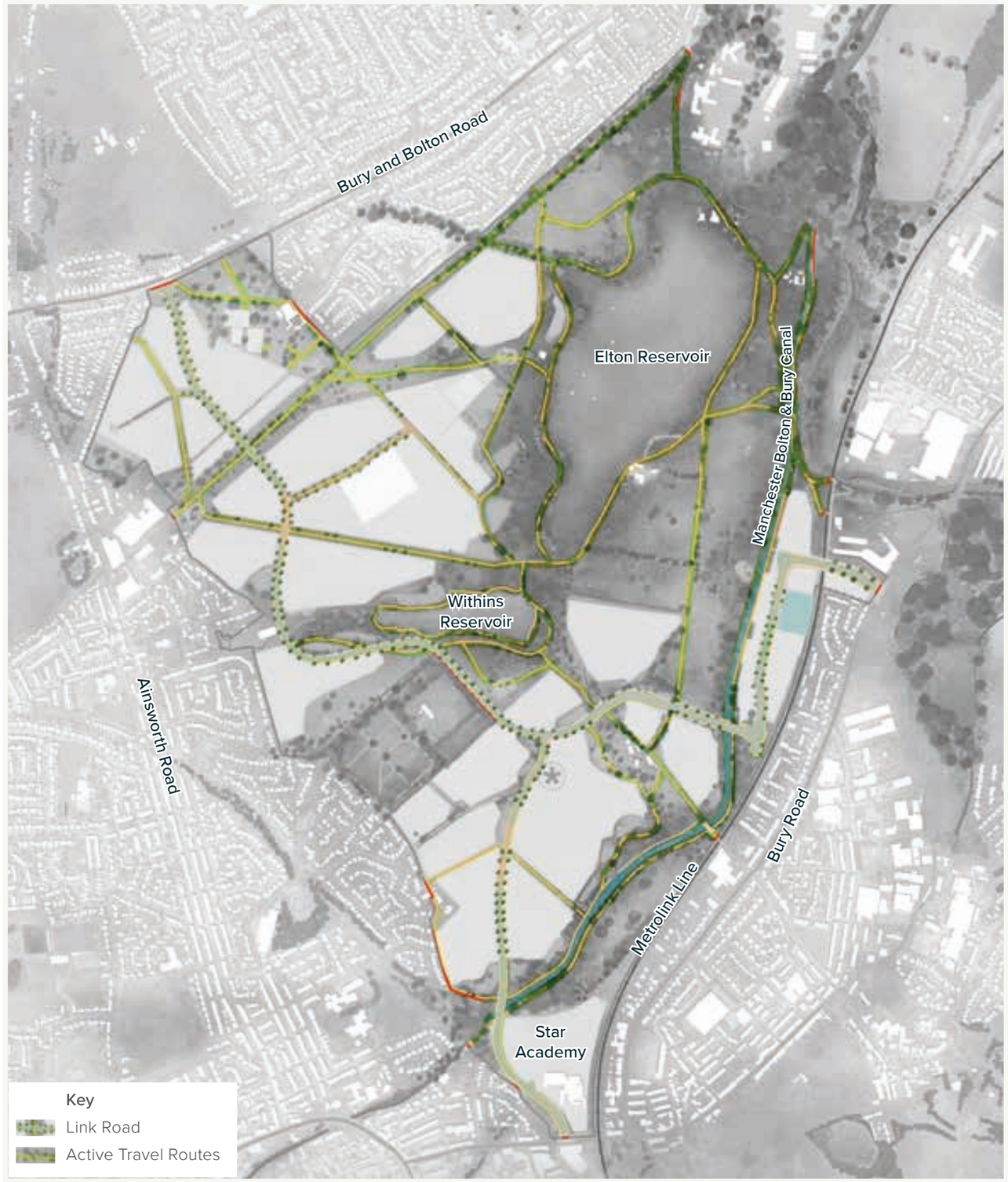
Development at the Elton Reservoir site represents a significant opportunity to optimise travel using sustainable modes while delivering new strategic highway infrastructure that provides relief for existing parts of the highway network and sustainable access to the site and its new neighbourhoods and facilities. All development within the allocation should be structured around a clear, coherent movement network that is resilient to an increasing quantum of development over time. This will be a legible and safe network both in its 'incomplete' early phases and incrementally through to final completion.

Development should:

- Deliver a street hierarchy within the site that is in line with local design standards and that is capable of accommodating buses, with provision of bus stops and related infrastructure at optimum locations, and provision for active travel;
- Provide primary routes from the key vehicular access points (as shown on the Access & Connectivity Plan) connecting the development with surrounding area;
- Ensure that flood risk on-site and off-site from highway works is not increased and where possible a betterment is provided. Highways design should be integrated with the strategy for surface water management and allocation-wide strategies for utilities infrastructure to ensure holistic and co-ordinated delivery of utilities;
- Ensure high quality, convenient, safe and attractive walking, wheeling, cycling and equestrian routes where appropriate, to, from and within the site;
- Include landscape-led infrastructure (e.g. green bridges, ecological crossings, etc.) to ensure they are carefully integrated with landscape and ecological features, and managed to avoid fragmentation, especially near sensitive habitats; and
- Provide off-site traffic mitigation measures to enable accessibility and mitigate highways impacts arising from the development.

A transport assessment which considers the highway and transport impacts of the entire site will be required prior to any planning applications being determined within the site.

This assessment should fully consider the cumulative impact of other consented and allocated sites in the area, access, highways and active travel. This should include any necessary technical assessment and feasibility work. The Local Highways Authority must fully agree the transport measures, interventions and mitigation required for each phase of the development. Transport Assessments should also be used to update the Infrastructure, Delivery and Phasing Strategy for the site.



Access, Highways & Movement Plan

Access, Highways & Movement

Access & Link Road

To connect the Elton Reservoir site with the local highway network, a new multi-functional link road will provide new strategic highway capacity, public transport and active travel routes connecting the A58 Bury and Bolton Road in the north to Bury Road to the east of the site and with an additional strategic connection to Spring Lane, Radcliffe to the south.

With three connections to the existing highway network, the link road will have a strategic function which will help to provide resilience on the existing highway network, and provide routes for investment in public transport and active travel whilst also providing suitable access provision for development at the Elton Reservoir site.

Vehicular Access Points

The link road junctions with the existing highway network points will be designed with particular emphasis on pedestrian and cycle provision.

The key access points for the site as shown on the Access & Link Road Plan and the Highways & Off-site Improvements Plan are:

1. A new junction with the A58 Bury and Bolton Road to the north of the site, comprising a three-arm signal-controlled layout with fully controlled pedestrian and cycle facilities.
2. A new signal-controlled junction with Bury Road to the east of the site, which will be provided in conjunction with the new Metrolink stop and connect the stop to the surrounding highway network.
3. A new signal-controlled junction with Spring Lane to the south of the site, comprising a signal control with full pedestrian and cycle provision, as well as maintaining existing access arrangements to the Radcliffe Metrolink car park. This junction has had full regard to the requirements of the Star Radcliffe Academy School, which is currently under construction. This access connects to the link road that connects Bury and Bolton Road to Bury Road.

The potential for additional access points to the development may be considered. These will be subject to detailed highways testing to ensure there is no unacceptable impact on the existing highway network.

Additional points of vehicular access, including for emergency use, may also be acceptable. The design of access junctions should be informed by a Transport Assessment, Traffic Modelling and Traffic Surveys, prepared to support planning applications.



Access & Link Road Plan

Access, Highways & Movement

Elton Reservoir Link Road

The link road is a critical element of the package of infrastructure supporting the full development of the site, given its strategic function, and its role in providing access and facilitating public transport. The scale and location of residential development within the allocation will be co-ordinated with the delivery of key and strategic infrastructure, including the timely delivery of the link road.

Further details regarding this will be determined by Transport Assessments submitted with planning applications which will also be used to update the Infrastructure Delivery and Phasing Strategy for the site.

The link road will:

- provide a strategic function which will help to provide resilience on the existing highway network;
- provide relief for existing parts of the highway network including an alternative route to Bury Bridge for residents in Bury West as well as providing access to the site with its new neighbourhoods and facilities;
- provide a new route for public transport, including bus movement through the site and direct access to the existing Metrolink stop and the proposed new stop;
- provide access to development parcels within the site;
- be designed in accordance with Greater Manchester's Streets for All guidance and LTN1/20 principles to support inclusive and sustainable access;
- provide for the main active travel route and connections throughout site and beyond;
- provide suitable access provision to all development parcels within the Elton Reservoir site;
- incorporate appropriate bridge crossings over the Manchester Bolton and Bury Canal; and
- incorporate existing and proposed SuDS and utilities infrastructure.

Design Characteristics

The link road alignment and design should ensure that the road will serve its purpose as a strategic link road, whilst balancing technical and environmental requirements. Planning applications will be expected to demonstrate how its alignment and design minimises the impact on features such as the Elton Goit SBI and on wildlife corridors (for example in the design of bridges and culverts).

The link road will comprise an appropriate width carriageway with adjoining segregated active travel provision either side.

To ensure the link road serves its strategic function, as well as providing development access, the principles of the design are that it will:

- Have no frontage/driveway access;
- Have limited side road access provision;
- Provide high quality segregated off-carriageway cycle lane and footpath provision; and
- Provide bus stops within lay-bys (or half lay-bys) if required.

The link road carriageway will play an essential role in respect of public transport, providing new bus routes for the local community which interchange with the proposed new Metrolink stop.

Speed Limit

The link road will have appropriate street lighting and be subject to a 30mph speed limit, with the potential exception being the section close to the Metrolink stop, where the use of a lower 20mph speed limit may be appropriate in order to prioritise active travel and bus connectivity.

The use of a 20mph limit in this area will be assisted by the inclusion of two mini-roundabouts to "gateway" this location, which will naturally slow traffic and help to provide highway transition between the two limits. These proposals are consistent with the place-making objectives for the site and achieving the strategic function of the link road.

Access, Highways & Movement

Highways

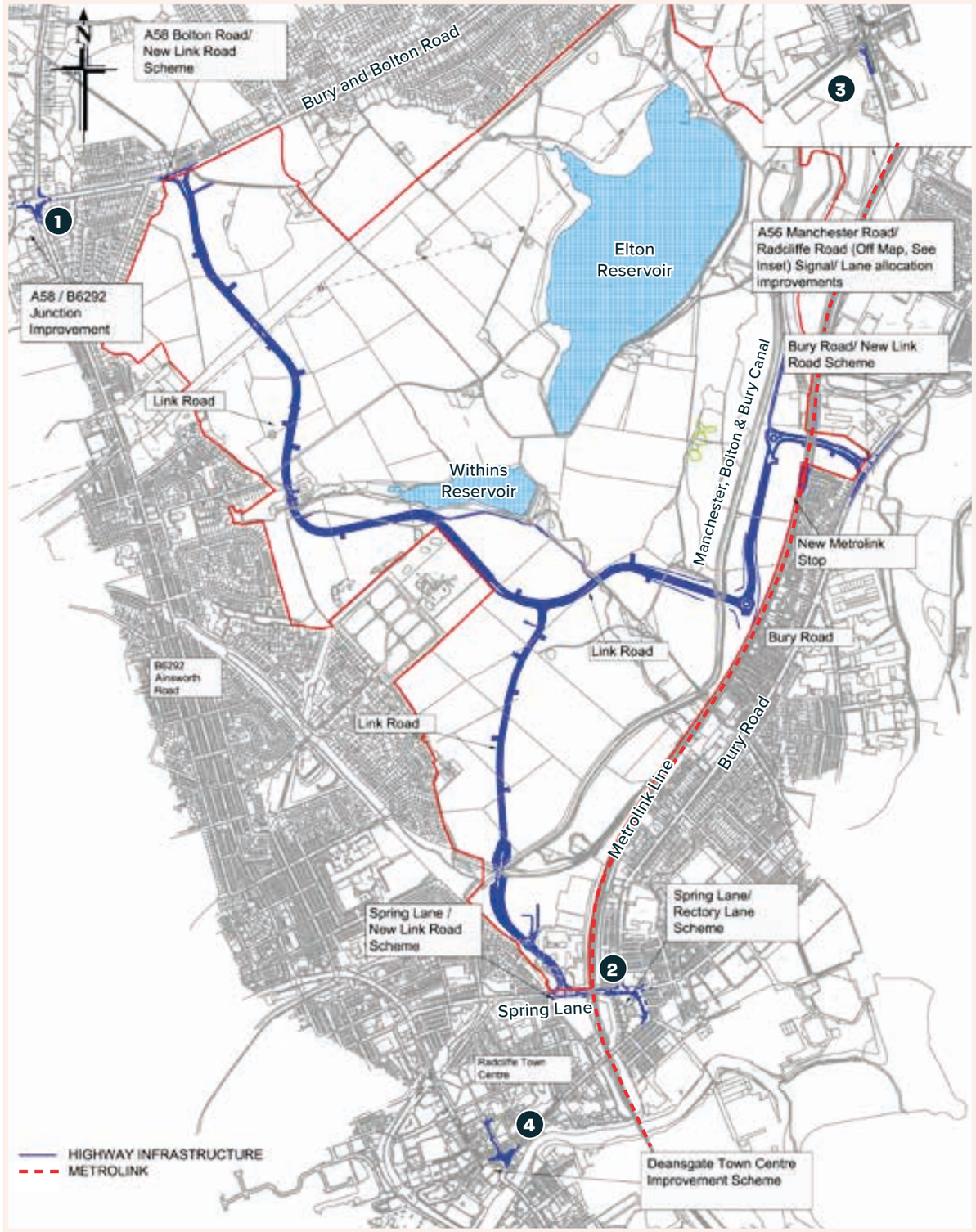
Residential development at the Elton Reservoir site must be integrated with the wider highway network. All development within the allocation will be expected to contribute to the off-site highway works listed in Appendix D of PfE (together with any additional or alternative necessary measures identified through Transport Assessments) to enable accessibility and mitigate highways impacts arising from the development. These include:

1. **The A58/Higher Ainsworth Road/Starling Road junction:** the improvement is expected to comprise realignment of approach lanes and enhancement of pedestrian crossing provision which will enable signal staging adjustments to improve the operational efficiency of the junction;

2. **The improvement of the A56 Manchester Road/Parkhills Road/ Radcliffe Road junction:** this is likely to include an extension of the left turn flare on the northbound approach which provides additional capacity;

3. **At the Spring Lane/Bury Road/Rectory Lane:** a scheme has been identified which links the existing mini-roundabout and priority junctions by way of signal control which enables controlled crossing provision for pedestrians and overall capacity enhancement; and

4. **The Deansgate/Church Street priority junction:** this is expected to be reconfigured to better reflect the north-south movements around Radcliffe town centre.



Proposed Link Road and Off-site Improvements Plan

Access, Highways & Movement

Public Transport

The development within the allocation will be expected to contribute to public transport infrastructure, including:

- Enabling the provision of a new Metrolink stop, Travel Hub, and Park & Ride facilities;
- Optimising the accessibility of new homes to Metrolink and bus services
- The provision for bus services to traverse the site, utilising the link roads; and
- Cycle storage and parking infrastructure including EV charging points.

Parking

Car and cycle parking, including Electric Vehicle (EV) charging facilities will be expected at key public facilities including the Metrolink stop, local centres and school.

Elton Metrolink Stop

Following collaborative working between the Council, TfGM, and the site promoter, a Metrolink stop and Travel Hub is proposed as part of the Elton Reservoir development at Warth Fold. The precise form and content of the stop and Travel Hub are to be agreed as design work progresses.

The delivery of a new stop (and development close to the new Radcliffe stop) will enable higher density of development and uptake by sustainable modes of transport, in turn resulting in a reduced impact on the surrounding highway network.

Its location, as shown in the masterplan, is relatively fixed, subject to further stages of feasibility and design being completed and consideration has been given to its likely scale, components and design. It will serve both the Site and the wider area and will include a new facility.

The intention is to deliver mixed-use development alongside the new Stop and Travel Hub in order to generate activity in the public realm throughout the day while supporting sustainable travel choices.

Consideration is being given to facilities associated with the new Metrolink stop including the type, nature and scale of Park & Ride facilities and travel hub. It is important that public transport infrastructure acts as an interchange between all modes of transport including buses and active travel.

Combined with the existing Radcliffe Metrolink stop (and complemented by bus and active travel measures), the stop provides an opportunity to deliver development across the site with access to sustainable modes of travel for their journeys, reducing the reliance on the private car.



Metrolink Line







Examples of bike share and cycle parking

Access, Highways & Movement

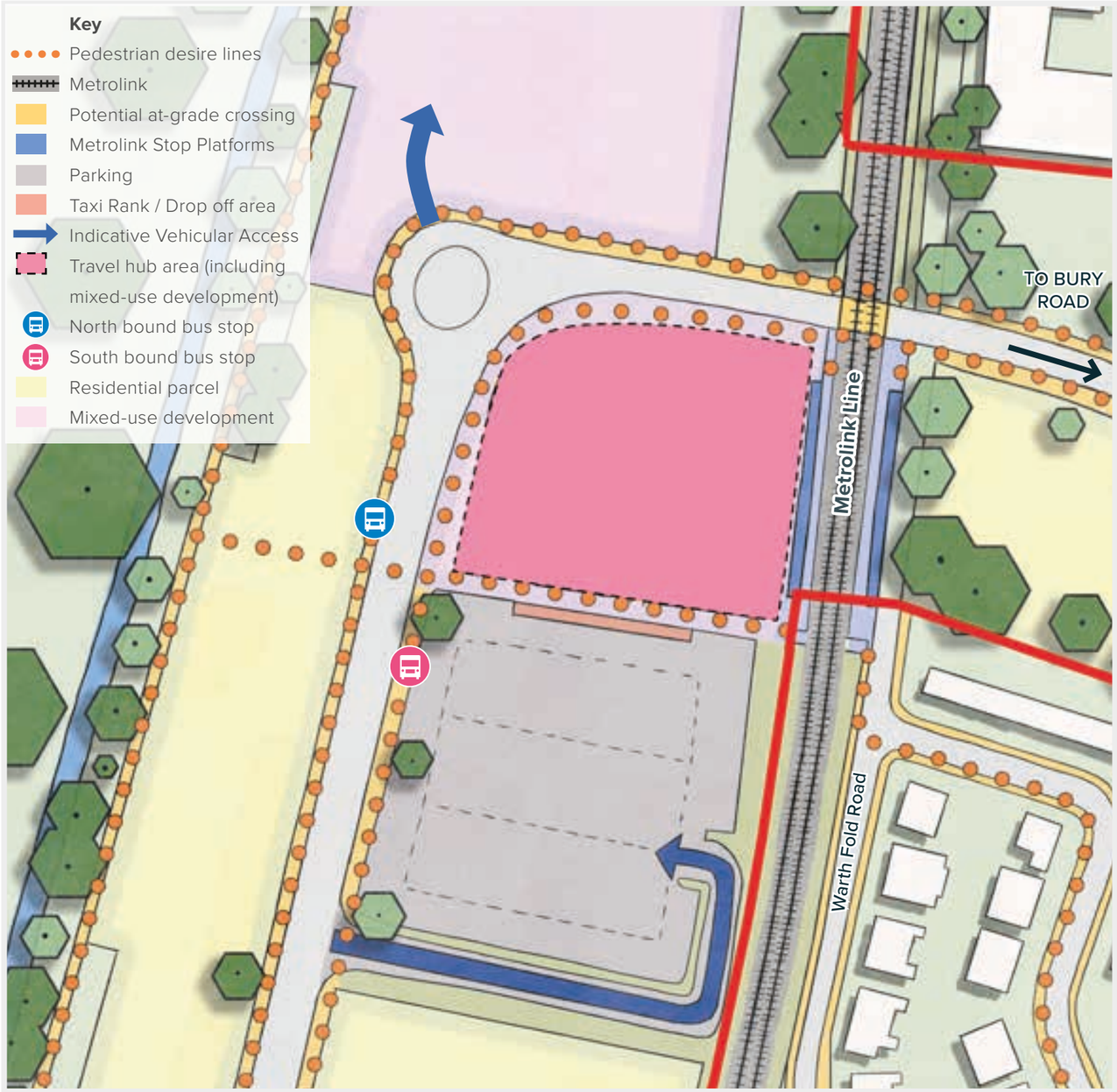
Located in the eastern part of the site at Warth Fold, the new Metrolink stop will be a strategic destination for the whole development and wider local community. A place which clusters modes of transport and other services and facilities in one “hub” location for ease of use by residents, workers, and visitors. The location, size, and mix of facilities within the hub will be designed to generate activity in the public realm throughout the day.

This will support one of the key objectives of the scheme to promote a culture of active travel and healthy living.

Design work in respect of the Metrolink Stop and associated travel hub is ongoing and being led by TfGM. It is envisaged that measures could include:

- Arrival from the Metrolink stop into a public square overlooked by mixed-uses (ex. shops, cafe, etc.);
- Seating areas;
- Play area;
- Cycle storage area to comprise a combination of Sheffield stands, cycle hub, e-bike/cargo bike storage etc.;
- Bus stop;
- Car park (Park & Ride);
- EV car charging;
- Motorcycle parking area;
- Secure parcel lockers for online shopping delivery/ collection; and
- Taxi pick-up/ drop-off area.

The delivery of the proposed new stop is subject to a business case and suitable funding strategy being developed. The proposed at-grade crossing of Metrolink is also subject to TfGM approval.



Metrolink Stop Concept Plan

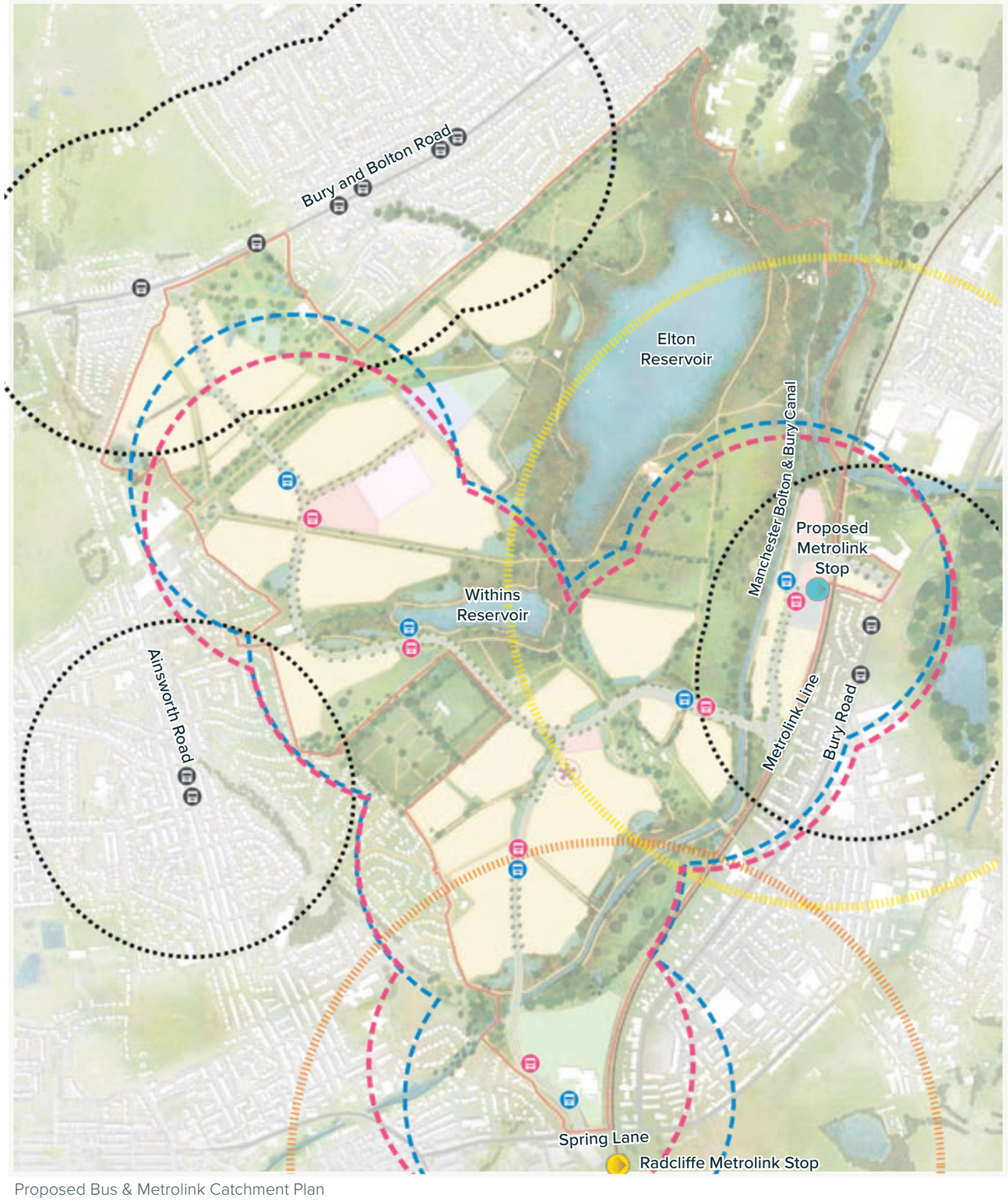
Access, Highways & Movement

Bus Services & Infrastructure Provision

Accessibility by bus will be key to the sustainable development of the site. The Greater Manchester Bus Strategy has an aim for 90% of Greater Manchester's population to be within 400m of a 30-minute bus or Metrolink service.

Consideration will need to be given to the location of bus stops along the link road having regard to bus stop catchment areas and the catchment areas for the new Metrolink stop.

Active travel routes to and from bus stops, the nature and location of crossing points on the link road and whether on-road bus stops or bus lay-bys are preferred will be determined at planning application stage.



Proposed Bus & Metrolink Catchment Plan

Key

- North Bound Bus Stops
- North Bound 400m Catchment Zone
- South Bounds Bus Stops
- South Bound 400m Catchment Zone
- Existing Bus Stops
- Existing Bus Stops 400m Catchment Zone
- Radcliffe Metrolink Stop
- Existing Metrolink (Radcliffe Stop) 800m Catchment Zone
- Proposed Metrolink Stop
- Proposed Metrolink Stop 800m Catchment Zone
- Development Parcels

Access, Highways & Movement

Active Travel & Movement

The promotion of sustainable modes of transport and permeable connections will be critical for the delivery of the Elton Reservoir site. Development should be designed to ensure ease of walking, wheeling, cycling and equestrian movement through the site.

Active travel infrastructure in accordance with LTN1/20 and other relevant design guidance will be required to be delivered both within and outside the site to support sustainable travel connections.

All development within the allocation should seek to conserve existing public rights of way (with diversions as appropriate), and improve walking, wheeling, cycling and equestrian connectivity for both active travel and recreation, through:

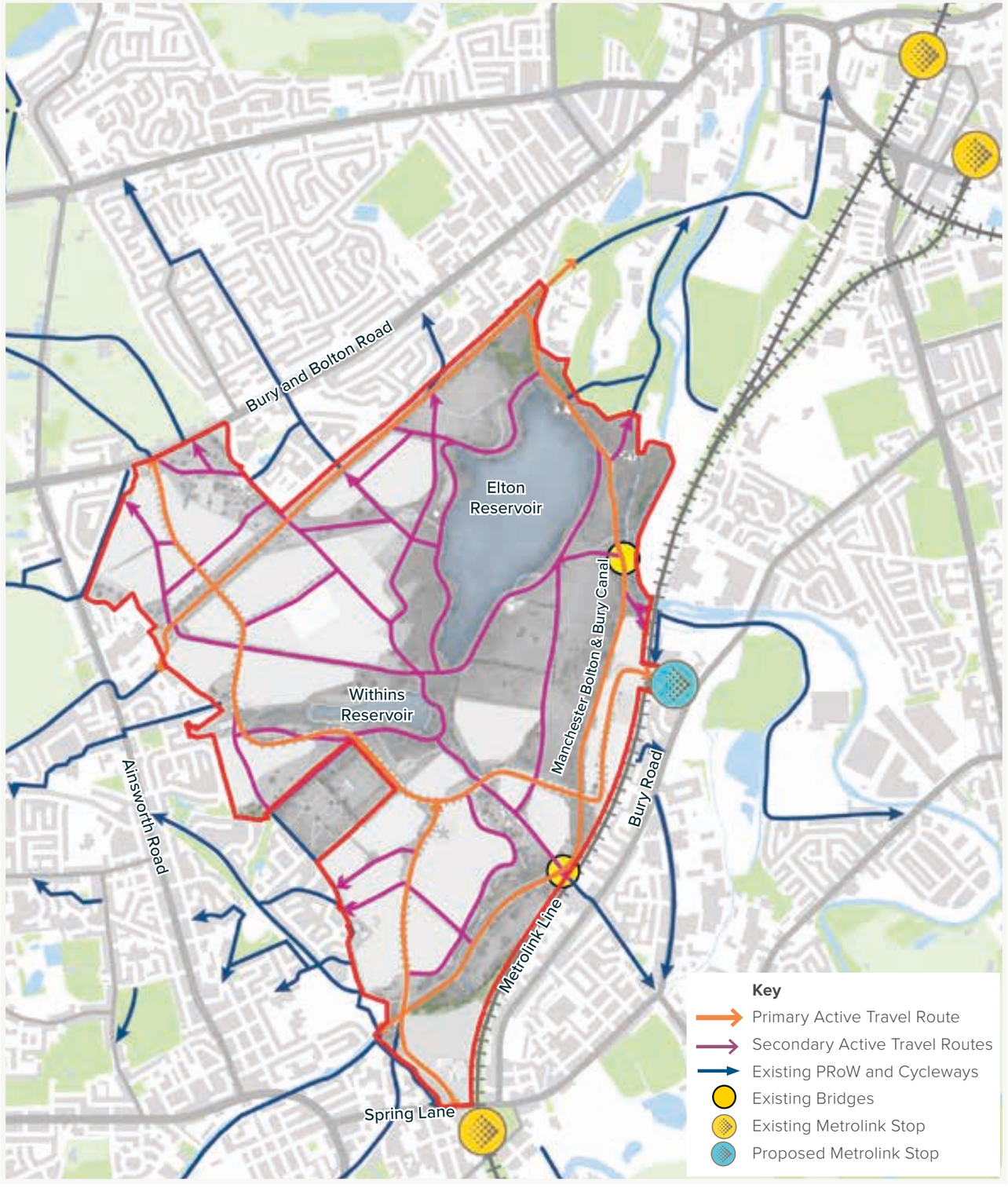
- Utilising the Manchester, Bury and Bolton Canal and Bolton-Bury Cycleway to provide strategic longer distance routes
- New north-south connections to the proposed Metrolink stop via the link road shared pathway and existing PROW network;
- Improved circular recreation routes focused around the reservoirs;
- Improved cycle connections to surrounding communities;
- Exploring opportunities to enhance the Irwell Sculpture Trail with new interventions located within the Heritage Park and along the canal corridor; and
- Retention of existing bridleways, with diversions where necessary.

The indicative masterplan presented in Chapter 6 and the adjacent active travel plan identify a network of dedicated active travel routes designed to permeate the development, including direct links between the local centres, schools, Metrolink stop and travel hub. These routes offer the quickest and most direct way to access key destinations, day-to-day needs as well as direct connections to surrounding areas by non-car modes.

The proposals identify a hierarchy of routes including:

- Primary active travel route, linking key destinations along strategic movement corridors and green corridors with walking, wheeling, cycling and equestrian provision; and
- Secondary active travel routes, consisting of routes linking key destinations through open space and neighbourhood parcels, and leisure routes with pedestrian priority.

Delivery of active travel infrastructure in the immediate vicinity of the site and outside of the allocation will also be required to support sustainable travel connections.



Active Travel Plan

Ecology

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir; JP-G7: Trees and Woodland; JP-G8: A Net Enhancement of Biodiversity and Geodiversity; JP-G2: Green Infrastructure; JP-G3: River Valleys and Waterways; and JP-G4: Lowland Wetlands.

The Elton Reservoir site contains a number of features of ecological interest, including Sites of Biological Importance (SBIs) at Elton Reservoir; Manchester Bolton & Bury Canal (East); Elton Goit; Withins Reservoir; Black Lane Marl Pits; and Radcliffe Wetlands. Potential impacts of the Elton Reservoir allocation on the ecological value of these sites were thoroughly considered as part of the overall planning balance by the Inspectors who conducted the Examination in Public of PfE. They concluded that the proposals meet the relevant tests of national policy and PfE was subsequently adopted.

Since the adoption of PfE the extent of the Elton Goit SBI has been extended. The extended boundary includes land within the allocation. The masterplanning process has considered the implications of the extended SBI for the delivery of the allocation.

Extensive ecological evidence has informed the masterplanning of the Elton Reservoir site and will continue to be considered throughout the planning process, including through any subsequent planning applications. The masterplan has sought to minimise impacts on SBIs within the site and whilst the protection of ecological assets is clearly an important objective for planning, so too is meeting future development needs. Planning can often face difficult choices around achieving an appropriate planning balance and the reconciliation of often competing interests.

In this regard, the masterplan shows parcels of development and part of the link road on land that was subject to the recent extension of the Elton Goit SBI. This will have an unavoidable adverse impact on the SBI. Future planning applications on this part of the site will therefore need to demonstrate that an appropriate strategy is in place to mitigate or compensate for the adverse impact on the SBI in accordance with PfE Policy JP-G8.

An overarching ecological framework strategy for the site will be prepared to accompany planning applications and guide the phased delivery of development across the allocation. The strategy will establish the approach to habitat retention, creation, enhancement, ecological connectivity, Biodiversity Net Gain delivery, recreational management and long-term stewardship across the site. It will provide a site-wide framework for ecological mitigation and enhancement, ensuring that individual phases contribute towards a coordinated ecological strategy and do not prejudice the delivery of future phases. The strategy will be informed by PfE Policies JP-G7 (Trees and Woodland), JP-G8 (A Net Enhancement of Biodiversity and Geodiversity), JP-G2 (Green Infrastructure), JP-G3 (River Valleys and Waterways) and JP-G4 (Lowland Wetlands).

The delivery of each phase of the development will be informed by comprehensive ecological mitigation strategies and Biodiversity Net Gain assessments which demonstrate conformity with the overarching ecological framework strategy. These documents will set out the detailed mitigation, compensation, habitat creation and management measures relevant to the phase being brought forward and will follow best practice through application of the mitigation hierarchy.

A green and blue infrastructure network will be created by retaining and enhancing many existing features such as the network of SBIs, and ponds, watercourses, mature trees, hedgerows and woodland outside of these designated areas. This approach will safeguard the most valuable ecological areas whilst creating a connected network for wildlife movement both within the site and into the wider landscape. Targeted improvements will include enhancing inflows and outflows to Elton and Withins Reservoirs, strengthening riparian habitats, and improving ponds and woodlands. Additional measures will include new attenuation ponds, extensive trees, woodland and scrub planting, and the retention and management of grassland outside the developable area.

Future crossings of the canal, watercourses and associated ecological corridors will seek to maintain ecological connectivity and minimise impacts on landscape character, hydrology and biodiversity interests.

Where appropriate, bridge and crossing design will seek to incorporate open-span solutions and retain naturalised habitat corridors beneath and alongside infrastructure.

Development proposals will be expected to deliver measurable Biodiversity Net Gain (BNG) in accordance with relevant national and local planning policy requirements. The masterplan seeks to maximise opportunities for on-site BNG delivery where possible through habitat retention, enhancement and creation integrated within the site's green and blue infrastructure network. However, some retained habitats within SBIs may have limited potential for measurable BNG uplift, and some multifunctional green spaces may not be suitable for BNG delivery due to the potential conflict between recreation and ecological function.

Where necessary, BNG and ecological compensation may also be delivered through off-site measures aligned with Local Nature Recovery Strategy priorities and wider ecological network enhancement opportunities. For example, off-site measures can be delivered through Bury Council's local offsetting capacity, supplemented by strategic offsetting opportunities if required. Where off-site compensation or mitigation is necessary to address residual ecological impacts, this will be identified and secured through future planning applications before impacts occur.

Long-term habitat management and monitoring arrangements will be secured through a Habitat Monitoring and Management Plan(s) to ensure the successful establishment and ongoing stewardship of ecological enhancement areas.

Further ecological surveys and strategies should be submitted with all planning applications within the site to ensure that these reflect the latest position. The detailed design of open space, recreational routes and green infrastructure will seek to balance public access with the protection of sensitive ecological features and habitats. Access management measures, ecological zonation and habitat protection strategies will be developed where appropriate through future planning applications, particularly in areas associated with sensitive habitats, waterbodies and designated ecological features.

Ecology

The following principles must be adhered to in all ecological strategies:

Sites of Biological Importance

- Direct impacts on the SBIs should be avoided or minimised where possible;
- Appropriate buffering, habitat protection measures and long-term management strategies should be incorporated where necessary; and
- Where impacts on SBI habitats cannot be avoided, appropriate mitigation and, where necessary, compensation measures should be provided.

Biodiversity Net Gain

- Avoid where possible the medium and high distinctiveness habitats within the site;
- Built development should be focused within lower distinctiveness habitats;
- Opportunities to enhance retained habitats are to be explored; and
- Maximise opportunities for on-site Biodiversity Net Gain delivery whilst recognising that off-site measures may be required where necessary.

Great Crested Newts

- Retain all confirmed GCN breeding ponds, and most optimal terrestrial habitats in close proximity to breeding ponds; and
- Create and enhance breeding and terrestrial habitat to improve habitat connectivity.

Birds

- Retain the most valuable habitats within the site for the breeding and wintering bird assemblages;
- Deliver habitat creation and enhancement within open space and green infrastructure areas;
- Mitigate for displacement of ground-nesting species, which may include off-site compensation where necessary; and
- Manage access to balance recreational activity with environmental protection objectives.

Badger

- Retain and protect known badger setts wherever possible;
- Retain, enhance and strengthen badger foraging and commuting habitat across the site; and
- Maintain habitat connectivity through the green and blue infrastructure network.

Brown Hare

- Retain suitable grassland and foraging habitats where possible;
- Maintain habitat connectivity across the site; and
- Where significant residual impacts remain, provide appropriate mitigation and compensation measures, which may include off-site habitat creation or enhancement.

Waxcap Grassland

- Avoid impacts on waxcap grassland where possible through sensitive masterplanning and design; and
- Develop and implement an appropriate mitigation and compensation strategy where impacts cannot be avoided.

Otters

- Retain, enhance and strengthen riparian foraging, resting and commuting habitat across the site;
- Ensure that the design of watercourse crossings, drainage infrastructure and waterside development avoids fragmentation of key movement corridors and minimises disturbance where possible; and
- Maintain habitat connectivity across watercourses, reservoirs, ponds and the canal corridor through the green and blue infrastructure network.

Maintenance & Management

The long-term positive management of green spaces and in particular the retained and newly created habitats, including those within SBI designations should be secured through Landscape and Habitat Management Plan(s) (LHMP). These plans should also cover any off-site habitats delivered as part of the BNG and mitigation strategy.

Ongoing monitoring will be embedded within the LHMP to track habitat condition, species use and the effectiveness of management measures. Results will be regularly reviewed, allowing management practices to be adapted as necessary to ensure long-term ecological benefits are achieved.

Planning applications will be expected to include an Access Management Strategy to guide where public access is encouraged, controlled or restricted, depending on ecological sensitivity and functional objectives. This will be particularly important for preventing disturbance to breeding and wintering birds.



Sustainability, Energy & Carbon Reduction

Development plan policies of most relevance are: PfE Policies JP-S2: Carbon and Energy; and JP-S3: Heat and Energy Networks; and GMCA Net Zero Design and Submission Guidance (Parts 1, 2 and 3)

Greater Manchester's ambition is to become a carbon neutral city region by 2038. This ambition is supported by Bury Council through a declaration of a climate emergency.

The Elton Reservoir site offers the opportunity to support Bury and Greater Manchester's commitment to net zero through the delivery of a sustainable, low carbon neighbourhood. Delivery of the site should be in accordance with the sustainability principles set out in Chapter 9.







Flood Risk & Drainage

Development plan policies of most relevance are: PfE Policy JP-S4: Flood Risk and the Water Environment

The site provides many opportunities for sustainable water management and to incorporate multi-functional SuDS features, particularly around the two reservoirs and their associated watercourses.

The masterplan has been informed by a site-wide drainage strategy which has been developed with a holistic approach to ensure that each development parcel has suitable water storage to operate independently and as part of the whole development. To ensure the development is future-proofed, the drainage strategy has been designed with consideration for climate change with an additional 45% allowance to provide protection from flooding across the lifespan of the development.

The drainage strategy incorporates a range of SuDS features including swales and attenuation basins to manage the flow of water. The drainage should be designed sensitively around the SBIs and retained ponds in the area. These sites are particularly sensitive to development; therefore, water flow rates will be controlled to provide a solution to any water demands required at these sites and wildlife friendly SuDS design will be incorporated.

Any planning applications will need to take account of a updated site wide flood and drainage strategy for the site, prepared in accordance with PfE Policy JP-S4 Flood Risk and the Water Environment and the North West River Basin Management Plan and engagement with United Utilities and Bury Lead Local Flood Authority. In addition, a site wide strategy for foul water and water supply will be required.

The delivery of each phase of the development will be further informed by flood risk and drainage strategies and will need to demonstrate conformity with the site wide strategy. The following principles should be included:

- Ensure that individual flood risk and drainage proposals are in line with the site-wide strategy;
- Locate and design development to minimise the impacts of current and future flood risk to increase resilience to flooding;
- Maintain greenfield run-off rates through the incorporation of attenuation features across the site;
- Drain impermeable areas via an adoptable surface water drainage network, attenuated into strategic basins, controlled and discharged at greenfield discharge rates to existing watercourses;
- Develop an effective foul drainage system, including pumping stations, which is to be accepted and adopted by United Utilities;
- Ensure that sustainable drainage systems are designed in accordance with GM SUDS Design Guidance to provide multifunctional benefits wherever possible, including for water quality, nature conservation and recreation;
- Avoid adverse impacts on water quality and any possibility of discharging hazardous substances to ground;
- Water quality treatment should be incorporated at source to reduce the impact of contaminates on site;
- Consider using Elton Reservoir and other on-site water features for additional water storage, in extreme weather events where feasible and following detailed modelling; and
- Maintain an appropriate access to the Elton Reservoir dam for maintenance, management and in the event of an emergency.



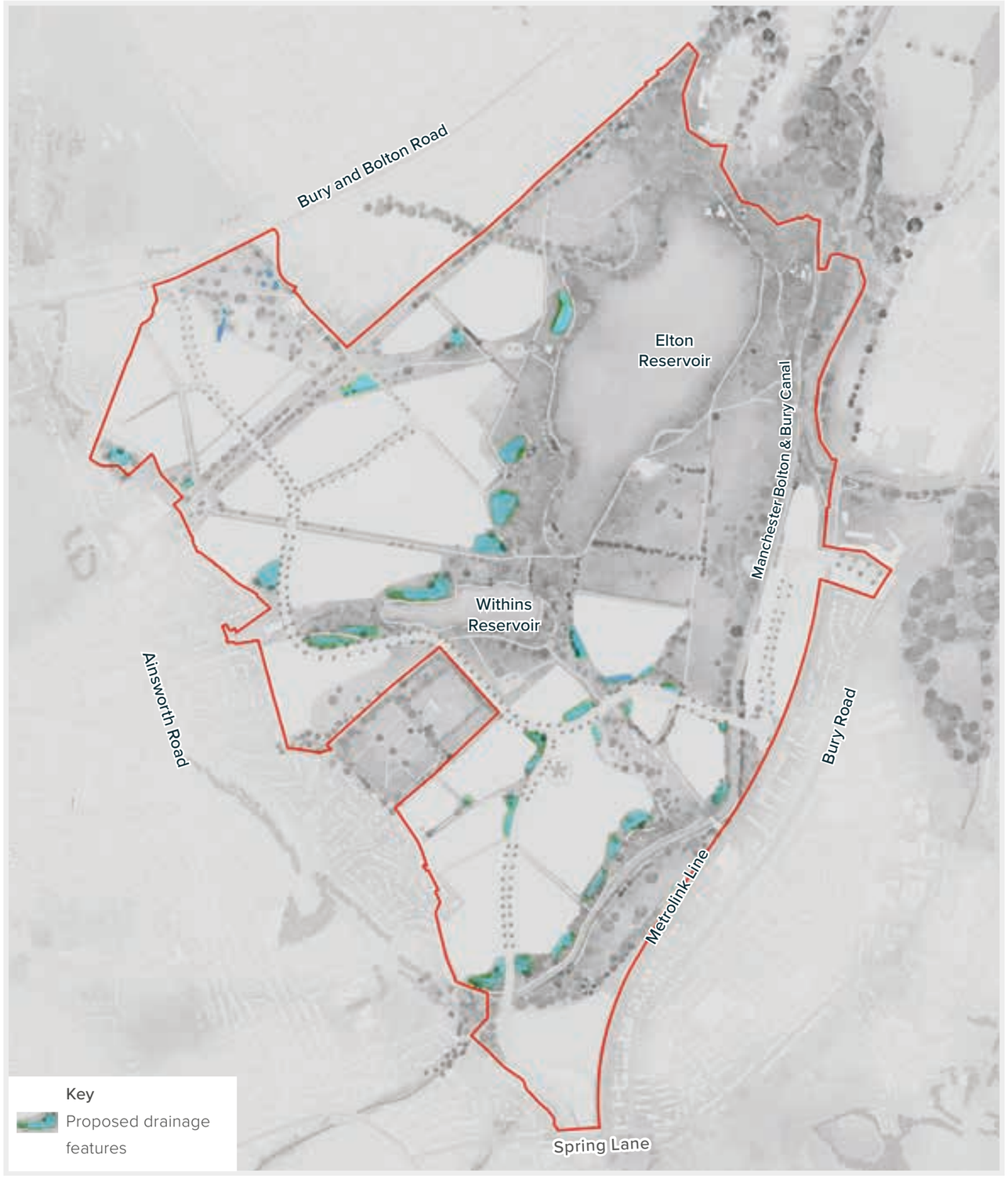
Example of drainage feature

Flood Risk & Drainage

The adjacent plan illustrates the proposed indicative strategic drainage strategy for the development.



Example of drainage feature integrated within green corridor



Strategic Drainage Plan

Education

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir and JP-P5: Education, Skills and Knowledge

The development will contribute to new and expanded education provision to meet the needs of the development. PfE Policy JPA7 requires the provision of two new two-form entry primary schools and additional secondary school provision.

Secondary school provision

The allocation includes land for a new secondary school on the Coney Green site, and this has increased secondary school provision in the area. There is likely to be a need for additional secondary school places as the development progresses. Financial contributions towards the cost of additional secondary school provision will be secured as part of relevant planning applications for each phase of development. Further details regarding contributions can be found in SPD17- Developer Contributions for Education.

Primary school provision

In recent years, there has been a decline in the birth rate in Bury and the number of primary school children living in Bury is projected to fall in the medium term. Consequently, in terms of primary school provision, there is an identified surplus in primary school capacity within the locality, particularly to the south of the site. This surplus capacity is forecast to grow, and current evidence indicates that it is now unlikely that two new two-form entry primary schools will be required on site.

Instead, it is envisaged that the primary school needs within the southern part of the site will largely be met within existing primary schools to the south of the site. As the surplus capacity in the north of the site is less, it is considered that this is the most appropriate location for a new primary school.

Therefore, the current strategy for meeting primary school provision is a combination of utilising spare capacity in existing schools in the short term where it exists, and in the longer term the provision of a new two-form entry primary school on site with potential for extension to a three form entry school should this arise in future. The indicative masterplan therefore provides for one new two-form entry primary school to meet needs arising in the northern part of the site.

Safeguarded school site

In accordance with DfE requirements, land of a suitable size to accommodate a new two-form entry primary school will be safeguarded at an appropriate location in the north of the site in line with the site's planning and delivery strategy. Based on current evidence this will meet the needs of the Elton Reservoir site.

The Council wishes to retain flexibility to accommodate any future needs over and above those currently anticipated to arise from the development. The layout and design of the school should be future-proofed to accommodate potential for further expansion should the need arise. Accordingly, the indicative masterplan safeguards additional land, immediately adjacent to the school site, which would enable the school to be expanded to three-form entry in future if needed. A total of 2.3 ha of land is safeguarded in line with current DfE standards.

The proposed location of the new school is shown to the north of the site near to the Mill Quarter Local Centre. It is anticipated that this new school will serve the pupils located in the north of the development where the majority of family housing is to be located. It would also serve some of the demand from the southern part of the site. However, the location of the new school is not fixed at this stage and would be subject to detailed design. The proposed location seeks to reduce reliance on car travel for short trips and supports walking, wheeling and cycling to school. It also considers the surrounding road network to avoid traffic congestion and parked cars dominating the street scene.

As the proposed new school is also near to the Mill Quarter Local Centre, it will act as a catalyst for activity, promoting community interaction and boosting the local economy.

To maximise the recreational benefits for existing and future communities and to meet some of the sport and recreational needs arising from the wider development, opportunities for the dual use of recreational space and facilities on the proposed new school site will be explored. The education provision and any dual recreational use will be delivered in accordance with the phasing and delivery Strategy and secured through future planning applications and associated legal agreements.

Delivery of the School

The Council will work closely with the Local Education Authority and the developers of the allocation to ensure the delivery of the education provision at an appropriate time in the development programme.

The Council will continue to carefully monitor and model the forecast demographic changes so that new education provision provided on-site within the masterplan will be delivered at the appropriate trigger points aligned to the phasing of the scheme and taking into consideration wider demographic trends.

The precise timing of delivery of the primary school will be determined by the Council's Education Needs and Demand Assessment, which will also be used to update the Infrastructure Delivery and Phasing Strategy for the site. Planning applications for the site will need to reflect the most up to date evidence to ensure that the additional education needs generated from the development are provided for at the appropriate time.

Financial contributions towards the primary education, would then be secured through the relevant planning applications on the site, once the housing numbers and mix are confirmed. The financial contributions and requirements would be calculated in accordance with the SPD17- Developer Contributions for Education or any future revision. These contributions would be directed towards delivery of a new two-form entry primary school on site and expanding capacity at existing schools within the relevant Pupil Planning Area subject to review by Bury Education Authority.

Education

Primary School Provision

The indicative masterplan provides for one new two-form entry primary school with potential for it to grow to a three-form entry primary school, should that be required, within the Mill Quarter to the north of the site.

Whilst the location of the proposed school will be kept under review, the proposed location seeks to reduce reliance on car travel for short trips and supports walking, wheeling and cycling to school. It also considers the surrounding road network to avoid traffic congestion and parked cars dominating the street scene.

The proposed new school is also located near to the Mill Quarter Local Centre acting as a catalyst for activity, promoting community interaction and boosting the local economy.





Primary School Concept Plan

Local Centres & Healthcare Provision

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir

The masterplan proposes three distinct local centres which will provide a diverse range of appropriate retail, healthcare and community facilities, varying in character depending on their surrounding context and offering a variety of employment opportunities.

These are:

1. Redvales Works Local Centre
2. Withins Valley Local Centre
3. Mill Quarter Local Centre

Healthcare Provision

The necessary mix and specific location for the provision of healthcare facilities will be determined in consultation with the Greater Manchester Integrated Care Board's (ICB) Primary Care and Estates teams for the Bury Locality, in line with the principles set out in this chapter.

On-site healthcare provision should be within a single building with a planned mix of compatible uses in proximity. The design of any on-site healthcare facility will need to meet the most up to date model of health care provision standards and be sized to incorporate the building as well as operational requirements related to parking, servicing and access for emergency vehicles.

Opportunities to consolidate existing health provision within the area will also be explored. Where there is potential for co-location of the primary care services required by the development with other complementary services, consideration will be given to ensure that the specific clinical design requirements of primary care can be satisfied.



Local Centres Location Plan

Local Centres

Redvales Works Local Centre

Redvales Works Local Centre will be one of the primary mixed-use centres, and it is proposed to be the civic and cultural quarter of the future development. Benefitting from the Metrolink stop and travel hub, it will be a primary meeting point for the community and a hub of activity at the eastern gateway.

This centre will be the promoter of the modal shift towards active travel and car use reduction, therefore urban grain and parking requirements of this local centre will need to reflect the new needs of the evolving community, through the use of civic squares and car-free zones amongst buildings.













A variety of mixed uses will feature in this local centre, with potential for restaurants, cafes, shops and community facilities located on the ground floor of apartment blocks, spilling onto pedestrianised streets and catering for the footfall created by the travel hub.

Local Centres

Withins Valley Local Centre

Withins Valley Local Centre is proposed to be a place where nature and community meet. Smaller in size, it will cater for the day-to-day needs of residents and create a focal point in the southern part of the development. It will also include provision to meet identified needs for older persons' housing.











It is located at the meeting point of a number of active travel routes and green corridors, which will draw people in creating opportunities for natural play, community growing areas, and leisure activities.

It is also a place where the community can come to rest, connect with others, and gather in contact with nature.

Local Centres

The Mill Quarter Local Centre

The Mill Quarter Local Centre is also a primary mixed-use centre, which will provide a range of facilities including a retirement village, community and healthcare facilities, retail and co-working spaces in the western part of the development.











This local centre will be a primary meeting point for the community, accommodating working, learning and leisure opportunities. The primary school is proposed to be located in proximity to the Mill Quarter Local Centre, acting as a catalyst for activity, promoting community interaction and boosting the local economy.

The co-location of uses, including shops and services, residential, retirement village and school, will create activity and vibrancy. The built form will support these uses through the incorporation of courtyards and intimate streets, using a combination of hard and soft landscape where people can rest, meet and socialise.

Open Space, Sport & Recreation

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir and Bury UDP Policy RT2/2: Recreation Provision in New Housing Development

The amount of open space to be delivered will be informed by the number and mix of homes. In line with existing local policy requirements and standards, and based on an indicative housing mix, the sport and recreation demands arising from the development are likely to be:

- 6.72 ha of parkland;
- 34.52 ha of natural and semi-natural greenspace;
- 5.38 ha of amenity greenspace;
- 2.1 ha of allotment provision;
- 2.1 ha of children and young people's play spaces;
- Youth (11v11 and 9v9) and mini (5v5 and 7v7) grass pitches;
- 3G pitches; and
- Replacement of existing recreation space at Warth Fold.

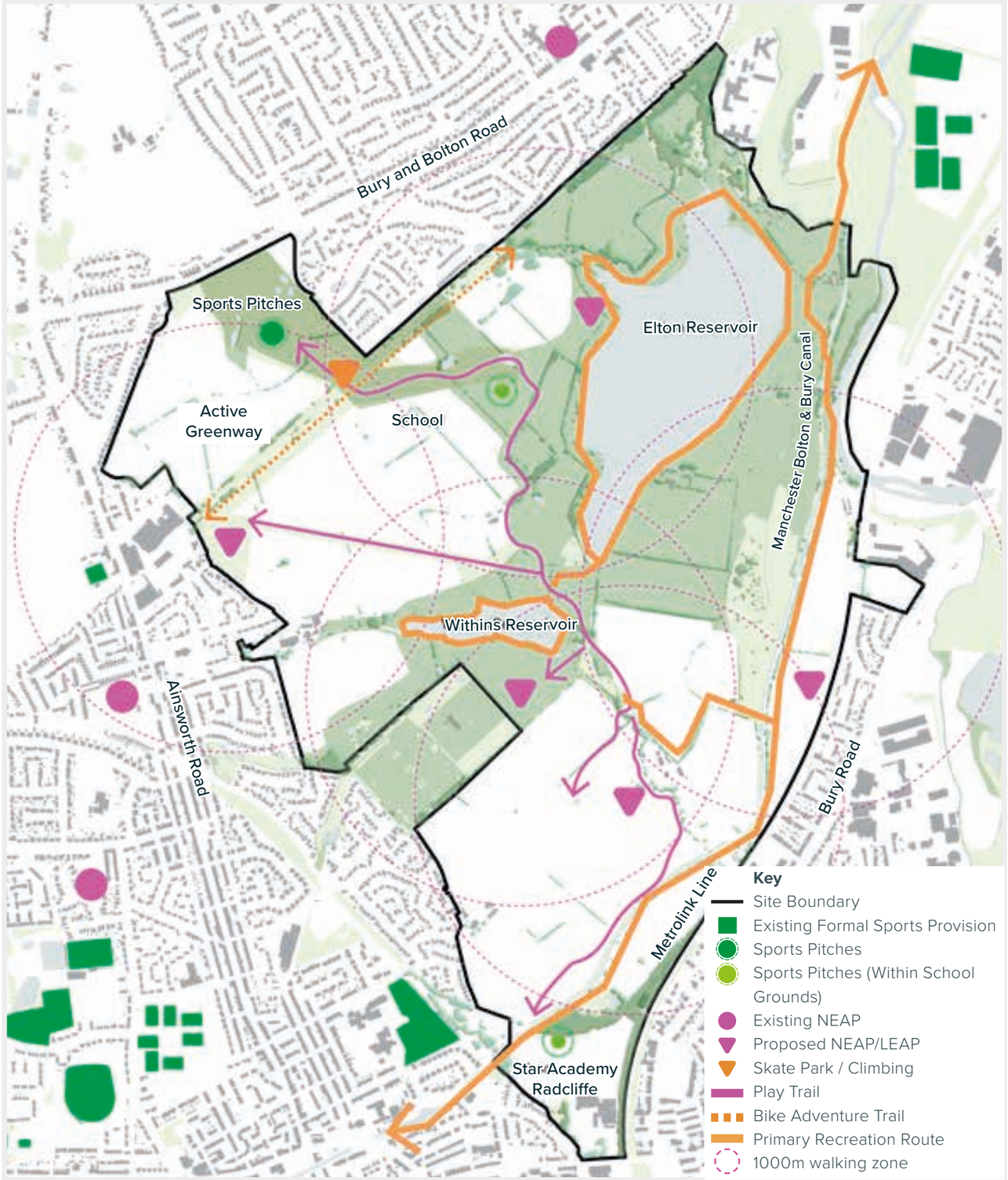
The masterplan includes proposals for a significant green corridor, which provides a strategic amount of new, high quality and publicly accessible open space. This approach seeks to meet the sport and recreational needs arising from the development, whilst conserving and enhancing the retained Green Belt and existing reservoirs, waterways and active travel corridors. It will maximise access and recreational benefits for existing and future communities. Opportunities for the dual use of facilities through new school provision should be explored along with the potential for 3G provision to help to accommodate mini formats of pitch sports.

Neighbourhood Equipped Play Areas (NEAPs) should be located within key open spaces and adjacent to existing recreation assets (Elton Reservoir).

The masterplan proposes a holistic approach to sports and play across the site harnessing the potential of existing natural assets and community facilities while respecting sensitive habitats and ensuring managed access. Creating a more accessible network of amenity open space and enhanced PRoW will provide greater connectivity across the Elton Reservoir site and deliver multi-functional space that can support recreation, play, sport and other community activities.

The water bodies and watercourses provide a great opportunity for recreation and a focus for residents to enjoy the green spaces. Opportunities to enhance the range of publicly accessible activities at Elton Reservoir will be explored with the Canal and Rivers Trust and Elton Sailing Club.

A focus on nature-based education and play will reflect the sensitive nature of the Green Belt and surrounding protected habitats. Contact with nature provides a wide range of benefits, including physical, mental and social well-being benefits, as well as learning opportunities and the chance to develop an understanding of nature.



Open Space, Sports and Recreation Plan

Open Space, Sport & Recreation

The masterplan proposes key areas of open space at:

1. Western Gateway
A green and welcoming arrival space with formal sports provision and community uses.

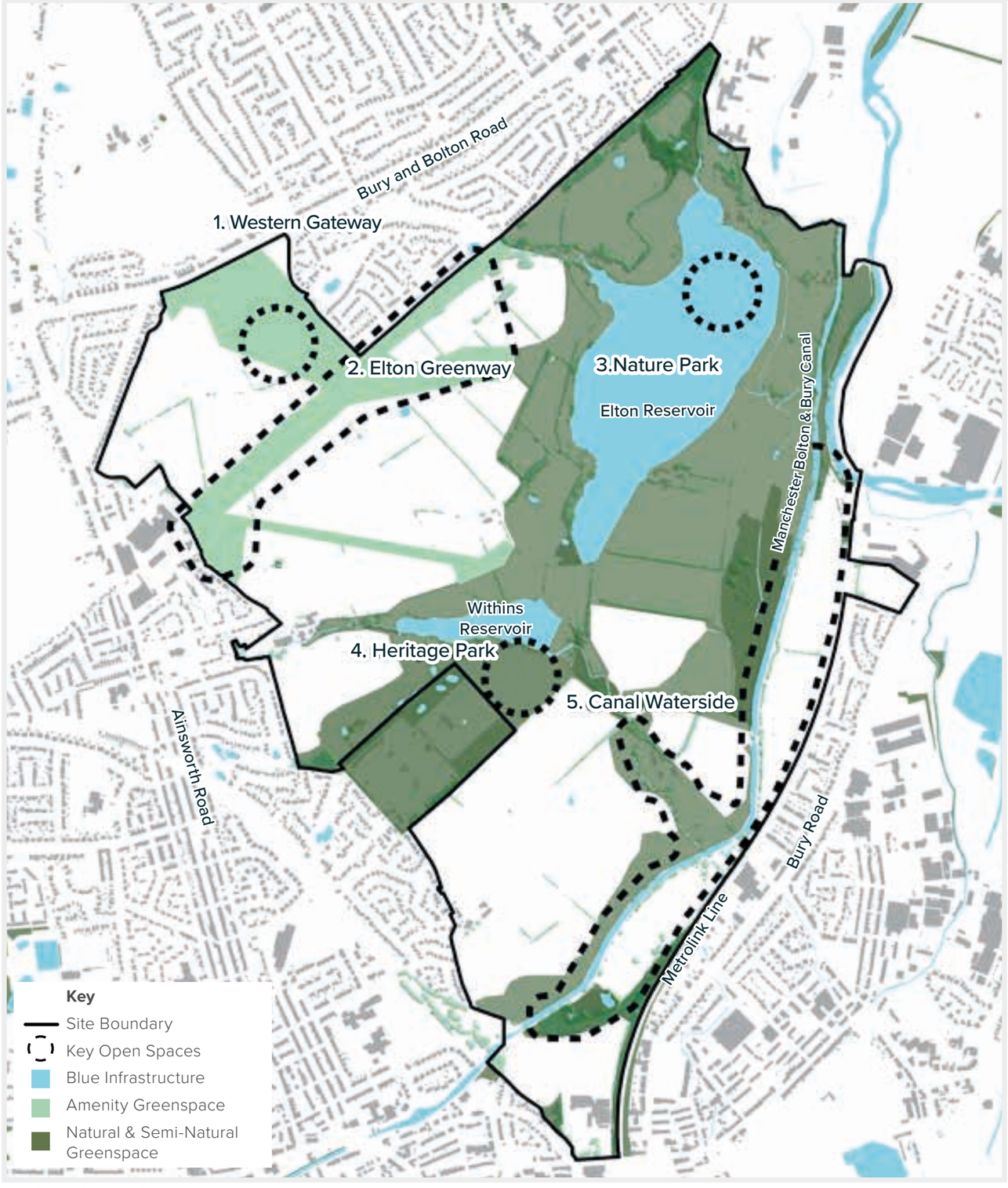
2. Elton Greenway
A new ecological and recreational greenway providing enhanced east-west connectivity, improved wildlife corridor and community play, leisure and growing space.

3. Nature Park
Focused around the existing reservoirs, the Nature Park will provide an enhanced network of walking and cycling routes, access to the water for recreation and improved facilities.

4. Heritage Park
A new community greenspace with play, informal sports and historic interpretation to celebrate the site's historic features.

5. Canal Waterside
The Manchester, Bolton & Bury Canal will provide an attractive waterside living environment and become a focus for recreation, active travel and biodiversity.

Any planning applications on the site will need to take account of a site wide open space, sport and recreation strategy which sets out the quantity, quality, accessibility, delivery and management of on-site provision. This strategy should be prepared in accordance with Bury's local standards and evidence base including Bury Council Open Space Assessment (2026) and supplementary planning documents.



Key Open Spaces Plan

Green Belt, Landscape & Heritage

Green Belt

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir; JP-G2: Green Infrastructure Network; and JP-G7: Trees and Woodland

The identification and deliverability of compensatory improvements to the environmental quality and accessibility of the remaining Green Belt in the vicinity of the site should be submitted as part of a planning application. It is anticipated that this could be achieved within the area of retained Green Belt within the site. Open space proposals for the site are described in the previous section of this chapter, *Open Space, Sport & Recreation*.

Trees & Woodland

An assessment of trees is expected to accompany all planning applications. Where mature trees are removed, these should be replaced with trees of suitable number, size and maturity, taking into consideration the width of the tree and contributions to the treescape, biodiversity and other ecosystem services to provide adequate compensation.

Engagement with City of Trees as part of the planning process is recommended.

Heritage

Development plan policies of most relevance are: PfE Policies JPA7: Elton Reservoir and JP-P2: Heritage

Development should take appropriate account of relevant heritage assets, and their settings, including the Old Hall Farmhouse Grade II Listed Building.

The indicative masterplan shows development set back from Old Hall Farmhouse and associated gate piers ensuring separation between the listed assets and new development to preserve an appreciation of their rural setting and views to and from the principal northern elevation.

The indicative location of the link road avoids the potential ‘hengiform’ allowing remains to be retained in situ. The creation of a new publicly accessible heritage park will improve public understanding and appreciation of the heritage of the area, including through public art and interpretation. The route of the Roman road will also be retained and referenced through public art and footpath alignment.

Subject to further assessment, development is to be set back from Higher Spen Moor Farm House allowing for the potential retention of the farmstead in situ.

Other Technical Matters

Digital Connectivity

Development plan policies of most relevance are: PfE Policy JP-C2

It is expected that internet connections will be operational and immediately accessible to network providers when occupiers move into new properties. A digital connectivity statement is expected to accompany all planning applications.

Minerals

Development plan policies of most relevance are: PfE Policy JPA7: Elton Reservoir and GM Minerals Local Plan Policy 8: Prior Extraction of Mineral Resources

Planning applications will be expected to be accompanied by evidence of how the requirements of Policy 8 of the Minerals Local Plan have been addressed.

Landfill & Contamination

Details of remediation and coal mining risk assessments are expected to accompany all planning applications, where required.

Areas subject to potential contamination will be expected to undertake detailed assessments in accordance with the Land Contamination Risk Management (LCRM) framework (Land contamination risk management (LCRM) - GOV.UK), to ensure that risks to human health, controlled waters and the wider environment are fully understood and appropriately managed.

Construction

Planning applications will be expected to be accompanied by evidence of appropriate site investigations and condition surveys where there is potential for impacts on existing infrastructure, such as private drainage systems and the highway network. These surveys establish baseline conditions and provide a clear mechanism for identifying and addressing any subsequent damage.

Chapter Eight

Elton Phasing Strategy

Phasing & Delivery

The Elton Reservoir site provides a major residential-led development opportunity with potential to deliver around 3,500 new homes, supported by a range of essential physical and social infrastructure, including a new Metrolink stop, a new link road and new primary school. This Development Framework provides a high-level strategy for the site and establishes the key principles for the future delivery of the Elton Reservoir site, whilst retaining flexibility to allow for opportunities across the site.

Given the size of the development, it will take several years for the development to be fully delivered and therefore it is important to prepare a phasing and delivery strategy to bring the site forward. This phasing and delivery strategy helps to shape the parameters within which future planning applications will be brought forward, and provides a holistic and coordinated approach to the delivery of on and off-site physical and social infrastructure. Development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach is proposed in order to be responsive to opportunities.

To support the delivery of infrastructure across the site, an Infrastructure Phasing and Delivery Strategy ("IPDS") will be prepared in accordance with the PfE Policy JPA7 and JP-D1 and SPD18. This IPDS should be read alongside this SPD, noting that the IPDS is intended to be a "live document" that is continuously reviewed and updated as plans, evidence, infrastructure costs and the potential of funding become available.

Planning applications within the site will be required to demonstrate how proposed development would assist in the delivery of key infrastructure, without compromising or prejudicing the comprehensive development of the site.

Proposals will need to demonstrate how the development of individual plots is consistent with the ERDF, the IPDS and any other material considerations.

Planning applications should not sterilise, frustrate or otherwise constrain the delivery of other parts of the site or the strategic infrastructure requirements.

All development plots will need to be sufficiently coordinated with appropriate infrastructure delivered at the correct time to support a sustainable and comprehensive development. Planning applications which fail to deliver or contribute towards the wider strategic infrastructure requirements will be resisted.

All development proposals within the site will be required to make a fair and proportionate contribution towards the infrastructure, facilities, services, and mitigation measures needed to support the overall allocation. These contributions should be informed by site-wide delivery strategies for each relevant element.

In addition, major developments coming forward on unallocated sites that will be reliant on or share infrastructure provided to support the delivery of the site will be expected to make an appropriate and proportionate contribution towards the delivery of that infrastructure. Contributions will be secured having regard to the scale of development, its cumulative impact on the transport network and other services, and the need to ensure that the costs of essential infrastructure are shared fairly across all developments benefiting from planned investment.

In addition, major developments coming forward on unallocated sites that will be reliant on or share infrastructure provided to support the delivery of the site will be expected to make an appropriate and proportionate contribution towards the delivery of that infrastructure. Contributions will be secured having regard to the scale of development, its cumulative impact on the transport network and other services, and the need to ensure that the costs of essential infrastructure are shared fairly across all developments benefiting from planned investment'.

The link road through the site will accelerate development and delivery, and will provide a new strategic highway and public transport asset that will help movement in Radcliffe and Bury West. Planning applications will be expected to demonstrate how delivery of housing and other development, including social infrastructure within the site will be coordinated with the delivery of transport and other physical infrastructure that is needed to support it.

Given the link road's strategic importance, the Council will work with key stakeholders and developers to help advance the necessary highway works and other key infrastructure as early as possible in the delivery programme. Early delivery of this road will facilitate development across the zones outlined below so that they come forward at pace.

Ecological mitigation and the timely delivery of key green and blue infrastructure are fundamental to the successful phasing of the Elton Reservoir development. Habitat and species protection, ecological connectivity and sensitive access management must be implemented ahead of, or in parallel with, development to ensure that early construction phases do not adversely affect retained ecological features.

Early establishment of strategic green corridors - including SBIs, pond networks, riparian habitats and woodland edges - will safeguard ecological function while providing the foundation for Biodiversity Net Gain delivery and high-quality placemaking.

The recreation and sports provision should be delivered alongside development to ensure that both demand is met and communities have the opportunity to connect with this infrastructure as the site becomes occupied.

Key Infrastructure Requirements

Development proposals must:

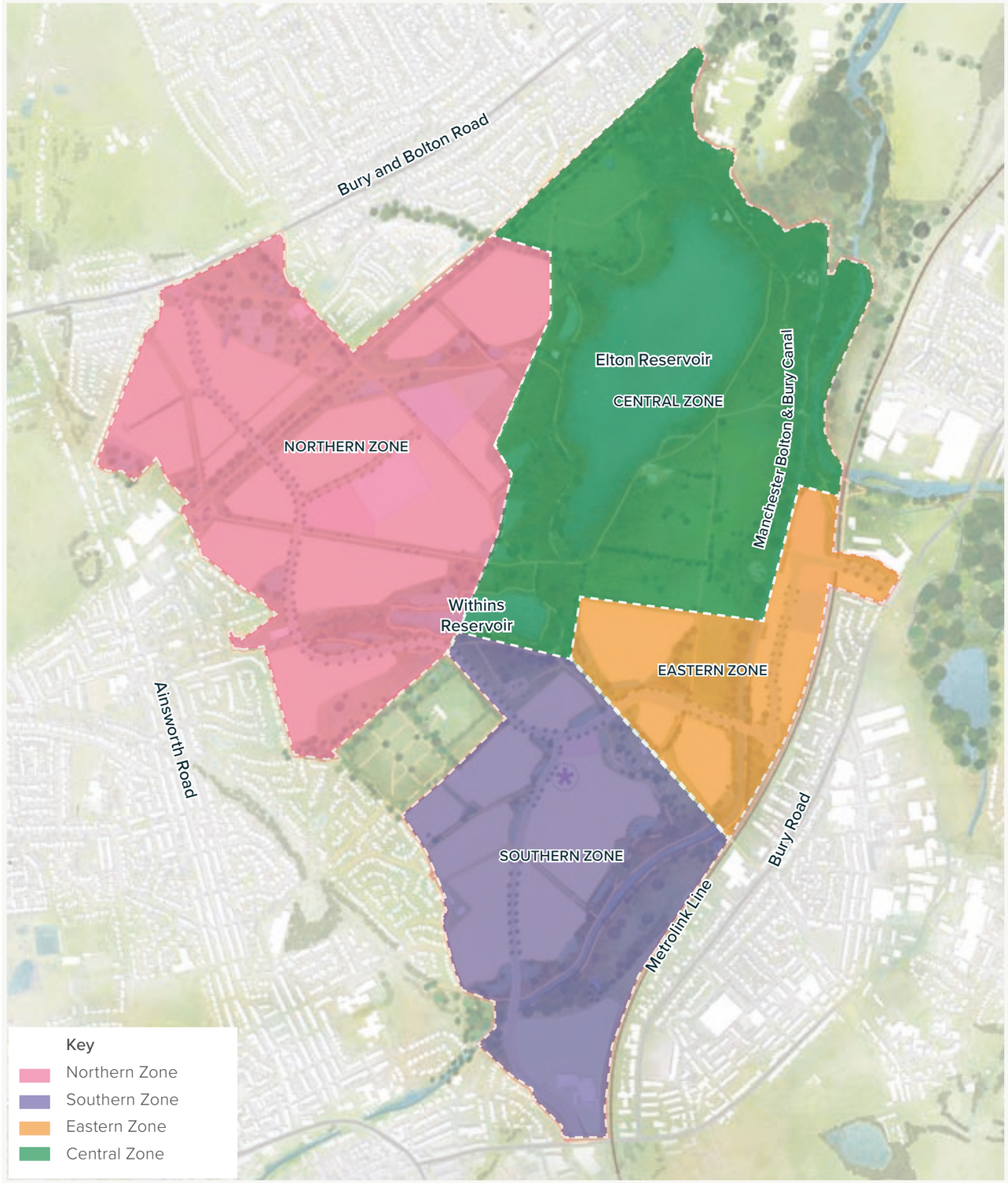
- Ensure that they are acceptable in planning terms, such that they mitigate their on and off-site impact in accordance with this Development Framework;
- Make an appropriate contribution to ensure the delivery of the strategic infrastructure identified by the Development Framework; and
- Ensure that they will not prejudice the delivery of strategic infrastructure and development on third party land.

Infrastructure requirements to support development at the Elton Reservoir site have been categorised as being either strategic infrastructure (primary infrastructure needed to support the full delivery of the site) or local infrastructure (on-plot infrastructure delivered directly as a matter of course by each developer to meet the requirements of individual development parcels).

Triggers for the strategic infrastructure will be identified through relevant and updated technical evidence. These triggers will also be included and refined in the IPDS and during pre-application discussions between applicants and the Council, ensuring proper determination of the appropriate triggers for the delivery of infrastructure.

The Elton Reservoir site is split into four broad 'zones', each of which will include multiple phases of development. These zones are shown on the adjacent Development Zones plan and comprise:

- **Northern Zone** - with potential to deliver up to 1,620 homes;
- **Eastern Zone** - with potential for up to 770 homes;
- **Southern Zone** - with potential for up to 1,100 homes; and
- **Central Zone** - comprising the Nature Park, recreational routes, ecological mitigation, Biodiversity Net Gain provision and Green Belt compensation.



Development Zones Plan

Key infrastructure Requirements

Strategic Infrastructure Requirements (site wide)

All development will be required to contribute to the strategic infrastructure requirements identified in the table below.

Infrastructure Element	Infrastructure Requirement	Comments
Highways and Public Transport	A north-south strategic link road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe, with a strategic connection from the link road to Spring Lane, Radcliffe	The link road will need to be operational at an appropriate time in the development programme to facilitate public transport and active travel through the site. The point at which this becomes necessary will be determined through a detailed Transport Assessment (TA) for the whole site and factored into planning applications as they come forward. With development anticipated to be undertaken simultaneously across all three development zones, the TA will provide the evidence to determine the capacity of the network and shape junction designs in the relevant locations. The TA will identify when the transport mitigation (including secondary access / egress) will be required.
	New Metrolink Stop and Public Transport Hub.	The new Metrolink Stop and Public Transport Hub is identified in the 2050 Greater Manchester Local Transport Plan Delivery Plan. The Bury West Transport Framework reinforces this public transport intervention at this site. Subject to final funding and business case approvals, the scheme will be delivered or be in delivery before 2032
	Active travel network including cycleways and pedestrian links.	These will be required throughout the site and within individual zones. The primary active travel routes will run alongside the Link Road, ensuring connectivity with all zones. Each development plot will need to demonstrate linkages to the site wide network (existing and new as appropriate).
	Bus Stop Provision	Triggers to be determined through a Transport Assessment for the site and in conjunction with TfGM.
	Off-site highway improvements	Triggers to be determined through a Transport Assessment for the site.
Social Infrastructure	Primary School Provision including new 2-form entry primary school with capacity to increase to 3-form	Triggers to be determined though Bury Council's Education Needs and Demand Assessment, in accordance with evidence of need for provision generated by the development.
	Secondary School Provision	Triggers to be determined in accordance with evidence of need for provision generated by the development.
	Healthcare Provision	Triggers to be determined through up-to-date needs and capacity assessments in collaboration with NHS GM ICB. Should on-site provision be shown to be unfeasible, a financial contribution will be required to provide off-site additional healthcare provision.
	Local Centres, including retail/community	Triggers to be determined through up-to-date needs assessments.
Environmental Infrastructure	Nature Park, Heritage Park, Green infrastructure including public open spaces, sports facilities and playgrounds.	Triggers to be determined by Bury Council's Open Space Assessment (2026) and Playing Pitch Strategy and a Heritage Strategy for the site.
	Surface water attenuation and SuDS, integrated with areas of green infrastructure.	Triggers to be determined through a drainage strategy for the site.
	Measures to protect hydrology and water quality throughout the development.	Triggers to be determined through a drainage strategy for the site.
	Assessment of reservoir integrity and risk of breach	Triggers and any necessary work to be determined through study of reservoir walls
	Utility Infrastructure	Site wide strategies for utilities including foul water, water supply, electricity and telecommunications, to be considered holistically so that service providers can plan any off-site investment response that may be required. Triggers to be determined through the utility strategy for the site
	Nature areas, ecological mitigation and biodiversity net gain.	Triggers to be determined through an ecology strategy for the site.

Key infrastructure Requirements

Local Infrastructure Requirements (per plot)

In addition to the strategic infrastructure requirements above, each development proposal coming forward in the site will be required to provide specific necessary infrastructure to allow it to come forward.

Whilst there may be some bespoke requirements on some development plots, it is likely that the following will be required on each plot:

- Appropriate access/egress arrangements into the development plot from A58 Bolton and Bury Road, Radcliffe Road, Spring Lane or the proposed spine road;
- Active travel access from A58 Bolton and Bury Road, Radcliffe Road, Spring Lane or the proposed spine road;
- Internal highways;
- Internal walking and cycling routes;
- Utilities;
- Drainage (SuDS and attenuation ponds);
- Drainage (foul water);
- Water Supply;
- Power Supply;
- Telecoms Supply;
- Noise and Air Quality mitigation; and
- Green Infrastructure.

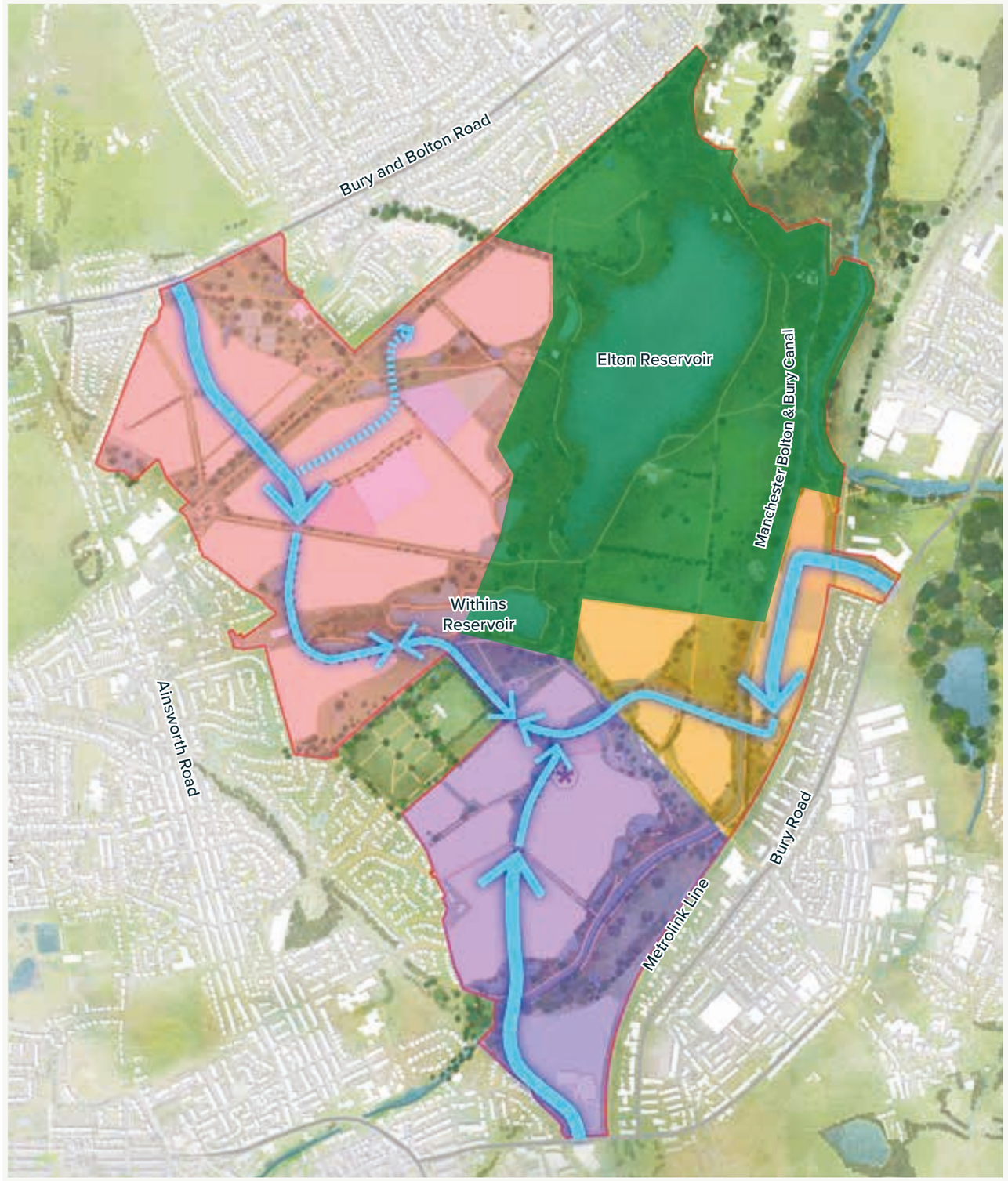
Phasing

The Elton Reservoir site includes four broad zones, shown on the adjacent plan.

Phasing of development, including the amount of development capable of being delivered within each zone, will be informed by more detailed evidence on site conditions and capacity, and timing will be determined by the delivery of the link road and the extent of available capacity within the surrounding highway network. This will need to be managed to ensure that highway and junction improvements are delivered outside of the site to accommodate additional movements.

Critical to this will be the need to exploit the sustainable location of this site and to deliver early investment in and around the site to improve public transport and active travel infrastructure. The delivery of the link road will be vital in ensuring that existing and new residents in this area and the surrounding local communities are able to gain easy access to this new infrastructure (e.g. providing access to both the new Metrolink stop and the existing stop at Radcliffe).

All phases of development will be delivered in line with the comprehensive vision for the wider development, supporting the site-wide requirements for infrastructure, particularly with regards to the link road, power and water and wastewater infrastructure, active travel, public transport, education provision and greenspace.



Spatial Areas and Phasing Plan

Phasing

Northern Zone

It is envisaged that residential development will commence in the Northern Zone of the allocation, with the key features in this area including:

- A mix of up to 1,620 homes;
- Affordable housing in line with PfE Policy JPA7;
- Primary access taken from the A58 Bolton and Bury Road;
- A significant new junction at the A58 access designed to provide for movement throughout the whole allocation, providing connectivity to later phases / southern and eastern zones within the development;
- Off-site highway and junction improvements including at the A58/ B6292 Bury Bolton Road junction;
- A new two-form entry primary school (with the ability to extend this to a three-form entry should there be a future need);
- A local centre, with community, healthcare and retail facilities;
- Specialist accommodation for later living;
- Green space provision, including new sports pitches, neighbourhood play spaces and new linear greenways linked to active travel routes throughout the zone, connecting into the other two zones and beyond; and
- Early strategy for mitigation to enhance connectivity between the network of retained ponds.

Development in this zone will start on the development plot which fronts the A58 Bury and Bolton Road. The link road in this plot will support development either side of it and enable future access into the site for the more residential development, and the primary school and local centre.

Highway infrastructure and other physical and social infrastructure will be carefully phased alongside the new homes. The timing of delivery of the new primary school will be determined by the Council's Education Needs and Demand Assessment and ensure that appropriate provision is in place and available before existing schools in this part of Bury West reach their pupil capacity.



Northern Zone

Phasing

Eastern Zone

The Eastern Zone will provide important infrastructure that is essential to facilitate an increased volume of development and to create sustainable transport options. The key features in this area include:

- A mix of up to 770 homes;
- Affordable housing in line with PfE Policy JPA7;
- Primary access to serve the zone will be taken from Radcliffe Road, with an at-grade crossing across the Metrolink line;
- A significant new junction at Bury Road will be designed to provide for movement throughout the whole allocation, providing connectivity to later phases / northern and southern zones within the development;
- Off-site highway and junction improvements, including at Radcliffe Road and the A56;
- A new Metrolink stop and associated Travel Hub and facilities;
- A local centre, providing for neighbourhood retail provision and other mixed uses;
- Enhancements to the canal corridor, including provision for active travel;
- Strategic element of the link road which provides a crossing over the canal to link into the Northern and Southern Zones; and
- Green space provision in the form of informal sport/recreation facilities, productive landscapes (e.g. allotments, community orchard) and neighbourhood play spaces.

It is envisaged that development of the transport infrastructure will commence at the same time or closely following the early phases of development in the Northern and Southern Zones. This will ensure that the transport provision (including highway, public transport and active travel) is programmed to be operational in time for when the link road is joined up from the Northern and Southern Zones. This linkage and ability to access the new transport infrastructure in this zone will help to facilitate the full quantum of development across the site, as well as the development opportunities in this zone.

The Council will work with stakeholders, including TfGM, to help shape and deliver the new Metrolink stop and travel hub as quickly as possible.



Eastern Zone

Phasing

Southern Zone

The Southern Zone will provide a significant amount of residential development, and the intention is to commence development in this zone as part of the early development phases. The key features in this area include:

- A mix of up to 1,100 homes;
- Affordable housing in line with PfE Policy JPA7;
- Primary access to the zone taken from Spring Lane, with some of this early infrastructure already being developed alongside the new secondary school in this location;
- Off-site highway and junction improvements, including at Spring Lane, Rectory Lane, Church St West and Deansgate;
- A new structure bridging over the canal is required as part of the first phase in this zone, which will provide highway access into the zone (eventually connecting through to the Northern and Eastern Zones);
- Highway which will provide for public transport movement and active travel, with strong linkages through to the existing Radcliffe Metrolink stop and Radcliffe town centre;
- A local centre, providing for neighbourhood retail and other mixed uses;
- Later living opportunities;
- Enhancements to the canal corridor, including for active travel provision and sensitive lighting where appropriate; and
- Green space provision, including a heritage park, play space, informal sports/recreation, neighbourhood play spaces and community orchard/allotment space.

It is envisaged that this zone could come forward at the same time as the Northern and Eastern zones. To enable this, the intention is to advance details on the design of the bridging structure that is needed to cross the canal to access the development parcels in this zone.

Early delivery of this zone will help to ensure residents have access to a range of services and facilities in Radcliffe Town Centre including Radcliffe Metrolink stop primary and secondary schools, retail and leisure facilities.

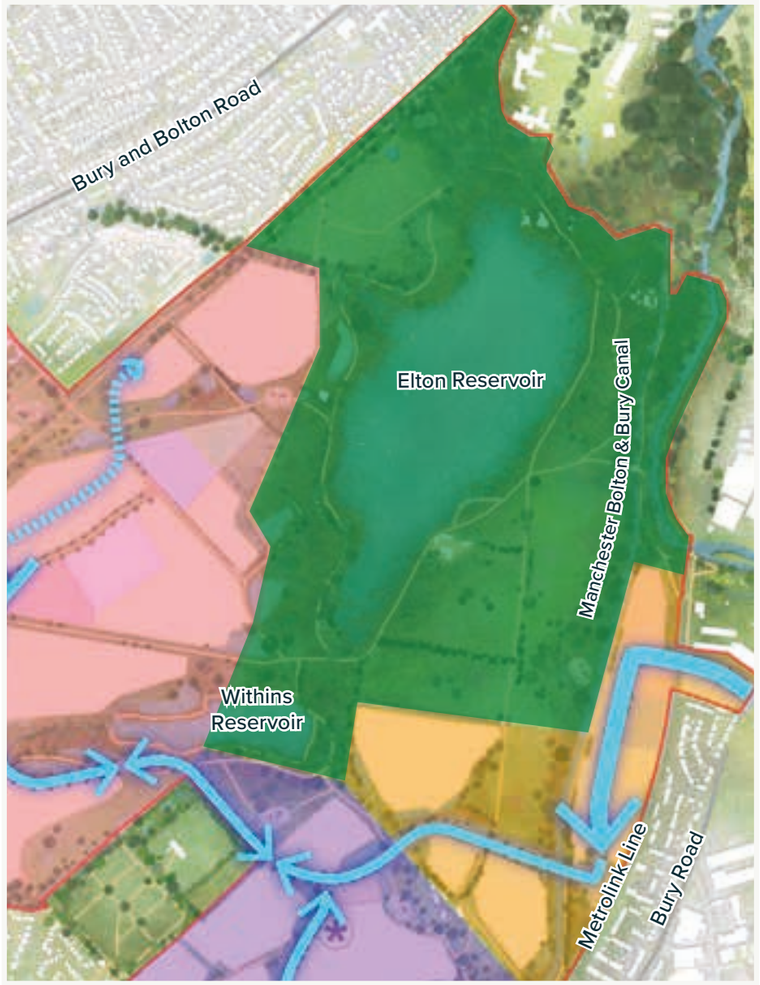


Southern Zone

Phasing

Central Zone

The Central Zone – comprising the Nature Park, recreational routes, ecological mitigation, Biodiversity Net Gain provision and Green Belt compensation – will be delivered in phases in association with each of the three key development zones. All planning applications for development within the site will be expected to demonstrate how the development would contribute proportionately to delivery of the Central Zone, either in kind or through financial contributions.



Central Zone

Summary

The approach to phasing set out in this ERDF is not intended at this stage to be chronological. Instead, the phasing and delivery approach outlined above seeks to accelerate development across all three development zones. Development within these zones will reflect a natural and logical way the site will come forward physically given the spatial principles established by the ERDF and infrastructure integrated within it, coupled with the aspiration to deliver the site successfully.

Due to the scale and nature of the proposed uses, and the timescales within which it is anticipated to be delivered, the ERDF needs to be robust as well as flexible. The ERDF provides suitable controls and principles to guide future proposals and to manage design qualities, whilst being able to adapt to changing market conditions, site constraints and opportunities to accelerate delivery.

The phased delivery of the Elton Reservoir site will be kept under review and will be determined by up-to-date evidence prepared to support future planning applications and the IDPS. Triggers for the strategic infrastructure will be identified through relevant and updated technical evidence.

The Council will work with all partners and stakeholders to bring forward the strategic link road and other strategic infrastructure and development in a coordinated manner that provides significant benefits to new and existing residents in this part of the Borough. This will include the Council (or other public sector bodies) potentially using its statutory land assembly powers (including Compulsory Purchase powers) to enable and facilitate the delivery of this major opportunity.

Funding & Equalisation

Funding

A range of funding and delivery mechanisms will be required, including:

- **Planning conditions and Section 106 Agreements to secure on-site infrastructure:** to secure the delivery of on-site infrastructure required to deliver development.
- **Developer contributions secured via Section 106 and Section 278 Agreements to support off-site infrastructure:** Developer contributions and/or delivery of infrastructure off-site will be secured to assist in mitigating the impact of the development (or relevant phase of the development). In line with the CIL Regulations, contributions will only be sought where they are necessary to make the development applied for acceptable in planning terms and will be fairly and reasonably related in scale to the development.
- **Public sector funding:** Where appropriate, sources of public sector funding will be investigated to assist or accelerate the delivery of strategic infrastructure such as the Metrolink stop.

Equalisation

Equalisation is a mechanism to ensure the fair and proportionate distribution of the necessary costs of the strategic infrastructure requirements, regardless of which specific parcel of land is developed. This approach seeks to avoid the costs falling disproportionately on early phases of development or being pushed back to later phases, which could be to the detriment of the comprehensive delivery of the site.

An equalisation approach will be followed in respect of the Elton Reservoir site. This means that all development proposals within the site must contribute towards the strategic infrastructure in a fair and proportionate manner.

Details regarding the mechanism for identifying fair and proportionate contributions will evolve through the IPDS and any associated documentation to support the delivery of the site.

In line with the Planning Practice Guidance, land values within the site should reflect the requirement to fund strategic and plot-specific infrastructure and mitigation.

The IPDS will continue to be updated to reflect the costs of wider infrastructure requirements at the site as they are understood and will expand upon the approach to equalisation through the contributions to be sought.

Pre-application discussions with the Council will refine local infrastructure requirements, which will be additional to those site-wide strategic infrastructure requirements that all development should contribute towards.

Chapter Nine
Sustainability

Sustainability Strategy

Delivering low carbon, sustainable homes

Greater Manchester's ambition is to become a carbon neutral city-region by 2038. This ambition is supported by Bury Council through a declaration of climate emergency. Achieving this goal will reduce the need for buildings and homes to be retrofitted in future to achieve carbon neutral goals set by Greater Manchester and the UK.

Strategic Objective 7 of PfE "playing our part in ensuring that Greater Manchester is a more resilient and carbon neutral city region" includes two specific themes of relevance to this chapter which are to:

- Promote carbon neutrality of new development by 2028, and
- Improve energy efficiency and the generation of renewable and low carbon energy.

The Elton Reservoir site provides an opportunity to support Bury and Greater Manchester's commitment to net zero through the implementation of the policies within PfE and the delivery of low carbon and highly sustainable homes.

This chapter focuses on the expectations and likely benefits from the Elton Reservoir site with respect to carbon, energy, resource efficiency and climate resilience which, collectively, would make a significant contribution to climate change mitigation and address the impacts of climate change. The specific policies within PfE that are relevant to this section and are considered in turn below are:

- Policy JP-S1: Sustainable Development;
- Policy JP-S2: Carbon and Energy;
- Policy JP-S3: Heat and Energy Networks;
- Policy JP-S4: Flood Risk and the Water Environment; and
- Policy JP-S6: Resource Efficiency.

Carbon and Energy

Policy JP-S2 includes an expectation that new development will be net zero in a phased approach, unless it can be demonstrated that this is not practicable or financially viable:

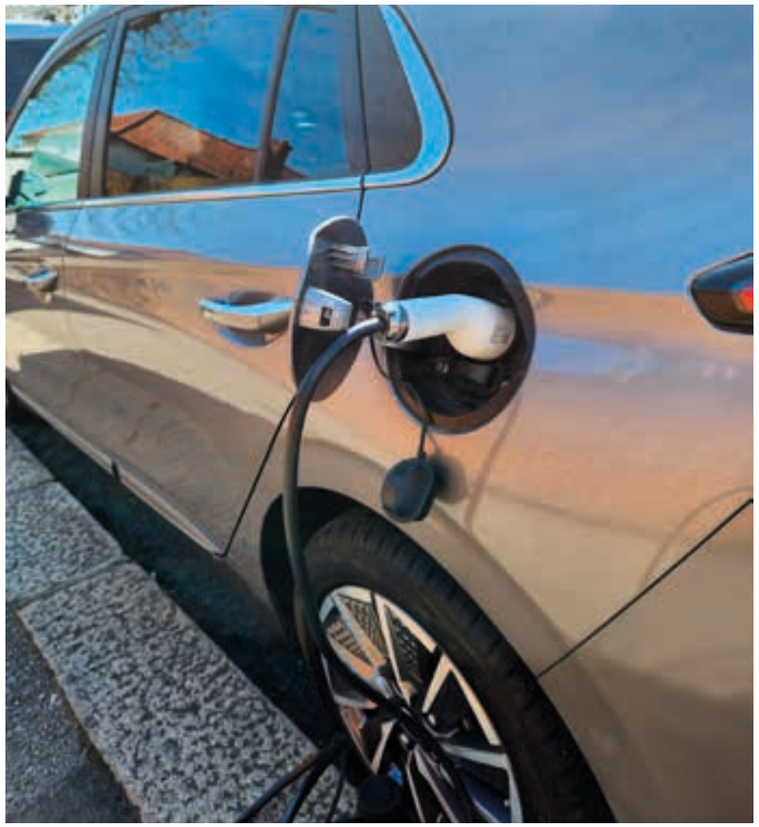
(a) From adoption (2024) – regulated operational carbon emissions: When the amount of carbon emissions associated with the building's operational energy on an annual basis is zero or negative. A net zero carbon building is highly energy efficient and powered from on-site and / or off-site renewable energy sources, with any remaining carbon balance offset.

(b) From 2028 – the above plus all emissions 'in construction': When the amount of carbon emissions associated with a building's materials and construction stages up to practical completion is zero or negative, through the use of offsets. For clarity, construction carbon is defined as life stages A1-A5.

Policy JP-S2 takes the definition of Net Zero Carbon from the UK Green Building Council (UKGBC) Net Zero Carbon Buildings Framework (UKGBC (2019)).

The UKGBC Framework is due to be superseded by the emerging UK Net Zero Carbon Building Standard (UK Net Zero Carbon Building Standard). Implications of this change will need to be considered once the UKNZCBS is launched.

The GMCA has published guidance on the application of its approach to net zero. These are considered in the following pages.



Sustainability Strategy

Net Zero in Operation

The GMCA Net Zero Design Guidance states that for Applicants to comply with Policies JP-S2 and JP-S3, all new buildings should be designed and built to be Net Zero Carbon in operation in compliance with the following where practical and viable:

(a) Fabric efficiency

- Space heating demand of ≤20kWh/m2/year for houses; and
- Space heating demand of ≤15kWh/m2/year for flats.

(b) Energy use and carbon emissions

- BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 – reduction of energy use and carbon emissions' credit issue is achieved, rising to BREEAM 'Outstanding' equivalent from 2028.

(c) Energy Use Intensity (EUI)

- EUI of ≤35kWh/m2/year for TANZ homes only; and
- EUI to be calculated using appropriate methodology e.g. CIBSE TM54.

(d) No fossil fuels and low carbon heat

- The energy strategy will be all-electric to ensure that energy demand is met through the increasingly decarbonising electricity grid; and
- It is expected that heat pumps will be used to deliver the space heating and cooling demand.

(e) On-site renewable energy generation and energy balance

- Roof mounted solar photovoltaics will be prioritised; and
- Residential development should aim to provide PV equivalent to 40% footprint area.

(f) Offsetting (as last resort)

- To be used where practical and viable via a fund which will be developed by Bury Council; and
- It is not expected that emissions associated with unregulated energy will be offset.

Additional requirements listed within the GMCA Net Zero Design Guidance include:

(a) Upfront embodied carbon reporting

(See *Net Zero in Construction* in the next page)

(b) Overheating risk reduction

- Residential uses should avoid mechanical cooling; and
- Non-residential uses should pass CIBSE TM52.

(c) Reporting energy consumption in-use

As the GMCA Net Zero Design Guidance is not incorporated into PfE, the targets included are aspirational but will be used to guide the design and construction of new developments. The exception is the space heating demand targets, which are included within Policy JP-S1 as best practice thresholds and will be applied where practical and viable.





Sustainability Strategy

Net Zero in Construction

The GMCA Net Zero Design Guidance includes aspirational targets for residential development as follows:

- 500kgCO2/m2 for homes; and
- 600kgCO2/m2 for flats.

No targets are provided for non-residential development.

Reductions in construction carbon will focus on material efficiency (e.g. 'use less') in the first instance, before exploring the use of low carbon and innovative materials.

Carbon Offsetting

Where a development cannot achieve net zero requirements or targets, carbon offsetting will be considered; this involves a financial contribution to mitigate or compensate for the effects of unavoidable carbon emissions by investing in an off-site scheme which reduces or removes greenhouse gases elsewhere, such as tree planting or renewable energy.

In collaboration with the GMCA, Bury Council is developing a Carbon Offset Fund to enable applicants to contribute to and achieve Net Zero Carbon where practical and viable.

Heat and Energy Networks

The JPA7 Allocation Site falls within the Bury Town Centre Heat and Energy Network Opportunity Zone.

Initial analysis shows that a district heating system(s) is not likely to offer advantages or carbon savings as individual heat pumps will deliver better environmental performance, lower overall cost and be more flexible to phasing.

As part of any reserved matters and detailed applications, a Low Carbon Heat Appraisal will be prepared setting out a comparative analysis of feasible heating systems, and proposals for a heating strategy which is practical, financially viable, and delivers carbon savings over the course of its operation.

Opportunities for smart energy networks should also be considered, including:

- Energy demand and generation balance;
- Energy storage;
- Microgrid(s); and
- Electric vehicle charging strategy.



Resource Efficiency

Circular economy is a key part of GM's ambition to be a carbon neutral and leading green city region by 2038, and Northern Gateway will have a role in supporting this.

PfE Policy JP-S6 (Resource Efficiency) requires development to use sustainable design and construction techniques to reduce carbon emissions, adapt and future proof to the impact of climate change, reduce and recycle waste and minimise water use.
It is expected that circular economy measures implemented in the development will include, but are not limited to:

- Material efficiency, minimising the quantity of materials used in construction;
- Use of recycled materials and materials with a high recycled content;
- Use of materials which can be repurposed or recycled at end of life;
- Resource (energy and water) efficiency measures during construction and operation; and
- Reduction of waste generated during construction and operation, and diversion of residual waste from landfill.



Sustainability Strategy

Climate Resilience

GM will experience changes to the climate in the future, including:

- Increased annual temperatures;
- Increased winter rainfall; and
- Decreased summer rainfall.

Impacts associated with these changes to climate and measures to mitigate them are set out within PfE Policy JP-S4.

Development will need to demonstrate how climate adaptability and resilience measures have been incorporated, through design measures which are appropriate for the Elton Reservoir site. Design measures expected to be implemented on site include:

- Reducing overheating risk through passive measures in the first instance, using active cooling where necessary;
- Reducing flood risk through Sustainable Drainage Systems (SuDS), incorporating, where possible, existing features, without significantly increasing embodied carbon emissions;
- Incorporating green and blue infrastructure to mitigate overheating, flood risk, and contribute to biodiversity;
- Minimising water use during operation through reducing water demand and incorporating rainwater or greywater harvesting; and
- Appropriate landscaping strategy which suits current and future climate scenarios and doesn't rely on mechanical irrigation.

Environmental Accreditation

PfE Policy JP-S2 requires any non-residential development should achieve a minimum of BREEAM 'Excellent' standard (or equivalent) for the 'Ene 01 – reduction of energy use and carbon emissions' credit issue, rising to BREEAM 'Outstanding' equivalent from 2028.

BREEAM provides a holistic approach to demonstrating sustainability, including categories in Energy, Water, Materials, Waste, and Pollution. The assessment process provides a robust approach to carbon and energy, resource efficiency, and climate resilience.

Applicants are therefore encouraged to pursue certification under BREEAM for non-residential uses over 1,000sqm.

Where feasible and viable, additional accreditation is encouraged to demonstrate the sustainability credentials of the site.



Chapter Ten

Scheme Benefits

Social Benefits

Around

3,500

High Quality New Homes

Active Travel Routes Network

A comprehensive, safe and attractive network of paths connecting to key destinations, in and around new development

3 New Local Centres

With community and health facilities, services and amenities

New Metrolink Stop at Warth Fold

Connecting the new development to the sustainable transport network

1 New two-form entry Primary School

With potential to be extended to three-form entry

Recreation Facilities

Making new development a destination by enhancing water assets for nature and recreation

Environmental Benefits

Over

160 ha of **Open Space**

Including a rich mosaic of multifunctional landscapes for people to enjoy and nature to prosper

Biodiversity Enhancement

Protecting and enhancing existing habitats and creating new opportunities for wildlife to thrive

Mitigation for Potential Flood Risk

In addition to a site-wide strategic drainage strategy

Economic Benefits during Operational Phase

7,730

Residents

3,420 of whom will be in employment, enhancing the economic competitiveness of the local economy

£7.8 million

Public Sector Revenue

From Council Tax and Business Rate payments to be collected by Bury Council

Supporting
180 Gross FTE on-site jobs

Across a mix of uses within the local centres

£111.2 million

Resident Income

Increasing local spending power

470

New Retail and Leisure Jobs

Supported by resident expenditure

£71 million

Resident Expenditure

On retail and leisure goods and services

£9.7 million

Economic Boost

Per annum including £6.5 million concentrated in Bury

Economic Benefits during Construction Phase

£££

40 Gross Jobs

Full Time Equivalent (FTE) jobs supported on average during construction

Generating
30 Net Direct Jobs

Within Greater Manchester, of which 15 FTE jobs filled by residents of Bury

Plus
15 Net Indirect/ Induced Jobs

Within Greater Manchester, of which 5 FTE jobs filled by residents of Bury

£63 million

Economic Boost

During the construction period including £48.6 million concentrated in Bury

Chapter Eleven

Social Value Strategy

Social Value

Social value is about the positive impacts that can be delivered in society and is measured by the actions taken to improve community benefit. There are notable inequalities within Bury's communities around levels of deprivation, health and life expectancy, employment, and educational attainment. The development will help to address these and can deliver social value for local communities. Requirements for social value in planning have the power to unlock additional community benefit from the development which can contribute towards addressing some of the deep-rooted inequality.

To help to address issues around inequalities, it will be necessary for new development on the site to take all practicable measures to maximise its wider social value and its contribution to social inclusion. Opportunities to deliver social value through new development arise in both the construction and operational phases.

A key aspect of this is economic inclusion and ensuring that residents have the opportunity to share in the benefits of development and economic growth. For example, new development that includes effective initiatives around economic inclusion could help residents into employment and/or training, helping to tackle deprivation by raising people out of poverty and reducing inequalities, whilst benefiting the development directly through improved access to a larger, healthier and more highly skilled labour supply.

Planning applications for new homes within the Elton Reservoir site will be expected to be supported by a Social Value Strategy. The production of a Social Value Strategy provides a mechanism for thinking about how social value and social inclusion can be maximised, securing the implementation of suggested measures and enabling the public to understand the positive impact that new development will have on their neighbourhood and community.

The Council will positively engage in the production and implementation of Social Value Strategies, but the involvement of other stakeholders, including local residents, is also strongly encouraged in order to maximise their impact and the acceptance of new development.

Monitoring & Review

This draft ERDF provides a clear vision for the delivery of the Elton Reservoir site. However, if circumstances change and have implications for the vision, design and development principles set out in this document, then a review of this document will be appropriate.

The scope and content of any review would be agreed and the updated ERDF would be subject to a proportionate statutory and/or public stakeholder consultation prior to it being finalised.

Glossary of Terms

Glossary of key terms used in the ERDF:

“3G (third-generation) pitch” an advanced synthetic artificial grass surface designed specifically to replicate natural turf.

“Active Travel” non-motorised means of transport including walking, cycling and wheeling.

“Affordable Housing” housing provided for rent or sale to eligible households whose needs are not met by the market, and complying with the NPPF definition of affordable housing. It includes social rent, affordable rent, discounted market sale housing and other affordable routes to home ownership, as defined by national planning policy.

“Air Quality Management Area” a localized zone designated by a local authority where air pollution levels breach, or are unlikely to meet, statutory national air quality objectives.

“Amenity” the overall quality of a place as experienced by people. This includes factors such as privacy, noise, safety, outlook, sunlight, air quality and the general enjoyment of an area.

“Bee Network” Greater Manchester’s devolved public transport system where bus, tram, and bike hire services offer integrated ticketing and travel.

“Biodiversity Enhancement” refers to any features that promote biodiversity and support ecological functions.

“Biodiversity Net Gain (“BNG”)” a requirement that new development must result in biodiversity being left in a measurably better condition than before development took place, normally by at least a 10% improvement.

“Biodiversity” the variety of plants, animals, and habitats within an area.

“Blue Infrastructure” refers to the network of water bodies and watercourses, such as rivers, canals, wetlands and floodplains, providing environmental, social and economic benefits.

“Buffer Zones” an area of land adjacent to a sensitive feature that provides separation and protection from surrounding activities, helping to minimise environmental, visual, noise or other adverse impacts.

“Bus Rapid Transit” means a high-capacity public transport system that uses buses operating on dedicated lanes that provides a faster, more reliable and efficient service than conventional bus routes.

“Character Area” an area of existing or proposed development which displays built and/or natural features which contribute to a definable sense of spatial and visual character.

“Density” the amount of development on a site, expressed in terms of housing as the number of dwellings per hectare.

“Development Plan” includes the collection of documents that set out the planning framework for the area, which for the site comprises the Places for Everyone Joint Development Plan, the Saved Policies of the Bury Unitary Development Plan, the Greater Manchester Joint Waste Development Plan, and the Greater Manchester Joint Minerals Development Plan.

“Extra Care” a home where residents can access additional levels of care and support to meet particular needs.

“Green Corridors” linear features of green infrastructure, such as hedgerows, tree lines, and waterways, which connect to larger areas of habitat.

“Green Infrastructure” a network of green and blue spaces such as parks, open spaces, river valleys, trees, green roofs and street planting. Green infrastructure supports biodiversity, health, recreation and climate resilience.

“Heritage Asset” a building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions.

“Infrastructure” the essential facilities and services that support a community, including utilities (such as water and electricity), transport networks (roads and public transport), social and community facilities (schools, health care facilities, and community centres), and environmental infrastructure (green spaces and drainage systems).

“Landscape Character” the distinct and recognisable pattern of elements that make up a particular landscape.

“Later Living” homes specially designed or adapted for occupation by older people.

“Link Road” the primary internal road within the development which forms the main route for movement and access, connecting different parts of the site to the wider highway and active travel network and distributing traffic to secondary and local roads.

“Listed Building” a building or structure included on the National Heritage List for England because of its special architectural or historic interest. Listed Buildings are legally protected and works usually require Listed Building Consent.

“Local Centre” a designated area within the development that contains a mix of community, healthcare, retail and other complementary facilities to serve the everyday needs of residents and act as a focus for local activity.

“Metrolink” the light rail network serving Greater Manchester, providing tram services between Manchester City centre and surrounding towns, districts, key employment areas and transport hubs.

“Non-designated Heritage Asset” a building, monument, site, place or area, which is not statutorily designated (eg Listed Building or Scheduled Monument) but which is identified as having local heritage interest.

“Permeability” the ease at which people and wildlife can move through an area.

“Places for Everyone” (PfE) the joint development plan that sets the strategic planning framework for housing, employment and Green Belt across nine of the ten Greater Manchester districts (excluding Stockport).

“Planning Application” a formal request for permission to carry out development, submitted to the Local Planning Authority.

“Planning Condition” a requirement attached to a planning permission that must be met before development can start or continue.

“Priority Habitat Inventory” a database maintained by Natural England of sites which may support Priority Habitats and, where development is proposed, should be the subject of detailed site survey and assessment to ascertain whether they meet Priority Habitat descriptions and associated technical guidance.

“Priority Habitats” are habitats of principal importance for the conservation of biodiversity in England, identified under Section 41 of the Natural Environment and Rural Communities (NERC) Act 2006.

“Retirement Village” Later living accommodation usually with the availability of additional community services and facilities.

“S106 Agreement” a legal agreement (entered into under Section 106 of the Town and Country Planning Act 1990) usually part of a planning permission to mitigate the impacts of a development proposal.

“S278 Agreement” an agreement (entered into under section 278 the Highways Act 1980) between a developer and a Local Highway Authority to enable a developer to make permanent alterations or improvements to an existing public road to accommodate the transport impacts of a new development.

“Site of Biological Importance (“SBI”)” A non-statutory designation for a site that is of county importance for its biodiversity value.

“Social Infrastructure” infrastructure that provides community facilities and services, such as schools, health care facilities (including hospitals, clinics and GP surgeries), community buildings and open spaces.

“Supplementary Planning Document” (SPD) are documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary Planning Documents are capable of being a material consideration in planning decisions but are not part of the development plan.

“Sustainable Drainage Systems (“SuDS”) drainage systems designed to manage rainwater runoff in a way that mimics natural processes, reducing flood risk and improving water quality.

“The Council” means Bury Council.

“The Site” the area within the JPA7 Site Allocation within PfE, which extends to approximately 244 hectares and encompasses land around Elton Reservoir to the east of the A58 Bury Road and the west of the Bury to Manchester Metrolink line.

“Travel Hub” a range of services and facilities intended to make the use of an interchange between public and active travel services convenient often including park and ride spaces, EV charging, taxi pick up/drop off, cycle storage/hire, motorcycle parking, seating/waiting areas, and ticketing and travel information.

“Veteran Tree” a tree which because of its age, size and condition is of exceptional biodiversity, cultural or heritage value.

List of Abbreviations

List of abbreviations used in the ERDF:

AOD: Above Ordnance Datum

BNG: Biodiversity Net Gain

BREEAM: Building Research Establishment Environmental Assessment Method

CIL: Community Infrastructure Levy

CRT: Canal and Rivers Trust

CYCLOPS: Cycle Optimised Protected Signals

DpH: Density per Hectare

EA: Environmental Agency

ERDF: Elton Reservoir Development Framework

EUI: Energy Use Intensity

EV: Electric Vehicle

FTE: Full Time Equivalent

GCN: Great Crested Newt

GM: Greater Manchester

GMAAS: Greater Manchester Archaeological Advisory Services

GMCA: Greater Manchester Combined Authority

GMEU: Greater Manchester Ecology Unit

GVA: Gross Value Added

ha: hectares

IDPS: Infrastructure Delivery and Phasing Strategy

ICB: Integrated Care Board

JPA7: Places for Everyone Joint Development Plan Allocation 7

LCA: Life Cycle Assessment

LCRM: Land Contamination Risk Management

LEAP: Local Equipped Area for Play

LHMP: Landscape and Habitat Management Plan

LTN 1/20: Cycle Infrastructure design

MUGA: Multi-Use Games Area

NCN: National Cycle Network

NEAP: Neighbourhood Equipped Area for Play

NPPF: The National Planning Policy Framework

OPA: Outline Planning Application

PfE: Places for Everyone

PPG: Planning Practice Guidance

PRoW: Public Right of Way

RMA: Reserved Matters Application

RPA: Root Protection Area

SBI: Site of Biological Importance

SPD: Supplementary Planning Document

SPD18: Development Frameworks for Strategic Site Allocations at Elton Reservoir and Walshaw

SuDS: Sustainable Drainage System

TANZ: Truly Affordable Net Zero Homes

TfGM: Transport for Greater Manchester

TM52: The Limits of Thermal Comforts Avoiding Overheating

UDP: Unitary Development Plan

UKNZCBS: UK Net Zero Carbon Building Standard

UKGBC: UK Green Building Council

Policies

List of policies used in the ERDF:

Policy JP-C1: An Integrated Network

Policy JP-C2: Digital Connectivity

Policy JP-C5: Streets for All

Policy JP-C6: Walking and Cycling

Policy JP-C8: Transport Requirements of New Development

Policy JP-D1: Infrastructure Implementation

Policy JP-G2: Green Infrastructure Network

Policy JP-G6: Urban Green Space

Policy JP-G7: Trees and Woodland

Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity

Policy JP-H3: Type, Size, and Design of New Housing

Policy JP-P1: Sustainable Places

Policy JP-P2: Heritage

Policy JP-P5: Education, Skills, and Knowledge

Policy JP-P6: Health

Policy JP-S1: Sustainable Development

Policy JP-S2: Carbon and Energy

Policy JP-S3: Heat and Energy Networks

Policy JP-S4: Flood Risk and the Water Environment

Policy JP-S5: Clean Air

Policy JP-S6: Resource Efficiency



Bury Council

PROJECT	01942_Elton Reservoir
ISSUE TYPE	DRAFT - D12
ISSUED ON	17/06/26

Agenda Item 10

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Adoption of SPD13 - Houses in Multiple Occupation	
Report of	Leader of the Council	

1. Summary

1.1 This report details the outcomes of the draft Houses in Multiple Occupation Supplementary Planning Document (SPD13) consultation and seeks approval for the final SPD to be formally adopted.

1.2 Approval is also sought for the revocation of the existing SPD13 – Conversion of Buildings to Houses in Multiple Occupation, as this will be replaced by the new SPD13.

2. Recommendation(s)

2.1 That Cabinet:

i) Note the responses to the public consultation and the proposed post-consultation revisions.

ii) Approves the revised SPD13 – Houses in Multiple Occupation as the final version to be adopted and published.

iii) Delegates authority to the Executive Director (Place) to make any minor, non-material editorial amendments to the SPD.

iv) Approves the revocation of the existing SPD13 – Conversion of Buildings to Houses in Multiple Occupation.

3. Reasons for recommendation(s)

3.1 SPD13 provides additional detail and guidance on the implementation of existing Development Plan policies that are used to determine proposals for Houses in Multiple Occupation. It provides guidance on some of the key issues to be considered in determining planning applications for Houses in Multiple Occupation, setting out comprehensive guidance on location requirements and design considerations for new HMOs.

3.2 The adoption of the document and revocation of the previous SPD13 would ensure that all relevant planning applications are considered against up-to-date policy guidance.

4. Alternative options considered and rejected

4.1 To not adopt the revised SPD13 – Houses in Multiple Occupation.

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5. Background

5.1 In December 2025, Cabinet members approved a draft of SPD13: Houses in Multiple Occupation for consultation purposes. The SPD provides additional detail and guidance on the implementation of existing Development Plan policies that are used to determine proposals for Houses in Multiple Occupation. It provides guidance on some of the key issues to be considered in determining planning applications for Houses in Multiple Occupation, setting out comprehensive guidance on location requirements and design considerations for new HMOs.

5.2 Consultation on the Draft SPD was undertaken over a six-week period running from 15th December 2025 to 26th January 2026. The submitted responses have been considered, and a small number of changes have been made to the SPD.

5.3 Approval is now sought to adopt the revised SPD13: Houses in Multiple Occupation (attached as Appendix 1) as a material consideration in the determination of planning applications.

6. Summary of the Consultation Findings

6.1 In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Council's Statement of Community Involvement, consultation on the Draft SPD was undertaken over a six-week period running from 15th December 2025 to 26th January 2026.

6.2 Consultation involved making relevant material available for inspection on the Council's website, and available to view in the Town Hall and at Bury, Prestwich, Radcliffe and Ramsbottom libraries and at the Tottington Centre. Letters / emails were also sent to all contacts on the Council's Local Plan

consultation database. The consultation period was six-weeks, rather than the statutory minimum period of four-weeks, to allow for consultation taking place over the Christmas period.

6.3 The consultation generated a total of nine responses. These comments and the Council's response to them are set out in the Consultation Statement appended to this report (Appendix 2).

6.4 The consideration of these comments has led to the conclusion that SPD13 would benefit from a small number of changes prior to it being formally adopted. In particular:

- Added reference to policies for conservation areas and listed buildings.
- Higher floorspace requirements have been included for bedrooms where there is no separate communal lounge.
- Added reference to Secured by Design Guidance.
- Strengthened references to the requirement for management plans to include all external areas.
- References added to fire detection and alarm specifications being determined through fire risk assessment and licensing processes.
- Included reference to larger bedroom size requirements where no separate communal living room is provided in addition to a kitchen or kitchen-diner, as set out in the Council's Short HMO Guidance for Landlords.

6.5 Additional changes have been made to the SPD to remove reference to permitted development rights to convert from residential dwellings to C4 HMOs in order to avoid the SPD becoming out-of-date.

6.6 SPD13 – Houses in Multiple Occupation has been updated to incorporate these changes and is provided in Appendix 1.

7. Scope of the SPD

7.1 Whilst not a statutory development plan document, if adopted the SPD would be a material planning consideration in the determination of planning applications for HMOs. On adoption the SPD would not, however, be able to address issues in relation to existing HMOs. It cannot apply retrospectively. It would have no effect on any existing HMOs (unless planning applications are submitted for their alteration) and would not require landlords of existing HMOs to do anything.

7.2 It is also not possible to apply the SPD to applications for Lawful Development Certificates, including those submitted after the adoption of the SPD. If

adopted the SPD will, however, apply to planning applications for alterations and extensions to existing HMOs.

7.3 If adopted, the HMO SPD will have full weight as a material consideration in the determination of all planning applications for HMOs.

8. Conclusion

8.1 Members are requested to approve the proposed changes to SPD13 before agreeing to adopt it as a material planning consideration.

8.2 As the new SPD13 would replace the existing SPD13 – Conversions of Buildings to HMOs, if the decision is made to adopt the revised SPD13 – Houses in Multiple Occupation, Members are also requested to revoke the existing SPD13.

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9. Links with the Corporate Priorities:

The Let's Do It Strategy sets out the Council's corporate priorities. This Supplementary Planning Document will support the Local element of the strategy: Ensuring future proposals for HMOs provide suitable living standards for future occupants and the potential for detrimental impacts on local communities is reduced will help to ensure sustainable communities and support community cohesion.

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10. Equality Impact and Considerations:

10.1 A full Equality Impact Analysis has been completed. This identified different characteristics and circumstances which could be affected and impacted by this SPD. All impacts are identified as either neutral or positive with no outstanding equalities concerns or additional actions required at this stage.

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11. Environmental Impact and Considerations:

11.1 The revised SPD is not expected to give rise to any significant environmental effects. The SPD seeks to ensure the effective and consistent implementation of existing adopted policies relating to planning applications for HMOs.

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12. Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The post consultation amendments are not accepted.	The amendments are a result of public consultation and having considered the responses received.
The final SPD is not approved.	A previous Cabinet report approved the draft SPD. The final SPD has been amended in response to comments received.

13. Procurement Implications

13.1 No impact from a Procurement perspective.

14. Legal Implications:

14.1 The statutory requirements for the preparation and adoption of Supplementary Planning Documents (SPDs) are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. This report sets out how these requirements have been followed in the preparation of SPD13 – Houses in Multiple Occupation, including the publication of the draft document for public consultation in accordance with Regulations 12 and 13.

14.2 Before adopting the SPD, Cabinet must consider the issues raised through the consultation and the extent to which the SPD has been amended in response to those representations. The Consultation Statement (Appendix 2) provides details of the representations received and the Council's response to them.

14.3 If adopted, SPD13 – Houses in Multiple Occupation will become a material consideration in the determination of relevant planning applications. The SPD provides additional guidance relating to existing Development Plan policies and must therefore be taken into account when determining planning applications for Houses in Multiple Occupation submitted after the date of adoption.

14.4 Adoption of the revised SPD will also require the formal revocation of the existing SPD13 – Conversion of Buildings to Houses in Multiple Occupation. Revocation may only occur through an equivalent adoption process and must be agreed by Cabinet.

14.5 Following adoption, the Council must publish an Adoption Statement, in accordance with Regulation 14 of the 2012 Regulations. The Adoption Statement must specify the date of adoption, any modifications made since publication of the draft SPD, and the time limits for any person aggrieved by the decision to apply for permission for judicial review.

14.6 The SPD and the Article 4 Direction are subject to separate statutory procedures. The SPD does not create, amend or remove any Article 4 Direction, nor does it affect permitted development rights. The SPD will only apply to proposals for Houses in Multiple Occupation where planning permission is required. Where permitted development rights continue to apply, such development remains outside the scope of the SPD. If adopted, the SPD will apply to all planning applications for HMOs.

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15. Financial Implications:

15.1 There are no financial implications arising directly from the adoption of the HMO SPD. The SPD has been developed by Planning Services staff funded from existing approved budget allocations. The costs relating to the consultation process are also covered within existing approved budget allocations.

Appendices:

Appendix 1 – Supplementary Planning Document 13: Houses in Multiple Occupation

Appendix 2 – SPD13 Consultation Statement

Background papers:

27 January 2026 Planning Control Committee Item 7 report and accompanying background evidence document in relation to authorisation for the making of an Article 4 Direction.

Report to Cabinet 3 December 2025 approving the Draft SPD 13 for consultation - Cabinet Item CA.85.

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

Term	Meaning
HMO	House in Multiple Occupation
PfE	Places for Everyone
SPD	Supplementary Planning Document
UDP	Unitary Development Plan

Bury Council

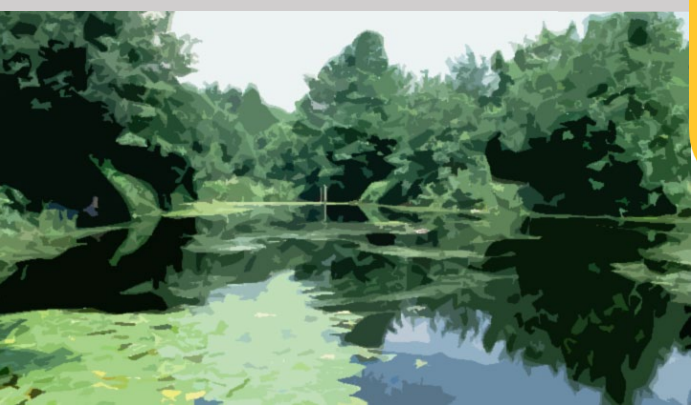





Supplementary Planning Document 13

Houses in Multiple Occupation

June 2026







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1 Introduction

1.1 Houses in Multiple Occupation (HMOs) are properties that provide accommodation for at least three individuals who are not from one household (such as a family) but share facilities such as a kitchen or bathroom. For planning purposes a “house in multiple occupation” does not include a converted block of flats to which section 257 of the Housing Act 2004 applies but otherwise has the same meaning as in section 254 of the Housing Act 2004.

1.2 Useful advice on the definition of an HMO is available at Shelter Legal England - House in multiple occupation (HMO) definition - Shelter England

1.3 HMOs form part of the Borough’s housing supply and contribute to meeting housing needs. They can provide a cost-effective form of accommodation for younger people and those on low incomes. They also provide flexible accommodation for people with short-term housing requirements, and a social environment for those seeking to live with other people. They can be home to young professionals, people on low incomes, students and those on short-term contracts. HMOs can be purpose-built, but most in Bury have been created through the conversion of existing properties that were in residential or other uses.

1.4 It is important to ensure that HMOs provide suitable living standards for future occupants. This includes having regard to the Council’s HMO licensing requirements, internal layout of the property, as well as the appropriate provision of outdoor amenity space.

1.5 Most HMOs in Bury are well managed and provide decent homes, but poorly managed or located properties and over concentrations of such properties have the potential to lead to issues for both occupants and neighbours. Some of the most common concerns in relation to HMOs relate to:

- Negative changes to the character of the area;
- Negative impacts on the physical environment and streetscape;
- Increased noise and disturbance;
- Pressure on parking provision;
- Waste storage and litter;
- Imbalanced and unsustainable communities, with higher levels of transience and less sustainable local services;
- The loss of family housing; and

- The provision of inadequate living accommodation for occupiers.

1.6 This SPD has been produced to better manage the provision of HMOs throughout the Borough, improve the standards of accommodation provided and reduce potential for detrimental impacts on local communities. The SPD will not be able to address issues in relation to existing HMOs, but is an important material consideration in the determination of planning applications for new and expanded HMOs and will be applicable throughout the Borough.

1.7 SPDs are used to provide further detail and guidance on the implementation of policies and proposals contained in existing Local Plans. Whilst not statutory development plan documents themselves, they can be a material planning consideration in the determination of planning applications. As such they need to be consistent with national and local planning policies and guidance.

1.8 This SPD supplements UDP Policy H2/4 – Conversions, as well as other policies identified in paragraph 2.8, and applies to all planning applications for:

- HMOs created through conversions;
- Purpose-built HMOs; and
- The expansion of existing HMOs.

1.9 The SPD will apply to all planning applications for Houses in Multiple Occupation.

1.10 The SPD has been prepared accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 and has been informed by national and local planning policies.

2 Policy Context

National policy guidance

2.1 The National Planning Policy Framework (NPPF) sets out the government's planning policies for England and how these are expected to be applied. The NPPF is a material planning consideration of significant weight. This means that it must be taken into account, where it is relevant, in deciding planning applications and appeals.

2.2 To achieve sustainable development, the NPPF expects the planning system to support strong, vibrant and healthy communities as a key social objective. There is no specific reference to HMOs or shared housing within the NPPF, but local planning authorities are required to assess and reflect in planning policies the size, type and tenure of housing needed for different groups in the community, including (but not limited to) those who require affordable housing, families, students and people who rent their homes.

2.3 Chapter 5 of the NPPF supports local planning authorities to ensure that the delivery of new housing seeks to meet locally identified needs and that the needs of groups with specific housing requirements are addressed.

2.4 Chapter 8 of the NPPF promotes healthy and safe communities, seeking to achieve healthy, inclusive and safe places.

2.5 Chapter 11 of the NPPF promotes making "effective use of land in meeting the need homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions".

2.6 Chapter 12 of the NPPF emphasises the importance of creating high quality, beautiful and sustainable buildings and places "which promote health and well-being, with a high standard of amenity for existing and future use".

Local planning policy

2.7 The current adopted Development Plan for Bury includes the Bury Unitary Development Plan (UDP) (August 1997) and the Joint Places for Everyone Development Plan Document (March 2024).

2.8 The development plan for Bury includes a range of policies that are used in the determination of applications for HMOs. Key policies are set out below:

- Bury Unitary Development Plan Policy H2/4 – Conversions
- Bury UDP Policy H1/2 – Further housing development
- Bury UDP Policy H2/1 – The form of new residential development

- Bury UDP Policy H2/2 – The layout of new residential development
- Bury UDP Policy H2/4 – Conversions
- Bury UDP Policy EN1/2 – Townscape and Built Design
- Bury UDP Policy EN1/5 – Crime Prevention
- Bury UDP Policy EN2/2 – Conservation Area Control
- Bury UDP Policy EN2/3 – Listed Buildings
- Bury UDP Policy EN7/2 – Noise Pollution
- SPD11: Parking Standards in Bury
- PfE Policy JP-S2: Carbon and Energy
- PfE Policy JP-S5: Clean Air
- PfE Policy JP-H3: Type, Size and Design of New Housing
- PfE Policy JP-P1: Sustainable Places
- PfE Policy JP-C1: An Integrated Network
- PfE Policy JP-C2: Digital Connectivity
- PfE Policy JP-C8: Transport Requirements of New Development

2.9 Proposals for HMOs affecting designated heritage assets, such as listed buildings and conservation areas; and buildings of local heritage value will be considered in line with the requirements of relevant UDP policies and the NPPF.

Standards for HMOs

HMO Licensing

2.10 Under the Housing Act 2004, larger HMOs require a mandatory licence to operate, unless a valid exemption applies. A ‘large’ HMO for the purposes of the Act is one which is occupied by 5 or more persons, forming two or more households sharing an amenity such as kitchen or bathroom. Licences are normally granted for a period of 5 years.

2.11 The Councils Public Protection Service are responsible for licensing HMOs across the borough. Further information can be found on the Council’s website Houses in Multiple Occupation licence - Bury Council.

HMO Standards

2.12 All HMOs across Bury (including those which do not require a licence) should adhere to locally set standards for HMO’s set out in the Council’s Short HMO Guidance for Landlords.

2.13 The document sets out space standards for bedrooms, communal rooms and combined bedrooms and provides information on the number of bathrooms, toilets and wash-hand basins required for the number of persons sharing those facilities. Information is also provided on fire precautionary measures, gas safety, electrical safety, fire safety and furniture safety.

2.14 HMOs must also be free of significant hazards under the Housing Health and Safety Rating System (HHSRS). This is used to identify and assess if hazards in residential accommodation could be a risk to occupants' health or safety. Fire detection and alarm specifications are determined through fire risk assessment and licensing processes.

3 Locational Requirements

3.1 As well as forming part of the Borough's housing supply and contributing towards meeting housing needs, HMOs conversions can also enable the continued viable use of older housing and provide an effective use of land and buildings. However, HMOs typically intensify the use of properties, with more resident and visitor movements than a typical family home, and concentrations of them can impact on the amenity of neighbouring properties and the wider neighbourhood.

Avoiding a concentration of HMOs

3.2 In order to help ensure mixed and balanced communities and to ensure that new development does not have an unacceptable impact on amenity, quality of life and residential character of the surrounding neighbourhood, this SPD sets out restrictions to limit the concentration of HMOs and manage the siting of HMOs relative to other HMOs. This will contribute to retaining local character, help to ensure a mix of house types and tenures, and reduce potential residential amenity issues. To achieve this the Council will apply three measures:

- A concentration threshold;
- Restricting the sandwiching of properties; and
- Restricting three adjacent HMOs.

HMO Concentration Threshold

Planning permission will not normally be granted for new HMOs, or for proposals to increase the number of bedrooms within existing HMOs, where:

a) Proposals would result in more than 10% of properties (residential and commercial) or more than four properties (whichever is the fewer) being classed as HMOs within a 100m buffer of the application property; or

b) The number of HMOs already exceeds 10% of properties or four HMOs within a 100m buffer of the application property.

Restricting the sandwiching of properties

Proposals which would result in any house that is in use as a single dwelling being adjacent to more than one house in multiple occupation will not normally be considered acceptable. This includes properties behind or in front, as well as to either side. Sandwiching of or by properties to the front or rear will be considered on a case by case basis. Factors to be considered will include the nature of any separation between properties.

Restricting three adjacent HMOs

Planning permission will not normally be granted for proposals that would result in three or more adjacent HMOs.

3.3 In applying the three measures above, the following methodology will apply:

Stage	Details
Point from which the 100-metre buffer is drawn.	The 100-metre buffer is measured as 100m from all parts of the boundary of the planning application red edge.
Identifying properties in HMO use	The Council will use a variety of sources to identify HMOs, including HMO licensing data, planning records and Council Tax data. If any part of the HMO boundary falls within the 100m buffer, that property will be included in the calculations. Properties with unimplemented extant planning permission for conversion to an HMO will also be included within the count of HMO properties. It is important to emphasise that it may not always be possible to ascertain a complete and accurate record of all properties that have converted to HMOs as many properties may have been converted under permitted development rights or may not be subject to mandatory licensing. As such, the Council may not be aware of these HMOs. The Council will only be able to apply this limit using the information available to it. Further investigation may be required as part of the planning application process in response to new or updated information about the presence of HMOs in the locality.
Identifying all properties	Existing properties will be identified through the Local Land and Property Gazetteer (LLPG) address points within the 100m buffer. Existing properties that have been sub-divided into flats will be counted as single properties for the purposes of the calculation, as some of the issues that can be associated with HMOs can also be associated with flat conversions. However, purpose-built flats will be counted on an individual basis, as they are not subject to the same issues as flat conversions.
Concentration threshold calculation	The calculation to determine if the 10% threshold is exceeded is as follows:

Stage	Details
	HMO Threshold percentage $= \frac{\text{Total identified number of HMOs within 100m buffer} *}{\text{Total identified properties within 100m buffer}} \times 100$ * including the application property and HMOs within converted buildings.

Figure 1: HMO concentration threshold (example 1)

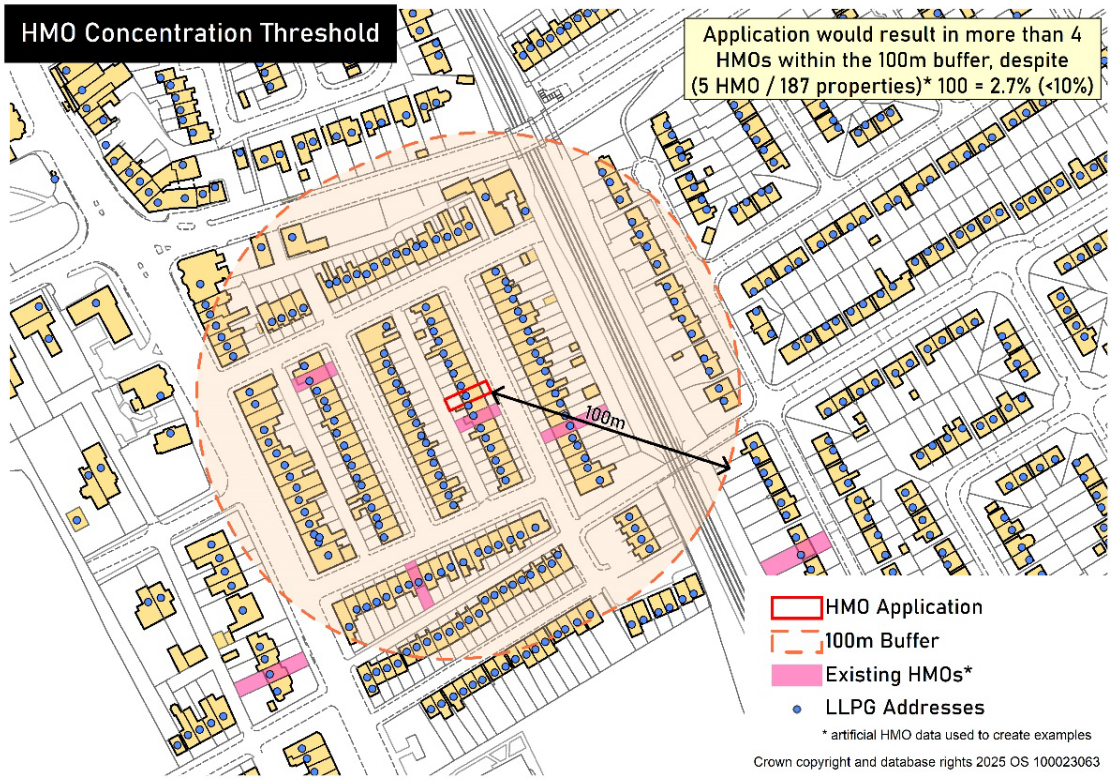


Figure 2: HMO concentration threshold (example 2)

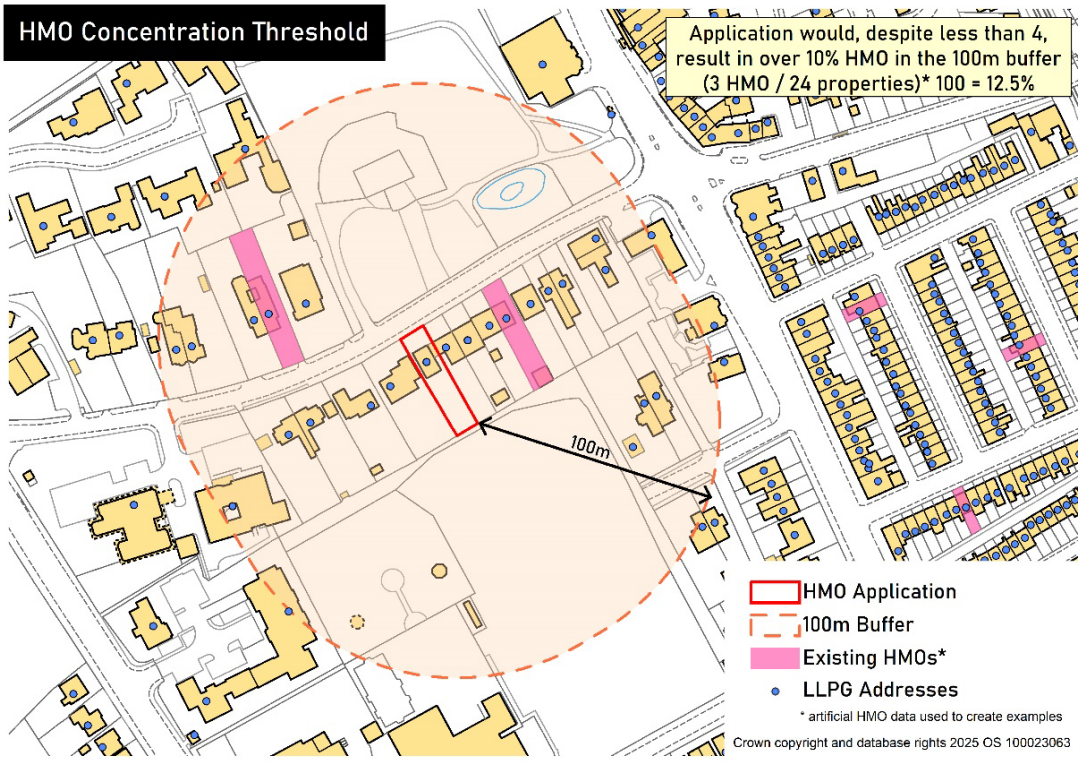


Figure 3: Restricting sandwiching by HMOs (example 1)

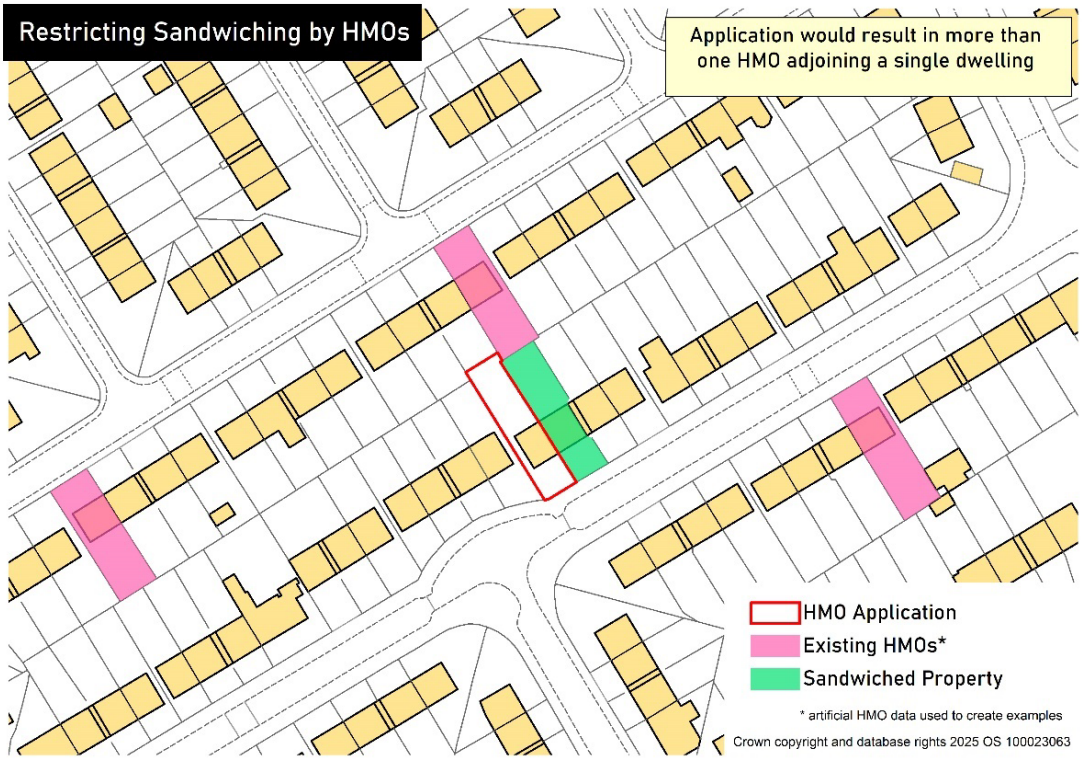


Figure 4: Restricting sandwiching by HMOs (example 2)

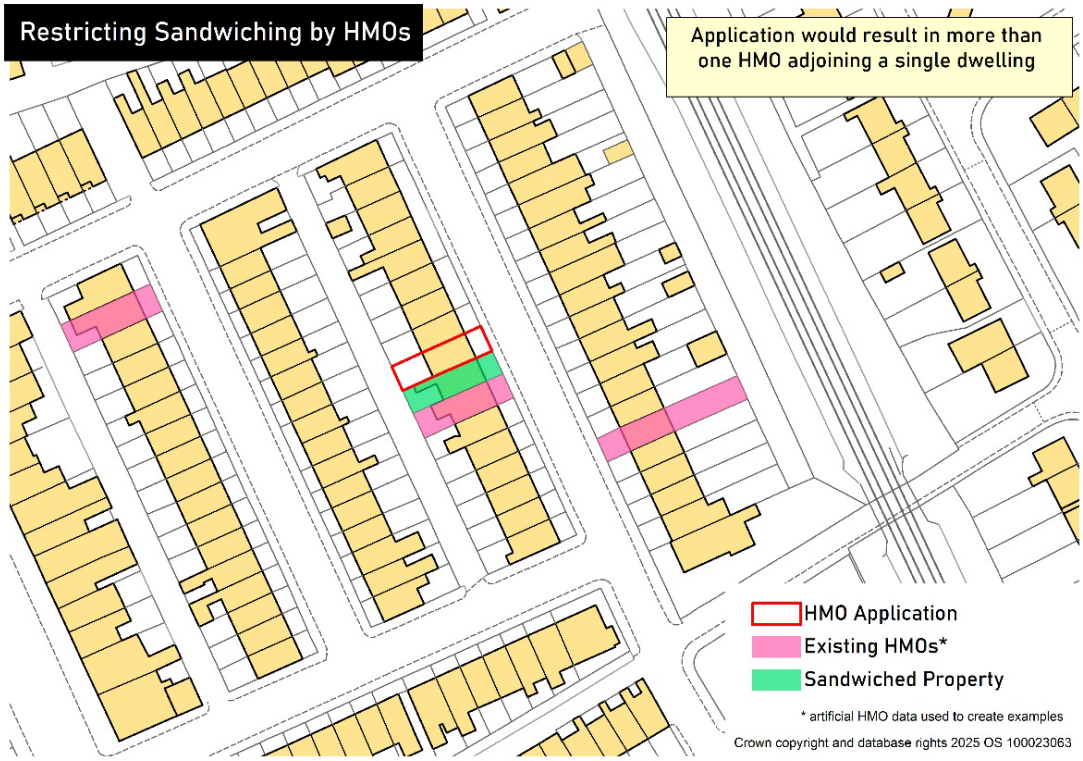
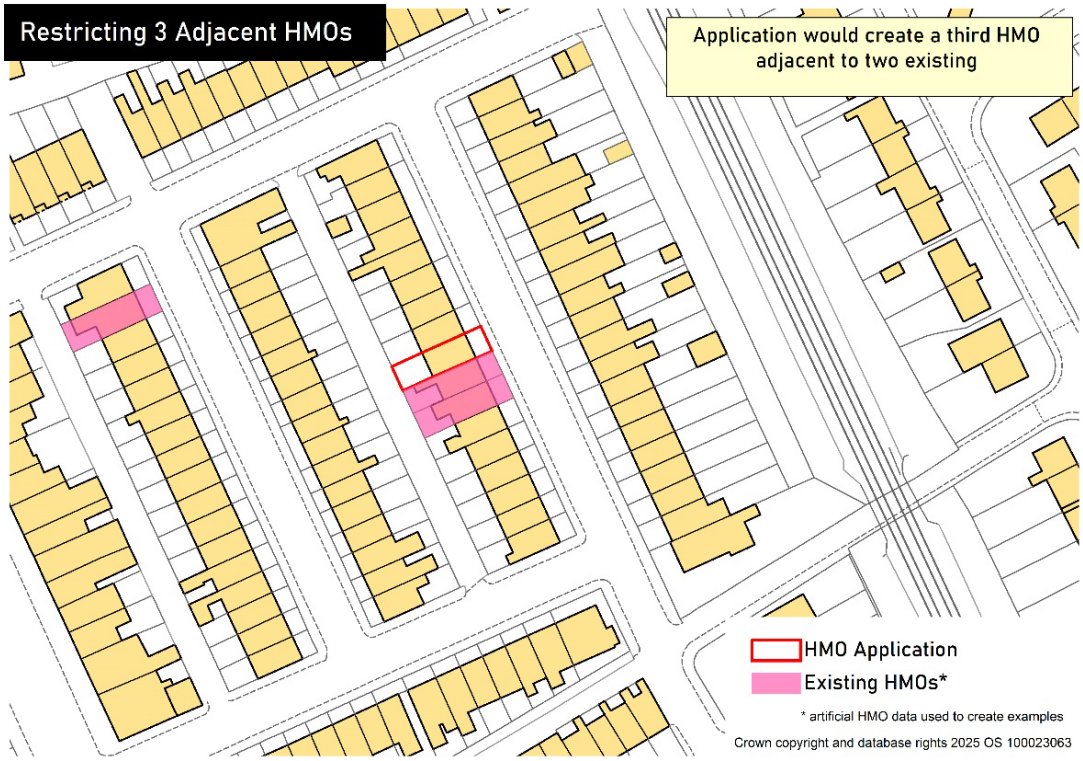


Figure 5: Restricting three adjacent HMOs



3.4 There are limited circumstances where permission could be granted for an HMO that results in more than four HMOs in a 100m buffer or the 10% threshold being exceeded or results in ‘sandwiching’ or three adjacent HMOs. They might include where:

- There is a strong physical barrier, such as a tram line, between the application property and established HMOs;
- The nature of the application property means that impacts will be lessened e.g. the property could be detached and have a substantial curtilage; or
- There are a very limited number of properties within the 100-metre buffer to which the 10% / four HMO threshold applies.

3.5 The Council’s preference is for proposals for 16 or more bedrooms to be split into two separate HMOs.

Sustainable Locations

3.6 Rented properties (including HMO’s and shared housing) tend to house individual occupiers with lower-than average levels of car ownership compared to the overall population average. As a consequence it is of particular importance that HMO’s should be in sustainable locations, with access to public transport, shops and services. Planning permission will not normally granted for HMOs (including through the conversion of existing residential dwellings) in isolated or unsustainable locations, having regard to PfE Policy JP-C1, NPPF paragraph 110 and 115.

4 Design Considerations

4.1 It is important to ensure that HMOs provide a good standard of accommodation for their occupants, as well as ensuring that the development or extension of HMOs does not have an unacceptable impact on the amenity of neighbours or the character of the area.

Achieving a good standard of accommodation

Internal space

4.2 The adopted Places for Everyone Joint Development Plan Policy JP-H3 requires all new dwellings to comply with the nationally described space standards. Therefore, although the bedroom size requirements in the NDSS exceed the statutory HMO licensing requirements, for the purposes of determining planning applications for HMOs, the Council considers it appropriate to require applicants to meet the Nationally Described Space Standards.

4.3 This includes the following bedroom size requirements:

- Single bedroom: Minimum 7.5sqm and at least 2.15m wide
- Double bedroom: Minimum 11.5sqm and at least 2.55m wide.

4.4 The Nationally Described Space Standards only provide gross internal floor areas for dwellings of up to six bedrooms, however the Council will use the NDSS principles as a guide when considering whether an HMO provides sufficient floorspace. For HMOs providing eight or more bedrooms a second communal area should be provided.

4.5 When assessing planning applications for HMOs, the Council will also have regard to the Council's Short HMO Guidance for Landlords (including any future updates thereof), available at www.bury.gov.uk/housing/private-rent/landlords/hmo-licence. The document sets out space standards for communal rooms and combined bedrooms and provides information on the number of bathrooms, toilets and wash-hand basins required for the number of persons sharing those facilities. Information is also provided on fire precautionary measures, gas safety, electrical safety, fire safety and furniture safety.

4.6 Where no separate communal living room is provided in addition to a kitchen or kitchen-diner, the Council's Short HMO Guidance for Landlords sets the following bedroom size requirements in order to safeguard living standards

- Single bedrooms: Minimum 10sqm
- Double bedrooms: Minimum 14sqm.

4.7 Applicants must also have regard to:

- The location of bedrooms to ensure that residents have easy access to bathroom facilities, for example residents in bedrooms on a second floor should not have to go to the ground floor to access bathroom facilities. The majority of bedrooms should have ensuite bathroom facilities.
- The location of bedrooms in relation to communal living space to ensure that residents have privacy and are not subject to unacceptable noise from communal areas. Bedrooms should not be accessed directly from communal areas or kitchens.
- The provision of adequate storage space for the size of the HMO, including provision of communal household items (e.g. vacuum cleaner, ironing board).

Outlook and natural light

4.8 All habitable rooms should have access to a good level of natural daylight, including kitchens / dining rooms, living rooms, and bedrooms, and achieve a good level of light penetration. It is particularly important to ensure that private bedrooms in shared accommodation have a good quality of natural light and outlook, given that residents are likely to spend more prolonged periods of time than the occupiers of general housing in private bedrooms.

4.9 Bedrooms at basement level will only be acceptable in exceptional circumstances. Basement bedrooms served solely by a light well will not be acceptable. Communal kitchens, dining rooms and living rooms are unlikely to be considered acceptable at basement level. However, where this is proposed, it is particularly important that sufficient light penetration is achieved. If it is considered that the light levels within a scheme would be low, further assessment will be required. Basements can be used for bathrooms, storage, laundry rooms or bicycle storage or other appropriate uses, subject to fire risk assessment.

4.10 When considering whether there is a reasonable outlook from a window in a habitable room in a basement or at ground floor level, the Council will consider the function of the space to which it looks onto. For example, it would not be considered appropriate if a bedroom or living room window looks directly onto a bin storage area or where cars will be parked. The Council would expect a minimum distance of 3m from a habitable room window to an area of bin storage or car parking at basement or ground floor level.

4.11 The same principles apply to roof space accommodation as to other accommodation. Habitable rooms within the roof space area must provide a reasonable outlook. Roof lights that only face the sky are not considered to provide a reasonable outlook and prospect.

Outdoor amenity space

4.12 Provision should be made for outdoor amenity space as part of HMO proposals. This is important to help create a better-quality living environment and should be in addition to space used for functions such as drying clothes, refuse and recycling storage, parking and cycle storage.

4.13 HMOs are often created through the conversion of existing properties and are often located in, or near to, town centres where outdoor space may be limited, so all applications will be assessed on a case-by-case basis, but applicants should aim to provide useable outdoor amenity space with an area for drying clothes, wherever possible. This should be identified on the application site plan.

4.14 All private external amenity space should normally be overlooked from within the property but should not overlook ground floor bedrooms.

Means of escape

4.15 Provision of adequate fire safety measures and appropriate means of escape are essential requirements for all HMOs. Applicants will need to comply with Building Regulations, the Housing Health and Safety Rating System (England) Regulations 2005 and the Council's HMO Guidance and Amenity Standards in this regard.

4.16 For licensed HMOs, a fire risk assessment is a requirement of the HMO licensing process and The Regulatory Reform (Fire Safety) Order 2005. This will inform the level of detection required and other fire safety measures that are required for each particular building.

4.17 In planning terms, the most common issue relating to means of escape relates to potential physical alterations to a building through external fire escapes[1]. The main concerns when assessing proposals for external fire escapes will be the impact on the character of the areas and any overlooking issues that may arise.

- Character: external fire escapes, where required, should be located to the rear of properties and should minimise the public view of them. They should be of a material and design that integrates well with the property so as not to detract from its specific character. Fire escapes that are proposed to be located to the front of the property will generally not be accepted and planning permission is unlikely to be granted; and
- Overlooking: this should not normally be an issue when considering proposals for fire escapes as most are generally only used in an emergency and not for day to day use. However, there have been examples where proposals seek to utilise balcony areas within fire escape routes as an extension to the living accommodation and/or locate

[1] It is acknowledged that internal means of escape are preferable to external routes.

plant pots etc. Whilst this is rare, the Council will seek to ensure that where proposals do arise that there would not be any loss of amenity or detrimental overlooking uses.

Safeguarding the amenity of neighbouring residents

Management plans

4.18 The Council will require the submission of a suitably detailed management plan as part of the planning application process. The agreed management plan will need to be adopted by the landlord, and the use of the property as an HMO implemented in accordance with the agreed details. The management plan will be expected to cover matters such as:

- The arrangements for the management and maintenance of all communal areas within the site and the building, including the building itself and all external areas.
- The methods to be deployed by the landlord to address and prohibit any potential nuisance or annoyance caused by tenants.
- The management proposals for the servicing and the storage, transfer and collection of waste ensuring that appropriate arrangements are made.
- If appropriate, how adequate parking and cycle storage will be provided on site.

4.19 The submission of a Management Plan will ensure that there is a visible statement provided as part of the planning application process that provides greater clarity / detail about the management arrangements for the property. This should not prove onerous for good landlords and will allow them to highlight good management practices. Further details of management requirements for licensed HMOs are provided on the Council's website: Mandatory Houses in Multiple Occupation licensing guide - Bury Council

Waste and recycling storage

4.20 HMOs may generate more waste than typical homes. When planning permission is sought for HMOs, provision will need to be made for appropriate waste and recycling storage and collection.

4.21 It is important that the location, design and size of external bin storage areas are suitable and that they do not have a negative impact on the amenity of HMO occupants or their neighbours, and do not detract from the general amenity and character of the area. Bin storage should not be located in a position that would harm the amenity of existing or future residents (e.g. outside their habitable room window which could create noise and odour concerns) and must not cause obstruction or fire risk in escape routes.

4.22 Bins stored at the front of properties can look unsightly and clutter the street scene. Where possible they should be located to the side or rear of a property and screened from view to minimise their impact. Unless suitably screened, bins stored at the front of properties are unlikely to be acceptable.

4.23 Bin storage should be easily accessible by all occupants and also provide ease of access for bins to be move to areas where refuse collectors can access the waste. Full details of the location, design and operation of waste and recycling storage facilities should be included as part of the details in a planning application for an HMO.

4.24 The amount of bin storage space required will depend on the size of the HMO. HMOs are entitled to the same waste capacity as a normal domestic household, which for households under 6 people starts with a 240 litre bin for each waste stream (4 in total), with additional grey bin eligibility increasing as follows:

Household size	Bins (litres)	General waste capacity
Under 6	240	240
6-8	240 + 140	380
6-10	2 x 240	480
10-12	2 x 240 + 140	620
13+	3 x 240	720

4.25 However, this capacity, especially for larger HMOs is not always sufficient. If extra capacity is needed beyond this then this is a chargeable service and a commercial waste agreement is needed. **As a guide, between 100 and 140 litres of general waste capacity per tenant is recommended, in addition to provision for other waste streams**. Provision of additional capacity for recycling provision would be reviewed by the Council's waste management service on a case by case basis.

Car parking and cycle storage

4.26 The Council's adopted Supplementary Planning Document (SPD) 11: Parking Standards in Bury (June 2025) sets out parking and cycle storage for HMOs. These requirements are summarised in Appendix 1, however please refer to SPD11 for full details.

4.27 To reduce parking pressures on the street, provision for parking within the curtilage of the property should be provided if possible and appropriate. However, any in-curtilage parking provision must complement the residential character of the area and not detract from the entrance and approach to the building. A balance must also be made between the provision of space for car parking and other needs, such as waste storage, cycle storage and the provision of outdoor amenity space.

4.28 All applicants for HMOs should set out the parking provision that is proposed as part of their scheme at the planning application stage. The appropriate level of parking provision will need to be agreed with the Council having regard the standards set out in SPD11 in addition to:

- The availability and suitability of parking within the curtilage of the property.
- The sustainability of the site in relation to services and amenities.
- The availability of public transport and access to bus stops and cycle routes.
- The availability of existing parking provision in the surrounding locality.
- Parking demand compared to the use of the building as a standard residential property.

4.29 Cycle storage should be secure, covered and shown on plans. Corridors or landings will not be considered as adequate provision for cycle storage and residents should not be expected to carry a cycle upstairs. Cycle stores will need to be sensitively designed and sited to reduce the impact on neighbouring residents or the streetscene. Cycle storage should be shown on a site plan as part of the planning application. Applications which do not provide adequate provision for cycles are unlikely to be granted planning permission.

Noise and disturbance

4.30 In order to safeguard residential amenity, reasonable sound resistance measures must be taken to protect against noise and disturbance, having regard to Building Regulations Part E. Particular consideration must be given to neighbouring dwellings.

Entrance and approach

4.31 The entrance and approach to an HMO is an important part of how it functions in relation to its surroundings. When HMO entrances are at the side or rear of a property, sometimes accessed by separate external stairs, they can cause a range of amenity issues for both neighbours and residents. Designing entrances to be visible from the street will mean that HMOs are more secure. HMOs should therefore normally be served by a main entrance at the front of the property. Applicants are encouraged to have regard to Secured by Design guidance.

External alterations

4.32 Where appropriate, it is important that HMOs retain existing residential features, such as boundary walls and window openings, to contribute to a residential feel for the occupiers. The conversion of properties from other uses must include appropriate proposals to establish residential character and maximise the residential amenity of the property.

4.33 Particular care and attention to detail is required if an HMO proposal is located within a conservation area and applicants will be required to ensure that proposals accord with policies on conserving and enhancing the historic environment. This may require features such as original timber windows and chimneys to be incorporated into conversion schemes.

5 Other Considerations

5.1 There are a number of other considerations that should be taken on board in looking at HMOs, which are outlined below.

HMO licensing and management regulations

5.2 HMOs must comply with statutory regulations on management. This legislation places certain duties on the individuals managing the property and non-compliance with these regulations may result in a prosecution and/or fine (including a civil penalty).

5.3 All properties that are occupied by five or more people, from two or more households and sharing an amenity are subject to mandatory licensing (subject to certain exemptions). Licensing of HMOs is required for landlords to ensure these properties are kept to the required standards and are adequately managed.

5.4 Further information can be found at Houses in Multiple Occupation licence - Bury Council.

Alterations and extensions to residential properties

5.5 If the proposed change of use to an HMO also involves alteration and extension of the existing property, detailed guidance is provided in SPD6: Alterations and Extensions to Residential Properties. This sets out more detailed guidance for those involved in various types and sizes of extensions and alterations to residential properties, highlighting the key aspects of design and layout that the Council will consider in dealing with this type of proposal.

Pre-application advice

5.6 Bury Council welcomes and encourages discussions with applicants or their agents prior to submission of planning applications. Pre-application discussions help to enable to efficient handling of subsequent planning applications. The Council does, however, make a charge for pre-application advice. Further information on the pre-application services can be found on the Council's website Pre-application advice - Bury Council.

6 Monitoring

6.1 Monitoring and review are key aspects of the planning system. The Council will monitor the implementation of this SPD as part of Bury's Annual Monitoring Report (AMR). This will allow for future amendments, including additions and deletions, where deemed necessary.

6.2 Planning enforcement will play a key role in ensuring the provision of this guidance is implemented correctly. For more information on the Council's approach to planning enforcement and how to report and enforcement case, please see Planning enforcement - Bury Council.

Appendix 1: Parking Standards for HMOs

Replicated from adopted SPD11: Parking Standards in Bury (June 2025). Please refer to SPD11 for further details.

Houses in Multiple Occupation (HMOs) and shared housing

4.34 The level of parking provision for HMO's acknowledges that HMOs and shared housing tend to attract occupiers with lower-than-average levels of car ownership compared to the general population.

4.35 The provision of off-street parking through the replacement of traditional front gardens with open hard standing and the removal of front and side boundary walls will be resisted. Removal of these elements can negatively impact the character of the street and in some cases exacerbate localised flooding.

4.36 Commuted sums for parking control or other measures to mitigate the effect of parking demand generated (such as contributions towards a shared mobility provision) will be considered for developments that do not satisfy the requirements.

4.37 New HMO and shared housing developments in Zone 1 should only provide parking for disabled residents and visitor/drop-off. New HMO and shared housing developments in Zone 1 will be excluded from residents parking schemes and residents or tenants will not be eligible for on-street parking permits to safeguard parking availability for existing residents and encourage a low car approach to such developments.

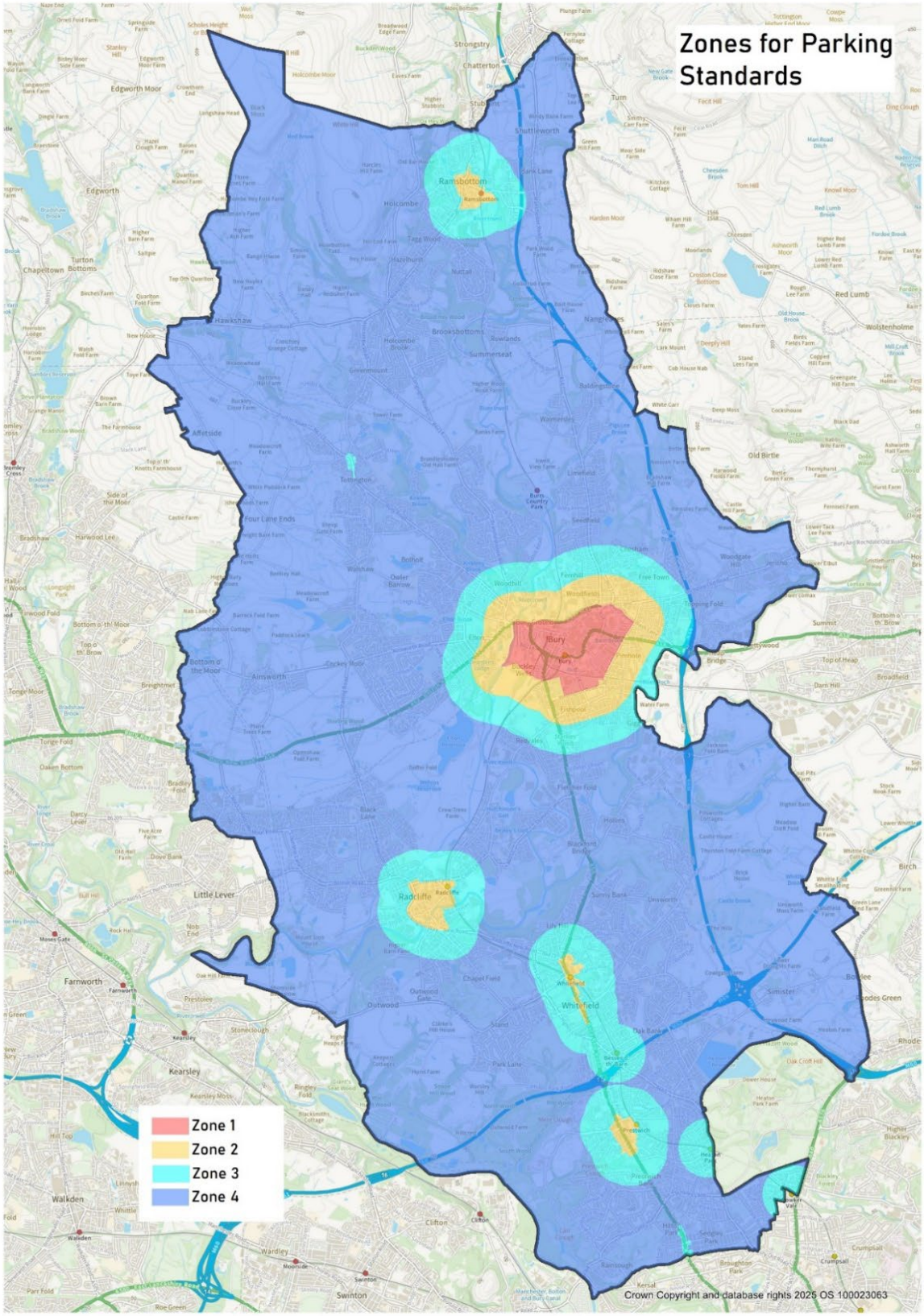
Table 3: Parking Standards for Residential Developments

Development	Description	Number of car parking spaces in Zone 1	Number of car parking spaces in Zone 2	Number of car parking spaces in Zone 3	Number of car parking spaces in Zone 4	Disabled Parking
Houses in Multiple Occupancy (HMO) (C4) and Sui Generis HMOs	Houses in Multiple Occupation	Disabled parking only.	0.25 unallocated spaces per bedroom. Alternative provision levels to be considered on a case-by-case basis.	0.5 unallocated spaces per bedroom. Alternative provision levels to be considered on a case-by-case basis.	0.5 unallocated spaces per bedroom. Alternative provision levels to be considered on a case-by-case basis.	To be provided based on likely need and requirement identified by developer, in collaboration with local planning authority.

Table 5: Cycle parking standards for Residential Development

Development	Description	Resident Parking (long stay)
Houses in Multiple Occupancy (HMO) (C4) and Sui Generis HMOs	Houses in Multiple Occupation	1 secure, covered cycle storage space per bedroom (if no garage or secure area is provided within curtilage of dwelling)

Zone Map


Zones for Parking Standards
Zone 1
Zone 2
Zone 3
Zone 4
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Draft Houses in Multiple Occupation Supplementary Planning Document (SPD13)

Consultation Statement

June 2026

Contents

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1. Introduction

1.1 SPD13: Houses in Multiple Occupation has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.2 Regulation 12(a) requires the Council to produce a consultation statement before adoption of the SPD. This statement must set out who was consulted, a summary of the issues raised, and how these issues were incorporated into the SPD.

1.3 Regulation 12(b) requires the Council to publish the documents for a minimum 4-week consultation, specify the date when responses should be received, and identify the address to which responses should be sent.

1.4 Regulation 13 stipulates that any person may make representations about the SPD and that the representations must be made by the end of the consultation date referred to in Regulation 12.

1.5 Regulation 12 states that when seeking representations on an SPD, documents must be made available in accordance with Regulation 35. This requires the Council to make documents available by taking the following steps:

- Make the document available at the principal office and other places within the area that the Council considers appropriate; and
- Publish the document on the Council's website.

1.6 This Consultation Statement sets out the extent consultation and engagement undertaken on draft SPD13, highlights the issues raised and how the document was amended to reflect the issues raised.

2. Engagement during the preparation of the draft SPD

2.1 Given that SPD13 provides advice and guidance on the Council's approach to determining planning applications for houses in multiple occupation, it was considered most appropriate to engage with the Council's Development Management team, the Council's Private Rented Sector Enforcement team and Waste Management during the process of draft the SPD and this took place during October and November 2025.

2.2 The following table sets out some of the key issues raised during the internal engagement and how these have been addressed in the draft SPD.

Issue	**How was this incorporated into the draft SPD**
A wider range of current policies are used in assessing HMOs.	Amendments made accordingly.

Issue	How was this incorporated into the draft SPD
Basement bedrooms should only be acceptable in exceptional circumstances.	Amendments made accordingly.
Include reference to HMO licensing policy and guidance.	References included.
Reference to fire risk assessment for basement uses should be included.	Amendments made accordingly.
Provided information regarding waste management provision for HMOs.	References included to waste management requirements and bin storage.

3. Screening Assessments

Strategic Environmental Assessment Screening

3.1 A Screening Statement has been prepared to determine whether a Strategic Environmental Assessment (SEA) would be required for the draft revised SPD13. The Council consulted Natural England, Historic England and the Environment Agency over a five-week period (14 October to 18 November 2025) in order to seek their views on the conclusions of the SEA Screening Assessment.

3.2 Responses were received from Historic England, Natural England and the Environment Agency, all of whom agreed with the Council that a Strategic Environmental Assessment would not be required to accompany the SPD.

Habitat Regulations Assessment (HRA) Screening

3.3 A Habitat Regulations Assessment Screening Assessment of the SPD was prepared which concludes that there would be no need to progress to a HRA of the SPD. Greater Manchester Ecology Unit (GMEU) were consulted on 14 October 2025 to obtain their views as to whether they would need to undertake a HRA Screening in conjunction with the draft revised SPD13 and confirmed that the SPD could be screened out of any need for further assessment.

4. Consultation

4.1 On 3 December 2025, Members approved a revised draft of SPD13 for consultation. Consultation on this draft subsequently took place over a six-week period running from **15 December 2025 to 26 January 2026**.

4.2 The draft strategy was available to view on the Council's website and available for inspection electronically at Bury Town Hall between the hours of

8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries for details).

4.3 Comments were invited by email to be sent to planning.policy@bury.gov.uk or by post to the following address:

Strategic Planning and Infrastructure
Place Directorate
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

5. Consultation Responses

5.1 The table below shows that the consultation generated a total of seven responses, although three of these responded simply to say that they had no comments. These comments and the Council's response to these comments are set out in the table below.

Summary of Comment	Council Response	Change Required
Local planning policies The list of key local planning policies should be expanded to include UDP Policy EN2/2 – Conservation Area Control and EN2/3 – Listed Buildings	Reference has been added to UDP policies EN2/2 and EN2/3.	Yes
Heritage Request that the document includes the following statement to address proposals for HMOs that affect designated heritage assets: "Proposals for HMOs affecting designated heritage assets, such as listed buildings and conservation areas, will be considered in line with the requirements of relevant UDP policies and the NPPF."	The requested text has been added at paragraph 2.9. Reference has also been added to buildings of local heritage value.	Yes
Conservation areas Welcome that paragraph 4.32 of the draft SPD recognises that particular care and attention is required where an HMO proposal is located within a conservation area.	Support noted.	No
Public Health Public health issues associated with HMOs: Mental Health & Wellbeing • increased mental health risks, including stress, anxiety, and poor wellbeing, due to factors like shared facilities, lack of control, and low-quality housing conditions. • higher rates of depression and serious mental illness, especially when households are overcrowded. Housing Quality & Overcrowding	The potential public health issues associated with HMOs are acknowledged. The SPD seeks to better manage the provision of HMOs throughout the Borough, improve the standards of accommodation provided and reduce potential for detrimental impacts on local communities.	No

Summary of Comment	Council Response	Change Required
• Poor housing conditions—structural deficiencies, mould, inadequate ventilation—are associated with worse self-reported physical and mental health. • Overcrowded living environments correlate with expanded risk of infectious diseases; reduced privacy and sleep quality, contributing to stress, social tension, anxiety, and depression. Communicable Diseases • Shared living spaces in HMOs create a breeding ground for infectious disease transmission Noise Pollution • Environmental noise—common in densely populated HMOs—contributes to sleep disturbance, hypertension, cardiovascular disease, mental health disorders, such as anxiety and depression. Injury & Safety Risks • Substandard HMOs often contain physical hazards (e.g. poor fire safety, electrical faults, trip risks), which can lead to increased risk of accidents and injuries, and elevated rates of respiratory infections due to damp or unsafe conditions. Socioeconomic & Access Considerations • HMO occupants often face economic vulnerability—overcrowding and rent insecurity limit access to healthy food, healthcare, and other essentials. • Vulnerable individuals (e.g., low-income, young adults, ethnic minorities, those with complex needs) are disproportionately affected. Key Public Health Actions: • Enforce licensing and standards: Minimum space, light, fire safety, amenities, and management protocols. • Promote decongestion: Cap overcrowding thresholds, limit HMO concentrations. • Improve property quality: Address hygiene, mould, damp, waste, and ventilation. • Support mental wellbeing: Facilitate strong management, safety, and tenant autonomy. • Boost infection control: Clean common areas, ensure ventilation, education. • Address noise and safety hazards: Implement mitigation measures and hazard corrections. • Target vulnerable groups: Provide tailored support and interventions for complex needs.	Whilst some of the issues are identified are outside of the scope of planning controls, it is important to recognise the role of the Council's Private Rented Sector Enforcement team and Environmental Health in this regard. All properties that are occupied by five or more people, from two or more households and sharing an amenity are subject to mandatory licensing (subject to certain exemptions). HMOs must comply with statutory regulations on management, and the legislation places certain duties on the individuals managing the property. The Council's HMO Guidance for landlords is also applicable to all HMOs across the Borough (including those that do not require a licence).	
Cycle parking Inclusion of cycle parking is an excellent consideration.	Support noted	No
Cycle parking Strongly support the provision of secure bicycle parking, as mentioned in the consultation. Many HMOs lack	Support noted.	No

Summary of Comment	Council Response	Change Required
dedicated parking for residents, with the assumption that residents will use alternative or public transport. Without secure bicycle parking, it is difficult for residents to use cycling as a practical transport option, as bicycles must be left in relatively insecure communal areas or stored within bedrooms, which takes up a significant amount of space.		
Green space Could the SPD include green space / growing spaces where there is scope to do so.	The inclusion of green space / growing spaces is considered to be beyond the scope of this SPD, which is supplementing existing planning policies. As many HMOs are created from the conversion of existing dwellings, provision of green space / growing space may not be practicable. This has therefore not been included within the SPD, however the emerging Draft Local Plan policy seeks to ensure additional demands for open space, sport and recreation are met for HMO applications.	No
Concentration criteria How will the concentration criteria be calculated at boundaries with neighbouring boroughs? Will the council seek information on the number of HMOs in the 100m radius across the boundary? Or will the council only consider the smaller area of the semi circle within the borough and adjust the calculation in proportion to the area of the semi circle? (With 10% being unchanged, but if half the area in Salford, then 2 maximum properties rather than 4)	Where applications are within 100m of the boundary, neighbouring districts will be consulted. The Council will have regard to HMOs within the neighbouring district where this information is available.	No
Concentration criteria Why was 10% chosen within any 100m radius as the concentration criteria? This seems high. It doesn't have to be a round number. Why not 6% or 8%?	10% within a 100m radius or a maximum of 4 (whichever is the lower), together with the three in a row and sandwiching restrictions are considered to be appropriate standards to limit the over concentration of HMOs.	No
Concentration criteria How are flats are counted in concentration calculations? If the 100m radius includes say the rock flats then the 10% HMOs can be concentrated unfairly on the few streets that aren't high rise buildings, as the calculation will be watered down counting individual flats as properties. Instead the whole complex should be counted as one property.	10% within a 100m radius or a maximum of 4 (whichever is the lower), together with the three in a row and sandwiching restrictions are considered to be appropriate standards to limit the over concentration of HMOs, including in areas where there are large numbers of purpose built flats.	No
Avoiding a concentration of HMOs The way in which the proposed thresholds operate in practice may benefit from refinement.	The maximum threshold is considered necessary to ensure that the areas with the highest densities of existing development are not	No

Summary of Comment	Council Response	Change Required
The percentage-based approach reflects overall density, however the additional absolute cap has the potential to produce outcomes that do not always reflect street character or function. In practice, HMOs often cluster along main roads, transitional areas and locations with good public transport access — the same locations identified in the SPD as being more sustainable in NPPF terms. Applying a rigid numerical cap in these areas may: • Restrict development in sustainable locations; and • Encourage HMO proposals to move further into quieter residential streets that are more suited to long-term family housing. Local analysis of licensed HMOs along Walmersley Road illustrates this point, where four HMOs fall within a 100-metre buffer yet the overall density across the surrounding area remains low (approximately 2%), with minimal penetration into adjacent residential streets. It may therefore be helpful for the SPD to place greater reliance on: • The 10% concentration threshold as the primary measure which is consistent with the approach adopted in other GMCA authorities where SPDs are in place.; and • Existing adjacency, sandwiching and “three in a row” criteria, which more directly relate to residential amenity impacts.	disproportionately impacted by allowing higher numbers of HMOs.	
Application of SPD guidance to commercial reuse Further clarification may assist where proposals involve the reuse of redundant or underutilised commercial floorspace, particularly upper floors in town centres and secondary parades. In many such cases: • There is no loss of family housing; • The space may not be suitable for conversion to a single C3 dwelling due to layout, location or size; and • Shared accommodation can represent an efficient and sustainable reuse of space. Clarifying how concentration and locational criteria apply in these circumstances may assist decision-making and align with NPPF objectives around effective use of land and town centre vitality.	Conversion of underutilised commercial floorspace to HMOs may be appropriate, however the Council considers that the concentration and locational criteria should continue to apply to these cases, in order for the Council to address issues around intensification of use and changes to the character of the area.	No
Existing HMOs • Will current smaller HMOs that are currently 'permitted developments' have to register? What will happen if their standards aren't up to scratch? • Current HMOs should have a time scale (say 5 years) to meet new standards where reasonable or reason why they can't. Otherwise residents who face current issues will be the ones who live next to the only sub standard accommodation, which in time will become the HMOs that charge the lowest	The SPD cannot be applied retrospectively and the Council cannot legally require smaller HMOs that are currently ‘permitted developments’ to register. All HMOs (regardless of whether they require planning permission or a licence) are duty bound to adhere to the requirements laid out by the Management of Houses in Multiple	No

Summary of Comment	Council Response	Change Required
rent and can only attract the lowest standard on tenants. As responsible tenants will move to properties that are up to new standards. • All current HMOs should be asked to register (even if fees are waived), so no one can claim that their new HMO existed before changes (including article 4 direction) came into place.	Occupations (England) Regulations 2006. Where those in control of HMOs are found to be failing to meet their duties, the Council has powers to take action.	
Parking Permits Current HMOs should have some level of notice then their parking permits also not made available.	Restricting the availability of parking permits for existing HMOs is outside of the scope of the SPD.	No
Space standards Standards of bedrooms and outdoor space are provided, but no standards for communal space. There should be clear minimum standards on the kitchen and communal areas. These standards should include both total size of the kitchen and communal areas (lounge etc.) in proportion to the number of residents and enough seating and utilities for the number of residents. Landlords will try and maximise revenue by turning a living room into a bedroom and having a tiny kitchen with 2 cupboards and a slimline dishwasher for 5 people.	The SPD references the Council's Short HMO Guidance for Landlords, which sets out space standards for communal rooms, combined bedrooms and other facilities. The HMO guidance sets minimum room sizes for shared rooms dependent on the number of occupiers, in addition to requirements for kitchen equipment. It is not considered necessary to replicate this guidance, which applies to all HMOs, within the SPD. The Council considers that it is appropriate to apply higher floorspace requirements to bedrooms where there is no separate communal lounge in addition to a kitchen or kitchen-diner. This would be consistent with the Council's Short HMO Guidance for Landlords. Additional text will be added to section 4 of the SPD to require single bedrooms to be a minimum of 10sqm and double bedrooms a minimum of 14sqm where there is no separate communal lounge.	Yes
Bin storage Bin storage wording should be tighter to ensure screened at back and the front. Designated space should be for the higher amounts.	The SPD requires the location, design and size of external bin storage areas to be suitable and not have a negative impact on the amenity of HMO occupants or their neighbours, and not detract from the general amenity and character of the area. It also expects bins to be screened from view to minimise their impact.	No

Summary of Comment	Council Response	Change Required
	The bin storage requirements are based on information from the Council's waste management service. The Waste Management service are consulted on planning applications and are best placed to advise on whether sufficient bin storage has been provided.	
Large HMOs "The Council's preference is for proposals for 16 or more bedrooms to be split into two separate HMOs." Can this be strengthen to "council would not normally consider a HMO of 12 or more bedrooms. These should be split into smaller HMOs". Also to include a maximum size so something ridiculous like a 40 bed converted mill doesn't occur?	Whilst the Council has a preference for proposals for 16 or more bedrooms to be split into two separate HMOs, applications for larger HMOs will be considered on a case by case basis. It is not considered justified to set a maximum size as each case must be considered on its own merits.	No
Security We would welcome the inclusion of secure mail delivery. Most HMOs do not provide secure mail delivery, with all residents' mail and small parcels delivered through the main entrance letterbox, leaving items vulnerable to theft. Secure through-the-wall mailboxes, where space allows, would provide a much higher level of security for mail and small parcels.	A requirement for secure mail delivery is considered to be beyond the scope of the SPD but will be added to the Council's HMO guidance for landlords as a recommendation.	No
Security We would recommend a minimum standard for bedroom doors, requiring a robust, solid-core door (e.g., FD30) fitted with a lock certified to BS 8621 (or equivalent).	The requirement for bedroom doors to meet a minimum standard is addressed through the Council's HMO guidance for landlords, and also part of a fire risk assessment as required by the Regulatory Reform Order (Fire Safety) 2005. It is not considered necessary for the SPD to duplicate this requirement.	No
Security Front ground-floor bedrooms can be particularly vulnerable if residents leave windows open during warmer weather. We would recommend that all ground-floor windows be fitted with window restrictors (limiting opening to 100mm) to prevent them from being left open and insecure.	Restrictors / windows with keys for ground floor windows are recommended under HHSRS – entry by intruders. It is not considered necessary for the SPD to duplicate this recommendation.	No
Security We would recommend that any external alterations to the building comply with Secured by Design and Approved Document Q.	Reference has been added to paragraph 4.31 to encourage applicants to have regard to Secured by Design guidance. The Council cannot require applicants to comply with the Secured by Design guidance as it goes beyond the scope of planning control.	Yes

Summary of Comment	Council Response	Change Required
	Compliance with Approved Document Q is not currently a requirement of Building Regulations for conversion to HMOs and cannot be required through a Supplementary Planning Document.	
HMO management plans The management plan statement referenced at para. 4.17 should be expanded to include outdoor areas and waste management. Yard/garden maintenance can be a big nuisance for neighbours, particularly shared fencing etc.	Paragraph 4.17 expects management plans to include arrangements for management and maintenance of all communal areas within the site and the building, however additional reference will be added to all external areas to ensure this is clear. Paragraph 4.17 expects management plans to include management proposals for the servicing and the storage, transfer and collection of waste ensuring that appropriate arrangements are made.	Yes
Outlook and natural light in roof space accommodation Paragraph 4.10 states that roof lights which only face the sky are not considered to provide a reasonable outlook. While the importance of adequate outlook and natural light is recognised, a more nuanced approach may be appropriate for roof space accommodation. From practical experience, roof space bedrooms that: • Meet or exceed NDSS bedroom size requirements; • Provide adequate ceiling heights; and • Incorporate appropriately sized roof lights, can deliver high levels of daylight, privacy and residential amenity. In some cases, such rooms are positively regarded by occupants, particularly where generous communal facilities are provided elsewhere in the property. It may therefore be helpful for the SPD to clarify whether daylight quality, room size and overall internal arrangement can be considered alongside outlook, rather than applying a blanket exclusion to roof-light-only rooms.	The Council considers that roof-light only rooms where the roof lights only face the sky are not generally appropriate, as HMO bedrooms are the resident's only private living space.	No
Design Considerations **Bedroom sizes and communal space provision** The SPD applies Nationally Described Space Standards to HMO bedrooms, which provides a clear baseline. However, in many non-student HMOs, traditional separate lounges are often underutilised, with open-plan kitchen–dining arrangements functioning more effectively. Where no separate communal lounge is provided in addition to a kitchen or kitchen– diner, it may be helpful	The Council considers that it is appropriate to apply higher floorspace requirements to bedrooms where there is no separate communal lounge in addition to a kitchen or kitchen-diner. This would be consistent with the Council's Short HMO Guidance for Landlords.	Yes

Summary of Comment	Council Response	Change Required
for the SPD to include specific clarification to safeguard living standards. For example: • Single bedrooms: a minimum of 10 sqm • Double bedrooms: a minimum of 14 sqm These minimums would be in addition to NDSS requirements and reflect the need for personal living space within the bedroom where residents are more likely to spend time. Alternatively, the SPD could specify that: • Where no separate communal lounge is provided, an additional 2.5 sqm of unencumbered floor space should be provided to each bedroom above the NDSS minimums. Including a clear, measurable standard of this nature would provide certainty for applicants and decision-makers while allowing flexibility in internal layouts.	Additional text will be added to section 4 of the SPD to require single bedrooms to be a minimum of 10sqm and double bedrooms a minimum of 14sqm where there is no separate communal lounge.	
Fire Safety Modern HMO room design often includes built-in storage, sinks or flat surfaces intended to improve usability. While these features do not create self-contained units, they may influence occupant behaviour including the use of electrical equipment (toaster, kettle, air fryer, microwave) It may assist clarity if the SPD acknowledges that: • Fire detection and alarm specifications are determined through fire risk assessment and licensing processes; and • In line with LACORS guidance, interlinked heat detection within bedrooms may be appropriate where built-in facilities are provided, alongside suitable smoke detection elsewhere. * For background context, experience suggests that fully interlinked smoke detection systems can be prone to unnecessary activation where electrical appliances are used in bedrooms with fixed flat surfaces. In line with LACORS guidance for bedsit-style accommodation, the use of interlinked heat detection within bedrooms alongside separate smoke detection elsewhere can reduce this issue.	Paragraph 4.15 includes reference to fire risk assessment requirements. Additional text has been added within the HMO Standards section at paragraph 2.14. Specific reference to interlinked heat detection within bedrooms is not considered to be necessary within the SPD, as fire safety is adequately addressed through licensing and Building Control requirements.	Yes
General Support the SPD. The provisions are timely and welcome, striking the right balance between much needed additional housing and the security of place and community. Limiting the concentration of new HMO's to 10% within a 100m area; requiring detailed tenant management plans be submitted as part of the planning process; giving greater consideration to more living space within accommodation and detailing specific parking requirements, mean this SPD responds to challenges raised by residents and gives assurance of good provision into the future.	Support noted.	No

Summary of Comment	Council Response	Change Required
This document will allow for higher quality within the HMO market in Bury, answer the concerns of residents and help those who need HMO accommodation be secure in the knowledge of good provision.		
General Well thought out SPD, provides a detailed framework for consideration of HMOs across the Borough.	Noted	No
General In general, the document contains a number of strategies we would welcome, particularly the efforts to de-intensify the number of HMOs in certain areas. Areas with high concentrations of HMOs can have a very transient community and a lack of cohesion, which can allow criminality and antisocial behaviour to flourish. They can also generate conflict with established residents over issues such as noise, increased comings and goings, and car parking, especially in areas that rely heavily on street parking.	Support noted.	No
General We would be supportive of an Article 4 Direction to limit permitted development rights for the conversion of a house into an HMO.	Support noted. On 27 January 2026 the Council's Planning Control Committee authorised the making of an Article 4 Direction.	No

5.2 The consideration of these comments has led to the conclusion that the SPD would benefit from a small number of minor changes prior to it being formally adopted. In particular:

- Reference has been added to UDP policies EN2/2 and EN2/3.
- Additional text added in relation to heritage assets at paragraph 2.9.
- Higher floorspace requirements have been included for bedrooms where there is no separate communal lounge.
- Added reference to Secured by Design guidance at para. 4.31.
- Additional reference has been added to paragraph 4.17 to ensure management plans include management and maintenance arrangements for all external areas.
- Additional text has been added to fire detection and alarm specifications being determined through fire risk assessment and licensing processes within the HMO Standards section at paragraph 2.14.

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Agenda Item 11

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Adoption of SPD19 – Hot Food Takeaway	
Report of	Leader of the Council	

1. Summary

1.1 This report details the outcomes of the draft Hot Food Takeaway Supplementary Planning Document (SPD19) consultation and seeks approval for the final SPD to be formally adopted.

2. Recommendation(s)

2.1 That Cabinet:

i) Note the responses to the public consultation and the proposed post-consultation revisions.

ii) Approves draft SPD19 –Hot Food Takeaways as the final version to be adopted and published.

iii) Delegate authority to the Executive Director (Place), to make any minor non-material editorial amendments to the SPD ahead of its final publication.

3. Reasons for recommendation(s)

3.1 SPD19 provides additional detail and guidance on the implementation of existing Development Plan policies that are used to determine proposals for Hot Food Takeaways. It provides supporting information and guidance on how the Local Planning Authority will assess planning applications for hot food takeaways where planning permission is required

3.2 The adoption of the document and revocation of the previous SPD19 would ensure that all relevant planning applications are considered against up-to-date policy guidance.

4. Alternative options considered and rejected

4.1 To not adopt the revised SPD19 – Hot Food Takeaways.

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Department: Place
E-mail: d.i.wiggins@bury.gov.uk

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5. Background

5.1 In January 2026, Cabinet members approved a draft of SPD19: Hot Food Takeaways for consultation purposes. The SPD provides supporting information and guidance on how the Local Planning Authority will assess planning applications for hot food takeaways where planning permission is required, for example for new hot food takeaways or applications for a variation of opening times.

5.2 The SPD seeks to provide a framework to support a balanced and fair approach to supporting local business and economic growth whilst also taking steps to ensure our environment supports the health and wellbeing of our residents.

5.3 The SPD has been produced in collaboration with Public Health.

5.4 Consultation on the Draft SPD was undertaken over a six-week period running from 26th January 2026 to 09th March 2026. The submitted responses have been considered, and a small number of changes have been made to the SPD.

5.5 Approval is now sought to adopt the revised SPD19: Hot Food Takeaway (attached as Appendix 1) as a material consideration in the determination of planning applications.

6. Summary of the Consultation Findings

6.1 In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Council's Statement of Community Involvement, consultation on the Draft SPD was undertaken over a six-week period running from 26th January 2026 to 09th March 2026.

6.2 Consultation involved making relevant material available for inspection on the Council's website, and available to view in the Town Hall and at Bury, Prestwich, Radcliffe and Ramsbottom libraries and at the Tottington Centre. Letters / emails were also sent to all contacts on the Council's Local Plan consultation database.

6.3 The consultation generated a total of seven responses. These comments and the Council's response to them are set out in the Consultation Statement appended to this report (Appendix 2).

6.4 The consideration of these comments has led to the conclusion that SPD19 would benefit from a small number of changes prior to it being formally adopted. In particular:

- Clarification has been provided on the process for new planning applications.
- Odour has been added as a planning consideration to Section 5.
- Drainage has been added as a planning consideration to Section 5.

6.5 SPD19 –Hot Food Takeaways has been updated to incorporate these changes and is provided in Appendix 1.

7. Scope of the SPD

7.1 Whilst not a statutory development plan document, if adopted the SPD would be a material planning consideration in the determination of planning applications for Hot Food Takeaways.

7.2 The concentration of hot food takeaways on our high streets, within our neighbourhoods, and close to schools has been recognised as a key planning issue for some time. Councils across the country are experiencing similar issues, often in areas suffering from high levels of deprivation.

7.3 Childhood overweight and obesity rates in Bury remain significantly above national averages, with NCMP data showing that more than 25% of children in some Lower Super Output Areas are affected. These figures have risen in recent years, alongside an increase in hot food takeaway outlets and evidence demonstrates a clear association between the density of hot food takeaways and unhealthy weight outcomes, particularly in deprived communities.

7.4 The SPD provides the context around the whole systems approach to support healthy environments and reduce obesity and the role that the SPD can play alongside other initiatives to address the obesogenic environment.

7.5 The Hot Food Takeaway SPD explains the requirements, relevant thresholds and measures that may need to be taken to ensure that a hot food takeaway is acceptable in planning terms. The requirements consist of:

- Using local health intelligence to inform decision making via the Hot Food Takeaway Planning Matrix.
- Proximity to Schools.

- Locations where there are high levels of obesity.
- Over-proliferation of hot food takeaways and
- Limiting the impacts of hot food takeaways in relation to environmental health, highways issues and general residential amenity.

7.6 If adopted, SPD19 will apply to all planning applications for Hot Food Takeaways validated after the date of adoption.

8. Conclusion

8.1 Members are requested to approve the proposed changes to SPD19 before agreeing to adopt it as a material planning consideration.

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9. Links with the Corporate Priorities:

9.1 Places for Everyone forms part of Bury's statutory development plan. It sets out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the Plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities.

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10. Equality Impact and Considerations:

10.1 A full Equality Impact Analysis has been completed. This identified different characteristics and circumstances which could be affected and impacted by this SPD. All impacts are identified as either neutral or positive with no outstanding equalities concerns or additional actions required at this stage.

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11. Environmental Impact and Considerations:

11.1 The revised SPD is not expected to give rise to any significant environmental effects. The SPD provides supporting information and guidance on how the Local Planning Authority will assess applications for hot food takeaways where planning permission is required.

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12. Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation

The post consultation amendments are not accepted.	The amendments are a result of public consultation and having considered the responses received.
The final SPD is not approved.	A previous Cabinet report approved the draft SPD. The final SPD has been amended in response to comments received.

13. Procurement Implications

13.1 No Procurement Implications.

14. Legal Implications:

14.1 The statutory requirements for the preparation and adoption of Supplementary Planning Documents (SPDs) are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. This report sets out how these requirements have been followed in the preparation of SPD19 Hot Food Takeaway, including the publication of the draft document for public consultation in accordance with Regulations 12 and 13.

14.2 Before adopting the SPD, Cabinet must consider the issues raised through the consultation and the extent to which the SPD has been amended in response to those representations. The Consultation Statement (Appendix 2) provides details of the representations received and the Council's response to them.

14.3 If adopted, SPD19 – Hot Food Takeaways will become a material consideration in the determination of relevant planning applications. The SPD provides additional guidance relating to existing Development Plan policies and must therefore be considered when determining planning applications for Hot Food Takeaways submitted after the date of adoption.

14.4 Following adoption, the Council must publish an Adoption Statement, in accordance with Regulation 14 of the 2012 Regulations. The Adoption Statement must specify the date of adoption, any modifications made since publication of the draft SPD, and the time limits for any person aggrieved by the decision to apply for permission for judicial review.

15. Financial Implications:

15.1 There are no financial implications arising directly from the adoption of SPD19. The SPD has been developed by Planning Services staff funded from existing approved budget allocations. The costs relating to the

consultation process are also covered within existing approved budget allocations.

Appendices:

Appendix 1 – Supplementary Planning Document 19: Hot Food Takeaways

Appendix 2 – SPD19 Consultation Statement

Background papers:

None

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

Term	Meaning
PfE	Places for Everyone
SPD	Supplementary Planning Document

Bury Council

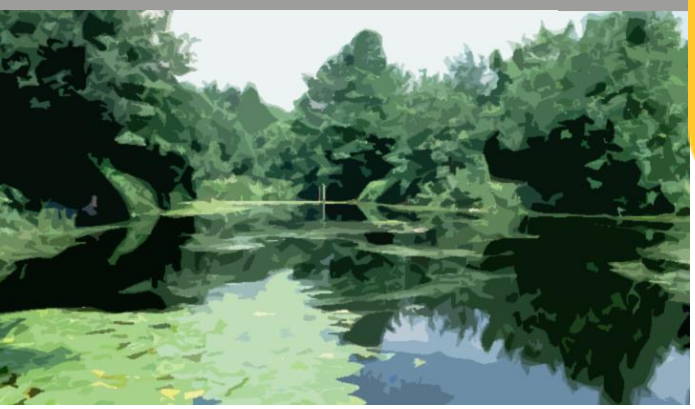





Supplementary Planning Document 19

Hot Food Takeaways

June 2026







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1 Introduction

1.1 Good health is one of the key determinants of quality of life. As well as being of great importance in its own right, it also has a significant impact on the ability of people to enjoy the immense range of opportunities across Greater Manchester and to make a positive economic contribution. Today, the planning system has an increasingly important role to play in helping to make towns and cities healthier places to live, work and visit. Health is now embedded as a key theme throughout national and local policy, underpinning many aspects of planning to provide a more sustainable and beneficial future for the health and wellbeing of our population.

1.2 This Hot Food Takeaway Supplementary Planning Document (SPD) provides supporting information and guidance on how the Local Planning Authority will assess applications for hot food takeaways where planning permission is required.

1.3 This SPD is a material consideration in the determination of a planning application and provides further clarification on how current Council planning policies can be used to protect against a range of adverse impacts created by hot food takeaways.

1.4 This document has been drawn up in consultation with the Council's Public Health teams and other interested parties and explains the overall approach to the principle of hot food take away proposals across Bury.

1.5 The SPD has been prepared accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 and the National Planning Policy Framework 2023 and supports Policy JP-P6: Health of the adopted Places for Everyone Plan.

1.6 Once adopted, this SPD will be a material consideration in planning decisions. It is intended to expand on existing policies rather than duplicate other planning documents. It should be read in conjunction with the Council's Local Plan to gain an understanding of the Council's priorities, aims and objectives for the Borough. If development proposals do not comply, the SPD may be used as a reason for the refusal of planning permission.

2 Policy Context

National policy guidance

2.1 The National Planning Policy Framework (NPPF) sets out the government's planning policies for England and aims to contribute to the achievement of sustainable development. The NPPF is a material consideration in the determination of planning applications. There are three overarching objectives to sustainable development – economic, social and environmental. The social objective states, "to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being"[1].

2.2 The NPPF states the purpose of the planning system in creating healthy and safe communities. The NPPF focuses on enabling and supporting "healthy lifestyles", especially where local health and wellbeing needs would be addressed - for example through access to "healthier food"[2].

2.3 The NPPF aims to ensure that planning policies protect the vitality and viability of town centre environments and encourages local authorities to create policies that make clear the uses permitted in certain locations[3]. The NPPF states that planning should, amongst other things, promote strong neighbourhood centres and active street frontages[4]. The NPPF also requires planning decisions to consider and support the delivery of local strategies to improve health, social and cultural wellbeing for all sections of the community, in addition to guarding against the unnecessary loss of valued facilities and services.

2.4 Paragraph 96[5] of the NPPF promotes social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other, for example through mixed use developments, strong neighbourhood centres, and active street frontages.

2.5 Paragraph 96 also states that planning policies and decisions should also enable and support healthy lifestyles, especially where this would address identified local health and wellbeing needs, for example access to healthier food. The NPPF aims to support strong, vibrant and healthy communities by creating a high-quality built environment reflecting the community's needs.

[1] National Planning Policy Framework (2024), Page 5
[2] National Planning Policy Framework (2024), Page 28
[3] National Planning Policy Framework (2024), Page 26
[4] National Planning Policy Framework (2024), Page 26
[5] National Planning Policy Framework (2024), Page 28

The core principles encourage planning to be a creative exercise in finding ways to enhance and improve the places in which people live their lives. It emphasises that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all.

2.6 Paragraph 97[6] of the NPPF states that local planning authorities should refuse applications for hot food takeaways and fast-food outlets where they are:

2.7 Within walking distance of schools and other places where children and young people congregate, unless the location is within a designated town centre; or

2.8 In locations where there is evidence that a concentration of such uses is having an adverse impact on local health, pollution or anti-social behaviour.

Planning Practice Guidance

2.9 The Government's Planning Practice Guidance (PPG) adds further context to the NPPF. The PPG explains how the planning system can play an important role in creating healthy communities and living environments that can prevent ill health and support the reduction of health inequalities. To achieve this, collaboration and engagement between planners, Public Health teams and other health organisations is firmly encouraged.

2.10 The PPG describes a healthy place[7] as one which supports and promotes healthy behaviours and environments and a reduction in health inequalities for people of all ages. It will provide the community with opportunities to improve their physical and mental health, and support community engagement and wellbeing.

2.11 In terms of hot food takeaways, the guidance states that local planning authorities can have a role by supporting opportunities for communities to access a wide range of healthier food production and consumption choices. Planning policies and supplementary planning documents can, where justified, seek to limit the proliferation of particular uses where evidence demonstrates this is appropriate (and where such uses require planning permission).

2.12 Planning policies and proposals may need to have regard to the following issues:

- proximity to locations where children and young people congregate such as schools, community centres and playgrounds.
- evidence indicating high levels of obesity, deprivation, health inequalities and general poor health in specific locations.
- over-concentration of certain uses within a specified area.
- odours and noise impact.

[6] National Planning Policy Framework (2024), Page 28
[7] PPG - Paragraph: 003 Reference ID:53-003-20191101.

- traffic impact; and
- refuse and litter.

NHS Fit for the Future:10-year Plan for England

2.13 The NHS Long Term Plan[8] aims to improve health outcomes and reduce health inequalities by shifting healthcare delivery towards community-based and preventative care, integrating services, and leveraging technology.

2.14 The key contributions of the NHS Long Term Plan to a Healthy System include fast food takeaway restrictions. The NHS Long Term Plan acknowledges the impact of obesity and poor diet on health services. Planning powers can be used to restrict hot food takeaways, especially near schools. Recommendations include updating the NPPF to include public health as a planning consideration and applying the precautionary principle in areas with poor health outcomes.

Using the Planning System to Promote Healthy Weight Environments

2.15 Public Health England produced the "Using the planning system to promote healthy weight environments" document in February 2020[9]. This guidance supports local authority public health and planning teams to promote healthy weight environments through the powers of the planning system.

2.16 The single most common planning policy adopted to promote, has been the introduction of takeaway food outlet exclusion zones around locations often frequented by children and families[10]. These locations are most often schools but also parks and leisure centres. Exclusion zone buffer sizes are often 400 metres, which has been considered a reasonable 5-minute walk, or 800 metres which is a 10-minute walk. This principle includes primary schools, as those in year 6 may walk to and from school independently in preparation for the transfer to secondary school.

2.17 Additionally, it is recognised the families may use hot food takeaways on the way home from school and the presence of an adult does not necessarily mean hot food takeaway foods will not be purchased and consumed by children.

[8] NHS England » Fit for the Future: 10 Year Health Plan for England
[9] Public Health England Using the planning system to promote healthy weight environments (2020), pages 13, 14
[10] Using the planning system to promote healthy weight environments - page 14

2.18 It may be appropriate to restrict new hot food takeaway premises just beyond 400m subject to local circumstances, such as:

- childhood obesity levels
- main school routes used by majority of children
- density of existing food retail uses

The Use Classes Order

2.19 The Town and Country Planning (Use Classes) Order 1987 (as amended)[11] puts uses of land and buildings into various categories known as 'Use Classes'. In general, planning permission is needed to change from one use class to another.

2.20 New regulations which came into force from 1 September 2020, changed use classes including those relating to food premises such as hot food takeaways. Table 1 below provides an overview of the changes made, in relation to food retail premises only:

Table 1: Old vs the new Use Classes Order for Food Retail Premises

Use Class Order before 1st September 2020	Use Class Order from 1st September 2020
A3 Restaurants and Cafes	Class E Commercial, Business and Service
A4 Drinking Establishments	Sui Generis
A5 Hot Food Takeaways	Sui Generis

2.21 According to guidance published by the Office for Health Improvement and Disparities (OHID)[12] , 'Sui generis' is a term used for premises that do not fall within a defined use class, and that cannot, generally, change to any other use, including other "sui generis" uses without obtaining express planning permission. In this way, OHID state that the change of the A5 hot food takeaway use class "allows local authorities to have greater control, through using the planning application process, to prevent the proliferation of hot food takeaways".

2.22 It is acknowledged 'unhealthy food outlets' may encompass a broader range of planning uses than sui generis hot food takeaways alone and could also

[11] The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020: https://www.legislation.gov.uk/uksi/2020/757/made

[12] OHID is a successor organisation to Public Health England (PHE). For more details about the role and responsibilities of this body, see: https://www.gov.uk/government/organisations/office-for-health-improvement-and-disparities/about

include restaurants and retail units. The focus of this note and the ensuing policy recommendations are, however, focussed on managing the proliferation of sui generis hot food takeaway uses only.

Places for Everyone

2.23 Places for Everyone (PfE) is a joint plan of nine Greater Manchester districts and was adopted on 21st March 2024.

2.24 One of the key aims of PfE is to set 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. to the Plan covers a timeframe up to 2039. It is clear that Greater Manchester and Bury will see considerable population and housing growth over the plan period that will, in turn, lead to increased pressures on infrastructure, such as education.

2.25 PfE recognises key issues related to health, wellbeing and food in the boroughs such as health disparities, sport and recreation, green infrastructure, active travel, design and food production.

2.26 Objective 10 of PfE promotes health and wellbeing of communities and seeks to improve access to healthy food options for all communities.

2.27 PfE **Policy JP-P6: Health** states that to help tackle health inequality new development will be required as far as practicable to:

A. Maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development.

B. Support healthy lifestyles, including through the use of active design principles making physical activity an easy, practical and attractive choice; and

C. Be supported by a Health Impact Assessment for all developments which require to be screened for an Environmental Impact Assessment, and other proposals which, due to their location, nature or proximity to sensitive receptors, are likely to have a notable impact on health and wellbeing.

Bury's 'Let's Do It!' Strategy

2.28 Bury's Let's Do It Strategy[13] is a ten-year vision and strategy for the Borough. It seeks to build upon a shared sense of local pride and act as a call to arms

[13] Let's Do It! strategy - Bury Council

for progressing the local vision of achieving 'faster economic growth than the national average, with lower than national average levels of deprivation'.

2.29 It is a single strategy for the council, police, health, other public services, the voluntary, community and faith sector and business communities and seeks to give everyone the encouragement and support to play their part, joining together the delivery of all public services as one and delivering an ambitious plan for both social and economic infrastructure.

2.30 Bury's Local Plan will play a key role in delivering the vision and aims of the Let's Do It Strategy and, as such, it is important that there is alignment between these two key local strategies.

Bury Joint Strategic Needs Assessment (JNSA)

2.31 The Bury JSNA[14] offers key insights into local health and wellbeing needs. It helps partners make informed decisions to improve public health, reduce inequalities, and plan better services.

2.32 The Joint Strategic Needs Assessment (JSNA) describes the health, social care and wellbeing needs of local communities in Bury. The core aim is to develop local evidence-based priorities for commissioning which will improve the public's health and reduce inequalities. JSNA output, in the form of evidence and the analysis of needs is used to help in determining what actions local authorities, the local Integrated Care Board (ICB) and other partners need to take to meet health and social care needs, and to address the wider determinants that impact on health and wellbeing locally.

Bury Food Strategy (2020-2025)

2.33 The Bury Food Strategy[15] and Good Food Charter aims to unite with the national and regional approaches to transforming the food system and tailor these to suit our local population, with a focus on collaboration to improve our food environment. The impact of poor diet on health is well known and understood. However, a poor diet also has wide reaching consequences beyond poor health, for example, on children's educational outcomes, on productivity, on the local economy and on the environment and biodiversity, with food waste accounting for almost one third of global emissions.

2.34 The Strategy identifies that in Bury childhood obesity is a significant challenge, and mirrors trends seen nationally. Almost 1 in 10 reception-age children are

[14] https://theburydirectory.co.uk/jsna
[15] https://theburydirectory.co.uk/services/bury-food-strategy

classified as obese, and this doubles to almost 1 in 5 children classified as obese by the time they reach year 6. The proportion of adults in Bury classified as either being overweight or obese is also very high, with 2 in 3 adults meeting that definition.

2.35 In addition, the Strategy also finds a positive correlation between deprivation and the number of takeaways in Bury, with more deprived areas having more takeaways than less deprived areas.

2.36 The built environment in which we live, and work influences the choices we make around food. The density of fast-food takeaways in Bury is very high at 165.7 per 100,000 residents. Considering that there is an average of 115.9 hot takeaways in England per 100,000 population, the number of hot food takeaways in Bury is an issue. This type of food is typically more convenient and cheaper than healthier alternatives, and policies need to be considered on how to improve access to healthier food.

2.37 As a result, the Action Plan for 2020-2025 sets an aim to promote healthier food environments, through several deliverable actions, including limiting the number of takeaways in the borough.

3 Planning and Public Health

3.1 Having an unhealthy lifestyle can increase the risk of being overweight or obese. This can increase the chances of having poor health and developing long-term health implications. The risks of developing long term conditions earlier in life and living more years with poor health are increased due to being overweight or obese. In addition to the physical health impacts, obesity is associated with having a lower quality of life, experiences of stigma, social isolation and mental health issues for both children and adults.

3.2 Good planning means linking economic, social and environmental matters with the strategies of public agencies and service providers in the aim of creating attractive, safe and accessible places to live. This in turn improves the quality of life and wellbeing of individuals and communities. Developing strong, healthy and vibrant communities is vital to ensuring the well-being of the Borough's population and planning therefore, has a crucial role to play in ensuring health, and health inequalities, are addressed.

3.3 The health and well-being of communities must begin with the planning process, and it is accepted that if communities and households have access to facilities and services, healthy food outlets, local employment opportunities, alternative transport options and well designed, open public space, they will be happier, healthier and more stable. Local planning policies, and the location of new developments and facilities, should enable people to have a choice of high quality and attractive places to live and allow them to reach the services they need and, for the services they need to reach them.

Bury's Health Context

Health Inequalities

3.4 Bury's population has increased by 5.6% from 188,400 in 2014 to 198,900 in 2024. This is lower than the overall increase for Greater Manchester (10.1%), the Northwest (8.4%) and England (7.8%) over the same period. Nearby areas such as Salford and Manchester have seen their populations increase by around 21.3% and 14.4%, respectively [16].

3.5 In 2021, Bury ranked 97th for total population out of 309 local authority areas in England, which is a fall of one place in a decade. Bury was the 10th most densely populated of the North West's 39 Local Authority Areas in 2021[17] .

[16] Nomis Population Estimates, 2024
[17] Office for National Statistics, 2021

The Borough's population is projected to increase to 197,829 by 2030 and to 203,442 by 2040, an increase of 2.8%[18] .

3.6 The Index of Multiple Deprivation for 2025 ranks Bury as the 90th most deprived out of 296 local authorities (where 1st is the most deprived). In 2019 Bury ranked 95th most deprived out of 317, in 2015 Bury ranked 122nd most deprived out of 326 and in 2010 Bury ranked 114th most deprived out of 326 local authorities.

3.7 Bury has 13 Lower Super output Areas (LSOAs) in the 10% most deprived in the country, mostly found in East, Radcliffe, Besses and Moorside areas. Of all the 120 LSOAs in Bury, lower levels of deprivation are more consistently found in Tottington and Bury West wards. Overall, Bury has remained the 8th most deprived of the 10 Greater Manchester districts, where 1st is the most deprived[19] .

3.8 The Income Deprivation Affecting Children Index (IDACI) measures the proportion of all children aged 0 to 15 living in income deprived families. Bury has seen worsening relative deprivation moving 22 places from rank 119 in 2019 to rank 97 in 2025. Among the 10 Greater Manchester Local Authorities, Bury has seen the largest rise in rankings for Income Deprivation Affecting Children Index (IDACI). Of the 10 most deprived LSOAs for this measure, four are in Bury East.

3.9 In the 2021 Census, 46.9% of the population of Bury identified themselves as being in very good health and 5.8% in bad health or very bad health. This is below the national average for very good health, and above the national average for bad or very bad health. Regionally, it is above the average for very good health and below the average for bad or very bad health.

3.10 According to the 2021 Census, approximately 8.5% of people in Bury are disabled under the Equality Act where their day-to-day activities are limited. This number decreased from the 2011 Census where it was 10.1% and is below the regional average (9.1%) but above the national average (7.5%).

3.11 There is a need to improve the life expectancy of Bury's residents which is currently below the national average, and there is inequality in life expectancy between the most and least deprived areas of the Borough. Bury's life expectancy is 78.1 for males and 82 for females for 2023, which is similar to the North West averages (77.7 and 81.7) but slightly lower than the England averages (79.3 and 83.2)[20].

[18] Office for National Statistics, 2025
[19] GOV.UK English Indices of Deprivation, 2025
[20] Office for Health Improvement and Disparities, 2025

Childhood Obesity in Bury

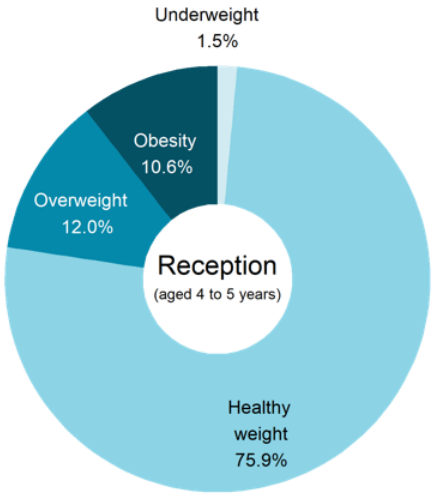
3.12 The latest National Child Measurement Programme (NCMP)[21] for 2024/25 shows an increase in levels of obesity for children in both Reception and Year 6. The levels are similar to the national average for children in Reception but larger than the national average in Year 6.

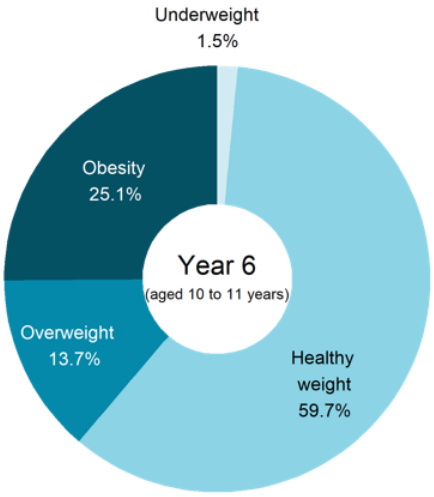
3.13 In Reception, 10.6% of children in Bury compared to 10.5% of children nationally are obese (including severe obesity). In Year 6, 25.1% of children in Bury compared to 22.2% of children nationally are obese (including severe obesity). Improved access to high quality open spaces can lead to increased participation in sport and physical activity.

3.14 The table below shows the percentage of overweight and obese Reception and Year 6 children in Bury from the NCMP (2024/25) in comparison to the region and England as a whole.

	Reception			Year 6		
	Bury	England	Northwest	Bury	England	Northwest
Underweight	1.5%	1.1%	0.9%	1.5%	1.6%	1.4%
Healthy Weight	75.9%	75.4%	74.1%	59.7%	62.2%	60.6%
Overweight	12.0%	13.0%	13.5%	13.7%	13.9%	14.3%
Overweight (Including obesity)	22.6%	23.5%	25.0%	38.8%	36.2%	38.0%
Obesity (including severe obesity)	10.6%	10.5%	11.5%	25.1%	22.2%	23.6%
Severe obesity	2.7%	2.9%	3.2%	5.7%	5.6%	6.2%

3.15 The below pie charts visualise the percentage by BMI categories in Bury for Reception and Year 6 for 2024-25.





3.16 Bury has seen an increase in the percentage of children in Reception classed as overweight (including obesity), up by 1.5% from 21.1% in 2023/24 to 22.6%

[21] https://www.nhs.uk/live-well/healthy-weight/national-child-measurement-programme/

in 2024/25[22]. This mirrors the trend seen nationally, up by 1.4% from 22.1% in 2023/24 to 23.5% in 2024/25.

3.17 Bury has also seen an increase in the percentage of children in Year 6 classed as overweight (including obesity) up by 3.3% from 35.5% in 2023/24 to 38.8% in 2024/25[23] Although Bury has mirrored an increased trend nationally, Bury's increase in the overweight (including obesity) category is much larger at 3.3% compared to an increase of only 0.4% nationally, from 35.8% in 2023/24 to 36.2% in 2024/25. Bury was 0.3% below the national figure in 2023/24 but is now 2.6% above the national average for 2024/25.

Links between Childhood Obesity and Deprivation

3.18 In Bury, prevalence of obesity (including severe obesity) for the 5-year period 2020/21 to 2024/25 combined showed 10.9% of Reception children living in the most deprived quintile were classed as obese, 9.5% in both the second most and the average deprived quintiles, 9.3% in the second least deprived quintile and 6.5% in the least deprived quintile. This indicates a trend of increasing levels of obesity in Reception children as deprivation increases. This is consistent with the previous time period, when levels of obesity also increased with levels of deprivation. It is also consistent with the trend seen nationally as levels of obesity increase as deprivation increases[24].

3.19 For Children in Year 6, the prevalence of obesity (including severe obesity) for the 5-year period 2020/21 to 2024/25 combined showed 28.7% of Year 6 children living in the most deprived quintile were classed as obese, 26.5% in the second most deprived quintile, 23.0% in the average deprived quintile, 19.3% in the second least deprived quintile and 16.2% in the least deprived quintile. This again highlights a trend of increasing levels of obesity in Year 6 children as levels of deprivation increase, consistent with the trend in the previous time. This is also consistent with the trend seen nationally, where levels of obesity are higher amongst higher levels of deprivation[25].

Adult Obesity in Bury

3.20 In 2023/24, 65.3% of adults in Bury were overweight or obese, similar to the figure for England of 64.5%. Although this is a decrease of 1.9% from 2022/23, the rate in Bury has increased over recent years from 59.6% in 2018/19. Bury has lower levels of overweight and obesity than the North West average for 2023/24 (66.7%).

[22] Obesity, physical activity and nutrition - Data | Fingertips | Department of Health and Social Care
[23] Obesity, physical activity and nutrition - Data | Fingertips | Department of Health and Social Care
[24] Obesity, physical activity and nutrition - Data | Fingertips | Department of Health and Social Care
[25] Obesity, physical activity and nutrition - Data | Fingertips | Department of Health and Social Care

3.21 High takeaway outlet density is strongly associated with increased fast-food consumption and higher adult obesity prevalence, which in turn elevates risks for diabetes, cardiovascular disease, and liver disease [26].

3.22 In England, adults who are obese are 5 times more likely to develop type 2 diabetes[27] than adults of a healthy weight, with 90% of adults with type 2 diabetes currently classed as being either overweight or obese. In Bury, in 2023/24, 8% of adults have a prevalence of type 2 diabetes with recent trends showing an increase.

3.23 Obesity is a major risk factor for non-alcoholic fatty liver disease (NAFLD) and can exacerbate alcohol-related liver damage. Public Health England evidence shows that areas with dense takeaway outlets have higher obesity prevalence, which correlates with increased liver disease mortality under the age of 75. In Bury in 2024, the mortality rate from Liver Disease for those under the age of 75 has been highlighted as a concern with 42 deaths with obesity as a contributing factor[28].

Links between Deprivation and Fast-Food Outlets

3.24 As well as the link between deprivation and obesity, research has also established a link between levels of deprivation and the proliferation of fast-food outlets. Greater exposure to hot food takeaways is linked to increased consumption of energy-dense, nutrient-poor foods, contributing to higher rates of overweight and obesity among children, as confirmed by the National Child Measurement Programme and multiple UK studies[29].

3.25 High densities of hot food takeaways can also contribute to an obesogenic environment that discourages active lifestyles. Evidence shows that areas with greater fast-food availability often have lower walkability and fewer green spaces, while promoting sedentary behaviours through convenience-based eating. This correlates with reduced physical activity levels and higher inactivity rates, which amplify risks of obesity and chronic disease[30].

3.26 Fast food outlets represent a popular, cheap convenient service. They provide an important complementary use in our main and local centres; can attract trade and provide local jobs. Nevertheless, it is also recognised that many of our streets can become saturated with fast food outlets, selling food such as chips, burgers, kebabs, fried chicken and pizza. The sheer density of these outlets may make it easier for us to consume too much, too often – and the

[26] NICE Obesity Guidance, 2015

[27] Type 2 diabetes accounts for at least 90% of all cases of diabetes. It occurs when the body either stops producing enough insulin for its needs or becomes resistant to the effect of insulin produced. The condition is progressive requiring lifestyle management (diet and exercise) at all stages. Over time most people with type 2 diabetes will require oral drugs and or insulin

[28] https://theburydirectory.co.uk/jsna

[29] Public Health England, 2020.

[30] Public Health England, 2021; NICE Physical Activity Guidance, 2018.

fact that most outlets have no or limited nutrition information in store can make informed choices difficult.

3.27 In seeking to tackle obesity, reducing easy access to calorie-dense food is an important aim. Whilst modifying the environment to ensure less reliance on the private car can help in ensuring we all live more active lifestyles, many areas of the country, particularly those with high levels of deprivation, are often further disadvantaged by an 'obesogenic environment', in particular from an over-prevalence of fast-food outlets.

4 What is a Hot Food Takeaway

4.1 The Town and Country Planning (Use Classes) Order 1987 (as amended)[31] draws a distinction between a shop (including sandwich shops), a restaurant or café which are in Use Class E and a hot food takeaway. Establishments whose primary business is the sale of hot food where the consumption is mostly undertaken off the premises is Sui Generis (in a class of its own).

4.2 The proposed layouts of such premises provide a clear guide as to whether the use of the premises will fall into the A3 (restaurant) or the Sui Generis (hot food takeaway) Use Class.

4.3 In deciding whether an application is for a hot food takeaway, consideration will be given to the proportion of space designated for hot food preparation. Restaurants and cafes often have an ancillary takeaway element, and hot food takeaways can have ancillary eat-in facilities.

4.4 Where the hot food takeaway element of a proposal is equal to or larger than the non-hot food takeaway element the guidance in this SPD will apply to that proposal. To determine the nature of a proposal the operation of the premises will be considered, particularly:

- The proportion of space designated for food preparation and other servicing in relation to designated customer circulation space.
- The number of tables and chairs to be provided for customer use.
- The hours of opening; and
- The percentage of the hot food takeaway use to the overall turnover of the business.

4.5 The applicant will be expected to provide detailed floor plans to demonstrate the above and that the proposed use will be the primary business activity. For clarity, the table below sets out examples of uses which are considered to be hot food takeaways, and those which are not. This list is not exhaustive:

Examples of Hot Food Takeaways	Examples of other uses
Fish and Chip Shops	Restaurants/Snack Bars/Cafes
Pizza Takeaway	Sandwich/Deli Shops
Chinese/Thai Takeaway	Bakeries
Indian Takeaway	Coffee Shops
Burger Takeaway	Public Houses/Wine Bars
Fast Food Drive Through	Ice Cream Shops/Parlours
Chicken/Southern Fried Chicken Shops	Night Club
Kebab Takeaway	Shisha Bar

[31] The Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020: https://www.legislation.gov.uk/uksi/2020/757/made

5 Guidance

Is planning permission required?

5.1 This SPD sets out the principles that apply to hot food takeaways (as defined in Section 4) where planning permission is required, for example, new hot food takeaways or applications for a variation of opening times (Section 73 application).

5.2 Planning permission is required to build a new premises for a hot food takeaway (Sui Generis use). The Town and Country Planning (Use Classes) Order 1987 (as amended) subdivides different development types into separate classes of use. In general, to change the use of a property from one use to another requires planning permission. Permission is also needed to convert a Class E commercial property to a hot food takeaway.

5.3 Where a property currently has permission for use as a hot food takeaway, planning permission is not required to use the property for any other type of hot food takeaway. However, the conditions attached to the previous planning permission, such as restrictions on opening hours, will still apply.

5.4 External building works or alterations that materially change the appearance of an existing hot food takeaway, such as the building of an extension or the installation of a new shop front to the property will usually require planning permission. External shutters and grilles also usually require planning permission. Separate advertisement consent is sometimes required to display shop advertisements. For example, consent would be required for signs above fascia level, including projecting signs or banners, and illuminated signs of any kind.

Planning application considerations

Hot Food Takeaway Planning Matrix

5.5 The Council wants to take a balanced and fair approach to supporting local business and economic growth whilst also taking steps to ensure our environments support the health and wellbeing of our residents.

5.6 Therefore, to reflect the complexities of the obesogenic environment, the Council has developed a tool which will support the decision-making process for hot food takeaway proposals.

5.7 The matrix will inform any decision on proposals for new hot food takeaways based on their proximity to secondary schools within the Lower Super Output Area (LSOA) that it is located within. The Matrix will also consider obesity

levels in primary school Year Six pupils within the LSOA and if there are five or more existing hot food takeaways within the LSOA.

5.8 **Proposals for all new hot food takeaways will be assessed against the Matrix and proposals that are not accepted by the Matrix will be refused, unless other material considerations indicate otherwise.**

Proximity to Schools

5.9 Reducing children's exposure to foods contributing towards obesity such as those sold in hot food takeaways can reduce access to food and drink that is high in fat, salt and sugar.

5.10 A specific issue has been identified with teenagers leaving secondary schools at lunchtimes to access hot food takeaways. Children in primary school do not normally leave school premises during school hours but research indicates that the most popular time for purchasing food from shops is after school[32] .

5.11 Whilst hot food takeaways within easy walking distance of schools can provide an attractive and affordable food option for pupils. The aim of this guidance is to ensure that during times when children are making food choices, such as lunchtime and after school, the environment and availability of hot food takeaways is not encouraging unhealthy choices.

5.12 In an effort to establish appropriate healthy eating habits and reduce the rate of childhood obesity in the local population the Council considers it appropriate to restrict the establishment of new hot food takeaways around secondary schools. Therefore, planning permission will not be granted for new hot food takeaways which are located within a 400m radius of secondary schools.

5.13 It is not considered appropriate, at this time, to restrict hot food takeaways around primary schools as there is no comparable evidence to suggest that the location of hot food takeaways acts as an obstacle to primary school children eating healthily. It is thought that the majority of primary school children are not permitted out of the school grounds during the school day, and that they are more likely to be accompanied by an adult on their way to and from school.

5.14 A detailed map showing the 400m restrictive zones around secondary schools can be found within Appendix 1. This map is to be used by potential applicants and those involved in the determination of planning applications to ascertain whether a premises falls within a 400m zone.

5.15 The schools shown in the mapping do not constitute a definitive list. School locations may change over time, and this guidance will be updated to accommodate such changes. Where a school is opened or relocated, its new location will automatically have an exclusion zone because of this guidance.

[32] The school fringe: from research to action. Policy options within schools on the fringe (2009) Sinclair, S; Winkler JT. Nutrition Policy Unit, London Metropolitan University

5.16 A school that is outside of Bury's Local Authority boundary but is within 400m of the Bury boundary will be considered as having a 400m exclusion zone from its nearest site boundary point to a proposed hot food takeaway site within the Bury local authority area.

Locations where there are high levels of obesity

5.17 As set out in Chapter 3, childhood overweight and obesity rates in Bury remain significantly above national averages, with NCMP data showing that more than 25% of children in some Lower Super Output Areas are affected. These figures have risen in recent years, alongside an increase in hot food takeaway outlets and evidence demonstrates a clear association between the density of hot food takeaways and unhealthy weight outcomes, particularly in deprived communities.

5.18 In assessing planning applications for new hot food takeaways, consideration will be given to levels of excess weight of 10-11 year old pupils (primary school year six pupils). **In Lower Super Output Areas[33] where obesity levels in primary school Year Six pupils are more than 25% and there are more than 5 existing hot food takeaways within that ward, planning permission will not be granted on the grounds that it would be harmful to public health.**

5.19 Applying a more than 25% Year Six obesity threshold ensures that restrictions target areas with the greatest health need, supporting local and national public health objectives to reduce obesity, improve diet, and promote healthier environments. This approach aligns with NPPF guidance and reflects Bury's commitment to tackling health inequalities through spatial planning.

Over-proliferation

5.20 An over-proliferation of hot food takeaway uses situated within close proximity may result in harmful impacts on residential amenity, as well as displace other uses and reduce options for healthier food choices. This could lead to negative outcomes on the vitality and viability of a centre or parade.

5.21 Increased numbers of customers congregating around hot food takeaways, particularly in the evenings, can also lead to problems of increased noise, disturbance and crime levels, fear of crime or anti-social behaviour. These impacts can be intensified where hot food takeaway uses are clustered together.

5.22 Therefore, when considering whether the cumulative impact of introducing a new hot food takeaway would be detrimental to public health regard will be had to:

[33] Lower layer Super Output Areas (LSOAs) comprise between 400 and 1,200 households and have a usually resident population between 1,000 and 3,000 persons (ONS, 2025).

- the number of existing hot food take away establishments in the immediate area and their proximity to each other.
- the type and characteristics of other uses, such as housing, shops and public houses; and
- any known unresolved amenity, traffic or safety issues arising from existing uses in the area.

5.23 To avoid clustering, **no more than two adjacent units should be utilised as Hot Food Takeaways. Proposals which would result in three or more adjacent Hot Food Takeaway units, including where existing takeaways are already present, will be refused. In addition, where there are already existing hot food takeaways in any one length of frontage, a gap of at least two non-hot food takeaway uses shall be required before a further hot food takeaway will be permitted in the same length of frontage.**

Health Impact Assessments

5.24 Applications for new hot food takeaways will be required to include a Health Impact Assessment. (HIA). The HIA will be taken into consideration during assessment of the application.

Other Considerations affecting Hot Food Takeaways

Residential Amenity

5.25 One of the most common concerns about hot food takeaways is the impact on amenity especially residential, from noise, odours, litter, vermin, road safety, traffic generation and anti-social behaviour. Careful consideration should be given to ensuring the lives of people in the local area are not negatively affected by amenity issues.

5.26 The activities associated with hot foot takeaway establishments often tend to peak at times when the surrounding background noise levels are considered to be low (e.g. late evenings). Odours, noise and vibrations generated from cooking activities and extraction equipment used in these premises, together with traffic disturbance, litter and the attraction of large numbers of people at particular times of the day mean that hot food takeaways can produce a higher degree of noise and disturbance to local residents than other kinds of retail use. This noise generated by the proprietor and from the customers can be very difficult to control.

5.27 In view of this, it is not normally considered acceptable to locate hot food takeaways directly adjacent to residential properties, regardless of the nature or effectiveness of the extraction system installed.

5.28 Applications for hot food takeaways close to residential properties must:

- Consider impacts on residential amenity in terms of noise disturbance, vibrations, odours, traffic impacts, litter or hours of operation because of the proposal.

- Accommodate extract equipment internally within the building and rooted within existing chimneys where practicable. Where external equipment is proposed, it should not be detrimental to the area or host property.

5.29 The development of new hot food takeaways or the expansion of existing units which would result in an unacceptable adverse impact on residential amenity will not be permitted.

Hours of Operation

5.30 Late night opening hours can cause intolerable levels of disturbance to residents, attracting higher customer numbers in the afternoon and late evenings. It is necessary to consider planning conditions on the planning permission for a hot food takeaway proposal to control the nature of the use and the impacts on the surrounding area.

5.31 When determining the appropriate hours of operation for hot food takeaways consideration will be given to:

- The likely impacts on residential amenity.

- The existence of secondary schools either within or outside Local Education Authority control within 400m.

- The character and function of the immediate area; and

- The potential benefits of the proposal for the wider community.

5.32 Sites outside of designated centres will usually be subject to more restricted opening hours.

5.33 Within designated centres, where there is no residential accommodation in close proximity to the premises, it is not likely that any restrictions will be placed on the hours and days of operation. Takeaway premises in areas with a greater focus on commercial activity generally serve other establishments, which form a part of the evening economy. To reflect this, restrictions on opening hours in such locations will be less rigid as compared to the more residentially focused takeaway premises.

5.34 In designated centres, with residential use in close proximity, opening hours are likely to be restricted to between 08:00 and midnight.

5.35 The proposed hours and days of opening should be specified as part of applications for hot food takeaway development. Hours of opening will be made a condition of the planning permission if it is granted.

Highway Safety

5.36 The impact of hot food takeaways on traffic flow and road safety is an important consideration when determining applications. Hot food takeaways tend to attract a high proportion of car borne and short stay customers and outside the town centre and designated areas are often located where there is limited parking provision.

5.37 In all locations, planning permission for hot food takeaways will only be granted where there would not be an adverse impact on public or highway safety. Regard should be given to:

- Existing traffic conditions including availability of parking spaces.
- Availability of safe and legal loading areas.
- Proximity to junctions, pelican crossings, bus bays and bus stops.
- Accessibility of the site by public transport and cycling.

5.38 Where a proposal is considered to have an unacceptable impact on highway safety, planning permission will not be granted.

Disposal of Waste Products and Customer Litter

5.39 As it is a legal requirement that businesses that produce waste comply with the Environmental Protection Act 1990 (s34 Duty of Care etc as respects waste), the appropriate disposal of all waste arising from the operation of a hot food takeaway will be a material consideration when such applications are received.

5.40 It is important that the waste generated by the operation of a hot food takeaway does not detract from the character of the area or cause nuisance to other users or occupiers in the vicinity. Proposals will not be acceptable if waste cannot be adequately stored and if proper access for refuse collection vehicles cannot be safely provided.

5.41 All waste generated by the business should be accommodated on site where practicable. If this is not possible the bin store must be on site and adequately screened in a manner and location that does not detract from the street scene or the character of the area and that does not cause odour nuisance to neighbouring occupiers.

5.42 Consideration should also be given to the need to mitigate for the impact of customer waste on the surrounding area.

5.43 All applications must be accompanied by a Waste Management Strategy which should cover storage and disposal of waste including provision of grease traps where appropriate. It should also consider recycling and the use of sustainable food packaging, such as cardboard boxes and paper straws.

Noise abatement and extraction of odours

5.44 A common concern associated with hot food takeaways is the impact on the amenity of adjoining occupiers through the generation of noise and odour, usually from ineffective, inappropriate and/or badly maintained kitchen odour control and extract systems or inadequate noise attenuation measures.

5.45 Proposals for new hot food takeaways must demonstrate effective kitchen odour control and extract systems and appropriate noise attenuation measures. Noise attenuation and odour control measures must:

- Have minimal impact on visual amenity, including location and external finish.
- be acoustically attenuated.
- not have an unacceptable impact on the amenity of neighbouring occupiers, for example by virtue of vibration or odour.
- be properly operated, serviced, cleaned and maintained in accordance with industry best practice; and
- where appropriate, be improved to reflect any subsequent changes in the mode or type of cooking that could increase odours.

5.46 Extraction systems should:

- Have a flue that terminates at least 1 metre above the eves of the building to which it is attached, unless it can be demonstrated that an alternative height would be acceptable.
- Have route ducting so as to avoid close proximity to residential or office windows on neighbouring properties.
- Have a minimal number of bends in the ducting.
- Use ducting with a smooth internal surface.
- Incorporate flue terminals that do not impede discharge.
- Use circular duct cross sections whenever possible.
- Fit all duct work with anti-vibration couplings or mountings to minimise the vibration caused by air passing through; and
- Not exceed the existing background noise level as measured or calculated at the nearest residential property.

5.47 All applications must be accompanied by an Odour and Noise Impact Assessment. This should include full details of the extraction system proposed including the internal layout and external appearance showing the location of

all the main components of the system, together with details of any necessary noise attenuation and odour abatement measures.

Drainage

5.48 The operation of hot food takeaways can cause significant problems for drainage systems as a result of the disposal of fat/grease from cooking operations. Most fat or grease discharged into private drains is in liquid form but in the cooler temperatures of the drains the fat/grease then solidifies. A build-up of fat deposits may block the drain either locally or further down the sewerage system.

5.49 These blockages can create subsequent problems, such as the leakage of foul sewage or the internal flooding of properties or of neighbouring areas. Consequently, the installation of grease traps is often necessary to prevent fat/grease from entering the public sewerage system.

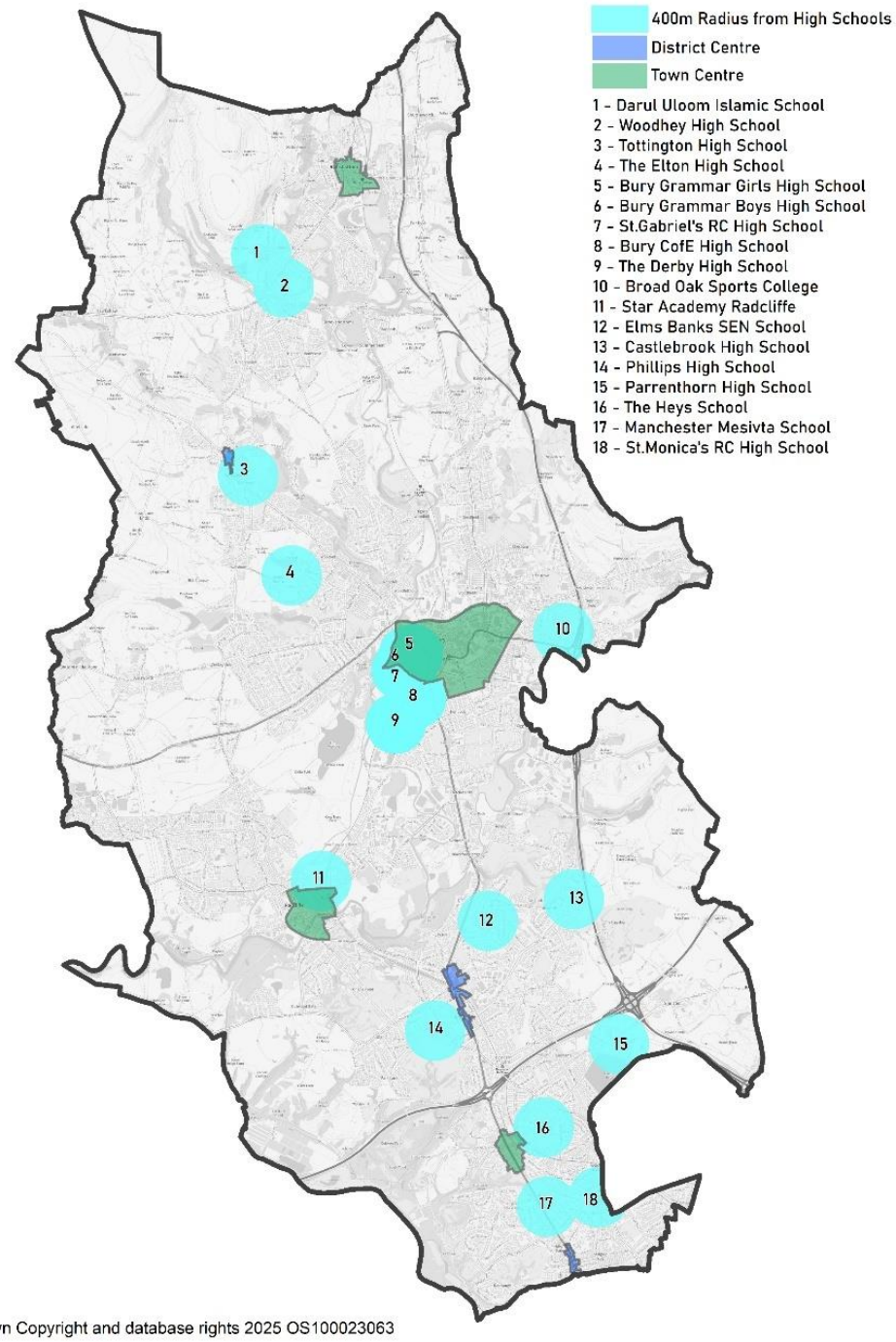
6 Monitoring and Reporting

6.1 The successful implementation of this SPD will be assessed through the Annual Monitoring Report (AMR). The AMR will note when the SPD has been used in determining planning applications, the number and location of new hot food takeaways permitted and refused, and the new hot food takeaways approved with restricted opening hours. Monitoring will also include whether there has been a reduction in both childhood and adult obesity.

6.2 The Council's AMR will highlight any issues that may need a review. Where such a review is required, a timetable for this activity will be included in the Local Development Scheme as resources permit.

6.3 Changes in National or Regional Planning Policy or progress on Development Plan Documents, which form a part of the Local Plan, may also prompt the need for further reviews.

Appendix 1: 400m School Exclusion Zones



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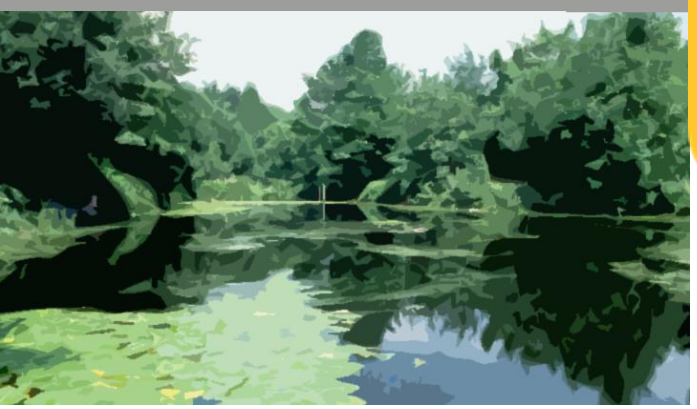





Draft Supplementary Planning Document 19

Hot Food Takeaways– Consultation Statement

June 2026







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1. Introduction

1.1. Draft SPD19: Hot Food Takeaways has been prepared is produced in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.2. Regulation 12(a) requires the Council to produce a consultation statement before adoption of the SPD. This statement must set out who was consulted, a summary of the issues raised, and how these issues were incorporated into the SPD.

1.3. Regulation 12(b) requires the Council to publish the documents (including a 'consultation statement') for a minimum 4-week consultation, specify the date when responses should be received, and identify the address to which responses should be sent.

1.4. Regulation 13 stipulates that any person may make representations about the SPD and that the representations must be made by the end of the consultation date referred to in Regulation 12.

1.5. Regulation 12 states that when seeking representations on an SPD, documents must be made available in accordance with Regulation 35. This requires the Council to make documents available by taking the following steps:

- Make the document available at the principal office and other places within the area that the Council considers appropriate; and
- Publish the document on the Council's website.

1.6. This Consultation Statement sets out the extent of consultation and engagement undertaken on draft SPD19, highlights the issues raised and how the document was amended to reflect the issues raised.

2. Engagement during the preparation of the draft SPD

2.1 Draft SPD19 provides supporting information and guidance on how the Local Planning Authority will assess applications for hot food takeaways where planning permission is required.

2.2 As such, the draft SPD was largely developed within the Strategic Planning and Infrastructure team in conjunction with specialist input from the Council's Public Health team.

2.3 The SPD received support from Bury's Health Scrutiny Board and the Bury Food Partnership.

2.4 The following table sets out the key issues raised during the internal engagement and how these have been addressed in the draft SPD.

Issue	**How was this incorporated into the draft SPD**
Provide some further clarity on the process for new applications.	Amendments made accordingly and additional text added.
How will the SPD deal with home delivery services such as uber eats etc.	Home Delivery services are not covered by the draft SPD.
Odour should be included in Section 5 as a planning consideration.	Additional text added to the SPD which provides guidance on suitable extraction systems.
Drainage should be included in Section 5 as a planning consideration.	Additional text added to the SPD which provides guidance on drainage.

3. Screening Assessments

Strategic Environmental Assessment (SEA) Screening

3.1 A Screening Statement has been prepared to determine whether a Strategic Environmental Assessment (SEA) would be required for the draft SPD19. The Council consulted Natural England, Historic England and the Environment Agency over a six-week period (18th December 2025 to 12th

January 2026) in order to seek their views on the conclusions of the SEA Screening Assessment.

3.2 Responses were received from all three bodies, all of whom agreed with the Council that the above assessments would not be required to accompany the SPD.

Habitat Regulations Assessment (HRA) Screening

3.3 The Greater Manchester Ecology Unit (GMEU) were consulted on 18th December 2025. GMEU agreed with the Council's conclusion that the SPD would not require a full HRA and, in responding to their consultation on the SEA screening, Natural England also agreed that the proposed SPD would not require a full HRA.

4. Consultation

4.1 Draft SPD19 was approved for consultation by the Council's Cabinet on 08th January 2025. A six-week period of consultation subsequently commenced on **Monday 26th January**, running to **Monday 09th March 2026**.

4.2 During this consultation, all relevant documentation could be found on the Council's web site copies of the documents were available for inspection electronically at Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries and www.tottingtoncentre.co.uk for details).

4.3 Comments were invited by email to be sent to planning.policy@bury.gov.uk or by post to the following address:

Strategic Planning and Infrastructure
Place Directorate
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

5. Consultation Responses

5.1 The consultation generated a total of seven responses. Although four of these responded simply to say that they had no comments. The Council's response to comments received are set out in the table below:

Comment	Council Response	Change Required
The number of takeaways in a neighbourhood should be limited for the following reasons: • Many are situated in areas of deprivation. • There are now clusters of Takeaways, changing the street scene. • Takeaway food is known to be a very unhealthy option. • Takeaways are businesses mainly active in the evenings therefore impacts on shopping areas in the daytime with premises closed and shuttered. • Increased litter is a known fact around takeaways. • Takeaways should not be approved near to schools as some proprietors will capitalise on this and open at close of school, childhood obesity, already a challenge.	The SPD provides supporting information and guidance on how the Local Planning Authority will assess applications for hot food takeaways where planning permission is required this includes consideration of where and when the number of Hot Food Takeaways should be limited/restricted.	No
The SPD appears to provide a balanced approach that supports economic growth while taking necessary steps to protect the health of the community, improve environmental quality, and ensure planning decisions are aligned with the Borough's long-term ambitions. The SPD provides a proportionate and justified response to local need. This represents a proactive and responsible use of the planning system to shape healthier places and narrow health inequalities.	Support noted.	No
Food needs to be labelled correctly as religiously slaughtered or not.	Noted	No

5.2 The consideration of these comments has led to the conclusion that the SPD would benefit from a small number of minor changes prior to it being formally adopted. In particular:

- Clarification has been provided on the process for new planning applications.
- Odour has been added as a planning consideration to Section 5.
- Drainage has been added as a planning consideration to Section 5.

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Agenda Item 12

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Bury Art Museum Appointment of Contractor	
Report of	Cabinet Member for Culture, Economy and Skills	

1. Summary

Bury Art Museum (BAM), located in the heart of Bury Town Centre, is a purpose-built Grade II listed building, located in the town's conservation area. The museum was built to house the Wrigley Collection, gifted to the town by the Wrigley Family to celebrate Queen Victoria's Diamond Jubilee and on the condition that there was a building to house it. The museum houses a collection of over 2,000 works of art and 60,000 museum artefacts. The collection of paintings amassed by Thomas Wrigley contains the work of the better-known British painters of the 19th Century. The collection contains paintings of international significance including J. M. W. Turner's *'Calais Sands at low Water: Poissards collecting Bait'.* Since its opening in 1901, the museum has been a cultural landmark for the community. It houses a Victorian collection of importance, a great contemporary collection and has a deep connection with the local community.

BAM and its' collection belong to the people of Bury. The core function of the Arts Service is to preserve BAM and the objects and artworks inside, ensuring that future generations get to enjoy, and contribute, to the history of Bury. This includes having a central role in collecting/acquiring artworks and objects for the collection. The team provide access to a wide range of exhibitions, events, workshops, talks, outreach and community engagement activities. Inside BAM is an art gallery, a museum space, a contemporary sculpture centre and a shop. Of central importance is providing a service to our local community, which is relevant, inclusive and engaging.

The community that is served by BAM has high levels of economic disadvantage, which in turn, statistically, leads to limited access to the cultural capital that is most likely to develop future opportunities. BAM provides access to the highest quality contemporary art from across the world in our immediate locality. The Wrigley Collection and regularly refreshed museum exhibits offer a local and national context to this work, with the innovative curation ensuring that these concepts are considered. The impact of these opportunities for the museums audiences and community cannot be overstated.

In March 2024, Bury Council secured a restricted grant of £589,545 from the Arts Council, through the Department of Culture, Media and Sport's MEND Capital Programme, supplemented by £65,505 in match funding from Bury Council's

Capital Programme ("Grant"). The grant funding received from the Arts Council must be spent by 31st March 2027.

The Grant is specifically allocated for essential and urgent repairs to BAM's roof ("Building Works"). It will cover the costs of engaging a quantity surveyor, a conservation architect, and a building contractor. It is anticipated that the Building Works will take between 6-9 months to complete.

As part of the Funding Agreement with the Arts Council, Bury Council has entered into a Deed of Covenant with the Arts Council of England (dated 15th December 2025), placing a 15-year restriction over the freehold of BAM. This covenant requires that, upon completion of the Building Works, BAM will continue to operate as an Accredited Museum for at least 15 years. An Accredited Museum is a museum that has met the nationally agreed professional standards set by the UK Museum Accreditation Scheme, which is administered by Arts Council England in partnership with the Welsh Government, Museums Galleries Scotland, and the Northern Ireland Museums Council.

To deliver Building Works, a procurement process was undertaken by the Council to appoint a contractor. Five local contractors were invited to submit quotes for the role, with procurement support from Constellia.

BAM is prioritising essential repairs and upgrades, particularly to the roof, to ensure the long-term preservation of the building and its collections. This work is supported by targeted grants, such as the Museums Renewal Grant and the Museum Estate and Development Fund (MEND), which aim to address maintenance backlogs, improve environmental performance, and enhance accessibility for all visitors. During periods of closure or restricted access, the BAM will develop alternative provision and maintain strong connections with the community through outreach and digital engagement.

1. Recommendation(s)

That Cabinet:

1. Notes the receipt of £589,545 restricted grant funding from the Arts Council, and £65,505 match funding from Bury Council, together totalling £655,050.04, which is specifically allocated for essential and urgent repairs of the roof at Bury Arts Museum ("Building Works").
2. Notes that Bury Council as part of the funding conditions has entered a Deed of Covenant with the Arts Council dated 15th December 2025, this places a 15-year restriction over the freehold of Bury Arts Museum. This is in accordance with an earlier Cabinet approval (September 2024).
3. Notes that the Council has committed an additional £247,833.59 towards the cost of the Building Works.
4. Notes the procurement process that has been undertaken by the Council to identify a contractor to undertake the Building Works.
5. Approves the appointment of U.K Restoration Limited (company number 02710154) as the contractor ("Contractor") to undertake the Building Works, with a total estimated contract value of up to £888,801.63 ("Fee").

6. Notes that in line with the recommendation of the project panel, the form of contract with the Contractor, will be JCT Intermediate Building Contract with Contractor's Design 2024 Edition including amendments.

3. Reasons for recommendation(s)

Approval to appoint the Contractor is sought so that the urgent Building Works required to the BAM roof can commence. The Contactor has been selected by the project panel as the most qualified/experienced to carry out the work on a Grade II Listed building, and with the most competitive quote of the tenders. The project panel included the Arts & Museums Manager and Senior Curator from BAM, Chambers Conservation Ltd (Architect), Poole Dicke Associates Ltd (Quantity Surveyor), and Constellia Ltd providing procurement support.

4. Alternative options considered and rejected

The Council has a statutory duty to protect Grade II listed buildings under the Planning (Listed Buildings and Conservation Areas) Act 1990. If the urgent repairs to the BAM roof are not carried out, the water ingress will continue, and the condition of the building will deteriorate further.

There are no alternative options, as the BAM roof needs urgent repairs and the Arts Council have awarded a grant to enable this work to be carried out. If the grant is not drawn down, the work cannot continue. Do nothing is not an option as the building requires urgent work to the roof and protects the Cultural estate.

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5. Background

The Arts Council MEND is a capital fund targeted at non-national Accredited Museums and Local Authorities based in England to apply for funding to undertake vital infrastructure and urgent maintenance backlogs which are beyond the scope of day-to-day maintenance budgets.

The criteria for the MEND Fund have been set by the Department for Digital, Culture, Media and Sport (DCMS), Arts Council England, Historic England (HE) and The National Lottery Heritage Fund. The grants are administered, awarded and monitored by Arts Council England.

Bury Council has been awarded a restricted grant of £589,545 from the MEND Fund to carry out essential repairs to the BAM roof. This has been matched with £65,505 funding from Bury Council's Capital Programme as set out in the Capital Funding Agreement between The Arts Council and Bury Council.

Bury Council is required under the terms of the Capital Funding Agreement to enter into a Deed of Covenant with The Arts Council of England with restriction on title over the freehold of the building for a period of 15 years. This means Bury Council commits BAM to a minimum period of 15 years as an Art Museum. This process has been completed.

Bury Council is required under the terms of the Capital Funding Agreement, procurement law and its own Contract Procedure Rules to ensure that a competitive tending process is undertaken in identifying a Contractor to undertake the Building Works. In order to ensure that it complied with these requirements, Bury Council invited 5 local Quantity Surveyors and Heritage Architects to quote for the work, followed by it undertaking an Open Procedure (one of the two competitive tendering procedures under the Procurement Act 2023) on the Chest to identify a contractor.

6. Progress to date

Bury Council submitted the MEND Grant application in August 2023, at RIBA Stage 3 of the project. The requested funding has since been approved by the Arts Council, with matching funds secured from Bury Council's capital programme. Cabinet approval is now being sought to appoint the Contractor and draw down the Grant.

Listed Building Consent (LBC application 70518) has been obtained.

The matter was presented to Cabinet in in September 2024, who subsequently gave approval to enter into a Deed of Covenant. The Deed of Covenant is set out in the appendices to this report.

As part of tender exercise, five local companies were invited to submit quotations for the contractor role.

The procurement was conducted through an open invitation to tender on the Chest, with submissions evaluated by the project team, including the Quantity Surveyor and Architect.

Two tenders were received out of those invited. They were from U.K Restoration Limited and HH Smith & Sons Co. Limited Both tenders' submissions came back with quotes at just over £1million, leaving a significant shortfall in the funding secured. The original construction costs were valued at £526,942. However, there have been significant increases in the cost of labour and materials since the scheme of works was costed. A meeting took place with the Arts Council Relationship Manager for Museums and the MEND Fund to discuss the outcome of the contractor's tenders and establish from MENDs point of view what we need to do. At this meeting it was confirmed that no further funding was available from this round of MEND funding.

The BAM Team have explored additional funding from Heritage Fund, but this is not feasible within the scope of the project and the time frame. There might

be scope to apply to other funders, such as the Pilgrim's Trust who might fund a discrete part of the project, e.g. the restoration of the decorative plaster work.

A value engineering exercise has been undertaken. This involved reprioritising the schedule of works, with a view to phasing some of the work. Both contractors who submitted tenders have been given the opportunity to revise their pricing based on the amended schedule of works. Two key components of this process were reassessing the scaffolding requirements, which is a significant cost of the project and taking out work that is below the roof line. This could be done in a second phase. The priority is to do the work that stops the water ingress into the building and diverts water away and repair any areas that are a health and safety hazard.

Both contractors resubmitted revised tenders following the value engineering exercise and in response to the revised scheme of works. From this a decision has been made by the Council as to the selection of the contractor. The Fee from the Contractor for the completion of the Building Works is £888,801.63. This still left a shortfall of £247,833.59; a business case was made to fund this and it was agreed that this would be funded by the Authority.

The revised scheme of works has been approved by the Arts Council.

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7. Links with the Corporate Priorities:

'The government estimates that creative industries generated £126bn in gross value added to the economy and employed 2.4m people in 2022. A range of research is also examining the way in which creative industries and the arts can positively impact wellbeing' DCMS 2022

GMCA launched its new Cultural Strategy, 'Create GM' in August 2024. It sets out the strong links between culture and economic growth, care and health through its Creative Health work.

Bury Council has published its Cultural Strategy setting out how the cultural institutions in Bury will contribute to the Let's do it! principles of Inclusive Growth, Wellbeing and Equality and Diversity.

The Cultural Strategy is rooted in strong co-operation between the various cultural partners in Bury including the BAM who between them have developed a strong cultural and events offer across the Borough. This has led to an increased footfall across Bury Town Centre as evidenced in Council monitoring around the use of the UKSPF grant. Increased footfall leads to increased spend in the town centre and is a catalyst for attracting new residents to Bury. This includes the very successful Bury Art Festival, the Food and Drink Festival, Pride and National Heritage Weekend which BAM has delivered with partners.

The events programme has equality and diversity at its core and BAM events is working with locally based community groups and individuals through the Community Arts Grants Programme ensuring that art and creativity reaches all part of the Borough and its diverse communities of place and interest.

It is essential that the BAM is fit for purpose and the repair of the roof is key to both protecting the collection, preserving the listed building and contributing to the delivery of the Let's do it! Strategy.

Using the collection's, the BAM team engages with a wide range of groups/organisations in the community. This work is informed by Bury Council's LET's 2030 strategy: BAM's collections, activities and events attract visitors to the borough who then spend money in the gallery and the town, contributing to the cultural economy. Improvements to the building will contribute to reductions in carbon emissions and reductions in energy costs. BAM uses the Collection to contribute to regeneration projects, e.g., *Spirit of a Place* generated interest in the local heritage, reigniting civic pride, using the collection to understand the history of the townships and neighbourhoods and engaging communities. The collection is used to support other services and the groups that they work with such as ESOL Learners and groups working with residents with various mental health issues. The BAM team uses the collection to engage formal and informal learners, linking to the national curriculum and topics covered at college/university–creating learning experiences in a non-classroom-based environment, attracting schools from across the northwest.

The collection is also used to inspire artists and visitors to create work and gain a deeper understanding of current issues including those relating to LGBTQ+ and BAME groups, creating opportunities for inclusive engagement. This has kickstarted a wider discussion about how to present the collections and increase access to the collections by people who have not visited the Gallery before. This includes developing a programme of events that will reach a wider audience such as local sports group and neurodiverse visitors. The museum is a space for artists to collaborate with marginalised people, including working with people from the local community with dementia, school children who are in danger of exclusion, and people with experience of homelessness.

BAM is free to enter, it provides a safe, warm, compassionate space for people to socialise, learn, have fun, enjoy cultural and heritage activities. It is a space where diversity and difference are welcomed.

BAM is actively seeking new income streams to ensure financial resilience. This includes procuring a new supplier for the gallery café, developing ideas to increase income, and leveraging grants to offset losses during repair periods. The museum's income targets are ambitious, with a focus on maintaining and growing revenue through innovative programming and partnerships.

BAM is expanding its reach through partnerships across Greater Manchester, collaborating with schools, community centres, and other cultural venues.

These partnerships will deliver mobile exhibitions, joint programming, and volunteer exchanges, ensuring the museum's impact is felt across boroughs and supporting regional cultural priorities.

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8. Equality Impact and Considerations:

Once the building contractor is appointed, a full schedule of works will be available which will determine how much of the building may have to temporarily close for Health and Safety reasons. We are aiming to partially close and mitigate a full closure. The museum will continue to deliver a programme of events, workshops, and outreach activities, with a focus on inclusivity and relevance to the local community during this refurbishment. Plans include promoting the gallery to schools to increase footfall, raising the museum's profile as a welcoming venue for children, young people, and families, and keeping audiences informed during building works. The procurement specification will set out the need for minimum disruption, and an Equality Impact Assessment will follow once any closures are known. This will be included in a further Cabinet report once the procurement of the building contractor approved.

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9. Environmental Impact and Considerations:

- The project to make essential repairs to the BAM roof includes the following work: Repair to glazed roof lights (skylights)
- Repairs to parapets and valley gutters
- Increase capacity for rainwater disposal
- Batter understanding of below ground drainage
- Masonry repairs
- Repair of internal plasterwork

As part of the social value considerations, the procurement process sought any further enhancements the companies can provide to support Bury Council meet its carbon neutral and wider climate change commitments although these may be limited due to the listed status of the building.

BAM is part of the Future Preparedness Programme, run by Museum Development North's. The programme supports museums to develop their skills and knowledge around the impact of Climate Change on historic buildings.

Solar panels were considered during the application process to MEND. Standard solar panels could not be used as these would have blocked out the light to the upper galleries. The gallery was built as a top-lit gallery, with natural light, so to block out the light would spoil the original characteristics of the Grade II Listed Building. Integrated solar panels were considered but the physical/geographical positioning of the roof means that solar panels would not generate enough power to make them viable.

Insulation will be added to the slate roof. The glass replacing the existing panels will be double-glazed and therefore the thermal efficiency of the building will be improved.

10. Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
1. Risk of unknowns once building work begins	Surveys have already taken place by a heritage architect in order to submit the MEND bid.
2. Building work causes a closure period for the ART Museum. 3. The design work will not be compatible with listed building status.	The work completed to date on surveys indicates that it will be necessary to close the upper floor during the building work and if necessary for health and safety reasons there may be periods of full closure. The heritage architect was subject to a competitive tendering process where experience of working on listed buildings will be critical. The architects who have quoted for work are all from the HE preferred list

11. Procurement Implications:

Procurement compliant with Contract Procedure Rules and below threshold exercise conducted by Constelllia – strategic procurement partner**.**

12. Legal Implications:

Under section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Council is under a statutory duty to have *special regard* to the desirability of preserving a listed building, including Grade II buildings, and its setting when determining relevant planning applications. This duty requires decisionmakers to give considerable weight to the preservation of designated heritage assets and to apply the statutory presumption in favour of their conservation.

As a contracting authority, the Council must ensure that all procurements comply with the relevant legislative framework (namely the Procurement Act 2023 or – where relevant, its predecessor, the Public Contract Regulations 2015), and in addition must follow its own Contact Procedure Rules ("CPRs").

The Council has complied with this obligation in this instance, by undertaking an Open Procedure tender exercise to identify the Contractor to undertake the Building Works on the BAM Roof.

It is understood that the project panel identified JCT Intermediate Building Contract as the form of contract for the works, initially considering the 2016 edition. Legal advice to the Council is that the 2024 edition of the JCT Intermediate Building Contract should be used instead of JCT 2016 because it incorporates essential updates required by new legislation—most notably the Building Safety Act 2022 and modern insolvency laws. The 2016 suite is now outdated in several key areas.

Owing to the value of this contract to comply with the Council's CPRs, the contract should be executed by a Deed under seal.

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13. Financial Implications:

The revised capital works costs of £902,884, will be funded from a combination of grant £589,545 and prudential borrowing £313,339, the associated revenue financing costs of borrowing are c.£30k.

The existing capital programme includes £655,050 from previous approvals allocated to the BAM works, the additional request for £247,834 will be allocated from the corporate amount set aside within the property and estates theme, therefore, no increase to the overall capital programme approved at February 2026 Council.
The revenue budget approved at February 2026 Council included the associated revenue financing costs of the overall borrowing requirement to support the capital programme, therefore, no additional budget implications.

It is anticipated that there may be some disruption to day-to-day BAM activities. However, funding was secured from the Arts Councils Museums Renewal Fund to compensate for some of the loss of income due to the urgent Building Works.

As with any capital project there is a risk that costs could increase once the works are underway. The financial estimate from the contractor includes a 10% contingency, however if costs do increase further then the service will need work to minimise the costs and request further funding from the Finance Board if still required.

As detailed in the report the Council is responsible for these essential works, and all options for additional or increased grants to minimise the need for borrowing have been explored by the service.

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14. Appendices:

1. *Completed Deed of Covenant ACE*

2. *Completed Deed of Covenant Bury*
3. *MEND Acceptance Full Details*
4. *Certificate of Title – Signed Mark Townsend*
5. *Signed Undertaking – Deed of Covenant*
6. *Standard Terms & Conditions MEND January 2024*

Available on request

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15. Background papers:

Bury Art Museum Updated Report on Tender Following VE Exercise.pdf

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

Term	Meaning
BAM	Bury Art Museum
MEND	Museums Estate Development Fund
DCMS	Department for Culture Media and Sport

Agenda Item 13

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Approval to Undertake Public Consultation on a Draft Housing Strategy for Bury	
Report of	Cabinet Member for Housing Services and Cabinet Member for Regeneration and Growth	

1.0 Summary

1.1 In November 2025, the Council commissioned arc4 consultancy to undertake a statutory periodical review of housing needs under Section 8 of the Housing Act 1985, to inform the development of a new housing strategy, which will replace the existing 2021 – 2025 Housing Strategy.

1.2 The new housing strategy will provide a long-term, boroughwide framework for housing delivery whilst also addressing related activities such as affordability, homelessness, regeneration and housing standards, in alignment with wider Council priorities and corporate objectives.

1.3 This report seeks Cabinet approval to commence a 12-week programme of public consultation on the draft housing strategy. The proposed consultation will engage residents of the borough and key stakeholders to secure inclusive and meaningful feedback.

2.0 Recommendation(s)

It is recommended that Cabinet:

2.1 Note the work to date on developing the draft Housing Strategy which is attached at Appendix 1.

2.2 Approve that formal public consultation for a period of twelve weeks should be undertaken to gather views and opinions on the draft Housing Strategy, ensuring that these are duly considered before a final version is prepared for Cabinet approval.

2.3 Delegate authority to the Director of Housing to make any non-material amendments to the draft strategy, prior to consultation if required.

2.4 Note that following consultation, a final proposed Housing Strategy and delivery plan will be submitted to Cabinet for approval and adoption. The accompanying report will summarise the outcome of the public consultation.

3.0 Reasons for recommendation(s)

3.1 Public consultation on a housing strategy constitutes a formal decision under the Council's governance arrangements and must therefore be authorised by

the Cabinet. This ensures compliance with the principles of good governance, openness, and accountability.

3.2 To ensure that the draft Housing Strategy is subject to meaningful engagement while proposals remain at a formative stage, in accordance with the Gunning Principles.

3.3 Consulting residents and stakeholders, including those with protected characteristics, enables the Council to gather valuable feedback, local intelligence, practical expertise, potential equality impacts/mitigation, and fosters shared commitment to implementation.

4.0 Alternative options considered and rejected

4.1 Retain the existing Housing Strategy to deliver Bury's housing priorities and guide inclusive growth and investment in the borough.

4.1.1 This option has been rejected because the existing Housing Strategy is now outdated due to changes in national policy, service delivery arrangements and the findings of a statutory review of housing needs undertaken in November 2025.

4.1.2 The development of a new housing strategy is essentially informed by a statutory needs review. It ensures that the Councils strategic framework properly reflects up to date evidence of housing need and demand in the borough. The new draft Housing Strategy has been developed using updated evidence collated by arc4 which effectively fulfils and updates the Council's Section 8 duty. The public consultation will further validate the evidence base and ensure the strategy responds appropriately to current and emerging challenges.

4.1.3 An up to date, well supported evidence driven housing strategy strengthens the Council's position when seeking external funding, including through Homes England and other investment programmes. It also demonstrates that priorities have been shaped through public and stakeholder consultation, which increases credibility and fundability.

4.1.4 In the absence of a housing strategy, the Council would find it difficult to demonstrate clear strategic direction for housing, it would weaken compliance with expectations set by the Regulator of Social Housing and the Social Housing (Regulation) Act 2023 and reduce credibility in securing external investment or partnership support. The lack of a coherent and up to date strategy could also result in poorer alignment with statutory plans and diminished accountability, transparency, and stakeholder confidence, potentially undermining the effectiveness of the Council's wider strategic housing role.

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5.0 Housing strategy overview/purpose

5.1 The draft Bury Housing Strategy 2026 - 2036 is a high-level strategic document that sets out the Council's long-term vision, priorities, and approach to housing across the borough, providing an overarching framework to guide delivery. Whilst it is not itself a legal or statutory document, and does not discharge or replace individual duties, it plays a critical role in bringing together and responding to statutory requirements.

5.2 The strategy ensures that the findings of the statutory review of housing needs are translated into clear objectives. It reflects the Council's corporate priorities and is designed to work alongside statutory and policy documents such as the Bury Local Plan and wider national and local strategies, ensuring that housing delivery and service provision are coordinated and evidence led.

5.3 The Strategy encompasses wider interrelated housing functions and responsibilities such as housing supply and growth, affordable housing, specialist, supported and accessible housing, regeneration, homelessness, council housing services and standards and the private rented sector.

6.0 Background

6.1 The Council's existing Housing Strategy has been overtaken by significant changes within the housing landscape, making the development of a new strategy both timely and necessary. Major legislative reforms, combined with ongoing financial pressures, have fundamentally and permanently altered the environment in which housing services are delivered. In this context, it is essential that the Council adopts a comprehensive and up-to-date housing strategy, to ensure that it can effectively deliver its priorities and respond to emerging challenges.

6.2 To support this work, the Council has commissioned arc4 to develop a new, comprehensive housing strategy for the borough. This strategy is informed by the latest housing needs assessment and will set a clear long-term vision and provide a strategic framework for meeting identified needs over the next decade. It will be closely aligned with, and actively support, the Council's wider ambitions for place-based regeneration, climate action, reducing inequalities, and delivering sustainable and inclusive growth across the borough.

7.0 Early engagement

7.1 In recent months, arc4 has conducted a comprehensive review of the wider strategic and operational context within which the Council is operating. This

has included an assessment of a range of national and local strategies, policies, and relevant data sources to establish a robust baseline position. This work has provided a clear understanding of existing strengths and gaps, helping to identify where change or improvement may be required to support the Council's future housing delivery ambitions.

7.2 As part of this process, early engagement has been undertaken with officers, partners, and key stakeholders to test emerging assumptions and gather insight. This has included a combination of one-to-one interviews and group engagement sessions, with Team Bury, elected members, registered housing providers, officers, and stakeholders. The feedback received has informed the direction of the strategy ahead of wider public consultation.

7.3 Five emerging strategic priorities have been identified through the evidence review and early engagement activity. These will be tested and evaluated through the public consultation process:

1. **Delivering more homes to meet Bury's needs** – ensuring the right number and mix of new homes are built in the right places to meet current and future needs while creating sustainable, well-connected communities.
2. **Improving the quality, efficiency, and use of existing homes** – raising standards across all homes, making them safer, warmer and more energy efficient, while making better use of existing housing stock.
3. **Enabling access to homes that meet needs** - helping residents find and keep homes that are affordable, suitable and support their independence, health, and wellbeing.
4. **Preventing homelessness and creating stable housing pathways** - taking a proactive and coordinated approach to prevent homelessness and ensure access to stable, appropriate housing at every stage of life.
5. **Excellent landlord, better homes, stronger places** – to be an excellent landlord by investing in high-quality council homes, improving the tenant experience, and reimagining estates as safe, sustainable, and thriving places where people are proud to live.

8.0 Formal public consultation

8.1 It is important to ensure that the draft strategy fully reflects the views of residents and stakeholders in the borough. Therefore, a programme of public consultation will be undertaken as soon as possible following Cabinet approval. The consultation will take place over a 12-week period. It will seek views from a broad range of key stakeholders including:

- Tenants and residents
- Tenant and Resident Associations
- Care leavers
- Elected members
- Team Bury
- Bury Housing Advisory Board
- Bury Voluntary, Community & Faith Alliance (VCFA)

- Local community and faith groups including those supporting people with protected characteristics
- Housing developers and registered providers
- Bury Homeless Partnership
- Health and care partners
- Homes England
- Greater Manchester Combined Authority

Methodology

8.2 The Council's website will serve as the primary platform for accessing information relating to the consultation. Engagement will be delivered through a range of accessible channels to maximise participation. This will include targeted communications, online questionnaires (with an easy-read version available), and a programme of online engagement events or focus groups.

8.3 Feedback will be primarily gathered through the online questionnaires, with the easy read version supporting individuals who may find standard formats difficult to engage with.

8.4 The consultation process will include the following elements:

- A dedicated housing strategy consultation webpage featuring the draft strategy, an executive summary, frequently asked questions, links to consultation questionnaires, and details of an online event hosted by arc4 to enable residents and stakeholders to learn more about the draft strategy and ask questions.
- Targeted advertising across the Council's social media channels (Instagram, Facebook, and X) to maximise awareness and participation.
- A press release to raise wider public awareness.
- A dedicated arc4 24-hour freephone telephone line and email contact will be available, to enable participants to request further information or access hard copy materials where required.
- A programme of virtual or hybrid focus groups or workshops tailored to individuals and specific groups including:
    - Tenants
    - VCFA
    - Bury Older Person Coproduction Network
    - Bury Disability Advisory Group
    - Young people (under 35)

8.5 The consultation process provides an early opportunity for residents and stakeholders to inform and influence the development of the strategy, ensuring that it is responsive to identified local needs and reflects the borough's values and priorities.

8.6 A copy of the draft Housing Strategy is included at Appendix 1.

9.0 Next steps

9.1 Following the consultation, a further report will be presented to Cabinet seeking approval of the final strategy and accompanying delivery plan. This report will incorporate the findings and feedback from the consultation process. Subject to approval, the strategy will be formally adopted and published, providing a clear framework to guide future housing delivery across the borough.

Links with the Corporate Priorities:

Consultation on the draft housing strategy directly supports the Council's corporate priorities by providing residents and stakeholders with the opportunity to influence policies that promote inclusive growth, improve health and wellbeing, and reduce inequalities. Meaningful and wide-ranging engagement helps to ensure that the strategy is evidence led, reflects local needs and aspirations, and aligns with the Council's overarching '*Let's Do It!*' vision.

The new housing strategy will play a pivotal role in advancing these priorities by addressing the quality, affordability, and availability of housing across the borough to support the creation of healthier, more sustainable neighbourhoods.

Equality Impact and Considerations:

The consultation will be accessible to residents and stakeholders, including those with protected characteristics under the Equality Act 2010. Information will be provided in inclusive and accessible formats, such as easy read materials, hard-copy documents on request, and accessible digital content to ensure that people with disabilities, lower literacy levels or other access needs are able to participate meaningfully. The consultation will help identify any differential impacts of the strategy on specific groups.

Engaging widely with residents, tenants, community groups, and representative organisations provides insight into how proposals may affect people of different ages, ethnicities, genders, and household types, as well as those with disabilities or experiencing socioeconomic disadvantage. Feedback gathered through the consultation will continue to inform the Equality Impact Assessment and support the development of a final strategy that is fair and inclusive.

A full EQIA will be completed following consultation to support the development of the new strategy.

Environmental Impact and Considerations:

The environmental impact of the public consultation on the draft housing strategy is expected to be minimal, as engagement will be delivered primarily through digital channels. This approach supports the Council's wider commitments to carbon reduction, sustainable service delivery, and efficient use of resources. Where engagement beyond digital methods is required, virtual or hybrid focus groups/workshops in sustainable venues will be used where possible, to reduce travel and avoid resource intensive engagement activity.

Delivery of a housing strategy can create environmental impacts through carbon intensive construction, increased energy use, loss of greenfield land, and greater transport related emissions. These can be mitigated by prioritising brownfield development, using low carbon materials, and adopting energy efficiency building standards. Careful site selection, climate resilient design such as sustainable drainage systems and flood avoidance, and strong public transport and active travel connections help reduce long-term environmental pressures. In addition, integrating biodiversity measures like tree planting and green infrastructure can help protect natural habitats.

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
Low participation/limited consultation responses from residents and stakeholders.	The consultation will be promoted through multiple channels (website, social media, and partner organisations) to increase awareness.
Exclusion - certain groups may not be able to engage effectively e.g. people with additional needs, those with low digital access and other access needs.	Alternative formats (easy-read, hard copies) will be available. Offline engagement routes (freephone, post) will be provided to maximise participation.
Misinterpretation/misinformation – residents may misunderstand the purpose or content of the draft strategy leading to inaccurate perceptions or expectations.	Easy-read survey and plain-English explanations, FAQs, and signposting.
Data protection – mishandling personal information could lead to GDPR breaches.	Secure data handling/anonymous responses.

Procurement Implications

The Housing Strategy aligns with the Council's procurement strategy in seeking compliance, value for money, social value, sustainability outcomes and service users focused improvements.

Any procurement requirements will be compliant with the Procurement Act.

Legal Implications:

The draft Housing Strategy has been prepared largely in response to the "Housing Needs and Demands Assessment 2024/5" (which is referenced in draft Strategy) which sets out findings arising from the statutory section 8 Housing Act 1985 "periodical review of housing needs". The "Housing Needs and Demands Assessment 2024/5" provides the evidential basis for the Authority's housing, homelessness, and planning functions. The draft Housing Strategy sets out the Councils strategic plan to address the districts housing needs and demands. It also refers to other associated statutory strategies namely the Homelessness Strategy, the new Local Supported Housing Strategy and the Local Plan.

This report seeks approval for officers to conduct a public consultation on the draft Housing Strategy. The plan for consultation is in accordance with guidance. Following the consultation officers will submit a further report to Cabinet summarising the outcomes of the consultation and making appropriate recommendations.

Financial Implications:

There are no direct financial implications resulting from the adoption of the strategy. The financial implications of the delivery plan will be considered when that is brough to cabinet at later meeting(s).

Appendices:

Appendix 1 – Draft Bury Housing Strategy 2026 - 2036.

Background papers:

Bury Housing Strategy 2021–2025 - Bury Housing Strategy - Bury Council

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

Term	Meaning
arc4	A consultancy that specialises in housing market analysis and assessments, focussing on providing high-quality data and research to help clients make informed decisions in the housing sector.
Hybrid focus group	Enables researchers to engage both local and remote participants simultaneously.

HOMES FOR BURY

Housing Strategy 2026–2036

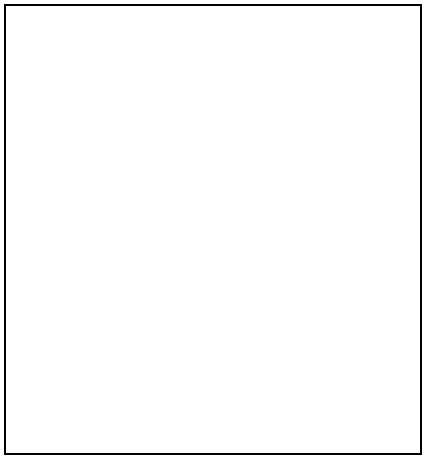
A Strategy for Housing Growth and Place Making Where Communities Can Thrive

Bury Metropolitan Borough Council

DRAFT

Welcome to Our Housing Strategy

Foreword



Housing plays a fundamental role in shaping people's lives in Bury, supporting health and wellbeing, enabling independence, and creating the conditions for strong, thriving communities.

Bury is a borough of ambition, character, and strong communities. Housing is fundamental to everything we want to achieve, from reducing inequality and improving health, to driving economic growth and creating places people are proud to call home.

This 10-year strategy sets a clear long-term direction for housing in Bury and a strong commitment to turning priorities into meaningful action through partnership working, accountability, and ongoing monitoring. It is rooted in robust evidence and shaped by engagement with residents, stakeholders, and partners, ensuring it reflects both housing need and lived experience. While we have made real progress, delivering new homes, regenerating our town centres, and supporting vulnerable residents, there is more to do, and this strategy sets a clear course for the decade ahead.

As a council, we are proud of our role as a landlord, committed to providing safe, high-quality homes and continuously improving services for our tenants. We will continue to invest in our homes and neighbourhoods to ensure they remain safe, well-managed, and fit for the future.

Operating within tight financial constraints, we must do more with less, and will prioritise partnership, innovation, and collaboration with Registered Providers, developers, investors, and communities to unlock delivery and make the best use of available resources.

Through the Team Bury approach, we will work together, we are focused on what matters most to residents and communities across the borough.

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Bury is part of the Greater Manchester Combined Authority, working regionally to deliver more homes and stronger communities.

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Acknowledgements

Bury Council would like to thank everyone who contributed to the development of the Homes for Bury Housing Strategy 2026-2036. In particular, we are grateful to the tenants and residents of Bury whose views, experiences, and priorities have helped shape the strategy.

We would also like to thank the officers and elected members of Bury Council who contributed their time, insight, and expertise throughout the process.

Thanks are extended to the following services, organisations, and stakeholder groups who participated in interviews, workshops, and engagement activity:

- Tenants and Residents of Bury
- Bury Council officers
- Bury Council elected members
- Team Bury partners
- Persona Care and Support
- Greater Manchester health and care partners
- Greater Manchester Combined Authority
- Homes England
- Registered Providers and housing association partners
- Developers and housebuilders
- Private rented sector landlords and letting agents
- Sales and lettings professionals
- Community safety partners
- Domestic abuse services and partners
- Specialist housing, supported housing, and care partners
- Employment, skills, and poverty reduction partners
- Voluntary, community, and social enterprise sector partners

Their input has helped ensure the strategy is grounded in local evidence, lived experience, and partner insight, and reflects the shared ambition to provide safe, affordable, and suitable homes where Bury's communities can thrive.

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01 Our Borough, Our Vision, Our Objectives

This section sets out who lives in Bury, the housing challenges the borough faces, and the vision and strategic objectives that will guide our approach over the next ten years.

Who Lives in Bury and What Do They Need?

Understanding our communities and their needs is the foundation of this strategy. Bury is a borough of approximately 200,000 residents, growing steadily since 2011, with significant changes in the age profile, household composition, and affordability of housing.

The fastest-growing age group is those aged 50-64, up by around 10%. Owner occupation stands at 66.9%, above the England average of 63%. Private renters now make up 17-18% of households, up sharply over the last decade and approximately 15% of households live in affordable housing.

Together, these changes point to a borough where housing need is becoming more complex, with growing pressure on affordability, suitability, and choice across all tenures.

An Ageing Population Reshaping Demand

Bury is getting older, and faster than the national average. More older residents mean greater need for accessible, adaptable, and specialist homes, and for services that support independent living. We value our ageing population and want to work harder to help them.

A More Diverse, Changing Community

The borough is more ethnically diverse than a decade ago. Households are getting smaller and more people are living alone. This shifts demand towards smaller properties and different types of support.

Affordability Squeezing People Out

House prices and rents have risen faster than incomes. Fewer people can afford to buy. More are stuck in private renting or waiting for social housing, and the gap is widening.

The Housing Market: Gaps, Pressures, and Places

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Demand for affordable and social housing far outstrips supply. The housing register is under sustained pressure, and more households are experiencing homelessness or living in temporary accommodation. Much of Bury's housing is Victorian or post-war stock, energy inefficient, hard to adapt, and not aligned with smaller households or those needing accessible homes.

Older households occupy large homes they cannot easily move from; other families are overcrowded. There is not enough of the right housing in the right places to enable movement. Bury is not one housing market, the borough spans very different places, each with its own pressures, opportunities, and character:

HNDA neighbourhood area, with towns / places incorporated	Median house price, 2024	Market headline
East Bury — Bury East, Moorside, Redvales; covers the eastern / town centre side of Bury	**£165,000**	**Bury's most affordable and mixed-tenure market.** Lowest median price, with relatively high levels of affordable housing and private renting, and a varied stock profile including smaller houses and flats.
North Bury — Ramsbottom, Tottington, North Manor, Elton	**£230,000**	**A higher-value established owner-occupied market.** Highest level of owner occupation and the lowest affordable housing share, with a stronger presence of larger homes and bungalows.
Prestwich — Prestwich, St Mary's, Sedgley; includes Prestwich Village NFA	**£278,000**	**The highest-value and most pressured market.** Strong demand and high prices create affordability challenges, particularly for first-time buyers and renters.
West and Radcliffe — Radcliffe, Radcliffe East, Radcliffe West, Radcliffe North and Ainsworth, Bury West	**£180,000**	**A relatively affordable family and regeneration market.** Prices are below the borough median, with a mixed tenure profile and a strong 3-bedroom housing offer.
Whitefield — Whitefield, Besses, Unsworth	**£245,000**	**A higher-value suburban family market.** High owner occupation, a strong 3-bedroom house offer, and affordability pressures compared with East Bury and Radcliffe.

The challenge is not just to build more homes, it is to build the right homes, in the right places, to reduce inequality and support every resident to live well.

Homes for Bury: Our Vision 2026-2036

'Working together to ensure everyone in Bury has access to a safe, affordable home that reduces inequalities, supports health and wellbeing, and creates strong, thriving communities.'

Our vision and objectives align with Bury's ambition to be a fairer, healthier, and more inclusive borough. Through the Let's Do It! Strategy and the Corporate Plan, we are focused on reducing inequalities, improving health and wellbeing, and supporting inclusive growth.

Our Five Strategic Objectives

Objective 1: Deliver more homes
Ensuring the right number and mix of new homes are built in the right places to meet current and future needs while creating sustainable, well-connected communities.

Objective 2: Improve quality, efficiency, and use
Raising standards across all homes, making them safer, warmer, and more energy efficient, while making better use of existing housing stock.

Objective 3: Enable access to homes that meet needs
Helping residents find and keep homes that are affordable, suitable, and support their independence, health, and wellbeing.

Objective 4: Prevent homelessness and create pathways
Taking a proactive and coordinated approach to prevent homelessness and ensure access to stable, appropriate housing at every stage of life.

Objective 5: Excellent landlord, better homes, stronger places
To be an excellent landlord by investing in high-quality council homes, improving the tenant experience, and reimagining estates as safe, sustainable, and thriving places where people are proud to live.

02 Achievements Since Our Last Strategy

Since our last housing strategy, Bury has made strong progress across a wide range of housing and community priorities. The borough has delivered new homes, increased affordable housing supply, brought empty homes back into use, strengthened work to prevent and respond to homelessness, improved specialist and supported housing options, supported community-led projects, and invested in the facilities and neighbourhood infrastructure that help communities thrive. Major regeneration schemes are also helping to reshape our town centres and neighbourhoods, creating stronger foundations for inclusive growth and better places to live.

New Homes and Regeneration	
1,339 homes built 2020-2025	New homes delivered across the borough, laying the foundations for further growth.
384 affordable homes	Delivered across a range of tenures and sites across the borough.
£9.6 million site funding secured	External capital and revenue funding secured 2022-2025 to remediate brownfield sites and get them development ready.
6,440 homes ambition on strategic sites	Allocated through Places for Everyone, 25% will be affordable, all built to net zero carbon and Nationally Described Space Standards.
1,616 council home pipeline by 2030/31	Active delivery programme on former council-owned brownfield sites, including circa 576 affordable, of which 180 are planned for social rent.
£33 million Bury Market scheme	Major regeneration including new Casewells Hall commenced on site in early 2025, due to complete 2026.
Unlocked 8 brownfield sites	Since 2022, the council has unlocked 8 brownfield sites by attracting external funding – increasing supply of about 1,300 new homes across all tenures.

New Homes and Regeneration	
£1m in Revenue Funding and £9m in capital invested	£1m in revenue funding to prepare sites for development and over £9m capital to unlock key brownfield sites in Radcliffe and Bury Town Centre.

Affordable Housing and Empty Homes	
£770,000 Section 106 affordable housing contributions received	Contributions received 2021-2026, to be reinvested into affordable housing.
£414,000 Greater Manchester Combined Authority funding secured	Funding for two new officers to bring 16 empty homes back into use per year.
£3 million Right to Buy receipts committed	Approved to acquire new homes, reducing reliance on temporary accommodation.
£1 million Section 106 funding to acquire empty homes	Commuted sums used to purchase and refurbish long-term empty homes, converting them into affordable and temporary accommodation.
Buy Back Policy approved	Cabinet-approved Buy Back and Acquisitions Policy 2024-2028, a formal framework to purchase former Right to Buy homes, empty properties, and new-build at social or affordable rents.

Homelessness	
145 supported units over five years	Offering homes for rough sleepers, families, and prison leavers. 41 long-term units have also been secured.
34 A Bed Every Night units commissioned	A Bed Every Night provision for rough sleepers and those at risk, including people with ‘No Recourse to Public Funds’.
27 Huntley House and Silver Street units	Supported temporary accommodation saving the council approximately £2 million over five years compared with hotel and bed and breakfast (B&B) use.

Homelessness	
60+ long-term homes secured	Through the Rough Sleepers Accommodation Programme and Homeless Accommodation and Lettings Programme, these homes have supported move-on from homelessness.

Council Housing	
Housing management returned to the council	Brought back in-house from Six Town Housing Arm's-Length Management Organisation, giving the council direct control over circa 7,716 homes.
88% of council stock has now been surveyed	Stock condition survey underway since 2022, which will cover all council stock. We have introduced a 20% rolling programme each year to ensure our knowledge is up to date.
Tenant Incentive Scheme	New scheme introduced, 14 households supported to downsize, freeing up much needed larger family homes.

Private Rented Sector	
2,848 complaints processed	Actively tackling poor housing conditions with strengthened enforcement, licensing and workforce capacity, including training apprentices.

Specialist Housing	
£20.3 million invested 2020-2025	Delivered 35 specialist housing schemes and 130 supported housing units, supporting people locally rather than in out-of-area placements.
Ambition to deliver five Extra Care schemes	Scaling up provision for an ageing population.
£7 million-plus Disabled Facilities Grants (DFGs)	Enabling people to remain safely in their homes. A 647-case backlog was cleared, significantly improving service responsiveness.

Young People	
40 units for young people commissioned	Up from 25, supporting independence and reducing youth homelessness. A new 10-unit scheme for 16/17-year-olds is planned.
Approximately 50 new homes for care leavers	Embedded in mainstream delivery, with priority housing access and flexible allocations introduced.

Energy Efficiency	
2,438 homes improved 2021-2026	Upgrading housing quality and energy performance across the borough, accelerating the transition to low-carbon homes.

Community Facilities	
The £40 million Radcliffe Hub	Funded through the Levelling Up Fund, Bury Council, and Sport England, this facility is under construction in Radcliffe Town Centre, set to open in 2026 as a new community heart offering leisure, library, health and wellbeing services, alongside transformed Market Chambers and public realm.
A new village centre in Prestwich	£42m of Good Growth and Patient equity investment to create a vibrant new village centre with 248 new homes, an expanded retail and leisure offer, a much larger library, and new community space.

03 Accelerating the Delivery of Homes Bury Needs

Bury is ready to accelerate housing delivery, supported by a clear pipeline of sites, strong partnerships and a flexible, solution-focused approach. This section sets out what we need to deliver, where, and how we will work with partners to make it happen.

Meeting the borough's housing needs requires a step change in both the number and type of homes delivered. Affordable housing need far exceeds supply, particularly for genuinely affordable homes, alongside increasing pressure in the private rented sector and a limited supply of social housing. This is limiting choice for residents, making it harder for people to access the right home, and reducing opportunities for families to find suitable housing within the borough.

At the same time, the borough needs a broader, higher-quality housing offer, one that supports aspiration, retains and attracts residents, and provides a wider range of homes, including family housing and options for older people and those with additional needs.

Delivery of New Homes — Recent Schemes Include



Green Street, Radcliffe

132 homes (97 affordable) delivered by Watson Homes on the former Radcliffe Baths site. The scheme provides 132 one and two-bedroom apartments, including 97 affordable homes across a mix of tenures, together with 13,000 sq. ft of commercial space.



York Street — Irwell View, Radcliffe

211 Build-to-Rent homes delivered by Kellen Homes and managed by Simple Life Homes on a former brownfield site, supported by £1.95 million from the Brownfield Housing Fund. The scheme provides a mix of two, three, and four-bedroom homes.



Scholars Park, Radcliffe

90 homes (22 affordable) by Hive Homes on the former Riverside School site, including 6 gifted homes to Bury Council. The development was supported by £800,000 from the Brownfield Fund plus £250,000 Section 106 funding for local amenities.



Roedeer Gardens, Bury

81 homes (25% affordable) by Hive Homes on the former Seedfield site, including 21 affordable homes (9 gifted to Bury Council).

The Homes Bury Needs to Deliver

452 new homes required each year on average	**9,486** total homes over the emerging Local Plan period 2022-2043

The Places for Everyone (PfE) Joint Development Plan is a long-term plan of nine Greater Manchester districts for jobs, new homes and sustainable growth up to 2039. It is a key part of Bury's statutory development plan. 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 the period from 2022 to 2039.

Places for Everyone (PfE) sets the borough's housing requirement to deliver an average of 452 homes each year through a stepped approach with the annual requirement increasing from 246 per year from 2022-2025, to 452 from 2025-2039, and 520 from 2030-2039. PfE includes key strategic housing sites at Elton Reservoir, Walshaw, and Simister, as well as a transformational opportunity for economic and employment growth at the Northern Gateway.

This is not just a target to plan for, but a commitment to ensure that the right homes are built in the right places, meeting local needs, supporting economic growth, and creating sustainable, inclusive communities. Delivering these homes will require a proactive approach, working with partners, unlocking sites, and ensuring infrastructure and services keep pace with development.

Emerging Local Plan

The Bury Local Plan will sit alongside PfE as a key part of Bury's statutory development plan and will set out locally specific planning policies for Bury. Bury's emerging Local Plan will provide the Borough's planning framework to 2043 and continues the 452 homes per year requirement from 2039 to 2043. The draft Bury Local Plan will be published for representations before it is submitted to the Secretary of State for an independent examination.

What Different Groups do we Need to Consider?

The Council needs to consider the housing needs of different groups in the community, including (but not limited to):

- Households experiencing or at risk of homelessness.
- Low-income households unable to access market housing who need affordable housing.
- Families.
- People with specialist housing and support needs.
- Older people and those planning for later life.
- Care leavers and young people transitioning to independence.
- Service families and former members of the Armed Forces.
- Gypsies, Travellers, and Travelling Show People.
- Key workers and economically active households.

Housing Mix, Size, and Location

The evidence[1] points to a clear and balanced need for additional housing in Bury. Overall, more homes are required to meet the needs of families, with a particularly acute requirement for affordable housing. New supply should be predominantly family houses, especially two and three-bedroom homes, reflecting the strongest general pattern of need. Within this, the shortage of three-bedroom family homes is especially pressing and is most pronounced in the affordable sector.

The evidence also identifies a clear requirement for flats within the affordable rented sector, particularly to meet the needs of younger people, lower-income households, and key workers. Alongside this, there is a significant and growing need for bungalow and level-access accommodation, including accessible flats, driven by Bury's ageing population and the housing needs of disabled residents and those requiring more accessible homes.

[1] Bury Housing Needs and Demand Assessment 2024/25

- **For Market Housing**: demand is predominantly for houses, which should make up 65-70% of market supply, with 20-25% bungalow or level-access homes and only 5-10% flats. The strongest requirement is for three and four (or more) bedroom houses.
- **For Social or Affordable Rented**: housing needs to prioritise smaller and accessible stock, with 30-35% flats, 30-35% bungalow or level-access homes, and 35-40% houses. One and two-bedroom homes are especially important, though demand for three-bedroom family housing remains significant within this tenure.
- **For Affordable Home Ownership**: is strongly house-led, with 75-80% of provision expected to be houses - particularly three-bedroom homes - alongside a smaller proportion of level-access and more modestly sized homes.

What We Need Across our Towns	
East Bury	Higher need for affordable and social rented flats and level-access homes; need for 3-bed houses for affordable home ownership.
North Bury	Stronger market emphasis on 3-bed and 4+ bed houses; affordable need includes both family houses and level-access homes.
Prestwich	Strong market and affordable home ownership emphasis on houses, especially 3-bed homes; social/affordable rented need has a stronger level-access and smaller-home component.
West and Radcliffe	Mixed need, with market family housing, affordable rented family housing, flats and level-access homes all important.
Whitefield	Market need leans toward 3-bed and 4+ bed houses; affordable rented need includes flats and level-access homes; affordable home ownership includes a smaller-house component.

Strategic Allocations — Places for Everyone

Bury's long-term housing growth will be delivered through three major strategic allocations, together providing over 6,300 homes in new, infrastructure-supported communities.

Strategic Housing Allocations		
Elton Reservoir	Approximately 3,500 homes. The largest strategic housing site which will deliver a new sustainable community phased over the long term, closely linked to major infrastructure investment. Includes a new Metrolink stop, primary school, local centres, health and community facilities, and extensive green and blue infrastructure. Affordable housing will comprise a mix of 60% affordable or social rent and 40% affordable home ownership, alongside provision for specialist and older persons' accommodation.	Approximately 875 affordable homes
Walshaw	Approximately 1,250 homes. A new neighbourhood delivered in phases, supported by a new primary school, local facilities, transport improvements including a new link road, and a network of green spaces and active travel routes. Expected tenure split of 60% affordable or social rent and 40% affordable home ownership.	Approximately 300 affordable homes
Simister / Bowlee	Approximately 1,350 homes in Bury. A cross-boundary allocation, strategically important due to its relationship with the Northern Gateway and Atom Valley growth area, aligning housing delivery with major employment opportunities. The site will deliver a sustainable community supported by infrastructure provision including an upgraded local highway network, improved public transport, green spaces, a new primary school, community facilities and more routes for walking and cycling.	Approximately 338 affordable homes

In addition, the Places for Everyone Plan also includes an allocation of 140 homes at Seedfield (part of which is now under construction at Roedeer Gardens), and around 200 homes at Castle Road as part of the wider Heywood / Pilsworth (Northern Gateway) employment-led allocation.

Development Frameworks will guide strategic sites, ensuring infrastructure provision, high-quality design, appropriate housing mix, and integration of affordable and specialist housing

Affordable Housing

Bury has a substantial and persistent affordable housing challenge. The Housing Needs and Demand Assessment identifies a net annual affordable housing shortfall of 1,017

homes, far above current supply capacity, while the housing register shows over 2,000 households waiting and long average waiting times. Need is strongest for 1 and 2-bedroom affordable homes, but the evidence also identifies an immediate requirement for 3-bedroom family housing and a growing need for accessible and older people's accommodation.

Demand pressures are being intensified by rising private rents, loss of private rented sector tenancies, homelessness and temporary accommodation pressures, and affordability barriers for lower-income households. At the same time, supply is constrained by viability, infrastructure requirements, reliance on developer contributions and Registered Provider (RP) programmes, limited council direct delivery capacity, and the long lead-in times associated with large strategic and brownfield sites.

How Affordable Housing is Delivered

Registered Provider-Led Delivery via Land Disposals

The council disposes of brownfield land to Registered Providers (RPs), who take full responsibility for development. The council retains the permanent right to refer tenants to a social or affordable rent property every time it becomes vacant, ensuring the home continues to serve local housing need. The council uses this model primarily to deliver specialist housing schemes.

Registered Provider-Land led Delivery

A Registered Provider identifies and acquires land directly, leading development independently. The Registered Provider secures planning, procures contractors, and delivers the scheme, retaining full ownership and management. These homes also provide affordable housing. The council refers tenants to social and affordable rent homes via a nomination agreement to help serve local housing need.

Affordable housing delivery through planning policy Section 106 requirements

The council's local planning policies set a requirement for developers to deliver a proportion of affordable homes alongside market homes as part of mixed tenure developments. The council refers tenants to social and affordable rent homes under a nomination agreement to help serve local housing need.

> The council has established a valuable and important Registered Provider Framework, which acts as a key delivery mechanism for accelerating affordable housing across the borough. The council will continue to build on and strengthen this framework, working with selected housing associations to bring forward new homes on council-owned land, including general needs, specialist, and supported housing that responds to local priorities and identified need.

New Affordable Homes in Bury

Fletcher Fold, Bury



A new 43-home older persons' independent living scheme on the former Millwood School site, designed for residents aged 55 and over. The scheme includes 39 social rent homes and 4 shared ownership bungalows, delivered with Be One Homes. The council retains the permanent right to refer tenants to a social rent property every time it becomes vacant, ensuring the home continues to serve local housing need.

Wheatfields, Whitefield



A 30-home affordable housing scheme, with 16 affordable rent homes including bungalows and shared ownership homes, delivered in partnership with Onward Homes. The homes were fully occupied by the end of 2024. The council retains the permanent right to refer tenants to an affordable rent home every time it becomes vacant, ensuring the home continues to serve local housing need. Rents are capped at Local Housing Allowance rates.

William Kemp Heaton, Bury



A 43-home social rent scheme currently under construction, including bungalows and 18 supported homes for residents with additional needs. The development is being delivered in partnership with Great Places Housing Association. The council retains the permanent right to refer tenants to a property every time it becomes vacant, ensuring the home continues to serve local housing need.

The Willows, Bury



A 13-home supported housing scheme providing self-contained social apartments for adults with autism and additional support needs. Delivered with Irwell Valley Homes and Persona Care, the scheme offers 24-hour support. The council retains the permanent right to refer tenants to a property every time it becomes vacant, ensuring these homes continue to serve local housing need

How we will Accelerate Delivery of New Homes

01 Target Sites and Scale Up

Delivery Programme

- Prioritise the development of brownfield sites (including on council-owned land) with a dedicated delivery programme in Bury Town Centre.
- Drive forward Places for Everyone strategic allocations.
- Develop clear, site-specific feasibility work to build a stronger, coordinated pipeline, and explore opportunities to accelerate and increase delivery.

Estate Renewal Task Force

- Lead an Estate Renewal Task Force to deliver a dedicated regeneration workstream.
- Drive estate regeneration, redevelopment, and remodelling, including infill on underutilised land such as garage sites.
- Increase homes to diversify typologies and housing mix.
- Appoint a strategic delivery partner across a pipeline of sites for mixed-tenure schemes combining regeneration with new supply.

02 Strengthen Partnerships and Delivery Models

Building the Partnership Base

- Work with Registered Providers, housing associations, developers, investors, and small and medium sized enterprise builders.
- Build on the Registered Provider Framework to accelerate affordable housing delivery.
- Attract new partners to unlock more complex or marginal sites, using the council's land and pipeline to shape delivery outcomes and secure affordable housing.

Flexible and Cross-subsidised Models

- Registered Provider-led delivery and land-led models.
- Joint ventures, regeneration partnerships, and long-term development partnerships across multiple sites.
- Working in partnership to attract Homes England funding.
- Build-to-Rent and institutional investment to scale delivery at pace.
- Explore deferred land payment and land value participation approaches.
- Consider leasing and income strip models where appropriate.

03 Maximise Funding and Investment

Key Funding Streams

- Social and Affordable Homes Programme and Homes England partnership, targeting grant funding to close viability gaps.
- Utilise Local Authority Housing Fund to support both temporary and permanent accommodation solutions.
- Retained Right to Buy receipts and Section 106 (S106) commuted sums used strategically to lever additional investment.
- Access Greater Manchester Combined Authority Good Growth Fund and other Greater Manchester funding streams.

Strategic Use of Funding

- Sponsor external Registered Provider and developer-led bids on private land to unlock additional sites.
- Use Capacity and Housing Support Service (CHoSS) and other capacity programmes to access additional resource and expertise.
- Deploy funding to address viability gaps and leverage private investment in priority locations.

04 Lead and Enable Delivery

Planning and Enabling Role

- Take a more active and interventionist planning and enabling role, using the council's land, planning, and regeneration powers to bring sites forward.
- Coordinate infrastructure and development planning across the borough to reduce delivery risk and unlock complex sites.
- Support land assembly and set clear expectations on tenure, quality, and design standards.
- Access funding to unlock sites in council ownership.

Capacity and Procurement

- Strengthen internal capacity and skills to support programme delivery at scale.
- Explore the use of third-party development managers to oversee multiple schemes simultaneously.
- Improve procurement to accelerate delivery, streamlining planning processes for greater market certainty.
- Lobby for and position Bury's projects for funding at Greater Manchester Combined Authority and Homes England, building a reputation as a delivery-focused authority.

04 Town Centres as Engines of Growth and Opportunity

Town centres play a vital role in shaping Bury's economic future, and as traditional retail patterns change, there is a need to reposition them as vibrant, mixed-use destinations that combine housing, employment, leisure, and community uses. Introducing new homes into town centres increases footfall, supports local businesses and services, and helps sustain a diverse and resilient local economy, while also attracting investment, creating jobs, and strengthening the local labour market.

By prioritising town centre regeneration, the council can make more efficient use of land and infrastructure while supporting wider economic growth. A renewed focus on town centre living helps create active, safe, and thriving places, increases spending power locally, and makes Bury more attractive to residents, businesses, and investors, contributing to long-term prosperity and stronger communities.

Bury Town Centre — The Primary Focus for Housing-Led Regeneration

1,800+
homes in the pipeline

Our Ambition

Bury Town Centre is evolving to become a more diverse, mixed-use destination. Key sites including Mill Gate, Pyramid Park, and the Interchange which present significant opportunities for coordinated regeneration, delivered as part of a comprehensive, integrated programme. This transformation will reposition the centre, with new housing playing a central role in supporting activity, vibrancy, and long-term sustainability.

The Plan

Phase 1 marks a shift to a coordinated, delivery-focused regeneration programme, bringing together key sites, including the Interchange, Mill Gate, Pyramid Park, and North of the Rock Area (NORA)/South of the Market Area (SOMA)/Humphrey House, into a single, integrated approach. Over the next 3-5 years, the programme will follow a

phased, decision led pathway, with 2026 focused on mobilisation, strengthening the evidence base, and securing key decisions to align with Greater Manchester Combined Authority funding and unlock delivery. This approach will support a more comprehensive and sustainable transformation of the town centre.

The Housing Mix

The overall approach is to deliver a balanced, mixed-tenure residential offer, with a mix to include open-market family housing, promoting Bury as a place to put down roots, with a range of private rented accommodation and affordable housing, catering for young professionals and key workers. Build-to-Rent products are also likely to come forward, achieving density in key locations in and around Bury Interchange and Angouleme and Peel Way such as South of the Market Area, Mill Gate, and the North of the Rock Area, achieving a mix of different typologies and tenures. The sustainable location of Bury town centre is likely to attract commuters, capitalising on the excellent public transport links. However, a flexible site-by-site approach is adopted to reflect planning policy, local housing needs, viability, site characteristics, social value funding, and planning policy priorities.

Who Will Live Here

Families	Accommodated in lower-density locations where appropriate.
Young professionals and working-age households	Attracted by town centre living, connectivity, and the growing evening economy.
Singles, couples, and key workers	Seeking accessible, well-located homes, services, and employment.
Older people downsizing	Seeking accessible, service-rich accommodation in a well-connected location.

Key Sites and Housing

Mill Gate / Bruntwood Joint Venture

Mill Gate is the largest and most transformative opportunity, with capacity for around 800 homes alongside commercial and town centre uses. Delivered through a joint venture, it will play a central role in driving long-term vitality.

Pyramid Park
A key council-owned site with potential to deliver around 150 homes as part of a new sustainable neighbourhood. It has been co-designed with Adult Social Care to include specialist extra care accommodation.

The Interchange
A key gateway to the town centre, with potential to deliver around 50-100 homes. Transport for Greater Manchester is also planning an overhaul of Bury Interchange, in partnership with Bury Council and Greater Manchester Combined Authority, to deliver a modern, integrated transport hub joining up bus, tram and active travel as part of the Bee Network with significantly improved passenger facilities.

South of Market Area / North of the Rock Area
Bury has identified two major longer-term regeneration zones with the potential to transform underused land into thriving mixed-use neighbourhoods. These sites represent longer-term opportunities with combined potential to deliver around 800-850 homes as part of wider mixed-use regeneration.

Q-Park airspace
Opportunity for around 50-100 apartments on the top of the existing decked car park, in a well-connected location close to the Interchange and Pyramid Park.

Bury Town Centre — Mill Gate Regeneration

800+
homes in a new mixed-use quarter phased regeneration programme

Mill Gate Regeneration Framework

The Mill Gate Regeneration Framework sets out a long-term plan to transform the shopping centre and surrounding area into a mixed-use town centre neighbourhood, forming a key part of the wider Bury Town Centre Masterplan. It focuses on repurposing

the retail-led environment into a more permeable, diverse place, introducing new homes alongside leisure, workspace, and public realm improvements.

Timeline

2022	Council acquires Mill Gate estate with Bruntwood, 15 acres secured.
2023	Public engagement and consultation on Regeneration Framework.
2024	Final Regeneration Framework approved. Vision for 800 homes, workspace, leisure, and enhanced public realm confirmed.

Bury Town Centre has held Purple Flag accreditation since 2015, recognising the town's commitment to providing a safe, welcoming, and vibrant evening and night-time offer. The award reflects the strength of partnership working across the council, businesses, and wider town centre stakeholders to support a positive experience for residents, visitors, and businesses.

As Bury looks to grow and diversify its town centre housing offer, continued investment in safety, public realm, culture, events, and destination marketing will help create a place where more people want to live, visit, and spend time. Through the Bury Town Centre Business Improvement District, the council is supporting a positive destination marketing campaign which promotes the town centre's strengths and encourages a broader mix of users throughout the day and evening.

The town centre already benefits from a strong mix of attractions, including Bury Market, the East Lancashire Railway, and Bury Art Museum, alongside a growing programme of events such as the Bury Food and Drink Festival, Comic Con, and the Shaun the Sheep Trail in 2026. Future investment, including the new Casewells venue at Bury Market and the planned redevelopment of the Mill Gate Shopping Centre, will further strengthen the town centre offer and support Bury's ambition to create a vibrant, safe, and attractive place to live.

Radcliffe — From Strategy to Delivery

800+

homes delivered or in pipeline — brownfield-first regeneration in action

Our Ambition

Housing has been an integral part of Radcliffe's regeneration. The area faced a combination of challenges, including declining footfall, vacant and underutilised sites, and limited investor confidence, which meant that change was unlikely to be delivered by the market alone. In response, the council took an active enabling role, using its leadership, land interests and partnerships to create the conditions for investment. By positioning housing alongside improvements to the town centre offer, public realm and local services, the regeneration approach sought to increase activity, support local businesses, diversify the housing offer and build confidence in Radcliffe as a place to live, work and invest.

The Plan

Radcliffe is the focus of the most advanced regeneration activity in the borough, with a clear transition from strategic planning to delivery. Since the publication of the Radcliffe Strategic Regeneration Framework, significant progress has been made including the £40 million Radcliffe Hub and wider investment in public services, education, and the town centre environment.

This level of activity is helping to establish Radcliffe as a key location for housing-led regeneration, with new homes playing a central role in supporting increased footfall, attracting new residents and driving long-term town centre renewal.

Housing delivery in Radcliffe is progressing at pace, with multiple schemes under construction, in planning or about to start, marking a clear move into implementation. This includes major sites such as the former East Lancashire Paper Mill, alongside a wider pipeline of developments contributing to sustained growth and regeneration. A further 77 affordable homes have now got planning permission at Bealey Industrial Estate in Radcliffe.

Key Sites and Housing

Scholars Park (School Street) and Green Street

These schemes were delivered as part of the Radcliffe regeneration programme, together providing 222 homes. They have played a key role in early delivery, bringing forward a mix of tenures and housing types while supporting wider town centre renewal and confidence in Radcliffe as a location for investment.

East Lancashire Paper Mill (approximately 400 homes)

The East Lancashire Paper Mill site is the largest and most strategically significant housing opportunity in Radcliffe, representing a flagship regeneration scheme for the borough. This long-derelict 21-hectare brownfield site is being brought forward through a partnership between Bury Council, Homes England, and Morris Homes, with plans for around 400 homes, including 100 affordable units, alongside new open space, a riverside park, and enhanced sports facilities. The scheme has required extensive de-risking and master planning to unlock its redevelopment, with planning approvals now secured and delivery moving forward. Early progress has already been demonstrated through the completed Island Site phase, delivering 27 affordable homes and establishing a gateway to the wider development, with full construction expected to progress from 2026 as part of a long-term build-out to the early 2030s.

Prestwich — Regeneration Underway

248

new homes

£55.8 million external investment

Secured to date to transform the village centre

Our Ambition

To deliver a revitalised, people-focused village centre, where new homes, community facilities, and public spaces work together to create a vibrant, inclusive, and sustainable place. Housing plays a key role in this, not just by increasing supply, but by bringing more people into the centre to support local businesses, improving vitality, and meeting

a range of needs across different life stages, while ensuring affordability and inclusion are maintained.

The Plan

The plan is to deliver the new village centre, including new homes, a community hub with library and leisure facilities, market hall, retail, public square, and supporting infrastructure, including the travel hub to improve accessibility and provide parking.

The housing priorities are to deliver affordable homes, ensuring provision reflects local need balancing sizes, tenures, and types and accessible or age-friendly options to meet needs across different life stages.

Housing will be brought forward alongside wider regeneration, ensuring it is delivered in step with infrastructure and placemaking to support early activity, vitality, and the success of the centre.

Delivery will align with wider priorities around sustainability and inclusion, providing energy-efficient homes with lower running costs and ensuring the development remains accessible to a broad range of residents.

Key Sites and Housing

Travel Hub (Phase 1)

Multi-storey car park, 301 spaces with Electric Vehicle (EV) charging and cycle storage under construction off Fairfax Road. Completion due Summer 2026. This will provide parking for the village centre and release the Longfield Centre car park, alongside the demolition of the Longfield Shopping Centre for redevelopment.

Village Core (Phase 2)

New community hub (library, community services, and leisure facilities), market hall, retail, improved public realm, and pedestrian routes. Will start once the Travel Hub is operational from late Autumn 2026.

Housing

248 apartments offering a mix of sizes, tenures, and life stages including affordable, first-time buyers, families, and downsizers. Positioned to support town centre activity and vibrancy.

Funding
Bury has attracted over £55 million to enable delivery in Prestwich including £14 million through the City Region Sustainable Transport Settlement and £41.8m from the Greater Manchester Good Growth Fund.

Whitefield — A New Vision for the Town Centre

10-year
plan adopted 2025 — early delivery underway

Our Ambition

Whitefield has strong residential demand and excellent connectivity, supported by independent businesses and pockets of day and evening activity. The housing strategy will support the Whitefield Town Centre Plan by encouraging well-designed homes in appropriate brownfield and town centre locations, helping to strengthen footfall, support local services, and create a more liveable, greener, and better-connected centre.

Housing growth in Whitefield will be focused on appropriate brownfield, infill and redevelopment opportunities, with the council using its planning, enabling, and partnership role to support high-quality development that reflects local character and need.

Key Sites and Housing

Former Library and Day Centre
Council-owned priority site opportunity for higher-density housing and community use. The library is expected to come forward for healthcare use, with an opportunity for new homes to be delivered on the adjoining former day centre site.

In addition, there is an extant planning permission for a 60-bed care home at the privately-owned former Town Hall. The council's role here is to work positively with landowners to encourage appropriate development to come forward.

Uplands Area
A potential location for high-quality homes, most likely apartments, on previously developed land. Any redevelopment will preserve or enhance the Conservation Area through appropriate scale, appearance, materials, and siting.

Victoria Park and Bury New Road
Public realm improvements supported by external funding now underway, improving environment, strengthening the centre's offer, and building confidence for private investment to follow.

The Elms
The Elms, proposal for a council-led over-55s housing scheme on a former brownfield site, which will help meet the needs of older residents and support independent living in a sustainable location.

Ramsbottom — Quality Place, Measured Growth

Early-stage

delivery plan — a destination town protecting its character

Ramsbottom has a strong identity and quality of place, with clear potential to build on its existing strengths to create an even more attractive, connected, and vibrant destination for residents and visitors alike.

The Plan

The focus is on enhancing Ramsbottom's role as a high-quality town centre for residents and visitors alike, building on its existing strengths. This includes improving the town centre environment, connectivity, and movement to create a more attractive, accessible, and enjoyable place to live, work, and visit.

Housing plays a supporting role, helping to reinforce Ramsbottom's appeal as a place to live, particularly for residents and hybrid workers, while enabling gradual, incremental residential growth over time.

Key Sites and Housing

Market Chambers and Civic Hall
An enterprise centre (flexible office space) is being designed in the currently vacant upper floors of the Civic Hall to strengthen the commercial and employment offer and will build on the town's visitor economy strengths. A feasibility study for the Market Chambers is being supported by external funding.

Public Realm
Proposals to improve the quality of public spaces and routes across the town centre.

Streets for All
Walking, cycling, and streetscape improvements through the Streets for All programme, improving connectivity and the overall quality of the town centre environment.

Housing
Incremental residential development supported by improved town centre quality and attractiveness as a place to live.

Northern Gateway — Employment-Led, Housing Supported

1.2m sqm
of employment development across Bury and Rochdale

Atom Valley - a 20-year strategic growth area

Our Ambition

PfE allocation JPA1.1 Northern Gateway (Heywood/Pilsworth) is one of the largest strategic employment allocations in the country, straddling the districts of Bury and

Rochdale. It represents a highly accessible opportunity for growth in Greater Manchester with wider benefits on a regional and national level.

Northern Gateway is an opportunity to deliver unprecedented investment, jobs, homes, and community benefits. It will enable the delivery of a large, nationally significant employment opportunity to attract high-quality businesses and investment on the M62 corridor coupled with a significant number of new homes and supporting infrastructure, services, and facilities. As part of the Atom Valley Mayoral Development Zone, the project will play a pivotal role in boosting the competitiveness of the north of Greater Manchester, enhancing the overall prosperity of the city region and delivering inclusive growth.

Alongside around 1.2m sqm of employment development, the site will deliver around 1,200 new homes, of which 1,000 will be in Rochdale and around 200 will be in Bury at Castle Road. The homes within Bury will include a mix of house types and sizes, with 25% to be delivered as affordable housing.

The proposals will bring a range of benefits that will embrace the three pillars of sustainable development:

- Economic: Creating a world class employment park that attracts the very best logistics and manufacturing industries.
- Social: Delivering fully inclusive growth that delivers a permanent positive social legacy.
- Environmental: Ensuring the development will not have a detrimental impact on the environment by maximising opportunities to provide net gains for biodiversity, creating a comprehensive green infrastructure network and ensuring that the objective of net zero carbon for both the development and the Greater Manchester area is integral to the design from the outset.

The Northern Gateway Development will create a highly connected, sustainable, and economically productive place that delivers long-term benefits for Bury, Rochdale, and Greater Manchester as a whole.

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05 Council Homes and Neighbourhoods to be Proud Of

We are proud to be the largest landlord in Bury, providing homes to thousands of residents. This section sets out how we will invest in our homes, improve services, and ensure tenants have a genuine voice in shaping what we do.

Our priority is to ensure our homes are safe, warm, well-managed, and fit for the future. We are committed to making things better through targeted investment, improving energy efficiency, strengthening repairs and compliance, and ensuring residents have a stronger voice in shaping services.

We will also make better use of our existing homes by supporting mobility and addressing under-occupation, ensuring our housing continues to meet changing needs.

Driving Improvement in Our Homes and Housing Services

The direction is clear and momentum is building.

Bury Council is taking a proactive and long-term approach to strengthening its role as landlord and improving housing services across the borough. Following the return of services in-house, the council has taken the opportunity to fully understand its current position, listen to tenants, and build a clear and robust evidence base to guide future decisions.

This has enabled the council to move quickly to put in place clear plans, strengthen governance and oversight, and align housing services with wider corporate priorities. A comprehensive programme of improvement is now underway, supported by long-term financial planning through the Housing Revenue Account and a renewed focus on performance, quality, and value for money.

Progress is already being made. Services are becoming more consistent, compliance and performance are improving, and a stronger, more coordinated approach is being embedded across key areas including asset management, repairs, tenant engagement, and support.

A key part of this is strengthening the council's approach to rent collection. Rental income is essential to maintaining and improving homes and services, and there is a clear expectation that tenants pay their rent. At the same time, the council will continue to support those who are struggling, providing early help, advice, and intervention to sustain tenancies.

At the same time, the council is taking steps to ensure that its housing stock is fit for the future, maintaining and improving existing homes, while also making strategic decisions

about where regeneration, redevelopment, and new supply are needed to meet demand.

The council recognises that this is a significant and ongoing programme of change. While some improvements will take time to fully embed, the direction is clear and momentum is building. With strong foundations now in place, Bury is well positioned to continue this progress, delivering high-quality homes, reliable services, and better outcomes for residents.

Investing in Our Homes for the Long Term

£60 million committed over 3 years to meet the Decent Homes Standard	**£17 million** committed for sustainability improvements

We have a clear long-term plan through the refreshed 30-year Housing Revenue Account Plan, providing a strong financial framework to manage and improve the housing stock while sustaining high-quality homes and services.

The plan recognises growing financial pressures, including rising costs and increased regulatory requirements, but sets out a proactive response focused on strengthening resilience and maintaining investment. Key actions include improving efficiency, maximising value for money, strengthening procurement, and making better use of asset data to target investment.

Maximising rental income is central to this approach, with a more consistent focus on collection alongside continued support for tenants to sustain their tenancies.

We have both a clear understanding of the challenges and a defined plan to address them, with a focus on delivering sustainable investment, improving housing quality, and maintaining a resilient housing service.

Our Asset Management Strategy

We are currently strengthening our approach to asset management, with work already underway to improve the way we use evidence to manage and invest in our housing stock. A new Asset Management Strategy is planned for development over the coming months and will provide a clear framework for proactive investment planning, helping to ensure homes remain safe, compliant, and fit for the future.

While significant investment is already being made, including to meet Decent Homes and sustainability requirements, this is taking place in the context of growing financial and regulatory pressures. A key challenge has been limited data integration, which has constrained the ability to fully understand stock condition and target investment effectively.

In response, the council is strengthening its evidence base through a comprehensive stock condition survey and upgrades to its housing management system. This will enable a more intelligence-led approach, supporting better decisions about where to invest and how to align housing provision with resident needs.

Our focus is on embedding this data-driven approach to ensure investment is targeted, efficient, and aligned to long-term sustainability, improving outcomes for residents and the housing service.

Safety, Compliance, and Making the Best of Our Homes

Bury's Housing Repairs and Maintenance Service is undergoing a comprehensive review to improve performance, strengthen compliance, and deliver a more reliable, tenant-focused service. This is driving a structured improvement programme focused on improving data quality, reducing repeat repairs, strengthening performance management, and making better use of resources.

The intended outcomes are a more efficient and consistent service, faster and more effective repairs, improved customer experience, and stronger compliance across all homes, including a robust response to damp and mould. This will also reduce backlogs, improve first-time fix rates, and ensure resources are targeted where they have the greatest impact.

Overall, this will deliver a modern, high-performing repairs service that supports long-term sustainability and delivers better outcomes for tenants.

Reimagining Council Housing

We will make the best use of council-owned land, existing estates, and underused sites to deliver more homes wherever opportunities arise. This means reviewing our housing stock and land assets to identify where new, modern homes can be built, where existing homes can be improved, and where redevelopment would provide better outcomes for residents.

This is about more than supply; it is an opportunity to reimagine what council housing looks and feels like in Bury. We want our estates to be places people are proud to call home, with high quality design, well-maintained public spaces, strong community infrastructure, and a genuine sense of place. Raising the quality of our council housing offer is central to this strategy.

Our Approach to Estate Regeneration

- Infill development within existing estates to increase supply without wholesale change.
- Demolition and redevelopment where homes are no longer fit for purpose or the future.

Our Approach to Estate Regeneration

- Repurposing underused or inefficient sites for new housing.
- Making better use of council-owned land to increase housing supply.
- Delivering mixed-tenure schemes with Registered Providers and private partners.
- Investing in the design and liveability of estates, streets, green space, communal areas, and community facilities - to create neighbourhoods people want to live in.
- Ensuring new and redeveloped council homes meet modern standards for space, accessibility, energy efficiency, and design quality.

A long-term delivery partnership will provide the additional capacity and expertise needed to accelerate delivery alongside existing partners, bringing together the skills, investment, and ambition needed to transform Bury's housing estate for the next generation.

Tenant Voice and Influence — Putting Residents at the Heart of Housing Services

Bury Council will strengthen the role of tenants in shaping housing services, moving from engagement to genuine influence. Building on existing opportunities for involvement, the focus will be on ensuring that tenant feedback directly informs decisions, drives service improvement, and strengthens accountability.

Clearer routes will be established to demonstrate how tenant views lead to change, supported by stronger scrutiny, more transparent decision-making, and better integration of tenant voice within governance and performance.

A priority will be ensuring a diverse range of voices are heard, including those who are less likely to engage.

Through this approach, tenants will have a more visible and meaningful role in shaping services, policies and priorities, ensuring housing services are more responsive, accountable, and aligned with the needs of residents.

Joined Up Working to Improve Outcomes for Residents

As a council, we deliver a wide range of services in partnership and are well placed to take a joined-up approach to maximise the value of our housing stock and improve outcomes for residents. By working closely across services and with key partners, housing will play a central role in supporting wellbeing, independence, and the more efficient use of resources.

A key priority is strengthening alignment between housing, adult social care, and wider services, ensuring that housing and support are better coordinated. This will help reduce reliance on more costly interventions, including temporary accommodation and specialist provision, while enabling residents to access the right home and support at the right time.

The council will also strengthen links between housing and the Live Well offer, ensuring tenants can access coordinated support to sustain their tenancies, remain independent, and improve their overall wellbeing.

Through this approach, residents will be better supported to live well in their homes for longer, while demand on higher-cost services is reduced through earlier and more effective intervention.

Ageing Well at Home

Around a quarter of tenants are permanently sick or disabled; the need to plan ahead is urgent.

Bury's population is ageing, and the social housing sector reflects this. Around a quarter of tenants are permanently sick or disabled, and many more are older people with growing support needs. Over the lifetime of the strategy, we will:

Ageing well at home	Develop a clear 'ageing well at home' offer to help people live independently for longer.
Early planning for later life	Strengthen early planning for later life, supporting residents before crisis points are reached.
In-home support	Improve access to in-home support, adaptations, assistive technology, and coordinated services.
Alternatives to specialist accommodation	Expand alternatives to specialist accommodation, targeting it at those with the highest needs.
Accessible and adaptable homes	Promote accessible, adaptable, and right-sized homes, supporting ageing in place.

The Long-Term Future of Social Housing

Social housing in Bury is evolving. Households present with more complex needs, and there is growing demand for housing that not only provides a home but supports

stability, wellbeing, and independence. We want to ensure we help the right people and will review how our homes are allocated in a way that:

Responds to need	Responds to immediate need but also supports longer-term outcomes.
Promotes right-sizing	Supports tenants into more suitable homes, freeing larger properties for families in need.
Aligns with wider services	Supports housing, adult social care, and the Live Well offer working together.
Reduces costly interventions	Reduces demand on costly interventions by intervening earlier and more effectively.
Builds strong communities	Builds balanced, safe, and high-quality communities.

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06 Supporting People to Live Well and Independently at Home

Housing is fundamental to health, independence, and wellbeing. In Bury, an ageing population, increasing numbers of people with complex needs, and growing demand for accessible and supported housing mean that a more integrated and person-centred approach is essential. This section sets out how we will support residents, including older people, people with disabilities, care leavers, and vulnerable groups to live well and independently in their homes and communities.

Working closely with health and care partners, we will focus on prevention, ensuring homes are suitable, accessible, and adaptable, and that people can remain in their homes for as long as possible. This includes expanding supported housing options, improving access to adaptations, and strengthening links between housing and health services. Through the Team Bury approach, we will coordinate support around individuals and communities, recognising that housing plays a critical role in reducing inequalities and improving life outcomes.

Our Priority Groups

Our priority is that people with additional needs can access high-quality, safe, affordable, and adaptable housing that supports independence and wellbeing. To meet these needs, the market must deliver a diverse, flexible, and person-centred housing offer that enables independent living and community inclusion.

Our Priority Groups

- Older people.
- People with learning disabilities.
- Autistic people.
- People with mental health needs.
- People with physical disabilities needing accessible or adapted homes.
- Children in care.
- Care leavers.
- Young people aged 16-25 needing transitional housing.
- Young families aged 16-25 needing supported accommodation.
- Survivors of domestic abuse.

Setting Out Our Strategic Need and Delivery Plans

Bury Council will develop a Specialist Housing Needs Assessment and a Local Supported Housing Strategy to strengthen its understanding of need and ensure the right homes and support are in place for residents with additional needs. This work will be undertaken in line with emerging national statutory requirements, with both documents to be completed by March 2027.

The Needs Assessment will provide a comprehensive, evidence-based understanding of current provision, unmet need and future demand for supported and specialist housing across the borough, drawing on data from housing, health, and social care partners.

The Local Supported Housing Strategy will build on this evidence to set out clear priorities, commissioning intentions, and delivery plans, ensuring that supported housing is well planned, high quality, and aligned with wider housing, health, and care strategies.

Key Evidence on Need	
Population aged 65+	Projected to rise from 35,965 in 2022 to 43,970 by 2043.
4,458 additional units	Additional specialist housing units needed by 2043. This is broken down to: • 3,420 additional C3 dwelling units (163 each year). C3 covers housing with support, where residents live independently but receive care services, such as extra care housing and supported living. • 868 Extra care units (41 each year). Extra care housing provides self-contained homes for older people or adults with care needs, with the security of their own tenancy and front door alongside access to 24-hour on-site care and support. • 170 C2 residential care bedspaces (8 each year). C2 residential care bedspaces refers to bed spaces in registered care homes and nursing homes.
44,237 people	With a disability in Bury (2022), projected to rise to 49,265 by 2043.
7.7% of households	Live in homes that are purpose-built or adapted for illness or disability.

Key Evidence on Need	
3,552 adults	With a learning disability in 2025, demand up 23% over five years.
738 adults	Likely to require social care support.
2,130 neurodiverse adults	Identified in Bury.
228 adults aged 18-64	With physical disabilities in 2022, rising to around 240 by 2043.

Improving Digital Connectivity and Technology Enabled Care in Specialist Housing

Technology Enabled Care will be an important part of our approach to helping people live independently, safely, and well in their own homes. We will treat Technology Enabled Care not as a standalone adult social care intervention, but as part of a wider housing, health, and prevention offer that supports people to remain in suitable homes and communities for longer.

Bury's Prevention and Wellbeing Strategy commits to making better use of digital alarms, falls detectors, sensors, medication reminders, GPS devices, and other care technologies to help people manage risks at home, maintain confidence, support carers, and reduce avoidable escalation into crisis services.

Priorities for Specialist, Supported, and Accessible Housing

Bury faces growing and increasingly complex housing needs across all groups with additional needs, driven by an ageing population, rising prevalence of long-term conditions, and increasing demand from people with learning disabilities, autism, and mental health needs. This is placing sustained pressure on existing housing and care systems, with evidence of gaps in provision, misalignment between supply and need, and continued reliance on models that do not fully support independence.

While the council has a strong strategic framework in place, including clear market position statements, needs assessments, and commissioning intentions, there is less clarity on the scale, pace, and delivery of new provision required to meet future demand. The evidence consistently points to the need for a more diverse housing offer, particularly 'own front door' accommodation, extra care housing, and smaller, specialist supported housing models for people with complex needs.

The direction of travel is clear: a shift away from traditional residential and shared provision towards more independent, flexible, and community-based housing solutions. This includes expanding extra care housing, increasing supported living options,

delivering accessible and adaptable homes as standard, and developing smaller-scale, high-support schemes for those with complex or overlapping needs.

To achieve this, the focus must now move from strategy to delivery. This means setting out a clearer pipeline of schemes, strengthening commissioning plans, aligning housing with health and care priorities, and working with providers to bring forward the right types of accommodation in the right locations. It also requires greater emphasis on prevention, ensuring people can remain in their homes through adaptations and support, alongside improving pathways into appropriate housing at key transition points.

All new homes are required to meet the accessible and adaptable standard (M4(2)) in accordance with PfE policy, and the emerging Local Plan requires 4% of homes on larger sites to meet wheelchair-user standards (M4(3)).

Accessible and Adapted Housing

Foundations has reviewed our adaptations service, recognising good work already underway and identifying themes where further improvement could be made. The findings are currently being considered and will be used to inform a proportionate improvement plan as part of our ongoing commitment to strengthening delivery and outcomes.

Our Priorities	
Increase specialist housing supply	Deliver more extra care, supported living, and specialist accommodation to meet growing and unmet demand across older people, mental health, and learning disability needs.
Shift towards independent, 'own front door' living	Reduce reliance on residential and shared provision by expanding self-contained, flexible housing options that promote independence and choice.
Expand extra care housing provision	Accelerate delivery of 5 new extra care schemes to support ageing in place and reduce pressure on residential and hospital-based care.
Deliver a more diverse and flexible housing offer	Provide a wider range of housing types, tenures, and models, including options for owner occupiers, step-up or step-down provision, and crisis accommodation.
Align housing with health and care pathways	Strengthen integration between housing, health and social care to support prevention, hospital discharge, and long-term wellbeing.
Improve accessibility and	The emerging Local Plan requires 4% of homes on larger sites to meet wheelchair-user standards (M4(3)). This is

Our Priorities	
adaptability of homes	around 18 per year. This means homes will be built to full wheelchair-user standard, either ready to move into or easily adaptable, to meet the needs of Bury's disabled residents.
Develop provision for complex and overlapping needs	Deliver smaller-scale, specialist schemes, for example micro-schemes, for people with high support needs, autistic people and people with behaviours of concern that cannot be safely supported in shared settings.

Priorities for Children in Care and Care Leavers

> At its core, the Council's strategy is about keeping children close to home and ensuring that, as they move into adulthood, they are not just housed but supported to live independently and successfully.

Bury Council's approach to children in care and care leavers is focused on providing stable, suitable accommodation locally and supporting young people to transition successfully into adulthood. This approach is being shaped by rising demand and increasing complexity of need. More children are entering care, including those with neurodiversity, mental health needs, and unaccompanied asylum-seeking children. At the same time, a shortage of foster carers, particularly for older young people and those with more complex needs, has led to greater reliance on residential provision, often in the private sector and sometimes outside the borough.

In response, Bury is strengthening both its strategic framework and its supply of provision. A key priority is supporting young people into adulthood through stable accommodation and the development of independent living skills. The introduction of the Joint Housing Protocol and priority access to housing for care leavers has improved coordination between housing, children's, and adult services. A clear and structured accommodation pathway is in place, offering a range of options including Staying Put arrangements, supported lodgings, supported accommodation, and independent tenancies.

Crucially, the council is also expanding locally commissioned provision to reduce reliance on external placements and better meet identified needs. This includes plans to reintroduce in-house children's homes, alongside new supported accommodation: 40 units of self-contained transitional housing for care leavers aged 18-25, 20 units for young families, and 9 units of Ofsted-registered provision for 16-17 year olds. These schemes are designed as supported, short-term accommodation with a focus on building independence and ensuring clear move-on routes into settled housing.

New Areas to Explore

Bury Council will strengthen support for care leavers by developing more flexible and responsive housing and support pathways that better reflect individual needs. This includes exploring alternative accommodation models, such as Shared Lives approaches, to provide stable, transitional options while young people await move-on housing.

Recognising that many care leavers require practical, hands-on support to live independently, the council will explore community-based approaches to build essential life skills. This could include partnership models with the voluntary and community sector to provide light-touch, tailored support with budgeting, managing a tenancy, and maintaining a home.

The council will also improve how information and guidance is provided, ensuring it is clear, accessible and available at the point it is needed. This includes exploring digital solutions, such as interactive tools or apps, to offer simple, timely advice on managing tenancies, paying rent and accessing support, helping care leavers to sustain their tenancies, and build confidence in independent living.

Bury Council has developed a coordinated approach to support care leavers into suitable housing, combining early planning through Pathway Plans. Linked to the council's affordable housing programme, a percentage of new homes on relevant schemes are earmarked for care leavers, an approach recognised by the Local Government Association as best practice.

Survivors of Domestic Abuse

Bury's vision is to create a borough where domestic abuse is prevented wherever possible, victims and their children are protected and supported, and perpetrators are held accountable and supported to change behaviour.

Domestic abuse can affect victims, children, families and communities, causing serious harm and long-lasting impacts. It requires a coordinated response focused on prevention, early intervention, safeguarding, enforcement and recovery.

We will work with partners to ensure victims and their children are protected and supported, and that children are recognised as victims in their own right. Safe accommodation will be a core part of this response, including refuge provision, dispersed units and support services.

We will support the prevention of homelessness, rapid access to safe housing and long-term resettlement, including for people with complex needs or no recourse to public

funds. We will also work through coordinated multi-agency arrangements to manage risk, share information and improve support. Our priorities are to:

- Provide timely advice and support to victims and survivors who are homeless or at risk of homelessness because of domestic abuse.
- Support access to safe accommodation, including refuge, dispersed accommodation and other suitable options where needed.
- Improve move-on options from refuge and temporary accommodation into settled, suitable housing.
- Work with partners across housing, health, social care, police, community safety and specialist domestic abuse services to provide a coordinated response.
- Strengthen information sharing and joint working so that risks are identified earlier and support is better joined up.
- Ensure frontline staff are trained to recognise domestic abuse, respond sensitively and make appropriate referrals.
- Use learning from Domestic Homicide Reviews, local data and service experience to improve services and reduce harm.

Through this approach, the local authority will help reduce harm, improve safety and support victims and families to rebuild their lives.

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07 Preventing Homelessness and Creating Pathways to Stability

We believe that having a safe, secure, and affordable home is fundamental to people's lives. It provides stability, supports independence, and has a direct impact on physical health, mental wellbeing, and life chances. Without a stable home, it is much harder for people to sustain employment, maintain relationships, or access the support they need. Preventing homelessness is therefore not just about housing, it is about improving outcomes across health, care, and wider public services.

Our ambitions reflect this wider direction of travel across Greater Manchester. Through programmes such as 'Housing First', there is a clear recognition that housing is the foundation for improving social and economic outcomes, particularly for those with more complex needs.

Preventing Homelessness and Supporting Housing Stability

National Alignment

The review of Bury Council's Homelessness Strategy 2022-2025 shows strong alignment with the government's emerging national direction, with a clear shift from crisis response towards prevention, early intervention, and whole-system partnership working. Our approach supports national priorities to reduce reliance on temporary accommodation, improve outcomes for children and families, and strengthen move-on and tenancy sustainment pathways. Its emphasis on Housing First principles, trauma-informed and person-centred support, lived experience, co-production, data quality, and partnership governance positions Bury well to respond to future policy and funding reforms.

Our Ambition

Bury Council's ambition is to ensure that homelessness is rare, brief, and non-recurrent. This will be achieved through a strong focus on prevention, early intervention, and partnership working, recognising that homelessness is driven by a complex range of factors including affordability pressures, health needs, and instability in the housing market.

A Strong Evidence Base and New Strategy

A comprehensive Homelessness Review has recently been completed, providing a robust and up-to-date evidence base on demand, system pressures, and service performance. This will inform the development of a new Homelessness Strategy from 2026 onwards.

The council will undertake a prioritisation of the review's recommendations and develop a detailed action plan, with implementation beginning from October. This provides a clear opportunity to reset and strengthen the borough's approach, building on progress while responding to increasing demand and complexity.

There has been a sharp rise in homelessness pressures since 2022, driven by cost-of-living increases, in-work poverty, rising private rents, loss of private rented tenancies, increased use of temporary accommodation, growth in rough sleeping, and additional pressure from asylum decisions and Notices to Quit. Even where statutory homelessness acceptances have reduced, overall demand for advice and support continues to rise, with more people disengaging before prevention can succeed.

A Prevention-First Approach

The new strategy will be underpinned by a prevention-first, whole-system approach. It will focus on intervening earlier, reducing inflows into homelessness, and ensuring services are person-centred, trauma-informed, and aligned across housing, health, social care, and wider partners. Lived experience and co-production will continue to shape services, ensuring that responses are grounded in the real experiences of residents. The strategy will be based around four pillars:

1	**Strengthening prevention** Through earlier advice, targeted interventions, and reducing tenancy loss.
2	**Increasing access to housing** Across all tenures, including improving allocations and housing options.
3	**Providing safe and suitable accommodation** Including sufficient and good-quality temporary housing and improved move-on.
4	**Reducing rough sleeping** Through targeted, multi-agency support for people with complex needs.

Reducing Reliance on Temporary Accommodation

A key focus is reducing reliance on costly and unsuitable temporary accommodation, particularly bed and breakfast provision. The council is shifting towards a more sustainable model based on self-contained, good-quality temporary homes, supported by a clear cap on supply to maintain a focus on prevention and move-on.

This approach will improve outcomes for households while delivering significant cost savings.

Increasing Housing Supply and Move-On Options

The council will strengthen its housing-led response by increasing the supply of affordable homes and making better use of existing stock. This includes:

- Using Right to Buy receipts to acquire homes.
- Expanding supported accommodation provision.
- Delivering schemes that combine housing with support to enable move-on.

These approaches reduce reliance on emergency accommodation and create clearer pathways into long-term housing stability.

Partnership Working and the Role of the Private Rented Sector

Partnership working will remain central, including stronger engagement with private landlords, Registered Providers, and the voluntary and community sector. There will also be a renewed focus on improving access to the private rented sector as a sustainable housing option, alongside better support to help tenants sustain their accommodation.

Looking Ahead

Overall, Bury's approach represents a shift from crisis management to a proactive, prevention-led system, focused on stability, independence, and long-term outcomes for residents.

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08 Shaping a Fair, Safe, and Stable Private Rented Sector

The private rented sector plays a critical and growing role in Bury's housing market, providing homes for a wide range of residents. For many, it is not a short-term option but a long-term home. This makes the quality, affordability, and security of private rented housing essential, as poor-quality homes can significantly impact physical and mental health, while a lack of security can create instability and anxiety.

The sector faces a number of challenges, including rising rents, variable property standards, and inconsistent management practices. This is an area of growing importance, and one where we recognise we need to strengthen our understanding of who is living in the sector and their lived experience, so that our approach is informed, targeted, and effective. We will take a balanced approach, that supports responsible landlords while taking firm action to tackle poor standards and management.

Building a Better Understanding of the Private Rented Sector

17.8%	of households now rent privately, more than double since 2001.
14,367	households in the PRS (2021), up from 10,774 in 2011.
60%	of private renters earn under £26,000 a year, £39,500 is required for entry level rents.
80-90%	rent increase since 2010; average now £823-£949 per month.
22.6%	of private rented homes are non-decent.
18.1%	of private renters are dissatisfied with their home's condition.

While we have a strong evidence base on the scale and profile of the private rented sector in Bury, including the number of households, rent levels, and affordability pressures, we recognise that data alone does not fully capture how the sector is experienced in practice.

Over the lifetime of this strategy, we will build a richer understanding of the private rented sector, exploring the lived experiences of both tenants and landlords. This will include issues such as security, affordability, property conditions, access to support,

and the challenges faced by responsible landlords operating in a changing regulatory environment.

By combining quantitative data with real insight from those directly involved, we will develop a more nuanced picture of the sector. This will enable the council to take a more targeted, evidence-led approach, shaping interventions that respond to real-world challenges, improve standards and support a more stable, accessible and well-functioning private rented sector.

Improving Our Understanding of Who Lives in the Private Rented Sector

Houses in Multiple Occupation play an important role in meeting housing need in Bury, particularly for households with limited options. There are currently 159 licensed Houses in Multiple Occupation accommodating over 800 households, with concentrations around Bury Town Centre, Walmersley Road, Knowsley Street, and other central routes. To better manage growth, quality, and neighbourhood impacts, the council is progressing a borough-wide Article 4 Direction and an updated Houses in Multiple Occupation Supplementary Planning Document, so future conversions can be assessed through the planning system.

Strengthening Standards and Enforcement through the Renters' Rights Act

The Renters' Rights Act represents a major shift in how the private rented sector is regulated, significantly strengthening expectations on landlords and protections for tenants. Bury Council will seek to maximise its positive impact for both tenants and responsible landlords.

Bury Council is taking a proactive and increasingly robust approach to improving standards in the private rented sector, recognising its growing importance within the borough's housing system.

Through its established Private Sector Housing Enforcement Policy, the council is already using its statutory powers to tackle poor housing conditions, address ineffective management, and ensure homes are safe and fit for occupation. This is supported by a focus on targeted enforcement, constructive engagement with landlords, and collaboration across Greater Manchester.

Looking ahead, the council is preparing for the introduction of the Renters' Rights Act, which will significantly strengthen tenant protections and place new responsibilities on local authorities. The legislation is expected to improve security for tenants, increase transparency around property conditions, and enhance the council's ability to enforce

standards. A key element will be the introduction of a national private rented sector database, enabling better identification of non-compliant landlords.

In response, Bury is creating a dedicated Environmental Health Officer role to focus on inspections, complaint investigation and compliance activity, ensuring the council is well-positioned to respond to increased demand and deliver a more effective, coordinated regulatory approach.

Improving Quality and Housing Standards

Building Capacity to Strengthen Enforcement

Bury Council is increasing enforcement capacity to respond to rising demand, more complex cases, and the additional responsibilities introduced through the Renters' Rights Act. Strengthening resources is essential to ensure housing standards can be effectively monitored and enforced across a growing private rented sector.

To support this, the council is participating in the Greater Manchester Environmental Housing Standards Officer scheme. This programme is helping to address the shortage of qualified enforcement officers by training apprentices within local authority teams. These officers gain practical experience inspecting properties, identifying hazards, and taking enforcement action, while working towards formal qualifications. This will increase enforcement capacity, improve housing standards, and ensure tenants are better protected across the private rented sector.

Selective Licensing

We want the private rented sector to be a tenure of choice, offering good quality, well-managed homes that residents can rely on. To support this, the council will explore the potential introduction of selective licensing, which requires landlords in designated areas to obtain a licence demonstrating that properties are well managed and meet required housing standards. Selective licensing can provide an effective tool to address poor conditions, tackle anti-social behaviour, and strengthen management practices, while generating income through licence fees for reinvestment into enforcement and landlord engagement. Any future approach will be carefully assessed to ensure it supports both tenants and responsible landlords while driving up standards across the sector.

09 Creating Sustainable, Healthy, and Thriving Neighbourhoods

Strong neighbourhoods are the foundation of a healthy and successful borough. In Bury, we recognise that health is driven not just by healthcare, but by housing quality, affordable warmth, access to green space, social connections, and the strength of local communities. Our strategy focuses on creating sustainable, healthy, and inclusive neighbourhoods where people can live well and thrive.

Our approach is rooted in prevention, partnership, and neighbourhood working. Through the Team Bury model we will bring housing, health, care, and community services together to provide joined-up, early support that helps residents stay independent and connected.

We will align housing growth with infrastructure, services, and green space, ensuring neighbourhoods are well-connected, resilient, and support active lifestyles. Alongside this, we will improve the quality and energy efficiency of homes to deliver warmer, more affordable living. Through regeneration and strong partnerships, we will create places that reduce inequalities and where people feel safe, supported and proud to live.

Healthy, Inclusive, and Connected Neighbourhoods

Our Ambition

Bury's Housing Strategy recognises that good housing and strong neighbourhoods are fundamental to improving health, wellbeing and life chances. Our ambition is to create places where people can live healthy, independent, and connected lives, supported by high-quality homes, strong communities, and access to the services they need. Housing will play a central role in addressing inequalities and supporting better outcomes across the borough.

A Preventative, Neighbourhood-Based Approach

Our approach is rooted in partnership and prevention. Through the Let's Do It! strategy and the Team Bury model, we will bring together housing, health, social care, and community services to deliver joined-up support. The neighbourhood model enables services to be coordinated locally through multidisciplinary teams, ensuring residents

receive timely, accessible support closer to home. Initiatives such as Live Well in Bury will continue to provide early help, addressing wider determinants of health such as social isolation, poverty, and poor housing before issues escalate.

Targeting Support and Building Resilient Communities

We will use data and local intelligence, including the Joint Strategic Needs Assessment and neighbourhood-level insight, to target support where it is most needed. Community hubs, libraries, and local organisations will play a key role in connecting residents to services and strengthening community resilience. We will also support residents with more complex needs through integrated approaches such as Changing Futures, and improve economic resilience through programmes like WorkWell, helping people remain in or return to employment. Together, this approach will create healthier, more inclusive and resilient neighbourhoods across Bury.

Changing Futures Programme

Bury is part of the Changing Futures programme, a Greater Manchester initiative that supports people experiencing multiple disadvantage, including homelessness, mental ill health, and substance misuse. The programme focuses on improving coordination between services and delivering more person-centred support.

In practice, this involves services working together across housing, health, social care, and the voluntary sector to support individuals with complex needs. The aim is to reduce fragmentation between services and improve outcomes for people who may otherwise experience repeated contact with crisis services.

> Our Housing Needs and Demand Assessment shows a significant and growing health-related housing challenge: around 44,237 people in Bury were estimated to have a disability in 2022, rising to 49,265 by 2043, while the household survey estimates 48,203 people have an illness or disability. The largest groups are people with a long-standing illness or health condition, physical or mobility impairment, and mental health issues.

Bringing Long-Term Empty Homes Back into Use

There are approximately 1,600 long-term privately owned empty properties (empty for 6 months or more) in Bury.

The council has committed £1.6m of Section 106 affordable housing funding to purchase and refurbish long-term empty homes for affordable housing and has successfully used some of this funding to bring properties back into use.

Long-term empty homes represent both a challenge and an opportunity for Bury. These homes are a wasted resource at a time of growing housing need, contributing to neighbourhood decline, anti-social behaviour, and lost opportunities to support residents in need of housing.

While empty homes alone will not solve housing shortages, they can play an important role in increasing supply, reducing pressure on temporary accommodation and improving neighbourhood quality. We will build on the existing Empty Property Strategy by strengthening prevention, intervention, and enforcement activity. This includes earlier engagement with property owners to prevent homes becoming long-term empty, alongside targeted action to bring properties vacant for longer periods back into use. At the same time, we will prioritise tackling the negative impact of empty homes on communities, improving the appearance, safety, and vitality of neighbourhoods.

A key priority is moving from a largely reactive approach to a more proactive model. Increased capacity, supported by Greater Manchester Combined Authority funding, will enable the council to better identify, prioritise, and intervene in empty homes cases, focusing on those with the greatest potential to deliver housing outcomes or causing the most harm to communities.

We will also continue to expand practical delivery solutions. The Lease and Repair Scheme is a key example, working with private owners to bring properties back into use by offering guaranteed rental income, support with repairs and full management of the property. Alongside this, we will make use of a range of tools, including loans, enforcement powers and acquisitions to unlock empty homes and return them to productive use.

Case Study: Radcliffe

The property had remained vacant following probate after the owner passed away. As an ex-council home in an area of existing managed stock, it was a strong strategic acquisition. The council acquired it using S106 commuted sums and undertook a full refurbishment to bring it up to lettable standard.

Purchase	**£90,000**
Refurbishment	**£30,661**
Fees	**£3,305**
Total	**£123,966**

Outcome

- Property brought back into active use.
- Now housing a family from the housing register.
- Reduced risk of vandalism and neighbourhood decline.
- Asset aligned with council stock standards.

Designing Healthy, Connected Communities

Bury's Housing Strategy will build on the strong policy foundation set by the emerging Local Plan, ensuring that housing delivery contributes to healthier, more inclusive, and well-connected communities by focusing on the quality of place and how homes, infrastructure, services, and the wider environment work together to support wellbeing and reduce inequalities.

New housing development will be expected to contribute positively to community life, supporting access to services, social inclusion, and improved health outcomes. We will ensure that growth is aligned with the infrastructure needed to support it, including health, education, and community facilities, so that both new and existing communities can thrive. This will be achieved through close partnership working and effective use of planning mechanisms to secure appropriate contributions from development.

Our approach ensures housing creates places that:

- Reduce social isolation, particularly for older people and vulnerable groups.
- Provide safe, accessible environments that encourage walking, wheeling and cycling.
- Are well-connected to services, public transport, and community facilities.
- Include green and blue infrastructure supporting physical activity and mental wellbeing.
- Embed health and wellbeing into planning and decision-making.

Our approach ensures housing plays a central role in creating places that are not only well-designed, but also support healthier, more connected, and resilient communities across Bury.

Accelerating the Transition to Low-Carbon Homes

70% of homes currently below Energy Performance Certificate (EPC) C	**2038** carbon-neutral target for Greater Manchester

Retrofit GM and Delivery

Bury is committed to playing its full role in Greater Manchester's ambition to become carbon neutral by 2038. The borough is aligning with the Retrofit GM programme to deliver large-scale retrofit, accelerating improvements to existing homes including insulation, low-carbon heating, and renewable energy, while ensuring new development meets higher energy standards from the outset.

Climate Action and Innovation

Bury's updated Climate Action Plan prioritises targeted action including securing external funding, improving housing stock data, and scaling up retrofit across both social and private sectors. The council is also progressing plans for a district heat network in Bury Town Centre to support both existing buildings and new development through low-carbon, efficient heating systems.

Warm Homes Local Grant

Bury is using the Warm Homes Local Grant to deliver targeted, area-based retrofit to some of the borough's least energy-efficient homes, focusing on low-income households most at risk of fuel poverty. By working in partnership with Greater Manchester Combined Authority, the council is bringing significant external investment into the borough to improve insulation, install low-carbon heating and reduce energy costs for residents.

The approach is deliberately neighbourhood-focused, starting in areas with older, lower-performing housing stock to maximise impact at scale. Alongside physical improvements, local engagement will ensure residents understand and benefit from the changes, helping to build confidence in retrofit.

This programme supports multiple strategic priorities, reducing fuel poverty, improving housing quality, cutting carbon emissions and delivering healthier homes, while demonstrating how targeted investment can deliver both environmental and social benefits at a local level.

The Home Improvement Team has worked in partnership with Greater Manchester Combined Authority to promote the Greater Manchester Retrofit Portal, an online platform providing residents with impartial advice on home energy efficiency improvements, available support, and access to accredited installers. This has delivered 302 energy efficiency retrofit installs via the Energy Company Obligation 4 and Local Authority Flexibility attracting £1,678,709 investment into the borough. This has resulted in average annual energy bill savings of £595.67 and saved 942.50 tonnes of CO2 per year.

The emerging Local Plan as well as the Places for Everyone Joint Plan include measures that will support ambitions for Greater Manchester to be carbon neutral by 2038 and for all new development to be zero net carbon in operation by 2028.

Leading the Way: Retrofit and Net Zero in Council Housing

Bury Council is implementing a programme of housing retrofit and decarbonisation to improve the energy efficiency of its housing stock and support the borough's wider ambition to become carbon neutral by 2038.

Delivering a Whole-House Approach to Retrofit

Bury Council is adopting a whole-house retrofit approach, moving beyond Energy Performance Certificate ratings to improve performance, comfort, and health. A fabric-first strategy, focusing on insulation, windows, and building performance reduces energy demand, lowers bills, and prepares homes for low-carbon heating such as heat pumps. To prevent condensation, damp, and mould as homes become more airtight, ventilation improvements are included, such as enhanced extract and passive or mechanical systems, ensuring good air quality and healthy living conditions.

Scaling Up Delivery and Investment

The council is accelerating retrofit delivery by aligning programmes with national funding and its own capital investment plans. Retrofit measures are increasingly integrated into planned maintenance and improvement works, ensuring better value for money and reduced disruption for tenants. Initiatives such as the Lease and Repair Scheme, Social Housing Decarbonisation Fund projects, and neighbourhood-level schemes like Stanley Close demonstrate retrofit in practice. Alongside this, the council is investing in renewable energy including solar photovoltaic (PV) panels to support the transition to low-carbon homes.

Building a Data-Led, Long-Term Retrofit Programme

To support long-term delivery, Bury is strengthening its evidence base and adopting national standards such as PAS 2035 (retrofit standard). Through stock condition surveys and retrofit assessments, the council is developing a clearer understanding of its housing stock and future investment needs. Improving data systems and exploring new platforms will enable a more strategic, targeted approach to decarbonisation, helping prioritise investment and respond quickly to funding opportunities, supporting the development of a long-term pipeline to meet the 2038 carbon-neutral ambition.

In Bury, all new developments will be net zero carbon in operation by 2028

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10 Delivering the Strategy

Action, governance, monitoring, and partnerships. This section sets out how we will translate our ambitions into action, with clear accountability, transparent monitoring, and strong partnership working.

This strategy sets a clear direction, but its success depends on effective action, strong governance, robust monitoring, and meaningful partnerships. In a challenging financial context, with increasing demand and limited resources, we will be focused, realistic, and outcomes driven.

We will prioritise activity where it has the greatest impact, working collaboratively with partners across the public, private, and voluntary sectors to maximise resources and unlock delivery. Progress will be monitored through clear measures and reported transparently, enabling us to adapt and respond to changing circumstances.

Strategic Outcomes

The following outcomes will be used to measure the success of this strategy:

1	Housing delivery meets our housing requirement, with an average of at least 452 new homes delivered annually and a strong pipeline of developable sites.
2	A significantly increased supply of affordable housing, particularly social rent, to better meet local demand.
3	A broad mix of homes is delivered to address the housing needs of the local community.
4	New housing contributes to high-quality, sustainable places, with strong links to infrastructure, services, and economic opportunities.
5	New and existing homes across all tenures are safe, warm, and energy efficient, contributing to improved health outcomes and reduced fuel poverty.
6	Housing quality in the private rented sector is improved, with higher compliance and stronger enforcement of standards.
7	Empty and underused homes are brought back into use, increasing overall housing supply and making better use of existing assets.

8	People are supported to sustain their homes, with reduced tenancy breakdowns and improved stability.
9	Homelessness is reduced through prevention and early intervention, with fewer households reaching crisis point.
10	Clear, effective housing pathways are in place, supporting independence and better transitions for people with support needs.
11	The borough makes measurable progress towards net zero, with reduced carbon emissions through improved energy efficiency and low-carbon heating.
12	Bury Council is recognised as a high-performing landlord and system leader, with improved tenant satisfaction and effective partnership working.

By taking a disciplined, collaborative, and flexible approach, we will ensure this strategy delivers measurable and lasting change for residents and communities across Bury.

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Glossary

A Bed Every Night
A Greater Manchester programme providing emergency accommodation and support for people sleeping rough or at risk of rough sleeping.

Accessible and adaptable homes
Homes designed or capable of being adapted to meet the needs of people with disabilities, mobility issues, or changing needs over time.

Affordable housing
Housing provided below market cost for eligible households whose needs are not met by the open market. This can include social rent, affordable rent, shared ownership, and other affordable home ownership products.

Affordable home ownership
Housing products that help households buy a home at a lower cost than the open market, such as shared ownership and discount market housing.

Affordable rent
Rented housing let by councils or Registered Providers at below market rent, but usually above social rent levels.

Ageing in place
Supporting people to remain living safely and independently in their own home or community as they grow older.

Ageing well at home
An approach focused on helping older residents plan ahead, access adaptations, support and technology, and remain independent for longer.

Allocations
The process by which social or affordable rented homes are let to households, usually through a housing register or choice-based lettings system.

Article 4 Direction
A planning tool that removes certain permitted development rights, meaning specific changes, such as conversion to Houses in Multiple Occupation, require planning permission.

Asset Management Strategy
A strategic plan for managing, maintaining, and investing in housing stock and land assets over the long term.

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Assistive technology
Technology that supports people to live independently, such as falls detectors, digital alarms, sensors, medication reminders, and GPS devices.

B&B accommodation
Bed and breakfast accommodation used as temporary housing, usually for households experiencing homelessness. It is generally considered unsuitable for long-term use, especially for families.

Biodiversity net gain
An approach to development that leaves the natural environment in a measurably better state than before.

Brownfield land
Previously developed land that may be vacant, derelict, or underused and may be suitable for reuse for housing or regeneration.

Build-to-Rent
Purpose-built private rented housing, usually delivered and managed by institutional investors or specialist operators.

Buy Back Policy
A council policy that allows the acquisition of former Right to Buy homes, empty properties or new-build homes to increase affordable or temporary housing supply.

Carbon neutral
A position where carbon emissions are reduced as far as possible, with any remaining emissions balanced by removal or offsetting.

Care leavers
Young people who have been looked after by the local authority and are transitioning from care into adulthood and independent living.

Community hubs
Local facilities that bring together services, support, activities, and advice for residents.

Community-led housing
Housing developed or managed with significant involvement from local communities, often to meet locally identified needs.

Commuted sums
Financial contributions paid by developers to meet needs arising from new development (for example for recreation) or instead of delivering affordable housing directly on-site, secured through planning obligations.

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Council homes
Homes owned and managed by the council, usually let at social or affordable rents.

Cross-subsidy
A delivery model where income from market housing or commercial uses helps fund affordable housing or regeneration.

Decent Homes Standard
A minimum standard for social housing, covering issues such as repair, facilities, warmth, and modernisation.

Deferred land payment
A development arrangement where payment for land is delayed, helping improve scheme viability or delivery.

Development framework
A planning and delivery document that sets principles for how a major site should be developed, including the existing characteristics of the site, a future vision and masterplan for the site, development principles against which future planning applications will be assessed, and essential infrastructure requirements.

Digital connectivity
Access to reliable digital infrastructure, such as broadband and mobile connectivity, supporting independence, services, and modern living.

Disabled Facilities Grant
Funding used to adapt homes so disabled residents can live safely and independently, for example through stairlifts, ramps, or accessible bathrooms.

District heat network
A low-carbon heating system that supplies heat to multiple buildings from a central source.

Downsizing
Moving to a smaller home, often because a larger property is no longer needed or suitable.

Emerging Local Plan
Bury's developing statutory planning document setting out how land will be used and developed, including housing, employment, infrastructure, and affordable housing requirements.

Empty homes
Properties that are unoccupied. Long-term empty homes are usually those empty for six months or more.

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Energy Company Obligation
A government energy efficiency scheme requiring energy suppliers to fund improvements to eligible homes.

Energy efficiency
Measures that reduce energy use in homes, such as insulation, efficient heating, better windows, and renewable energy.

Energy Performance Certificate
A rating showing how energy efficient a property is, usually graded from A to G.

Estate regeneration
Investment, redevelopment, or remodelling of council estates to improve homes, public spaces, infrastructure, and neighbourhood quality.

Extra Care housing
Self-contained housing for older people or adults with care needs, with access to on-site care and support, often available 24 hours a day.

Fabric-first approach
A retrofit approach that prioritises improving the building itself, such as insulation, windows, and ventilation, before installing new heating systems.

First-time buyers
Households seeking to purchase their first home, often affected by affordability pressures.

Fuel poverty
A situation where a household struggles to afford adequate heating and energy due to low-income, high-energy costs or inefficient housing.

Greater Manchester Combined Authority
The regional authority made up of Greater Manchester councils and the Mayor of Greater Manchester, coordinating strategic work on housing, transport, growth, and other priorities.

Good Growth Fund
A Greater Manchester funding stream used to support regeneration, investment, and inclusive growth.

Green and blue infrastructure
Natural and semi-natural spaces such as parks, trees, rivers, ponds, and wetlands that support health, biodiversity, drainage, and climate resilience.

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Gypsies, Travellers, and Travelling Show People
Communities with specific accommodation needs, including pitches and plots, considered through housing and planning evidence.

Homelessness prevention
Action taken early to stop people becoming homeless, such as advice, mediation, tenancy sustainment, or support to access alternative housing.

Homelessness Strategy
A local strategy setting out how the council and partners will prevent and respond to homelessness.

Housing First
An approach that provides stable housing as the first step for people with complex needs, alongside intensive support.

Housing-led regeneration
Regeneration where new housing plays a central role in revitalising places, increasing footfall, supporting services, and attracting investment.

Housing market area
A geographical area with shared housing market characteristics, such as prices, demand, tenure, and stock type.

Housing Needs and Demand Assessment
Evidence that identifies current and future housing needs, including type, tenure, size, affordability, and specialist housing requirements.

Housing register
A list of households applying for social or affordable rented housing.

Housing requirement
The minimum number of homes that the development plan seeks to provide over the plan period.

Housing Revenue Account
A ring-fenced council account used to manage income and expenditure relating to council housing.

Housing standards
Legal, regulatory, or policy expectations for the condition, safety, quality, and management of homes.

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Houses in Multiple Occupation
Properties occupied by multiple unrelated households who share facilities such as kitchens or bathrooms.

Inclusive growth
Economic growth that benefits all residents and communities, especially those experiencing disadvantage.

Infill development
Building new homes on small or underused plots within existing built-up areas or estates.

Infrastructure
Services and facilities needed to support development and communities, including roads, schools, healthcare, green space, public transport, and utilities.

Institutional investment
Investment from large organisations, such as pension funds or investment funds, often used to support Build-to-Rent or regeneration schemes.

Joint Housing Protocol
An agreed approach between services, such as housing and children's services, to support care leavers and young people into suitable accommodation.

Joint venture
A partnership arrangement where two or more organisations work together to deliver a project, sharing risks, investment, and benefits.

Key workers
People employed in essential services, such as health, care, education, public services, or local industries, who may need affordable housing close to work.

Lease and Repair Scheme
A scheme where the council works with private owners to bring empty properties back into use, offering repair support, management, and guaranteed rental income.

Level-access homes
Homes designed without steps or with accessible layouts, making them suitable for people with mobility needs.

Live Well in Bury
A local preventative support offer helping residents access advice, community support, and services to improve wellbeing and independence.

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Local Authority Housing Fund
Government funding available to councils to provide housing for specific groups and support temporary and permanent accommodation solutions.

Local Housing Allowance
The rate used to calculate housing benefit or Universal Credit housing support for private renters.

Local Plan
A statutory planning document setting out where and how development should happen in a local authority area.

Low-carbon heating
Heating systems that produce lower carbon emissions than traditional gas heating, such as heat pumps or district heat networks.

Market housing
Housing sold or rented at open market prices without subsidy.

Mayoral Development Zone
A designated area supported by mayoral powers to accelerate growth, investment, and regeneration.

Micro-schemes
Small-scale specialist housing schemes, often designed for people with complex needs who require tailored support.

Mixed tenure
Development that includes different housing tenures, such as market sale, private rent, social rent, affordable rent, and shared ownership.

Modern Methods of Construction
Innovative building techniques, often including off-site manufacturing, used to speed up delivery and improve quality.

Move-on accommodation
Housing that enables people to move from temporary, supported, or emergency accommodation into more settled housing.

Multiple disadvantage
Experiencing several overlapping challenges, such as homelessness, mental ill health, substance misuse, offending, or domestic abuse.

Nationally Described Space Standards
National standards setting minimum internal space requirements for new homes.

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Net zero carbon
A state where carbon emissions from a home or development are reduced as far as possible and any remaining emissions are balanced.

Neighbourhood model
A way of organising services locally around communities, often through multidisciplinary teams and local hubs.

No Recourse to Public Funds
An immigration condition preventing a person from accessing most welfare benefits, housing assistance, or public funds.

Older persons' accommodation
Housing designed for older people, which may include independent living, age-exclusive housing, sheltered housing, or Extra Care.

Own front door accommodation
Self-contained housing where residents have their own tenancy and private living space, rather than shared or institutional accommodation.

PAS 2035
A national standard for domestic retrofit, setting out how retrofit projects should be assessed, designed, and delivered.

Patient equity
Long-term investment that accepts slower returns to support regeneration or development over time.

Pathway Plans
Plans used to support care leavers as they move towards adulthood, including housing, education, employment, and support needs.

People with additional needs
Residents who may require adapted housing, support, or specialist accommodation due to age, disability, mental health, learning disability, autism, or other circumstances.

Places for Everyone
The joint strategic plan for Greater Manchester districts, setting housing and employment growth requirements and allocating strategic sites.

Placemaking
Designing and managing places so they are attractive, safe, inclusive, healthy, and well connected.

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Planning obligations
Legal agreements, often known as Section 106 agreements, used to secure affordable housing, infrastructure, or other contributions from development.

Prevention-first approach
A service model focused on acting early to avoid crises, such as homelessness, hospital admission or tenancy breakdown.

Private Rented Sector
Homes rented from private landlords, including individual landlords, letting agents and institutional providers.

Private Sector Housing Enforcement Policy
A council policy setting out how statutory powers will be used to tackle poor housing standards and management in private housing.

Purple Flag accreditation
An accreditation recognising town centres that offer a safe, welcoming, and well-managed evening and night-time economy.

Registered Provider
A housing association or other organisation registered to provide social housing.

Registered Provider Framework
A council framework of selected housing associations used to support affordable housing delivery on council-owned or other sites.

Regeneration framework
A plan setting out the long-term vision, principles, and delivery approach for transforming an area.

Renters' Rights Act
Legislation intended to strengthen protections for private renters and increase responsibilities for landlords and local authorities.

Retrofit
Improving existing homes to make them warmer, healthier, more energy efficient, and lower carbon.

Retrofit GM
A Greater Manchester programme supporting large-scale retrofit of homes across the city-region.

Right to Buy
A scheme allowing eligible council tenants to purchase their council home at a discount.

Right to Buy receipts
Money received by councils from Right to Buy sales, which can be used to support replacement affordable housing.

Right-sizing
Helping households move to a home that better matches their needs, whether smaller, more accessible, or more affordable.

Rough sleeping
Sleeping outside or in places not designed for habitation, such as streets, cars, tents, or abandoned buildings.

Section 106 agreement
A legal agreement between a council and developer securing planning obligations, such as affordable housing or financial contributions.

Selective licensing
A licensing scheme requiring private landlords in designated areas to meet management and property standards.

Shared ownership
An affordable home ownership model where a household buys a share of a property and pays rent on the remaining share.

Social Housing Decarbonisation Fund
Government funding to improve the energy efficiency and carbon performance of social housing.

Social rent
Rented housing provided by councils or Registered Providers at rents typically lower than affordable rent and market rent.

Specialist housing
Housing designed for people with specific needs, such as older people, disabled people, people with learning disabilities, autistic people, or those with mental health needs.

Staying Put
Arrangements allowing young people leaving care to remain living with former foster carers after they turn 18.

Strategic allocations
Large development sites allocated through a plan for long-term housing, employment, or mixed-use growth.

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Supported accommodation
Housing with support services provided to help residents live independently or move towards independence.

Supported housing
Housing linked to support for people who need help to live independently, including older people, care leavers, people with disabilities, or people experiencing homelessness.

Supported living
Self-contained or shared housing where people with care or support needs receive assistance while maintaining independence.

Sustainable communities
Places that are well designed, connected, inclusive, environmentally responsible, and supported by infrastructure and services.

Temporary accommodation
Short-term accommodation provided to households experiencing homelessness while longer-term housing options are arranged.

Tenant Incentive Scheme
A scheme supporting tenants to move to more suitable homes, often helping those under-occupying larger properties to downsize.

Tenant voice
The involvement and influence of tenants in shaping housing services, decisions, policies, and priorities.

Tenancy sustainment
Support that helps people keep their home, manage rent, resolve issues, and avoid homelessness.

Tenure
The basis on which a home is occupied, such as owner occupation, private rent, social rent, affordable rent, or shared ownership.

Technology Enabled Care
Digital and assistive technologies that help people live safely and independently at home.

Town centre living
New housing in town centres, supporting regeneration, footfall, local services, public transport use, and mixed-use places.

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Trauma-informed support
Support that recognises the impact of trauma and seeks to avoid re-traumatisation, build trust, and respond sensitively to individual needs.

Under-occupation
Where a household lives in a home larger than it needs, often creating opportunities for rightsizing to free larger homes for families.

Viability
Whether a development is financially deliverable after accounting for costs, values, affordable housing, infrastructure, and developer return.

Warm Homes Local Grant
Funding used to improve energy efficiency and low-carbon heating in homes, especially for low-income households at risk of fuel poverty.

Wheelchair-user standards
Housing standards requiring homes to be suitable, or easily adaptable, for wheelchair users.

Whole house retrofit
A coordinated approach to improving the entire home, including insulation, ventilation, heating, and renewable energy, rather than isolated measures.

WorkWell
A programme supporting people to remain in or return to employment, linked to wider wellbeing and economic resilience.

Zero net carbon in operation
A standard where a building's day-to-day energy use produces no net carbon emissions, usually through high efficiency and low-carbon or renewable energy.

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Agenda Item 14

Classification:	Decision Type:
Open	Non-Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Options for Closure of Six Town Housing LTD	
Report of	Cabinet Member for Housing Services	

Summary

1. This report deals with the next stage of activities to achieve the orderly closing down of the Six Town Housing Limited (STH LTD) business operation to progress to the final closure of STH as an entity owned by Bury Council.

2. Cabinet agreed to begin the timely and orderly closure of STH LTD in September 2025. Reducing regulatory and operational risk remains the overriding priority whilst supporting tenants.

3. External advisors Campbell Tickell have supported Bury staff in undertaking initial due diligence to identify future management options for the 115 properties still under STH LTD ownership and management.

4. Due diligence has identified specific regulatory and commercial risks, particularly relating to stock condition information, investment needs and business planning.

5. A comprehensive set of stock condition surveys has been commissioned to underpin a rigorous stock appraisal and preparation of a 30-year business plan for STH LTD's stock is underway.

6. Five potential options for the future of the STH LTD and its housing stock portfolio have been identified:

    1. Transfer of the actual entity and business of STH LTD and its housing stock to another Registered Provider (RP), most likely via a Transfer of Engagements (ToE). Here the Council will relinquish its ownership of STH LTD and the succeeding RP will effectively step into the Council's shoes.
    2. Disposal of the properties to another RP with the tenants remaining in their homes ("Tenanted Disposal").
    3. Transfer of the stock into Bury Council's Housing Revenue Account (HRA) as part of the "general needs" Council housing portfolio.
    4. Transfer of the stock into the Bury General Fund, with a gradual transfer of homes to Temporary Accommodation (TA) as they become void.

5. Securing vacant possession of homes before disposing of the stock via open market sale. This would require rehousing (potentially by legal possession proceedings) the current tenants before selling the stock

7. An initial assessment indicates that either Option 1 or 2 will be the likely route, as options 3 and 4 are not sustainable due to the adverse position of both the HRA and general fund. Option 5 has been ruled out it would require sourcing further housing for the 115 tenants placing pressure on the homelessness services.

8. Further work, including a soft market testing exercise and full impact assessment on the HRA is required before a preferred option can be confirmed.

9. Once an option is selected it will take a minimum of six months to complete the transfer and close down STH LTD.

Recommendation(s)

10. Cabinet notes the findings of the initial assessment and notes that further detailed analysis will be available after the soft market test

11. Cabinet confirms that the timely and orderly closure of STH LTD to reduce regulatory and operational risk remains the overriding priority.

12. Cabinet approves a phase of soft market testing to assess market interest in options 1 and 2 with a further report to be brought back to Cabinet in September setting out the findings and a preferred option.

Alternative options considered and rejected

The option to “do nothing” is not appropriate since Cabinet has resolved to close down the STH LTD entity to remove the risk to Bury Council.

Report Author and Contact Details:

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Background

13. On 1st February 2024, STH LTD ceased managing the Council's housing stock and so ceased its role as an ALMO. However, STH LTD remains intact as a wholly owned subsidiary company of the Council. It remains a Private Registered Provider of Social Housing.

14. Cabinet agreed to begin the process of dissolving STH LTD in September 2025. This followed an external review which confirmed STH LTD could not continue in its current state because of significant commercial and regulatory risks. The process was expected to take at least 18 months.

15. A project has been established to oversee the closure of STH LTD. External advisors have been engaged to undertake due diligence of stock, tenure, funding and financial arrangements, and to prepare a validated set of stock options.

16. In September 2025, 34 properties leased from Mosscare St Vincent were handed back. STH LTD now owns or leases 115 social housing homes which it lets and sublets.

17. After it ceased to be the Council's ALMO and all its remaining staff TUPE transferred back to the Council, STH LTD entered into a service level agreement with the Council so that STH could receive vital services to continue to execute its housing management responsibilities as a social landlord. On 15th January 2026, Cabinet agreed a 12-month extension of the SLA. This will be required for 2026-27 and can be extended further as necessary.

The STH LTD portfolio

18. STH LTD is the owner of and accountable landlord for 103 properties within its portfolio, grouped within three subsets:

- **Association of Greater Manchester Authorities (AGMA):** 35 street properties with 10 in Bury, 3 in Prestwich, 16 in Radcliffe, 1 in Ramsbottom and 5 in Whitefield.
- **Mortgage Rescue:** 28 street properties with 9 in Bury, 14 in Radcliffe and 5 in Whitefield.
- **Redbank:** An extra care scheme in Radcliffe, commissioned by STH LTD in 2012, comprised of 40 accommodation units, plus 2 retail units.
- **Sherbourne House:** A leased 12-unit specialised supported needs scheme.

19. Initial due diligence by Campbell Tickell (CT) on supplied portfolio data has highlighted regulatory and operational risk (gaps in stock condition data and its use to forecast investment needs). These will need to be better understood to determine the viability of future stock options. As matters stand CT advise no material risks need reporting to Regulator of Social Housing.

STH 30-year business plan

20. There is currently no 30-year business plan for STH LTD. Work is being undertaken to update data on the portfolio to allow a plan to be created. At this stage, it is uncertain whether the portfolio will return a net positive position or whether it will need subsidising to ensure appropriate investment to maintain and manage homes. Understanding this will be important in drawing a conclusion over the most suitable option for the future of the stock.

Stock Condition

21. Some of the stock condition data for 78 properties is more than five years old. Therefore, there is currently no sound basis for modelling investment need over a 30-year period. The data available shows an average investment requirement of £26k per unit, plus an additional £96k to maintain the blocks at Redbank. In CT's opinion and experience, £26k per unit over 30 years is likely to be insufficient, especially as many of the units are of older construction. All figures are exclusive of VAT, professional fees, and any contingency.

Energy Performance Certificates

22. Energy Performance Certificate (EPC) data is available for most of the portfolio (four ratings are missing), but it is not known if certificates are valid. There are 5 properties rated at EPC-E and 31 properties rated at EPC-D. These will need additional investment to meet minimum EPC ratings requirements by 2030.

23. A comprehensive stock condition survey has been commissioned by Bury Council and is being undertaken by a specialist surveyor.

24. The scope of the survey includes an assessment of performance against the Decent Homes Standard, identification of any health and safety hazards, and the provision of updated EPCs for all properties.

25. Tenants have been notified of the stock condition survey process. Initial notification was issued by text message, followed by a formal letter from the appointed surveyor, setting out next steps.

26. This work is critical to reducing regulatory, health and safety, and financial risks, and to ensuring any proposed transfer is underpinned by robust and up-to-date data.

Grant and loan funding

27. From documentation completed at the time of set-up, funding of schemes is drawn from a range of grants, STH LTD and HRA reserves, retained S106 funds, Council, and PWLB loans.

28. These are summarised in the table below:

Scheme	Units	Grant Funding (£k)	Original Loan Funding (£k)	Outstanding Loan Funding (£k) April 2026
AGMA	28	735	2,119	1,429
Mortgage rescue	35	34	577	250
Red Bank	40	2900	1,140	870
TOTAL	**103**	**769**	**3,836**	**2,574**

29. Work is ongoing to quantify the terms and conditions of each grant and loan and understand what impact this might have on future options.

STH LTD leased portfolio

30. STH LTD entered a ten-year lease with A & J Property Limited in December 2021 for Sherbourne House in Prestwich. Sherbourne House is a 12-unit scheme for use as specialised supported housing (SSH). The lease requires rooms to be let on a tenancy at or below market rent and with a term for not more than 12 months. The lease has a break clause at the end of year five. This falls in December 2026 and requires 6 months' notice to be given. If notice to break is not given the lease will continue for a further 5 years to 2031.

31. The lease stipulates that STH LTD must return the property to the Landlord on the termination date with vacant possession.

32. Adult Social Care have conducted a person-centred needs assessment of the tenants residing at Sherbourne House. In their judgement the best outcome for the tenants is for them to the remain at the property i.e. the lease of Sherbourne House to be assigned to another specialist provider rather than move individuals to alternative provision and seek vacant possession.

33. Therefore, the break clause will not be triggered, and a partner will be sought as part of option 1 and 2. The Council is aware that any new RP assuming control of Sherborne House and its SSH provision will have to have expertise in this type of housing provision.

34. Should no provider step forward, an alternative plan will be required as Bury Council cannot manage the property without subsidising it due to housing

benefit regulations that stipulate only Private RPs can claim the level of benefits required to support the provision. The options could include but not exclusively; slowly rehousing tenants, STH LTD buying themselves out of the lease, seeking change of use until the end of lease in 2031. This is likely to be considered as part of a conversation about the whole portfolio. See section 89 for risks.

Future Stock options

35. There are five viable options to consider in selecting a management option of the STH LTD portfolio. An outline of the approach, advantages and disadvantages of each option is presented below:

Option 1: RP Transfer of Engagements

36. This option would see STH LTD, the portfolio, and all related assets and liabilities transferred to another RP, probably through a Transfer of Engagements. The receiving RP will take legal, governance and operational control of STH LTD. At the point of transfer, the Council will cease to have any direct involvement with, or legal ownership of, STH LTD.

37. This route has been chosen by several council backed RPs after parent councils have elected to close their ALMO down. Examples include the transfer of Leases Homes and South Tyneside Ventures HA. For note, Campbell Tickell advised on the successful delivery of both projects.

38. A transfer of STH LTD presents several advantages. It will likely be the quickest and cleanest route to divestment of STH LTD and its assets (although noting that it will still take a minimum of 12 months to complete). It will present a single solution for the stock, whilst ensuring the assets remain as affordable housing and tenants (and their tenancies) will be largely unaffected. There will also be no need for the council to deregister STH LTD either. This will become the responsibility of the receiving RP.

39. This option will require RSH consent and a subsidy control assessment will also probably be required.

40. The significant downside is that no capital receipt will be received for the stock. It should also be noted that the Council will continue to hold nomination rights over the stock.

41. A soft market testing to ascertain interest in acquiring STH LTD will be conducted over the summer. Depending on levels of interest, STH LTD may want to undertake a competitive process to test the market and determine a partner of best fit. Alternatively, a bilateral discussion with a single RP may be preferred.

42. A range of information will need to be gathered to allow approached RPs to confirm their interest in acquiring STH LTD at the start of the process. This usually includes the 30-year business plan, data and information on stock condition and investment needs, and a range of other corporate information.

43. In CT's view, it is highly likely that there will be interest in acquiring STH LTD in this way. However, as a note of caution, understanding the financial position of STH LTD will be key. As there is no up-front cost, acquiring RPs will have capacity to invest in STH LTD's stock if required using their own resources. There will be a tolerance limit on this though, and, if costs are too great and/or other material risks are identified, RPs may not be interested in pursuing a transaction.

44. If this option is pursued, the future of the loans made to STH LTD from the Council will need to be considered with the future partner. The acquiring partner may simply repay the loans at legal completion. However, it may be advantageous to the acquirer to continue to hold and service the loans. This would need further exploration at an appropriate point.

45. Taking this option would also likely mitigate the Sherbourne House issue. An expectation would be set that the receiving RP would have to resolve the issues as a condition of the transfer. This would be seen negatively and introduce a hassle factor to the acquirer. However, as part of the overall package, it should be considered palatable. That said, this should not preclude STH LTD and the Council from taking measures now to try and alleviate the issues at the scheme, particularly if there are any immediate legal or regulatory issues.

46. Commercially speaking, this approach could be attractive to a "lease based" Specialist Supported Housing RP, as they may be better placed to manage Sherbourne House, and the transfer of Council loan liability to them may be an attractive route into a stock owning position.

Option 2: Tenanted disposal to another RP

47. This would involve preparing the portfolio for sale to another RP with tenants remaining in situ. Disposals of this nature are priced on an Existing Usage as Social Housing (EUV-SH) basis. This is a cash flow-based valuation and is commonly around 30-40% of Open Market Valuation. It reflects that the assets are let on affordable tenancies and/or have restrictions preventing other usage.

48. A tenanted disposal would create a cash receipt for the portfolio, but it would be significantly lower than an open market disposal. The grant on the properties would usually be expected to transfer to the buying RP and not be repaid (noting consents are required from the awarding body in most cases). It prevents having to decant and rehouse tenants and ensures the ongoing

usage of the homes as affordable housing, avoiding reputational risk. The net receipt received may be insufficient to repay the current loans held by STH LTD however, which would need to be considered.

49. Tenanted portfolio sales is a mature market, and many transactions take place in any given year. However, the operating environment and obligations placed on RPs in recent years have dampened demand recently. Levels of interest amongst potential buyers is less pronounced than was previously the case, with buyers being more careful before progressing with transactions.

50. Whilst the portfolio has no immediate "red flags" (such as designated high-risk buildings), many of the assets are older which may impact upon the attractiveness of the portfolio and limit market interest (especially with future net zero carbon and Decent Homes 2 requirements taken into consideration). It should also be noted that several of the assets need investment to achieve EPC-C by 2030. This will be costed into any offer by an RP and/or may impact on interest. Soft market testing would be carried out to determine interest at the start of the process.

51. Preparing the portfolio for sale and engaging with a buyer will be a relatively intensive process. A comprehensive data room providing a range of data on the portfolio will need to be built (including compliance data). There will need to be engagement with a preferred bidder to support their due diligence on the portfolio. Once a final price is agreed and sales contracts are exchanged, STH LTD will then have to support the buyer with an operational handover. STH LTD will need to undertake formal consultation with affected residents as well.

52. It should also be noted that detailed due diligence may identify a material issue with some of the assets in the portfolio, which could either lead to the buyer withdrawing or properties having to be excluded from the transaction.

53. Sherbourne House may be an obstacle within any negotiations however there would be an expectation that the lease was taken on as part of any arrangement. A specialist provider may be interested in taking the lease on separately and this will also be considered as part of the market testing.

Option 3: Transfer to Bury HRA

54. This would involve transferring the STH LTD stock into Bury Council's HRA through an internal transfer or appropriation. Upon transfer, the properties and all obligations and liabilities (including grant) would be subsumed into the HRA and managed as part of the wider Council housing stock.

55. Taking this approach would see the Council continuing to have direct ownership and control of the assets. It would also see them continuing to be used as affordable housing and would offer continuity for existing tenants.

56. The most significant risk of this approach would be the potential impact on the HRA's financial health. The Council's HRA is already under significant financial pressure. An indicative 30-year plan (2026) draws attention to a far more challenging picture in terms of balancing future service need with resources, and that there is a risk that the council breaches its duty to ensure that the HRA does not go into deficit. Adding the STH LTD stock may add to that risk, particularly if investment needs of the stock turn out to be higher than what is currently forecasted (noting the earlier comment about the current £26k p.u.p.a. requirements identified). It is therefore unsustainable for the HRA to take the stock on.

57. The need for the Council to pay to acquire the stock will also need to be fully understood. The Council will be the ultimate benefactor after STH LTD is wound up and a need to "pay" for the stock is not thought to be needed. However, it is not clear whether some form of nominal payment and/or accounting treatment needs to be applied and what impact that might have, as the Council cannot receive monies itself from its ownership of STH LTD (a Limited Company).

58. The transfer into the HRA would also introduce housing benefit (HB) subsidy risk. HB is paid as rent rebates within the Council that are subject to subsidy limitation rules. These are not applicable to an RP, as HB is paid as a rent allowance and attracts full subsidy.

59. A solution would still also be required for Sherbourne House. Assuming the Council was not willing to take it on (largely for viability reasons as a local authority landlord is for legal reasons unable to charge the higher "exempt accommodation" rent that STH LTD is charging to enable it to pay the lease rent to the owner) , the issues with the lease would need to be resolved to allow surrender before STH LTD could be deregistered. The Council would also still be responsible for the closure of STH LTD as a legal entity.

Option 4: Transfer to Bury General Fund

60. This would see the homes also transfer into the Council but be held in the General Fund instead. In the short- to medium-term, the assets would need to continue to be managed as affordable housing. However, the expectation is that as homes become vacant, they can be switched and used as Temporary Accommodation. Alternatively, they could also be sold on the open market.

61. The perceived positives of this option would be a gradual shift in the usage of the homes to TA or similar, relieving the council's overall bill in this area. Further analysis would be necessary to understand how significant this impact would be, allowing for an assumed turnover percentage of the stock each year. The investment needs of the homes and the social rents generated in

the interim would also need to be modelled to understand if the overall proposition is viable. It is also possible that government funding bid for through the Local Authority Housing Fund (LAHF) could be used to purchase the units for use as sustainable TA.

62. The General Fund is however under considerable pressure, with a budget gap of £3.977m in 2026/27 covered from reserves with the funding gap forecast to increase to £21.155m by 2028/29. Converting the homes to TA or other usages would take time and may take a long while to deliver benefits to the Council (assuming there would be any). It would also introduce the HB subsidy risk described in the previous section. The same considerations described above around how the Council would acquire the stock would also apply. With the protracted nature of this option, a level of management ongoing focus, operational and regulatory risk remains in place until repurposing has been completed.

63. Like the open market disposal option, taking this approach would not deliver a single solution for the whole portfolio. Redbank is unlikely to be suitable for any other use than the one currently in place. It would therefore likely have to be transferred into the HRA separately. As with the previous option, Sherbourne House would also need to be resolved to allow deregistration of STH LTD. The Council would have to manage the deregistration process here too.

Option 5: Open market disposal

64. This option would require vacant possession of homes to allow them to then be sold on an open market basis. It would involve an active decant and rehousing programme of tenants.

65. The advantage of this option is that it would deliver the highest potential capital receipt into STH LTD (and ultimately the Council). However, any decant programme will come with additional costs and disruption to tenants. Social Housing grant will also have to be repaid (assuming the Council is unable to recycle it), as potentially will the other grants allocated against the properties. These would have to be netted off any receipt received.

66. An open market disposal approach would not be a single solution to divestment. The nature of the Redbank scheme (which may also have usage restrictions on title) makes it unsuitable for open market disposal. Divestment from it will need to be approached via another of the options set out. Sherbourne House would also have to be approached in a different way too.

67. A decant programme presents a number of issues. It will be costly and time consuming. Where lifetime tenures have been offered (secure or assured tenancies), suitable alternative accommodation will need to be sought,

drawing significantly on available affordable housing for a period. If not approached in a sympathetic and appropriate way, a decant, and the resulting sale of affordable housing, presents reputational risk.

68. Once all assets are disposed of, STH LTD will then also need to be deregistered with the RSH. Whilst a relatively simple process, it will still come with costs and take a certain amount of time to resolve.

69. Due to the significant impact on tenants and cost to rehouse individuals this option has been ruled out.

Emerging viable options and next steps

70. Following the baseline assessment and a review of the Council's financial position, initial indications suggest bringing the housing stock back into the Council's ownership, either through the Housing Revenue Account (option 3) or the General Fund (option 4), may not be viable.

71. The purchase of the properties, levels of investment and subsidy pressure would place additional pressure on the sustainability the General Fund and HRA when which are in or forecasting a deficit position. Both options will also take time to complete and will require significant management oversight, with disproportionate levels of ongoing regulatory and operational risk.

72. The updated decent homes data will be used to model the impact on both the general fund and the HRA in order to rule out the options.

73. On this basis, the remaining options for further consideration are the Transfer of Engagements to a third party (option 1), the disposal of the stock on the open market (option 2).

74. To support the development of a robust business case and test the feasibility of these emerging options, Cabinet approval is sought to proceed with a phase of soft market testing to assess market appetite for either a Transfer of Engagements (option 1) or an open market transfer of assets in exchange for a capital receipt (option 2)

75. Whilst option 1 and 2 result in a change of landlord for the tenants, it would ensure they stayed in their homes, maintained their rights and their homes would be managed by the same standards governed by STH LTD now reducing any significant negative impacts.

76. Soft market testing will enable the Council to understand the level of market interest, identify potential delivery partners, and assess the viability of the options before committing to a preferred route. The findings from this exercise will inform the final recommendations brought back to Cabinet.

77. As noted in previous sections, gaps in data and analysis remain, which will need to be addressed to fully determine a viable way forward. These include:

- Completion of up-to-date stock condition surveys and confirmation of investment requirements for the STH LTD portfolio.
- Preparation of a full 30-year business plan for STH LTD, informed by updated stock condition data.
- Confirmation of grant and loan terms and conditions, including any restrictions on transfer or disposal.
- A fuller understanding of the legal, governance and regulatory requirements associated with any ToE or asset or tenanted disposal.

78. Work is underway to close these gaps to support a full business case for the selection of a preferred option. The expectation is that the business case will be presented to Cabinet for approval around September/October 2026.

79. No commitment to any transfer or disposal route will be made until the full business case, informed by updated stock condition data and market engagement, is brought back to Cabinet for approval.

Stakeholder engagement

80. Tenants were informed (in writing) of the intention to close STH LTD in the Autumn, with a stated intention to transfer homes into the Council. They were also informed that current management arrangements will endure through to 2027, and they will be consulted before final decisions are made. An engagement plan has been developed that will balance the regulatory requirement for ongoing transparency and engagement in keeping tenants informed of the probable change of plan (i.e. that options 1 or 2 are now considered more likely outcomes) and to provide assurance that any future landlord will be a regulated RP required to uphold the highest regulatory standards, whilst at the same time enabling the Council to maintain confidentiality within a commercial negotiation, prior to Board and Cabinet approval.

81. Regarding this report, tenants and staff working at the schemes will be contacted regarding the recommendations to seek new landlord via a soft market test. It will provide an overview of the process upon conclusion of the soft market test. Communication will assure that no changes in services will occur at this time. Resident consultation will be undertaken appropriate to the recommended option. Usual convention is for a six-week period of consultation to take place to allow tenants to give their views. The STH LTD

Board will need to sign-off the process ahead of giving final approval for a transfer. Note that this is not a ballot and the consultation is only advisory.

82. Wider stakeholder engagement will also be necessary.

Links with the Corporate Priorities:

83. This proposal meets the corporate priorities in the following ways: a) Local, b) Sourcing local housing options for local people, c) Prevent the need for Bury residents to have to move out of the borough to have their needs me, d) Work with local developers and providers who know the local area.

84. Enterprise a) Enterprising innovation and creative solutions to current housing issues, b) Be bold in our housing solutions and future developments in Bury.

85. Together a) Working together to design quality, fit for purpose homes for people with additional needs in Bury.

Equality Impact and Considerations:

86. There are no immediate equality impacts arising from the recommendations in this report. A full Equality Impact Assessment will be undertaken on viable options following market soft testing.

Environmental Impact and Considerations:

87. There are no material impacts from this decision. Sustainability works are delivered outside of the SLA to STH LTD properties.

Assessment and Mitigation of Risk:

88. The principal risks associated with the proposed approach, and the measures in place to mitigate them, are summarised below.

Risk/opportunity	Mitigation
Delay in completing stock condition surveys	• Surveys have been commissioned through a specialist provider with clear delivery milestones. • Interim findings are being requested to inform early modelling and option testing. • Workstreams not dependent on final survey outputs (e.g. legal, governance, and market scoping) are

	progressing in parallel to minimise overall programme delay.
Insufficient market interest	• Soft market testing is proposed as an early step to gauge interest before progressing to a preferred route. • Engagement will initially focus on RPs with experience of small or complex portfolio. • The Council retains flexibility to revisit alternative options should market interest be limited or terms prove unfavourable.
Reputational risk from Sherbourne House	• Further legal, tenure and needs-based analysis is underway to inform a carefully managed approach. • Any changes affecting residents will be subject to appropriate engagement and support, with a focus on minimising disruption and safeguarding tenants. • Options for Sherbourne House will be considered alongside wider portfolio decisions to avoid undue delay or risk escalation.

Legal Implications:

89. This report updates Cabinet on the progress being made towards the Council being able to achieve Cabinet's resolution to close the STH business or else relinquish its involvement in it. All the potential options discussed in this report would be lawful but each present different financial, regulatory and reputational issues as discussed in the report. The report properly discusses the key issue of securing positive outcomes for tenants.

90. Completing the updated comprehensive stock condition surveys and drawing up a sound 30-year business plan are key issues for STH (and its Board) to address to ensure ongoing regulatory compliance and to facilitate future decision making by the Council on any of the "options" discussed in this report. Any interested third-party RP will also expect such information to be available for initial scrutiny and/or as part of an intensive due diligence.

Soft market testing should be open to RPs.

Financial Implications:

91. The financial implications are outlined in the report.

Background papers:

92. None

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

Term	Meaning
AGMA	Association of Greater Manchester Authorities
ALMO	Arm's Length Management Organisation
AST	Assured Shorthold Tenancy
CT	Campbell Tickell
EPC	Energy Performance Certificate
EUV-SH	Existing Use Value for Social Housing
HB	Housing Benefit
HRA	Housing Revenue Account
N/A	Not applicable
PWLB	Public Works Loan Board
RP	Registered Provider
S106	Section 106 (on funds/agreement)
S21	Section 21 (no fault eviction notice)
STH LTD	Six Town Housing Limited
TA	Temporary Accommodation
TBC	To be confirmed
ToE	Transfer of Engagements

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Agenda Item 15

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Contract awards in respect of the HRA Capital Investment Programme 2026/27 and Carbon Reduction - Sustainability Improvement Measures	
Report of	Cabinet Member for Housing Services	

Summary

By way of background, On 10th February 2026 Cabinet approved the Housing Revenue Account ("HRA") Capital Works Programme for 2026/27 and a budget of £5.6m for Carbon reduction schemes - Sustainability Improvement Measures.

The purpose of the current report is to seek formal approval of the following contract awards for Carbon reduction schemes below:

1. An extension of the existing contract between the Council and A.Connolly Limited (Company number 03860866) ("A.Connolly) for a further term of 12 months commencing on 8th September 2026 and total estimated contract value of £2,100,075.60. During the period of extension, the work carried out by A.Connolly will be in respect of Bent Hill estate Prestwich Sedgely Ward - 140 properties, which forms part of Programme A.

2. A contract award to NextEnergy Capital Limited (Company number 05975233), in respect of the estates mentioned below which comprise of Programme B, for an initial term of 1 year (proposed commencement date of 31st July 2026) and total estimated contract value of £2,173,551:

   2.1 Goshen Estate Redvales Ward - 95 properties

   2.2 Knowles St Estate Redbank Ward - 6 properties

   2.3 Sumner Avenue Estate- Radcliffe North and Ainsworth Ward- 24 properties

2.4 Decent Home standard - Thermal Comfort fails for 70 properties throughout the borough. These are located within the Redvales, Ramsbottom, Besses, North Manor, Bury East areas,

1. Recommendation(s)

1.1 Cabinet is asked to approve the following:

1.1 An extension of the existing contract between the Council and A.Connolly Limited (Company number 03860866) in respect of Bent Hill estate, Prestwich, Sedgley Ward – 140 properties, which forms part of Programme A, for a further term of 12 months commencing on 8th September 2026 and a total estimated contract value of £2,100,075.60.

1.2 A contract award to NextEnergy Capital Limited (Company number 05975233), in respect of the estates mentioned below which comprise of Programme B, for an initial term of 1 year (proposed commencement date of 31st July 2026) and the option to extend for a further 12 months. The total estimated contract value for the initial term is £2,173,551:

1.3 Goshen Estate Redvales Ward - 95 properties

1.4 Knowles St Estate Redbank Ward - 6 properties

1.5 Sumner Avenue Estate- Radcliffe North and Ainsworth Ward- 24 properties

1.6 Decent Home standard - Thermal Comfort fails for 70 properties throughout the borough. These are located within the Redvales, Ramsbottom, Besses, North Manor, Bury East areas,

2. Reasons for recommendation(s)

2.1 The primary reason for requesting approvals for the programmes from both A.Connolly's and NextEnergy is to ensure continuation of the Bury Council Housing retrofit programme, which is aimed at helping to achieve Energy Performance Certificate ("EPC") C by 2030 along with aims to reduce energy consumption and carbon emissions. Retrofit surveys are underway in preparation for Social Housing/Warm Homes Fund (Wave 3) grant application which is essential to support HRA capital investment.

3. Alternative options considered and rejected

3.1 Do nothing: The Energy schemes are necessary to help achieve legislative requirements of EPC C by 2030 and Net Zero ambitions in line with GMHP by 2038.

3.2 Deliver Inhouse: Due to the specialist scope of work within these contracts there is both a lack of suitable skills and capacity for the in-house contractor (Repairs Direct).

3.3 Re- tender: This option was considered for AConnolly's relating to the Bent Hill scheme and would be possible; however, this would involve a significantly extended procurement process in both time and cost.

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4. Background

4.1 **Programme A** - **Bent Hill Estate, Prestwich, Sedgely Ward.**

The contract to A.Connolly that was awarded in 2025, had an initial term of 1 year, with the option to extend for a further 1 year, plus one year at the Employer's sole discretion. The total estimated contract value in respect of the 12-month extension that the Council seeks to utilise is £2,100,075.60 and whilst the previous Cabinet approval from July 2025 made reference to the contract having an option to extend, the contract value in respect of any extension was unknown at that time, which is the basis upon which Cabinet approval in respect of the extension is now being sought.

4.2 The scheme centres on fabric first approach, subject to retrofit surveys the energy measures include windows and doors, cavity wall and loft insulation, energy efficient lighting, ventilation, solar PV where appropriate.

4.3 This is a targeted estate with higher percentage of EPC rated D properties. Total number of properties is 241 this includes 120 with EPC C, 121 EPC D or E. The programme will be delivered over 2 years with 140 properties included in 2026/27 and the extension is being sought to as to ensure than the Council is able to have these works undertaken in a timely manner.

4.4 **Programme B - Various estates**

The Council undertook a compliant procurement exercise to undertake works at the estates mentioned below, by way of a Mini-Competition from the GMCA 911 Net Zero: Housing Retrofit Framework Agreement, Lot 13 – Turnkey Solutions.NextEnergy Capital Limited were selected following submission of tenders and a fair evaluation exercise by Bury Council's Procurement Team. The total estimated contract value (for the initial term) of the contract for the works to be undertake by NextEnergy Capital Limited in respect of Programme B is £2,173,551. This amount is within the budget envelope requested within the HRA at Cabinet in February 2026.

4.4.1 **Goshen Estate Redvales Ward** 95 properties, 48 EPC D, with EPC C properties which are low C and in need of upgrades of degraded insulation and a large number of windows and doors to be replaced along with delivering improved ventilation.

4.4.2 **Knowles St Estate, Redbank Ward** 6 properties 2 of which are EPC D, remaining properties are very low EPC C, with minimal previous investment to complete works in the area.

4.4.3 **Sumner Avenue - Ainsworth Estate, Radcliffe North and Ainsworth Ward** 24 properties, 9 EPC C and 15 EPC D

4.4.4 **Decent Home standard** - Thermal Comfort fails for 70 properties throughout the borough. These are located within the Redvales, Ramsbottom, Besses, North Manor, Bury East areas.

4.5 Possible Grant Funding

4.5.1 Bury Council's Housing Carbon reduction schemes depending upon availability of grant funds can qualify for up to £7,000 for EPC D and below rated properties to improve to EPC C.

4.5.2 Grant funding is essential to support HRA capital funds for retrofit works and achieving EPC C targets. Retrofit assessments are underway in preparation for bid application to GMCA for Warm Homes Social Housing Fund be submitted in June 2026.

5. Social value

5.1 All contracts will ensure that social value is maximised with project specific outcomes agreed at the contract award meetings. All contractors have a good track record of delivering social value through the contracts awarded through the procurement frameworks**.**

5.2 Social Value commitments include but not limited to Winter warmer packs, local supplies, Swift Boxes, working with Bury college, Open days, litter picks, Skip days and donations to food banks.

Links with the Corporate Priorities:

Let's Do It Strategy sets out the Council's corporate priorities. This contract will support delivery in two key areas:

Improved Quality of Life: These contracts help to provide more modern energy efficient homes that meet the Regulator's Decent Homes Standard. The measures aim to provide improved thermal comfort and ventilation, reduce energy consumption and bills, with positive outcomes for our tenants, homes, and the environment.

2025 Vision and Aims: These contracts help move forward the wider decarbonisation of the boroughs Council Housing stock. Helps to ensure all the Council's homes meet the minimum energy rating of EPC Band C by 2030. Additionally ensuring capital investment provides positive outcomes for our tenants and communities with the aim to lessen the impact of Fuel Poverty and cost of living.

6.Equality Impact and Considerations:

The proposal does not bring about any changes that would impact on one protected characteristic over and above another, it does not result in increased/decrease access to services or provision for any group of the population or cause any disadvantage to a community of interest. The approach is to ensure value for money in procuring the varied works through a proven Framework for the council.

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7. Environmental Impact and Considerations:

7.1 Bury Council Housing work very closely with Bolton and Bury Swifts to ascertain whether locations for investment could have a detrimental impact for migrating birds. External changes affecting their habitual migrating pattern requires careful consideration and mitigation for example installation of Swift boxes.

Additionally undertaking joint community events to raise awareness of the importance of swift colonies and protecting their migrating patterns, for example previous 'Summer Wings' event.

7.2 Bury Council Housing continue to ensure the retrofit programmes are devised, prioritised and delivered across our housing stock. Bringing about benefits for the dwellings, tenants and the environment in the installation of new windows and doors, cavity and loft insulation, external and internal wall insulation, Air Source Heat Pumps (where appropriate), improved ventilation and Solar PV.

7.3 Through the delivery of efficiency investment, property savings indicate

- circa **£299 per year** saving on tenant energy bills
- circa **0.68 tonnes of CO_2 savings per year** (whole property, including all measures)
- of which approximately **0.30 tonnes per year relates to solar PV generation**

Assessment and Mitigation of Risk:

Risk / opportunity	**Mitigation**
Works identified as required through the Stock Condition and Retrofit surveys.	The Council aims to complete Stock condition surveys of properties, currently achieving 88% completion. This data will help to identify priorities for forthcoming investment programmes. Full scoping and surveys have been carried out to each scheme identifying the amount of works required to compile a valued tender for each contract to achieve accurate prices, VFM and social value from contractors. Cabinet approval will enable the Council to award the contract to address the required improvements.
Council Homes failing to meet Decent Homes Standard	The proposed contracts enable us to deliver improvements to Council homes that ensure our properties continue to meet the Decent Homes Standard and provide good quality, energy efficient, well maintained and safe homes for our tenants.

Failure to bring all homes to EPC C or above by 2030 (GM target)	The proposed works continue to bring properties to EPC C or above, working towards the local GMHP target of all homes being EPC C or above by 2030.

Procurement Implications:

Programme A (Bent Hill Estate Bent Hill Estate, Prestwich, Sedgely Ward) will be delivered through an extension to the existing contract with A.Connolly Limited. The contract includes provisions allowing for extension, and this is being exercised in accordance with those terms. This approach ensures continuity of delivery, builds on established contractor performance, and avoids the time and cost implications of re-procurement, whilst maintaining value for money.

Programme B (Various Estates) has been procured via a compliant further competition under the GMCA Net Zero Housing Retrofit Framework Agreement (GMCA911) Lot 13 – Turnkey Solutions. This route to market enabled a robust and transparent process, engaging pre-qualified suppliers and ensuring delivery by an organisation with the appropriate technical expertise.

Both procurement routes comply with the Council's Contract Procedure Rules and relevant procurement legislation. The approach taken supports value for money, minimises procurement risk, and enables the timely delivery of the retrofit programme, which is critical to achieving EPC targets and securing external funding opportunities.

Legal Implications:

The contract between the Council and A.Connolly Limited provides for the right to extend the term by a further 1 year, plus 1 year at the Employer's sole discretion. The proposed extension of the contract term is permissible where the original contract expressly provides for such an extension, and the extension is exercised strictly in accordance with those provisions. Provided the scope, duration and any conditions of extension were clearly set out in the procurement documents and contract at the outset, exercising the extension will not constitute a material modification for the purposes of the Public Contracts Regulations 2015 which govern this contract, as it was awarded following a further competition using Procure Plus Dynamic Purchasing System (DPS) for Retrofit Programme delivery Services Lot 3: Retrofit Managing Agents – Installation Delivery.

Nevertheless, the Council should ensure that the extension represents value for money, that contractor performance has been satisfactory, and that the decision to extend is properly documented and authorised in line with the Council's contract procedure rules and governance requirements. Whilst the earlier Cabinet report from July 2025 referred to there being a right to extend, the cost of any extension was not known at that time. It is therefore correct that the Council seek Cabinet approval now

in respect of this extension, particularly given the contract value, and demonstrates a commitment to ensuring compliance with governance rules and transparency.

As a contracting authority, the Council is required to adhere to relevant procurement law in procuring goods, works and services, in addition to following its own Contract Procedure Rules. Both the Procurement Act 2023, and its predecessor the Public Contract Regulations 2015 provide for the utilisation of a Framework as a compliant route to market.

The GMCA Net Zero Housing Retrofit Framework Agreement (GMCA911) was established in 2025 and is therefore governed by the Procurement Act 2023. The award that the Council now seeks to make to NextEnergy Capital Limited has followed a compliant route to procuring of these works.

A local authority must exercise its housing functions in accordance with its statutory duties under the Housing Act 2004, including the Housing Health and Safety Rating System (HHSRS), which requires authorities to address hazards such as excess cold and to secure safe, healthy housing conditions within the borough. In addition, under the Climate Change Act 2008 (as amended) and the Environment Act 2021, local authorities are expected to contribute to the achievement of national carbon reduction targets. The proposed approval of contractors to undertake carbon reduction and sustainability improvement measures for Programme A and Programme B is consistent with these duties, enabling the Council to proactively improve housing standards, reduce fuel poverty risks, and support wider environmental objectives.

The retrofit programme and associated works are aligned with the Council's obligations as a social landlord (where applicable) and its strategic housing role, including compliance with the Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 (as amended), which impose minimum energy efficiency standards (MEES) for rented properties. Works aimed at improving EPC ratings will assist in ensuring compliance with current and anticipated regulatory thresholds, mitigate enforcement risk, and support tenants' rights to energy-efficient accommodation. Care must be taken to ensure that procurement and contract award processes comply with the Procurement Act 2023 including transparency, equal treatment and value for money considerations.

In delivering such programmes, the Council must also have regard to its duties under the Equality Act 2010, ensuring that retrofit and sustainability measures do not adversely impact protected groups and, where possible, advance equality of opportunity (for example, by addressing fuel poverty). Adequate contractual safeguards should be incorporated to manage performance, health and safety, and compliance with building regulations and PAS standards relevant to retrofit works.

Overall, the proposed contract awards for Programme A and Programme B support the Council's statutory and policy responsibilities in relation to housing quality, energy efficiency and carbon reduction, provided it is implemented within a robust legal and governance framework.

Financial Implications:

Approval is being sought to progress to award of contracts for a number of Carbon Reduction schemes which have followed the Council's procurement process.

The funding for these schemes was provided for as part of the budget agreed for the HRA Capital Investment Plan for 2026-27.

Appendices:

None.

Background papers:

None.

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

Term	Meaning

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Procurement for Gas Compliance, Repairs and Maintenance Framework	
Report of	Cabinet Member for Housing Services	

Summary

This report seeks Cabinet approval to proceed with procurement for Gas Compliance, Repairs and Maintenance services for the Council ("Service Provision"), and sets out the governance, current position, key objectives and route-to-market considerations. The purpose is to provide senior leadership with a clear and comprehensive set of options, including associated benefits, risks, and implications, enabling them to review, agree, and approve the preferred route to market.

The procurement this Service Provision will be undertaken in accordance with:

- Procurement Act 2023 principles: fairness, transparency, value for money, and accountability.
- Bury Council's Contract Procedure Rules.
- Social Value Act requirements and Bury Council's Social Value Policy.
- Assurance from Legal, Finance, Procurement, and relevant service leads.

A decision on the preferred route to market and how the scope of works is packaged will be made by the Senior Leadership Team.

Recommendation(s)

Cabinet is requested to approve the re-procurement of Gas Compliance, Repairs and Maintenance services for the Council.

Reasons for Recommendation(s)

To maintain compliance with The Gas Safety (Installation and Use) Regulations 1998 and statutory obligations of the Procurement Act 2023 and ensures principles of fairness, transparency, value for money, and accountability.

Bury Council is currently in contract with 'Sureserve Compliance North West' until 31 December 2026, and who are currently delivering the Gas Compliance, Repairs and Maintenance for the Council. This contract is due to end on 31st December 2026, and whilst the contract does not provide a contractual right to extend, it is proposed that it be extended by a further period of 3 months to 31st March 2027.

Alternative options considered and rejected

All procurement options listed below are being considered:

Route to Market		Key Features
Option 1	Direct Procurement – Public Advertisement	A full tender issued under the Procurement Act 2023 regime, with Bury Council designing lots to reflect service needs and publicly advertising the contract. Contractors may self-deliver or subcontract to local SMEs
Option 2	Third-Party Public Sector Framework	Use of compliant external frameworks such as Procurement Hub, ProcurePlus, Fusion21. Contractors are pre-qualified and call-offs may be via direct award or mini competitions.
Option 3	Dynamic Purchasing System (DPS)	A live system where suppliers can join at any point, ideal for trade-based repairs like gas engineers. Supports open SME access
Option 4	Term Service Contract / Measured Term Contract (MTC)	Long-term contract (3–5 years) suitable for reactive repairs and cyclical maintenance using SOR frameworks.
Option 5	Multi Provider Local Authority Framework	Bury Council establishes its own multi-lot framework, allowing several suppliers for each category.

Rejected: None.

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Background

Bury Council is currently in contract with 'Sureserve Compliance North West' until 31st December 2026, and who are currently delivering the Gas Compliance, Repairs and Maintenance for the Council. This contract was strategically procured and awarded in 2022 via the Fusion21 Servicing, Maintenance and Installation of Domestic Heating Systems Framework (Lot 1).

The term of this contract is 4 years + from 1st January 2022, and therefore it is due to expire on 31st December 2026. There is no further contractual right to extend the term under the contract. Nevertheless, the Council proposes to extend the contract by a further three months, to 31 March 2027, to enable effective mobilisation of the

successor contract outside of the peak winter period and to support a seamless transition to a new contractual arrangement commencing on 1st April 2027.

The three-month extension to the existing contract is a deliberate strategic measure to avoid implementing a new contract during the peak seasonal period. The market has already been formally notified of the forthcoming re-tender via the Find a Tender Service as part of the Council's statutory obligation to publish tenders dues in the next 18 months exceeding £2million. As a result, the risk of a legal challenge arising from this short-term extension is considered to be extremely low.

The current annual contract value is approximately £1.5m.

The contract scope includes the servicing, testing, repair, and installation of domestic heating and hot water systems using combustible fuels. This supports Bury Council in its role as landlord by delivering statutory servicing and safety checks for domestic and commercial heating appliances, hot water systems, and associated pressure systems.

The existing payment mechanism under the Sureserve contract is considered onerous and provides limited transparency. Improved cost control and commercial mechanisms will therefore be a key consideration in the development of this future procurement strategy.

Links with the Corporate Priorities:

Local – ensuring that tenants are kept safe and live in properties they can be proud of, increasing life chances of residents in our most deprived areas.

Enterprise – The re-procurement of a new framework will assist the Council in achieving its best value obligations under the Local Government Act 1999.

Together – respect for our tenants by ensuring their voices are heard and respected.

Equality Impact and Considerations:

As a provider commissioned by Bury Council to provide services on behalf of the Council, the provider is required to meet the requirements and obligations of the Equality Act 2010. This includes the Public Sector Equality Duty (Section 149 of the Equality Act 2010) as the provider is providing services on behalf of Bury Council

As such, the provider is required to:

- Have policies, procedures, strategies, objectives or action plans in place which demonstrate the provider's knowledge and understanding of the requirements of the Equality Act 2010 as an employer and provider
- As an employer and provider, take steps to ensure no activity causes discrimination, harassment or victimisation of individuals or groups of people on the grounds of age, disability, gender reassignment, marriage and civil

partnership, pregnancy and maternity, race, religion or belief, sex or sexual orientation.

- Have the same considerations to ensure no activity causes discrimination, harassment or victimisation of individuals or groups of people who are carers, care experienced children, care leavers, military veterans or socio-economically vulnerable
- On request, provide anonymised service user demographics data to cover age, carer status, disability status, ethnic group, sex assigned at birth, gender identity, military veterans, religion and sexual orientation.

For providers with more than 250 employees

- Voluntarily calculate and publish disability and ethnicity pay gaps (note this is voluntary and not a requirement)

Environmental Impact and Considerations:

The delivery of this Service Provision to the Council is expected to have a manageable environmental impact, with carbon emissions primarily arising from contractor travel, material use and on- site activity. The Service Provision can embed measures to reduce these emissions by requiring low- carbon working practices, efficient scheduling, sustainable and recycled materials, and ongoing contractor carbon reporting aligned with Bury Council's Net Zero ambitions.

Although the Service Provision does not involve new build development, maintenance activities may affect local habitats and green spaces. To mitigate this, the Service Provision can include requirements to protect existing ecological features, comply with biodiversity legislation, use environmentally sensitive products, and support opportunities to enhance biodiversity through routine works.

These commitments align with the Procurement Act 2023, which requires contracting authorities like Bury Council to consider environmental sustainability as part of maximising public benefit. While the Act does not explicitly reference biodiversity, it enables authorities to incorporate wider environmental protections — including habitat safeguarding and ecological enhancement — within procurement specifications and evaluation criteria where relevant.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Non-compliance with statutory obligations of The Gas Safety (Installation and Use) Regulations 1998 and the Procurement Act 2023	Carry out a procurement exercise in line with the Procurement Act 2023.

Procurement Implications:

Re-tender will be compliant with the Procurement Act 2023 and the short term extension a tactical choice to maximise the opportunity and de-risk a mobilisation period during winter.

Legal Implications:

The Council is under statutory obligations as a housing authority and landlord to keep its housing stock in repair and to ensure gas installations and appliances are maintained in a safe condition. These duties arise in particular under section 11 of the Landlord and Tenant Act 1985 and the Gas Safety (Installation and Use) Regulations 1998, which require the Council to ensure that gas appliances, flues and pipework are safely maintained and that annual gas safety checks are carried out by appropriately qualified engineers. Any re-procurement must therefore secure continuity of service, compliance with these requirements, and sufficient contractual protections to mitigate risks to tenant safety, regulatory enforcement action and potential civil liability.

The contract provides for an initial four-year term with a single one-year extension, which has been fully utilised. There is therefore no contractual right to extend the agreement further. The Council seeks to 'extend' the contract by a further 3 months so that it has sufficient lead-in time to re-procure the service. However, it should be noted that any proposed continuation beyond the current expiry would constitute a new arrangement rather than an extension under the existing contract, and may amount to a material modification for the purposes of the Public Contracts Regulations 2015. Proceeding without a lawful procurement basis carries a risk of challenge for the Council and audit criticism. If a short period of continuation is considered unavoidable to ensure service continuity, this would need to be treated as a strictly time-limited interim arrangement, supported by a clear and documented procurement law justification, alongside the commencement of a compliant procurement exercise. The Council must ensure that the chosen procurement route complies with the Procurement Act 2023, including the statutory objectives of transparency, equal treatment and value for money, and with any applicable transitional provisions depending on the timing of the procurement. While the original contract was awarded through a framework, the Council may lawfully explore alternative compliant routes (for example, use of a framework, dynamic market or competitive tender) provided the process is conducted in accordance with the Act and the Council's Contract Procedure Rules, and appropriate governance approvals are obtained.

Financial Implications:

The estimated costs outlined in the report have been provided for in the recently approved HRA budget and business plan.

Appendices:

None.

Background papers:

None.

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

Term	Meaning
Procurement Act 2023	The Procurement Act 2023 is a UK law that came into effect in February 2025, replacing the previous EU-derived procurement regulations. Its purpose is to simplify, modernise, and improve transparency in public procurement while promoting fair competition and social value.
Framework	A contract between a contracting authority and one or more suppliers that provides for the future award of contracts by a contracting authority to the supplier or suppliers
SME	Small and Medium-sized Enterprises

Agenda Item 17

Classification: Open	Decision Type: Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Community Accommodation Service Tier 3	
Report of	Cabinet Member for Housing Services	

1. Summary

1.1 This report seeks consent to undertake the re-procurement of the Community Accommodation service Tier 3 ("CAS3"), a service delivered by the Council to prevent homelessness for individuals leaving prison, equipping them with independent living skills and breaking cycles of homelessness and offending behaviour.

1.2 By way of background, in 2021 Bury Council undertook Market engagement with regards to the service provision, and this resulted in two providers expressing interest. However, the complexity of the service remained evident, and only one provider, the Stepping Stone Projects ("Stepping Stones"), was able to meet the requirements within the available funding. Although the second provider was well-established, their proposed costs exceeded the funding envelope. Stepping Stones was subsequently appointed by way of a contract dated 5th October 2021, end date of 31st October 2022 and estimated contract value of £236,600. This contract did not include any option to extend.

1.3 Stepping Stones were appointed to deliver the required services; 10 bed spaces, as set out in the grant agreement as part of the Greater Manchester wide CAS3 pilot programme. Due to delays in mobilisation, Bury Council was unable to commence delivery in line with the planned start of the pilot on 1st July 2022. The service subsequently became operational on 1st November 2022, delivering for the remainder of the GM pilot period.

1.4 Due to delays in the commencement of the service delivery, the Council submitted and subsequently received approval for an Exemption Request (dated 19th October 2022) to extend the contract with the Stepping Stones for a further 12 months, for the period of 1st November 2022 – 31st October 2023. OP Dec approval also referred to the option to extend by a further two years subject to performance. This Exemption Request was also necessary owing to late notification of grant funding. The Council varied the term of the contract by way of a Deed of Variation, dated 12th December 2022. . The options to extend were utilised, taking the end date of the contract to 31st October 2025.

1.5 In August 2025, Greater Manchester Combined Authority ("GMCA") and the Ministry of Justice ("MoJ") confirmed further grant funding to Bury Council of £807,396 to extend delivery of CAS3 from July 2025 to December 2027.

Therefore, prior to the expiry of the contract with the Stepping Stones, procurement advice was sought, and the Council was advised that it would need to undertake a compliant procurement exercise to identify a service provider to deliver the CAS3. However, given the limited time available before the expiry of the contract (31st October 2025) and delays in the issue of the MoJ's new service specification, the Council obtained Op Dec approval (dated 4th March 2026) to extend the term of the contract by a further 12 months from 1st November 2025 to 31 October 2026, and a total estimated contract value of £430,596, pending the recommissioning of this service and completion of a compliant procurement exercise.

1.6 The contract will expire on 31st October 2026, and therefore the Council is seeking Cabinet approval to initiate a procurement via The Chest to identify a provider for the CAS3 service. In terms of the new contract that the Council is seeking to procure, this, will have an initial term of 14 months, option to extend for a further 6 months, and a total estimated contract value (for the initial term) of £430,956. While the value of the proposed contract is below £500,000, the total grant awarded for the wider delivery period is £807,396, and as a result, advice has been received that Cabinet

2 Recommendation(s)

2.1 Authorise Bury Council to initiate a tender exercise via The Chest to identify a provider to deliver the Community Accommodation Service Tier 3 , in line with the requirements set out in the grant agreement with the Greater Manchester Combined Authority, with an initial term of 14 months of total estimated contract value (for the initial term) of £430,596, and option to extend for a further 6 months

2.2 Authorise the Director of Housing to approve the award of the new contract without the need for further approval from Cabinet.

3. Reasons for recommendation(s)

3.1 There has been a significant increase in the number of individuals experiencing homelessness. This cohort includes individuals leaving prison custody, who often face additional barriers to securing and maintaining stable accommodation. The Ministry of Housing, Communities and Local Government ("MHCLG") has recently set out outcome measures for local authorities as part of its updated strategy, including an ambitious objective to ensure that no individual leaves an institution into homelessness.

3.2 Rough sleeping has increased locally, due to numerous factors which include:

- Increase in the number of people with complex needs (mental health, substance misuse and offending behaviours)

- Expensive local housing market contributing to lack of access to the private rented sector and finite support of social housing.
- Increased asylum and refugee presentations due to government policy and leave to remain cases.
- Cost of living has increased which resulting in more households struggling to sustain their tenancies.

Alternative options considered and rejected

- These properties will deliver emergency accommodation preventing individuals leaving custody homeless and rough sleeping. If this option is not pursued, the council will be unlikely to achieve a reduction in rough sleeping, which conflicts with our local, regional, and national homelessness strategies. We would also fail in delivering this joint commissioned programme. This would present a risk of reputational damage and a failure to meet our corporate responsibilities.

- CAS3 is joint commissioned programme between the GMCA and MoJ and has been delivered by the local authorities since 2022. The programme continues to build on its success year on year and remains a key resource in preventing, breaking cycles of homelessness and reducing re-offending. Due to current capacity constraints within the service, the ongoing challenges in securing suitable accommodation to support delivery, and its status as an externally grant-funded programme with a fixed cost envelope CAS3 is most effectively delivered by an external provider.

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4.Background

4.1 The Council has a statutory duty, under the Homelessness Reduction Act 2017, to take reasonable steps to prevent individuals from becoming homeless or sleeping rough within the borough. There has been a notable increase in rough sleeping both nationally and locally, with numbers rising significantly since the COVID-19 pandemic and the introduction of the 'Everyone In' initiative a trend that persists. Contributing factors include challenges associated with prison leavers, asylum and immigration pressures, high demand for housing, entrenched and complex needs and limited effectiveness of prevention measures.

4.2 In response to the growing number of prison leavers leaving custody without accommodation and subsequently rough sleeping, CAS3 was introduced. CAS3 provides accommodation-based support for individuals leaving prison and is funded by the Ministry of Justice. The service is co-commissioned by the Greater Manchester Combined Authority (GMCA), local authorities, and Greater Manchester Probation Service. Greater Manchester has delivered CAS3 since 2021 as one of five regional pilot areas. Unlike other pilots, Greater Manchester co-commissions CAS3 with Probation Services under devolved arrangements set out in the Justice Devolution Memorandum of Understanding agreed between GMCA and the Ministry of Justice in July 2019.

5. Current position

5.1 Stepping Stones have been providing the CAS3 on behalf of Bury Council since October 2022 and were originally delivering 10 bed spaces, but this has increased to 14 bed spaces. The accommodation is a fully self-contained or ensuite, with a preference for dispersed accommodation. Suitability considerations are applied by both the Local Authority, Greater Manchester Police and Greater Manchester Probation Service with regards to regulatory requirements and community safety.

5.2 The CAS3 service model has proved highly effective since inception, contributing towards Greater Manchester's Probation region consistently achieving some of the best outcomes nationally for reducing homelessness upon prison release. Not only do services like CAS3 have profound impacts on the health, wellbeing and prospects of the people accommodated, but it is also clear that having access to safe housing is a key protective factor in reducing reoffending. Evidence at both regional and local levels shows that individuals with stable housing after leaving prison are far less likely to reoffend or return to custody. This demonstrates that services such as CAS3, alongside our wider homelessness programmes, not only transform individual lives but also deliver a significant systemic impact reducing crime, improving community safety, and alleviating pressure on public services across Greater Manchester and within Bury.

5.3 On 28 March 2025, GMCA approved the budget and grant allocations for GMCA commissioned Homelessness and Migration programmes. The MoJ have confirmed that a total grant of £14,866,624 will be paid to GMCA via Greater Manchester Probation Service to cover the period from 1st April 2025 to 23rd December 2027, with an option to extend for a further 9 months.

5.4 In June 2025, Bury Council was notified that additional funding had been secured to extend CAS3 for a further 30 months, with a grant allocation of £807,396 for 12 bed spaces. However, due to delays from Greater Manchester Probation Service in providing written confirmation of funding and

the new service specification, Bury Council did not have sufficient time to undertake a compliant re-procurement of these services. The funding period ran from July 2025, as this is the end of the previous CAS3 funding. Due to late mobilisation part of the July 2025 grant will cover this overlap.

6. Funding

6.1 Funding is provided through an external grant from the Greater Manchester Combined Authority (GMCA) and the National Probation Service. The total grant allocation is £807,396.

Funding Years	**Total**
July 2025 -March 2026 (9 months)	£242,305
April 2026 – March 2027	£322,786
April 2027- Dec 2027 (9 months)	£242,305
Total	**£807,396**

6.2 Payment schedules were adjusted to align with the original CAS3 end date of 30 June 2025, ensuring consistency with other Greater Manchester localities. When the new funding commenced on 1 July 2025, Bury Council was already in contract with Stepping Stones.

6.3 As mentioned previously, the current contract has been extended from 1 November 2025 to 31st October 2026 . The final quarter of the current contract will be paid from the current year's grant allocation. The amount will be £430,596 from the allocated grant from July 2025- October 31st 2026

6.4 The new contract will have a total value of £430,596 and will run from 1 November 2026 to December 2027, subject to variation in line with MoJ requirements and any updated grant agreements.

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7. Links with the Corporate Priorities:

7.1 The Bury Homelessness Strategy aims to deliver the agreed objective of eliminating all rough sleeping in Bury, by preventing homelessness and providing 'enabling support' towards independence. The Bury Homelessness Strategy also aligns to the Bury Let's Do It Strategy which provides the vision to enable people of all ages to live well within their neighbourhoods.

Local

Local housing options for local people
Developing and regenerating the unique townships where people live

Prevent the need for Bury residents to have to move out of the borough to have their needs met.
Bring Bury residents back in borough if its right for them. o Work with local developer's and providers who know the local area.

Enterprise

Encouraging enterprise to drive inclusive economic growth through our business community.
Enterprising innovation and creative solutions to current housing issues.
Be bold in our housing solutions and future developments in Bury.

Together

Working together to design quality, fit for purpose homes for people with additional needs in Bury.
Working together with service users, their cares and families to shape accommodation options and design.
Working together to ensure inclusivity throughout the housing agenda.

Strengths

Taking a strength- based approach to recognise the assets and strengths of communities.
Recognising the strengths of individuals enabling their independence, choice, and control for housing.

8. Links with the Greater Manchester Combined Authorities Priorities:

8.1 Greater Manchester Housing First manifesto aims to deliver agreed objectives which include.

- Supply: Working at GM level to offer direct and indirect support to drive the delivery of housing supply to ease the housing crisis and contribute to economic growth.
- Standards: Working at GM level to support the development and delivery of interventions to ensure existing homes are safe, secure, healthy and affordable across all tenures.
- Support: GM level activity that transforms how residents are supported to live healthy, independent lives at home, that integrates services and improves ways of working, delivering better outcomes and reducing costs within wider public services. This is integral to and will be closely aligned with the Live Well model.

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9. Equality Impact and Considerations:

9.1 The analysis has considered the impacts across several characteristics which have been mitigated to ensure all impacts are neutral and specific needs are met through the activity. There are no outstanding equalities concerns.

A full EIA has been completed, potential negative impacts have been identified for some characteristics which have been fully mitigated, therefore there is no overall adverse impact with this activity.

Environmental Impact and Considerations:

An environmental impact assessment has not been undertaken for the review, as there are no implications or carbon impact of this decision.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Increase in demand of people are leaving custody homeless accessing the service and have complex needs (mental health, offending histories, and substance misuse problems).	The proposal considered the pathways which are required to ensure early identification of single homeless people leaving custody and needing accommodation. It includes different ways of working to develop support packages which are not only tenancy related but provide interventions for other aspects of people lives to develop independence and resilience. This includes the prison pathway panel made up of partner agencies.

Procurement Implications:

Procurement will be undertaken to prevent further exemptions/extensions and factoring in continuation of services is dependent on continued grant funding.

Legal Implications:

1. Under Part VII of the Housing Act 1996 (as amended by the Homelessness Act 2002 and the Homelessness Reduction Act 2017), Bury Council, as a local housing authority, owes a range of statutory duties to persons who are homeless or threatened with homelessness. The statutory duties in respect of homelessness set out in Part VII were significantly expanded by the Homelessness Reduction Act 2017.

2. In broad terms, the Council must take active steps both to prevent homelessness and to secure accommodation for those who are already homeless. This duty applies equally to individuals leaving institutions,

including those leaving prison or other custodial settings, who are expressly identified as a group at particular risk of homelessness and for whom early intervention is critical.

3. In the context of prison leavers, the Council's prevention duty is typically engaged where an individual is due to be released within 56 days and is at risk of having no accommodation available upon release. Where accommodation is not secured prior to release and the individual presents as homeless, the Council's relief duty will arise, requiring reasonable steps to help them secure suitable accommodation.
4. The Council has a proactive obligation not only to respond to street homelessness, but to intervene early—particularly in respect of known cohorts such as those leaving custody—and to take reasonable, coordinated steps to prevent and reduce homelessness. In this context, the provision of transitional accommodation through schemes such as CAS3 can play an important role in supporting the discharge of the Council's statutory functions.

5. In discharging these functions, the Council must have regard to the Homelessness Code of Guidance (issued under s.182 Housing Act 1996), including the specific guidance relating to persons leaving custody, and must comply with wider public law and equality duties.

6. Over the last 4 years has been extended on more than one occasion, despite the original contract not including any option to extend or it being clear which ground under Regulation 72 of the Public Contract Regulations 2015 the Council has sought to rely on to modify the term. It is therefore positive and important that the Council is now seeking to regularise the contractual position and undertake a compliant procurement for this service.

7. Procurement via The Chest (the North West local authority e-procurement portal) supports compliance with the Procurement Act 2023 by providing a transparent, open and auditable platform through which opportunities are advertised and competed. The Act requires contracting authorities to conduct procurements in accordance with the principles of transparency, equal treatment and fair competition, and to ensure proportionate and value-for-money outcomes. Use of The Chest facilitates these requirements by enabling equal access to the market, structured electronic submission of tenders, and a clear audit trail of the procurement process, thereby supporting a lawful and robust award decision.

8. Cabinet can delegate the contract award decision under the Council's Constitution and Scheme of Delegations. Approving the recommendation would enable the award decision to be made by the delegated decision maker within the parameters already agreed by Cabinet, and in accordance with the Council's Contract Procedure Rules. The delegated officer must ensure that the procurement has been conducted lawfully and in accordance with the published evaluation criteria. Delegation avoids the need to return to Cabinet

and does not present additional risk, provided that the award is within the scope of the approvals already given.

Financial Implications:

9. The contract cost will be funded by the external grant, ensuring there is no additional net impact on the Council's general fund revenue budget.

Appendices:

None.

Background papers:

None.

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

Term	Meaning

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Agenda Item 18

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Local Authority Housing Fund Round 4 (LAFH R4)	
Report of	Cabinet Member for Housing Services	

1. Summary

1.1 The Local Authority Housing Fund Round 4 (LAHF R4) provides £950 million of funding to support local authorities in England to increase the supply of better-quality temporary accommodation and drive down the use of Bed and Breakfast for families with children. It will also provide housing for some families on the Afghan Resettlement Programme (ARP). LAHF R4 investment will provide local authorities with a lasting affordable housing assets for the future.

1.2 Bury Council was notified in 2025 of its successful allocation under the LAHF R4. Bury has been provisionally identified as eligible to receive capital grant funding under Section 31 of the Local Government Act 2003, with an indicative allocation of £1,176,000. The provisional funding allocation is intended to support the delivery of a mixed programme of temporary accommodation and resettlement properties across the period 2026 to 2030, with a planned pause in delivery during 2026/27. The programme expects the council to deliver a total of 10 units, comprising 5 temporary accommodation units and 5 resettlement properties for general letting.

1.3 As part of the Council's corporate priority to driving inclusive growth, improving children's lives and to support the objectives of the Homelessness, Temporary Accommodation and Housing Strategy, the Council submitted an EOI as requested to the Ministry of Housing, Communities and Local Government (MHCLG) under the LAHF R4 programme. The submission set out a business case for three delivery approaches: acquisitions through Right to Buy and open market to achieve the 2026/27 targets, as detailed within this Cabinet report; the purchase of discounted Section 106 properties; and the delivery of new housing supply for the period 2028/2030, subject to confirmation.

1.4 Since the original MHCLG submission, further work has demonstrated that by maximising grant funding the council could deliver 12 properties in total, comprising seven for temporary accommodation and five for resettlement, generating increased General Fund savings through a further reduction in the use of nightly paid temporary accommodation

1.5 This report considers the delivery of LAHF R4 for the 2026/27 period only, for the delivery of eight properties in total. It is proposed that five properties will be used as temporary accommodation for homeless families, with the remaining three

provided as general needs accommodation and allocated to an Afghan family as part of the wider Afghan Relocations Programme (ARP). The proposal includes Council match funding of 60% through the General Fund Capital Programme for 2026/27, in line with the requirements of the LAHF R4 grant allocation

1.6 The Council has confirmed to the MHCLG its intention to deliver eight properties under LAHF R4 during the 2026/27 period. A total grant allocation of £701,000 has been confirmed to support delivery of the scheme, with all property acquisitions required to be completed by March 2027.The programme will be supported by Council 60% match funding from the General Fund Capital Programme of £1,051,500 in accordance with the conditions of the LAHF R4 grant allocation.

2 Recommendation(s)

2.1 It is recommended that Cabinet;

- Approve the use of £701,000 from the total £1,176,000 combined grant allocation and match funding from the General Fund Capital Programme of £1,051,500 for 2026/27 delivery, to enable the acquisition of eight properties.
- Based on current interest rates of circa 6.44% for 30-year PWLB money, the estimated interest cost of borrowing will be just below £0.068m per annum or £0.204m over the first three years. This will support the reduction of reliance on unsuitable and high cost temporary accommodation over the longer term. (The Council used this approach for the delivery on the previous round of funding under LAFH R3)

3 Reasons for recommendation(s)

3.1 Approval is needed for the 60% General Fund Capital Programme match funding required under the LAHF R4 agreement to support the purchase of eight properties. Rents will be set at affordable rent levels. This approach supports long-term sustainability reflecting an invest-to-save model, reducing reliance on expensive Bed and Breakfast placements. Estimated reductions are approximately £0.170m over the first three full years. This compares favourably to the debt interest costs of £0.204m over the same three-year period for borrowing from PWLB to fund the match contribution. In addition, the properties will be let at Affordable Rent, which over an extended period estimated at 37 years will recover the initial principal costs incurred to purchase them. The proposal aligns with LAHF R4 grant conditions enabling the Council to meet its statutory housing duties while easing financial pressure.

3.2 In line with grant requirements, it is recommended that five properties acquired through LAHF R4 are purchased as General Fund assets for use as temporary accommodation, providing good quality homes for vulnerable households and reducing reliance on bed and breakfast accommodation. The remaining three properties will be held as General Fund assets for general needs letting and

allocated to resettlement households in accordance with the grant agreement, providing permanent Council owned homes and generating rental income.

3.3 Approval is also sought to designate and establish an approach for managing the acquired properties, in line with the Council's housing management framework. Therefore, approval is sought to direct Housing Services to be responsible for all repairs and maintenance, while the Homelessness and Housing Options Service will manage placements, support, and move-on in accordance with homelessness legislation and asylum and refugee support. This approach supports the Council's commitment to embedding the Greater Manchester Housing First principles and the Good Landlord Charter, ensuring a decent standard of accommodation is provided to vulnerable households.

4 Alternative options considered and rejected

4.1 Do nothing: These properties will provide long-term, financially sustainable temporary accommodation for the borough, with the council contributing only 60% of the acquisition cost. If this option is not pursued, the council may need to continue relying on expensive bed and breakfast placements, which would not support a cost-effective, invest-to-save approach.

4.2 The Council was required to submit its proposal within a limited timeframe to meet MHCLG delivery requirements, which restricted the opportunity to fully explore and confirm all delivery options. As a result, this report focuses on proposals for delivery in year one only. A similar approach was successfully delivered under LAHF R3, with 60 % funding from the General Fund Capital Programme, and this proven model has therefore been applied to LAHF R4

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5. Background

5.1 The council has statutory duties to support families and singles who are homeless and eligible for emergency accommodation, in accordance with Housing Act 1996 and the Homeless Reduction Act. Historically Bury has always met this duty, by providing dispersed properties from council stock, however this is no longer viable as 120 properties are all utilised. This has meant that the authority is struggling to identify appropriate interim accommodation for families and singles. In March 2023, the council had to utilise bed & breakfast and self-contained type provision for families and singles placements.

5.2 The Council has relied on high-cost private temporary accommodation to meet its statutory homelessness duties, resulting in significant expenditure in 2025/26 of over £3.5m contributing to a significant overall budget over-spend. In addition, Government changes to the Homelessness Prevention Grant (HPG) will move temporary accommodation expenditure into the General Fund for the period 2026–2029. The revised grant also introduces stricter conditions, limiting its use to staffing and homelessness prevention activity, and excluding temporary accommodation costs

5.3 In October 2024, the Council was notified by the MHCLG that the Council is breaching legislation, due to families being accommodated in hotel provision for more than 6 weeks, putting the HPG at risk. The lack of suitable accommodation and move on provision is the cause of long term stays in bed & breakfast type provision. The Council has agreed to develop a strategic action plan in reducing bed & breakfast placements for families in the short term as well as reviewing its long-term plan for the MHCLG, which includes increasing supply of decent standard of temporary accommodation.

5.4 LAHF was introduced in December 2022 to help councils respond to housing pressures from Ukrainian and Afghan arrivals. Initially focused on emergency housing, it evolved to support broader homelessness prevention and housing supply. R1 targeted urgent resettlement needs and round 2 expanded to include general homelessness pressures.

5.5 In December 2025, Cabinet approved the delivery of the LAFH R3 following Bury's successful Expression of Interest to MHCLG. This approval enabled the acquisition of seven properties in total, comprising six for temporary accommodation and one for resettlement, funded through 40% external grant and 60% match funding from the General Fund Capital Programme. This funding model has allowed the number of properties to be maximised. Delivery has progressed well, and since the acquisition process commenced in January 2026, the service has committed to five properties to date.

5.6 In December 2025, Bury Council was notified of its successful allocation under LAHF Round 4, with a provisional Section 31 capital grant of £1.176m. The funding will support the delivery of 10 homes between 2026 and 2030 (with a planned pause in 2026/27), comprising five temporary accommodation units and five resettlement properties for general letting.

5.7 In March 2026, a Temporary Accommodation Strategy was developed, setting out a three-year delivery plan to provide decent, safe, and affordable accommodation. The strategy aims to reduce current temporary accommodation expenditure while ensuring residents have access to decent and safe accommodation, supporting improved quality of life over the longer term, which includes the LAFH delivery programmes. The three-year plan also

underpins the Star Chamber process, contributing to the delivery of a 10% savings target for the service

5.8 We have looked at several options based on acquiring properties and letting them at affordable rents. This approach helps improve financial viability while keeping rents at a reasonable level. The preferred options offer the most flexibility, allowing us to increase the supply of temporary accommodation, make better use of available funding, and reduce overall spending on temporary accommodation. This is to maximise the grant by purchasing a total of 8 properties, utilising all the original year one grant ie £0.701m, which must be a 40% match for the overall spend level of £1.1m

- The Council would need to finance a 60% contribution of £1.1m from the General Fund Capital Programme.
- Estimated payback period for initial borrowing outlays reduces payback period to 37 years
- In addition, it is estimated that this option could reduce temporary accommodation cost pressures by over £circa over the next 3 years.

This model has been successfully used to deliver LAFH R3, with five properties being committed to purchase and a further three in the pipeline, achieving the programme's target. In addition, it is estimated that this option could reduce temporary accommodation cost pressures by up to £0.100m in total over the next 3 years, once the three properties have been acquired and are in use.

5.9 The properties once acquired would sit within Bury Councils General Fund Asset base and be recognised as temporary accommodation with rent charged at affordable rent levels up to 80% of market rent, which will be used to cover management and maintenance costs, as well as financing all debt-related costs for the properties

5.10 It is proposed that the five properties would be used as temporary accommodation families placed in bed and breakfast provision and integrated into the Councils Dispersed housings stock. Three properties will be allocated as general let, specifically matched to Afghan family resettled under ARP, ensuring that the council meets the requirements of the grant funding.

5.11 If year 1 grant allocation of £0.701m is not fully utilised, Bury Council would be required to return the funding to MHCLG. Failure to deliver on current commitments may present barriers to accessing future opportunities and limit the Council's ability to secure additional resources for expanding temporary accommodation provision. Another potential benefit is that when the temporary accommodation is addressed longer-term, there would be the potential option to flip the properties into the general let, to meet the needs of applicants on the housing waiting list, with a commensurate adjustment of debt between the HRA and the General Fund. Alternatively, if this was not viable at that point

other options could be looked at such as sale to a housing association, or open market sale.

6 Current Position

6.1 Under the Housing Act 1996, Councils have a legal duty to provide interim accommodation to eligible households. The Homelessness Reduction Act 2017 expanded this duty, requiring earlier intervention.

6.2 The service has made significant changes over the past 14 months to reduce reliance on unsuitable accommodation. This has included increasing the use of nightly paid accommodation for short term use, with 59 self-contained family units now in use. In addition, a further eight family units and 10 single-person units have been commissioned for temporary accommodation.

6.3 As of 30 April 2026, there were 244 households (Families and singles) in temporary accommodation, including 434 children, provided by the council. Of these, 55 family households comprising 87 children were placed in bed and breakfast accommodation, both within and outside the borough. Although the bed and breakfast placement are to significantly high, these have reduced by half prior to using pay nightly accommodation and commissioned accommodation.

6.4 Although overall use of bed and breakfast accommodation has reduced, demand for temporary accommodation remains variable and continues to place sustained pressure on the service. Between January and April 2026, monthly placements fluctuated, with **32** placements in January, **27** in February, **35** in March, and 28 in April, across both families and single individuals. Over the preceding **12** months, the service has accommodated an average of **16** families and 1**5** individuals per month. This indicates that, notwithstanding the increase in temporary accommodation provision and ongoing service interventions, demand remains consistently high and system pressures persist.

7. Funding

Housing General Fund Capital Programme

7.1 The proposal is to match-fund the purchase of eight properties using an estimated £1.051m from the Housing General Fund Capital Plan. This is based on assumptions around Affordable Rent, which must be verified through a valuation once properties are identified to ensure accurate rent setting. A financial model based on Affordable Rent shows that the £1,051m capital contribution would be recovered eventually, covering both principal and interest costs, taking approximately 37 years to do so based on current PWLB interest rates. This is in addition to generating savings in Bed and Breakfast costs each year against current provision. If approved, the key financial decision will be to authorise up to £1,051m in prudential borrowing to enable project delivery and ensure full grant utilisation.

Afghan Resettlement Programme (ARP) Integration Support Tariff

7.2 The Afghan Resettlement Programme (ARP) 2025–2026 offers **£27,520** per person over three years to local authorities for integration support. This covers housing, education, health, ESOL, and employment services. Additional funding is available for children's school costs, adult ESOL with childcare

The council can claim the tariff for providing integration support for the Afghan family that is placed within the one property acquired for general let.

- 3 bedroom- Household of 5, the council can claim a total of **£ 137,600**

Reducing Temporary accommodating costings

7.3 Council is currently developing a new Homelessness and Temporary accommodation strategy, which will be delivered over three years and aims to reduce spending on temporary accommodation The below outlines the average cost of placing three families in bed and breakfast/pay nightly accommodation over that period, factoring in a 4% annual increase.

7.4 The information below provides the potential reduction of temporary accommodation cost that could be achieved by accommodating three families in these properties, rather than using bed and breakfast or nightly-paid temporary accommodation. On an estimated basis, this approach could reduce costs to the Council by approximately £0.170m over a three-year period. As the properties will be owned by the Council, this will deliver further long-term reduction

5x Family Temporary accommodation units

2026/2027 Reduction in temporary accommodation spends circa £0.032m

2027/2028 Reduction in temporary accommodation spends circa £0.067m

2028/2029 Reduction in temporary accommodation spends circa £0.069m

Total £0.170m

7.5 The proposal is to acquire three three-bedroom properties for use as Temporary Accommodation, along with three resettlement properties to be offered as long-term housing for an Afghan family through general letting (funding requirements)

7.6 By securing five additional homes for Temporary Accommodation, the Council expect:

- There will be a long-term reduction in temporary accommodation costs for the council.
- The model can be considered for Year 2 and 4 of Tranche 4 of LAFH, reducing pressure even further for temporary accommodation, creating opportunities for the council to acquire more properties for temporary accommodation.

- As the amount of £1.051m would be borrowed, there will direct costs in the form of interest charges, and set aside for debt repayment within the General Fund to the Council, but these costs would be more than covered eventually if all the properties are let, with an estimated full payback period of just over 37 years

Memorandum of Understanding (MoU)

7.7 In relation to the MoU:

a. Following taking legal advice, the MoU has been signed and returned by the Council, this was necessary to meet deadlines so that the Council did not lose the opportunity to receive the grant funding;

b. There is continual dialogue and a positive working relationship with MHCLG around the delivery of the LAHF and they are flexible around meeting deadlines for the project outcomes etc.

c. Should Cabinet approval requested in this Report not be provided, there is the contingency to return the grant monies to the MHCLG

A copy of the signed MoU is appended to this Report.

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8. Links with the Corporate Priorities:

This proposal supports a key 2025–2026 milestone under the Sustainable Inclusive Growth priority, while helping to address inequalities through improved temporary accommodation. It offers a financially responsible approach that can deliver savings and provide meaningful social benefits for residents across the borough.

The proposal links well with the LET'S Strategy:

Local- providing temporary accommodation for people within Bury, which not mean that they need out of borough accommodation.

Enterprise- acquiring properties permanently within the Councils housing stock and cost 60% of to the council due to external funding.

Together- the accommodation service of the council will be supporting residents in the properties. They will link into local partnerships to enhance the quality of life of residents by developing independent living skills.

Strengths based- All households will be empowered in sourcing more settled long term accommodation, by addressing barriers of independent living i.e rent arrears, health concerns etc.

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9. Equality Impact and Considerations:

The requested funding will fund additional accommodation which will support those who are socio-economically vulnerable. At this stage there are no equalities

concerns. Further equality considerations will be taken at the point of purchasing the additional accommodations.

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10. Environmental Impact and Considerations:

An environmental impact assessment has not been undertaken for the scheme, as there are no implications or carbon emissions and Biodiversity impact of this decision.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
The council is expected to commit the MHCLG year 1 grant by March 2027. Limited time to submit and accept the Expression of Interest reduced the chance to explore property options, which may affect the ability to meet delivery targets.	Engage regularly with the MHCLG LAFH advisor, providing milestone updates to ensure alignment with programme expectations and reduce the risk of delays or non-compliance
Changes in market prices, varying offers, and additional costs such as legal fees and property works make it difficult to estimate acquisition costs with certainty. These factors may push costs above the proposed budgets.	Maintain regular updates to the Finance Board and Senior Leadership throughout the acquisition process to ensure transparency, enable timely decision-making, and reduce the risk of financial or strategic misalignment.

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11. Procurement Implications:

Should there be any procurement implications, it will be compliant with the Council's contract procedure rules and the Procurement Act.

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12. Legal Implications:

As described in the report LAHF R4 is funding issued under s31 Local Government Act 2003, S31 gives a Secretary of State the statutory power to pay grants to local authorities and to attach conditions to those payments. It is the main legal mechanism used by central government to fund councils outside the annual Revenue Support Grant system.

LAHF R4 is designed to:

Reduce homelessness pressures:

a. Cut the use of bed & breakfasts, hotels, and nightly-paid accommodation
b. Provide self-contained, good-quality temporary accommodation for families

Lower costs for councils:

c. Replace expensive short-term placements with permanent, council-owned housing assets

Support Afghan Resettlement Programme households

d. Deliver settled homes for eligible Afghan families
e. Once resettlement duties are met, homes can revert to general housing or homelessness use

To participate in the programme and take advantage of the funds available the Council must contribute match funding. The MCHLG terms of funding are set out in the MoU appended to the report.

The Council may lawfully accept and comply with this Section 31 MoU grant under its general powers to receive funding and to enter into ancillary agreements required by statute and public law. Section 31 assumes councils may lawfully receive and act on such grants.

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13. Financial Implications:

The additional borrowing to be undertaken within the General Fund Capital Plan of £1.051m in 2026-27 to provide match funding for the initial purchase of the properties, will cost an estimated £0.068m per annum to finance in interest payments based on current 30-year money rates. This will be more than offset by the estimated reduction in bed and breakfast costs, which at current prices would be in the region of £0.079m per annum adjusting for loss of benefit, and which would increase year on year due to inflation. In addition, the properties will be let at Affordable Rent, and under financial modelling it is estimated that the principal costs can be repaid over a 37 year period.

Appendices:

Appendix 1 - MoU dated 2/6/26

Background papers:

None.

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

Term	Meaning

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MEMORANDUM OF UNDERSTANDING

Between

Ministry of Housing, Communities and Local Government

-and-

Bury Metropolitan Borough Council

1. Purpose

1.1. This Memorandum of Understanding ('MOU') sets out the agreed working relationship between the Ministry of Housing, Communities and Local Government ('MHCLG') and Bury Metropolitan Borough Council ('the Council') regarding the administration and delivery of the Local Authority Housing Fund – fourth funding round ('LAHF R4').

1.2. This MOU will be for the period 2026/27-2029/30. It will be reviewed and updated only where either of the signatories deem it necessary, in which case it will require joint agreement. Further detail on changing the MOU is set out in paragraph 5.5.

1.3. This MOU is not intended to create legal or binding obligations. It describes the understanding between both parties for the use of funding specified in Section 3 of this agreement.

2. Background

2.1. LAHF R4 was launched in November 2025. The details of the fund were shared with the Council in the document 'Local Authority Housing Fund - fourth funding round: Prospectus and Guidance' ('the Prospectus').

2.2. LAHF R4 is a £950m grant fund, with objectives to:

- Reduce local housing pressures and use of expensive and unsuitable accommodation, by providing better quality temporary accommodation to those owed homelessness duties by local authorities.
- Reduce temporary accommodation costs.
- Provide sustainable settled housing for some families on the Afghan Resettlement Programme (ARP) so that they can build new lives in the UK, find employment and integrate into communities.

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- Support local housing markets by assisting the delivery of new housing stock or new developments to grow overall housing supply.

3. Total delivery target and Total allocation

3.1. MHCLG has accepted the Council's plan to provide 10 homes ('the total delivery target') under LAHF R4, of which 0 homes shall be new supply ('the new supply delivery target'), and MHCLG will provide a grant of £1,187,938 ('the total allocation').

3.2. The total allocation includes any New Supply Uplift, the refurbishment allowance as calculated with reference to 6.3 of the Prospectus (any agreed reductions to the grant rate will reflect proportionate adjustments to the refurbishment allowance). The capital grant is set out at 3.6.

3.3. For the purposes of the New Supply Uplift, a new supply home is a property that:

- will be delivered in as direct council led (or commissioned) new development.
- arises from a conversion or redevelopment of property which delivers additional residential unit(s) (densification).
- arises from a change of use (which delivers an extra residential unit).

3.4. The total allocation will be provided in the yearly amounts specified in table 1:

Table 1 – Yearly capital allocations

Year 1 allocation (2026-2027)	£701,000
Year 2 allocation (2027-2028)	£0
Year 3 allocation (2028-2029)	£113,000
Year 4 allocation (2029-2030)	£362,000

3.5. The Council agrees the following targets to deliver at least:

- 5 properties (2-4+ bed) to be allocated to households that meet the **TA element** eligibility criteria outlined in section 5.1 of the Prospectus.
- 3 properties (2-3 bed) for households that meet the **R4 resettlement element** eligibility criteria outlined in section 5.2 of the Prospectus.

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- 2 properties (4+ bed) for households that meet the **R4 large resettlement element** eligibility criteria outlined in section 5.2 of the Prospectus.

3.6. The total allocation comprises a capital grant of £1,176,000 and a revenue grant of £11,938.

3.7. This MOU covers the funding commitments from MHCLG, as well as the delivery, financial expenditure, agreed milestones, reporting and evaluation, and communications between the Parties. It also sets out the steps MHCLG could take in the event of underperformance.

4. Purpose of the Funding

4.1. LAHF R4 funding has been provided specifically for spending on LAHF R4 priorities as specified at paragraph 2.2 to deliver properties for use by households that meet the LAHF R4 eligibility criteria. The Council agrees to spend LAHF R4 funding on activity set out in this MOU as agreed with MHCLG or subsequently agreed with MHCLG as per paragraph 5.5.

4.2. LAHF R4 funding is not intended to meet all the Council's acquisition/ delivery costs. The Council or its delivery partner(s) will fund any outstanding sum required.

4.3. LAHF R4 initial funding allocations and delivery targets are made assuming that the Council's housing delivery will be primarily achieved by open market acquisition or development. If the Council intends to deliver some LAHF R4 homes using alternative methods which may have lower intervention costs (including particularly: refurbishments of existing stock; acquisitions discounted via S106 agreements; or prefabricated or modular construction), the Council should notify MHCLG prior to commencement of that delivery. MHCLG will consider, and advise the Council, whether the proposals are compliant with the programme's conditions or whether they can be made compliant by increasing the Council's delivery targets or by reducing the grant payable. Where the Council has already advised the Department of plans to deliver via alternative methods, and adjustments to the delivery profile and/or grant rates have been agreed, these will be captured in this MoU.

4.4. The Council will use its best endeavours to meet the delivery target and to achieve value for money. The Council should ensure it complies with the Code of Practice for Local Authority Accounting.

4.5. The Council may determine how it uses the total allocation as long as the delivery target and the new supply delivery target are met.

5. Delivery Profile

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5.1. Delivery of property will be measured on the basis of exchange of contracts, or equivalent milestone where exchange of contract will not occur. Any variations to this, and necessary changes to the MOU, will need to be agreed by the parties and an amendment to this MOU made.

5.2. Funding outlined in Table 2 is provided to deliver the total delivery target. The Council agrees to make best endeavours to meet the annual delivery profiles set out in table 2 and the total delivery target by 31 March 2030.

5.3. The Council agrees to deliver:

- 6 properties in financial year 2026-27 ('the Year 1 delivery target')
- 0 properties in financial year 2027-28 ('the Year 2 delivery target')
- 1 properties in financial year 2028-29 ('the Year 3 delivery target')
- 3 properties in financial year 2029-30 ('the Year 4 delivery target')

The property types that the Council agrees to deliver in each year are outlined in Table 2 and Annex A. (Detail of yearly new supply targets is specified in Annex A).

Table 2 – delivery profile

Property type	Year 1 delivery target (2026-27)	Year 2 delivery target (2027-28)	Year 3 delivery target (2028-29)	Year 4 delivery target (2029-30)	Total delivery target
TA element (2-4+bed)	3	0	1	1	5
R4 resettlement element (2-3 bed)	2	0	0	1	3
R4 large resettlement element (4+bed)	1	0	0	1	2
All property types	6	0	1	3	10

5.4. This MOU is for the full term of the total allocation unless signatories agree to change as per paragraph 5.5.

5.5. MHCLG and the Council both have the right to request a change to the MOU. With regards to changing the target number of units, the Council

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may ask for either a higher or lower target. Any proposed change will impact the amount of funding received (as set out in the Prospectus) unless the Council is seeking to deliver more units for the same amount of money. Requests will be assessed in line with the grant allocations principles set out in sections 6 and 11 of the Prospectus.

6. Financial Arrangements

6.1. The agreed funds will be issued to the Council as grant payments under section 31 of the Local Government Act 2003. The Council may pass on the funding to a third party (e.g. Registered Providers) as appropriate to deliver the delivery target, complying with the Subsidy Control Act 2022.

6.2. The capital funding will be provided by MHCLG in up to eight tranches, with two tranches per year. Both yearly tranches may be paid in a combined payment if the relevant delivery milestones have been met for both tranches. Tranches are set out in Table 3.

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Table 3 – Capital funding allocation

Allocation tranches	Tranche comprises of:	Total funding
Tranche 1 allocation	30% of the Year 1 capital allocation and 100% of the Year 1 & 2 revenue allocation	£216,269
Tranche 2 allocation	70% of the Year 1 capital allocation	£490,700
Tranche 3 allocation	50% of the Year 2 capital allocation	£0
Tranche 4 allocation	50% of the Year 2 capital allocation	£0
Tranche 5 allocation	50% of the Year 3 capital allocation and 100% of the Year 3 & 4 revenue allocation	£62,469
Tranche 6 allocation	50% of the Year 3 capital allocation	£56,500
Tranche 7 allocation	50% of the Year 4 capital allocation	£181,000
Tranche 8 allocation	50% of the Year 4 capital allocation	£181,000
Total allocation		£1,187,938

6.3. Table 4 sets out the delivery milestones requirements and timetable for payments to be made to the Council. MHCLG may reallocate the Council's future year grant funding if the council does not meet the specified delivery milestone deadlines for payment of the two tranches each year.

6.4. A Grant Determination Letter (GDL) will be provided after each tranche payment giving confirmation of the grant payment.

6.5. The Council may wish to return unspent monies to the Department.

6.6. MHCLG reserves the right to request the return of some or all of the capital funding if the Council demonstrates insufficient delivery progress

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towards achievement of the delivery target, delivers less homes than its agreed delivery target, or withdraws from LAHF R4 completely. Where a local authority does not achieve their new supply delivery target, MHCLG may request the return of the new supply uplift.

Table 4 – Payments timetable

Payments	Requirements for payment milestone*	Payment schedule
Tranche 1 allocation	MOU signed with MHCLG	By 17 April 2026 (if an MOU is signed by 13 March 2026. Or By 15 May 2026 (if an MOU is signed by 10 April 2026).
Tranche 2 allocation	Statement of Grant Usage (SOGU) demonstrating 60% of Tranche 1 has been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 17 July 2026 (if SOGU is provided by 12 June 2026 and all MI submitted to schedule). Or By 21 August 2026 (if an MOU is signed by 17 July 2026 and all MI submitted to schedule). (With further payment windows TBC).
Tranche 3 allocation	Statement of Grant Usage (SOGU) demonstrating 80% of Tranches 1 and 2 have been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 16 April 2027 (if SOGU is provided by 12 March 2027) and all MI submitted to schedule. With further payment windows TBC.
Tranche 4 allocation	Statement of Grant Usage (SOGU) demonstrating 80% of the Tranches 1, 2 and 3 have been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 16 April 2027 (if SOGU is provided by 12 March 2027) and all MI submitted to schedule. With further payment windows TBC

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Tranche 5 allocation	Statement of Grant Usage (SOGU) demonstrating 80% of the Tranches 1,2,3 and 4 have been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 13 April 2028 (if SOGU is provided by 10 March 2028) and all MI submitted to schedule. With further payment windows TBC.
Tranche 6 allocation	Statement of Grant Usage (SOGU) demonstrating 80% of the Tranches 1,2,3,4 and 5 have been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 13 April 2028 (if SOGU is provided by 10 March 2028) and all MI submitted to schedule. With further payment windows TBC.
Tranche 7 allocation	Statement of Grant Usage (SOGU) demonstrating 80% of the Tranches 1,2,3,4,5 and 6 have been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 13 April 2029 (if SOGU is provided by 9 March 2029) and all MI submitted to schedule. With further payment windows TBC.
Tranche 8 allocation	Statement of Grant Usage (SOGU) demonstrating 80% of the Tranches 1,2,3,4,5,6 and 7 have been committed*, AND Satisfactory monitoring information (MI) submitted to date.	By 13 April 2029 (if SOGU is provided by 9 March 2029) and all MI submitted to schedule. With further payment windows TBC.

* Note: Committed spend in table 1 refers only to capital grant spend (and does not include revenue grant spend). Committed spend reported in a SOGU should be verified by the local authority S151 officer. We anticipate that local authorities will follow their own internal processes to confirm committed spend.

7. Charging Affordable Rents for LAHF R4 funded homes

7.1. The LAHF Prospectus specifies “It is up to local authorities to determine the precise rent level and tenure of homes in line with the fund objectives.

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This should be at Social Rent where viable, but could include affordable rent, or a temporary accommodation rent."

7.2. The Rent Standard (Rent Standard 2020 - GOV.UK) provides that Affordable Rents may be charged only in limited circumstances.

7.3. This MOU records the agreement between the Secretary of State and the Council that relevant accommodation, provided by the Council or a partner Registered Provider pursuant to LAHF grant funding, is permitted to be let at an Affordable Rent, and that accordingly that an Affordable Rent may be charged for such accommodation in accordance with paragraph 3.10b of the Rent Standard - April 2020.

7.4. In paragraph 7.3, "relevant accommodation" means accommodation:

- in the Council area;
- which is being used to further the LAHF objectives set out at paragraph 2.2 of the MOU;
- which has never been let at a Social Rent; and
- where the accommodation is provided by a partner Registered Provider, for which the Council has agreed that the partner Registered Provider may charge Affordable Rent.

8. Roles and Responsibilities

MHCLG Responsibilities

8.1. MHCLG is responsible for setting national housing policy, providing grant(s) to the Council and monitoring the delivery of homes.

Council Responsibilities (fund delivery)

8.2. The Council will make housing investment decisions, review existing housing policies and products, maximise leverage of this public sector investment and ensure that funds provide value for money and are deliverable within the timescale of the fund. The Council may work in partnership with private Registered Providers, local authority housing companies or other bodies to deliver homes. The Council will also report on the fund by providing Management Information (MI) as set out in **Annex B** of this MOU and will work with MHCLG to ensure they have the capability to deliver the fund and provide MI within the set timescales.

8.3. The Council is expected to have the necessary governance and assurance arrangements in place and that all legal and other statutory obligations and consents will be adhered to, which may include, but not solely:

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- **subsidy control**, at all levels e.g. the funding the Council allocates to project delivery partners and subsidies that project delivery partners provide to fourth parties.
- **equalities duties**, the Council must ensure that all LAHF funded activity is delivered in accordance with its obligations under the public sector equality duty (PSED).
- **procurement**, the Council must ensure that the allocation of funding to project delivery partners that constitutes a procurement is managed in compliance with the public contract regulations.
- **fraud**, the Council must ensure that robust arrangements are in place to manage fraud risk, including ensuring that project deliverers have robust fraud risk management process and paying particular attention to projects that involve the payment of grants to beneficiaries e.g. businesses.

8.4. The Council's Section 151 Officer is expected to ensure that these legal duties and all other relevant duties are considered and that delivery of LAHF investment is carried out with propriety, regularity, and value for money.

Council Responsibilities (Affordable Rents – where required by LAs)

8.5. The Council should note (and remind partner Registered Providers) that conversion of Social Rent properties to Affordable Rent is not permitted pursuant to paragraph 3.17 of the Rent Standard other than in the circumstances set out in chapter 2 of the Rent Policy Statement.

8.6. Where the Council has agreed that a partner Registered Provider may charge Affordable Rent, the Council will confirm to the Registered Provider that the Registered Provider may charge Affordable Rent in accordance with paragraph 7.3 of this MOU.

8.7. The Council will require partner Registered Providers to provide details to the Council of any accommodation provided pursuant to LAHF grant funding for which Affordable Rent is charged.

8.8. The Council will maintain a register of any accommodation provided pursuant to LAHF grant funding for which it or a partner Registered Provider is charging Affordable Rent. This register should be available for inspection upon request by either MHCLG or the Regulator for Social Housing. The fields of information required in register are specified in **Annex D**.

9. Monitoring Arrangements and Accountability

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9.1. The Council will put in place appropriate governance and oversight arrangements to ensure that delivery of housing is on track and that plans remain ambitious and provide value for money.

Reporting Arrangements

9.2. The Council has agreed to provide monitoring information (MI) to MHCLG on fund allocations and delivery. The Council will be asked to provide a mix of quantitative and qualitative summary updates to MHCLG; a full list of MI can be found in **Annex B**.

9.3. The first report will be due in June 2026 and then every two months thereafter, until the Council's programme has completed. The schedule for monitoring reports is outlined in **Annex C**.

9.4. Spend outturn and forecast should be signed off by the Section 151 officer or deputy Section 151 officer.

9.5. A Statement of Grant Usage Section 151 officer or deputy Section 151 officer should be submitted when relevant tranche payment thresholds (as set out in Table 4 above) have been met.

9.6. The Council also agrees to work with the department to provide any reasonable additional MI as and when requested by the MHCLG Senior Reporting Officer (SRO). MHCLG will provide an appropriate amount of time to return any additional MI requests.

9.7. The Council agrees to work collaboratively with any requests from MHCLG to support any retrospective assessment or evaluation as to the impact or value for money of LAHF. As a minimum, the Council is expected to monitor spend, outputs and outcomes against agreed indicators and keep this information for at least 5 years.

10. Governance & Assurance

10.1. The Council is expected to ensure that all legal and other statutory obligations and consents will be adhered to, which may include, but not solely, state aid / subsidy control, equalities duties, procurement, health and safety, and fraud prevention. The Council has prerogative to establish internal governance and assurance arrangements as they see fit to achieve this.

10.2. The Council will ensure data can be shared for the prevention and detection of fraud by including the following clause in all agreements with companies or external entities in relation to LAHF – including, but not limited to, property contracts, professional services contracts, construction contracts and lease agreements:

"Data may be shared with other enforcement agencies for the prevention and detection of crime."

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Signed for and on behalf of MHCLG Signature:

Name: Becky Perks Date: 02/06/2026

Position: Deputy Director, Local Authority Housing, Right to Buy and Social Housing Allocations

Signed for and on behalf of Bury Metropolitan Borough Council

Signature:

Jennifer Willis 24 Apr 2026 12:40:54 BST (UTC +1)

Name: Jennifer Willis

Position: Authorised Signatory Date: 24 April 2026

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Annex A – New supply detailed delivery targets

1. MHCLG and the Council agree that the new supply homes specified in MOU 3.1 will be delivered in the profile shown in Table 5.

2. As per MOU 3.3, for the purposes of the New Supply Uplift, a new supply home is a property that:
    - will be delivered as direct council led (or commissioned) new development.
    - arises from a conversion or redevelopment of property which delivers additional residential unit(s) (densification).
    - arises from a change of use (which delivers an extra residential unit).

3. As per 6.3 of the Prospectus, the New Supply uplift will not apply to purchases of new homes already in development e.g. off-the-shelf market sales purchases or s106 discounted affordable housing purchases. Whilst these purchases are not eligible for the New Supply uplift, local authorities can still include them in their standard LAHF R4 delivery.

Table 5 New supply delivery targets

Property type	Year 1 new supply delivery target (2026-27)	Year 2 new supply delivery target (2027-28)	Year 3 new supply delivery target (2028-29)	Year 4 new supply delivery target (2029-30)	Total new supply delivery target
TA element new supply (2-4+bed)	0	0	0	0	0
R4 resettlement element new supply (2-3 bed)	0	0	0	0	0
R4 large resettlement element new supply (4+bed)	0	0	0	0	0
All property types new supply	0	0	0	0	0

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Annex B - Reporting and Monitoring Arrangements

Scope and Purpose

1. This annex sets out the agreed reporting and monitoring arrangements for LAHF, including the expected frequency and content of the regular reports that the Council will provide to MHCLG.

MHCLG Role

2. MHCLG will support the running of the fund and maintain a national picture of delivery by putting in place a proportionate monitoring and governance framework. This will include a fund governance board(s). Wherever possible MHCLG will avoid duplication of requests towards the Council.

Council Role

3. Day-to-day project monitoring and delivery responsibilities will be delegated to the Council. The Council will submit reports to MHCLG in accordance with the agreed timescales and frequency set out in the MoU. The Council will also work with MHCLG to provide any reasonable additional MI required as and when requested by the MHCLG Senior Reporting Officer. MHCLG will provide an appropriate amount of time to return any additional MI requests.

Management Information (MI)

4. The list of MI is split between operational data – required for monitoring the ongoing fund delivery (Table 6) and evaluation data (Table 7) required to assess the strategy-level success of the fund and inform future policy development. Tables 6 and 7 present the required routine MI and is subject to change, with agreement by MHCLG and the Council. MHCLG may also request additional delivery progress information from local authorities which have agreed to deliver new supply to provide assurance on the advancement of this delivery.

Table 6 – Monitoring Data

Item	Frequency
Number of properties where contracts exchanged, including: • bedroom size • whether located in another borough area • who will own the dwellings • how properties obtained	Every 2 months
Number of properties occupied/ ready to let, including bedroom size	Every 2 months

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Number of resettlement scheme households housed	Every 2 months
Number of pending resettlement scheme properties pre-matched to current/ former bridging hotel households	Every 2 months
Overall assessment (RAG rated) of whether delivery is on track as determined by the responsible Council officer	Every 2 months

Table 7 – Evaluation Data

Item	**Frequency**
How properties have been sourced (e.g., through stock acquisition or another delivery route)	Post April 2026 and thereafter upon request to aid with evaluation of the fund
Total delivery costs. Total amount of Council contributory share, and how the Council has funded its share.	
Breakdown of resettlement scheme households housed by previous housing situation, e.g., in bridging hotel, in LA emergency accommodation/temporary accommodation	
Tenancy duration	
Rent levels	
Number of properties obtained outside the local authority's area, if applicable, and where these are located.	

5. In addition, to enable the assessment of relative value for money and to assist with future spending reviews, we may occasionally ask for additional information including details of how the fund is delivered and housing market conditions. This will provide important data to support future policy developments. This information will be provided to agreed timeframes when requested by MHCLG.
6. Should the Council wish to amend and/or not collect any of these proposed data points, they should submit a proposal to MHCLG for agreement.

Frequency of Reporting

7. The Council will be asked to provide reports every two months. The schedule for monitoring reports is outlined in Annex C.

Data Consistency

8. MHCLG and the Council have a shared commitment to ensure that, for clarity and transparency purposes, consistent methods of recording outputs are

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maintained. It is expected that the provided reporting will be robust, accurate and quality assured to a high standard. As such minimal revisions would be expected – although, where these are required, MHCLG should be advised as soon as practical.

Use of Material Provided

9. MHCLG will use the provided material to track local authority progress against agreed delivery milestones and to monitor programme delivery nationally.

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Annex C – Monitoring Milestones

1. The Council is requested to submit the monitoring information summarised in **Annex B** every two months by 5pm on the dates outlined below. MHCLG will provide the link to the return directly to the Council well in advance of each touchpoint date.
2. MHCLG will provide full guidance for submitting the return directly well in advance of each touchpoint date.

Table 8 – Monitoring Touchpoint Dates for year 1

Monitoring touchpoint	Window covers all (cumulative) R4 delivery up until	Collection window opens	MI Return to be submitted by 5pm on the following dates
Touchpoint 1	31 May 2026	1 June 2026	15 June 2026
Touchpoint 2	31 July 2026	3 August 2026	17 August 2026
Touchpoint 3	30 September 2026	1 October 2026	15 October 2026
Touchpoint 4	30 November 2026	1 December 2026	15 December 2026
Touchpoint 5	1 February 2027	2 February 2027	16 February 2027
Touchpoint 6	31 March 2027	1 April 2027	15 April 2027

3. MHCLG will update local authorities on planned touchpoint dates for Years 2,3 and 4 in due course.

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Annex D – Register of LAHF accommodation for which an Affordable Rent is charged

This annex sets out the agreed information which will be contained in the Council's Register of LAHF accommodation for which an Affordable Rent is charged.

This register should be available for inspection upon request by either MHCLG or the Regulator for Social Housing.

Property address			
Completion date			
Name of Registered Provider			
Registration Code			

Note: The Council is not required to submit this information as part of regular delivery monitoring submissions.

Agenda Item 19

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	**Date:** 30 June 2026
Subject:	Implementation of Renters Rights Act 2025	
Report of	Cabinet Member for Housing Services	

1. Summary

1.1 The Renters' Rights Act 2025 introduces a substantial change to the regulation of the private rented sector, representing a significant programme of reform aimed at strengthening tenant protections while continuing to support responsible landlords. The provisions of the Act will have implications across multiple council services, including Housing Services, Legal Services, Trading Standards, and the Private Rented Sector Enforcement Team. This report sets out proposals to strengthen the council's enforcement approach through an expanded civil penalty framework, placing new statutory duties on the council to enforce a broader range of landlord obligations. The report also proposes a revised policy framework designed to support effective delivery of these duties while aligning with Bury Council's strategic objectives. To meet the requirements of the Act, the council must ensure that all relevant policies are fully aligned with the new legislative framework. Enhanced enforcement powers will assist the council in meeting its commitments under the Corporate Plan, including tackling inequalities, improving public health outcomes, and discharging its statutory housing duties in accordance with the Housing Strategy.

1.2 This report outlines the rationale for the proposed changes, together with the associated financial, legal and equality implications, and seeks Cabinet approval for the implementation of a strengthened enforcement model under the Renters' Rights Act 2025.

2. Recommendation(s)

2.1 Cabinet is recommended to:

(1) Note the implementation of the Renters' Rights Act on 1st May 2026;

(2) Approve the amendments to the existing enforcement policy and adopt the Justice for Tenant's Civil Penalty Policy;

(3) Delegate authority to the Assistant Director of Public Protection and Resilience, in consultation with the Director of Law and Governance, to implement any further policies required or make further amendments to existing policies;

(4) Support investment in staffing and digital systems to deliver Private Rented Sector regulation;

(5) Note the alignment with Corporate Plan priorities and the Housing Strategy.

2.2 Reasons for recommendation(s)

To ensure the Council can fully meet its statutory duties under section 107 of the Renters' Rights Act 2025. The recommendations provide a clear, consistent and legally robust framework for enforcement decision-making, reducing the risk of legal challenge and associated reputational risk. Making minor amendments to the existing Enforcement Policy will enable timely and effective implementation, building on a policy that is already considered robust. Adopting the Act-specific Civil Penalty Policy will further ensure consistency, transparency and proportionality in the application of penalties under the new legislative framework, while aligning the council's approach with national best practice and mitigating the risk of challenge arising from local deviation.

2.3 Alternative options considered and rejected

- Not to implement policy changes
- To adopt both the JfT/ACEHO Civil Penalty Policy and Enforcement Polices to replace the existing local policies.

3. Background

3.1 The Renters' Rights Act 2025 ("the Act") represents a significant new legislative burden for local authorities and will have implications across multiple council services. The Act introduces wide-ranging reforms to the private rented sector and places enhanced expectations on local authority enforcement activity. These new duties are expected to place additional pressure on officer capacity, particularly during the initial implementation period.

3.2 The measures set out in the Act are intended to strengthen tenant protections through enhanced investigatory powers, an increased emphasis on compliance, and expanded use of civil penalties where appropriate. These enforcement powers sit alongside a range of tenant-focused reforms relating to rent, security of tenure, and protection from unfair practices and discrimination. The Act seeks to take a firmer approach to non-compliant landlords while continuing to support those who operate responsibly within the sector. The new requirements include, but are not limited to:

- Abolition of section 21 notices: No more 'no-fault evictions'; all private rented tenancies will become assured tenancies.
- Changes to rent arrears grounds: Tenants will have more time to resolve arrears; the threshold for eviction will increase from two months arrears to three months.
- Rules for landlords selling or moving back in: Landlords must give four months' notice and cannot re-let the property for 12 months.

- Tenant's notice to end tenancy: The notice period will increase from one month to two months.
- Rent increases: Only allowed through section 13 notices with two months' prior notice.
- Bidding wars: Properties must be advertised with a specific rental figure; no higher offers or 'bidding' allowed.
- Rights to keep a pet: Tenants can request to keep a pet, and landlords must not unreasonably refuse but can require insurance against damage.
- New rules on disrepair: Extending the Decent Homes Standard and Awaab's Law to the private rented sector.
- Anti-discrimination provisions: Preventing discrimination against tenants with children or those claiming benefits.
- Local authority enforcement: New duties and powers for local authorities to enforce the rules including powers to demand documentation and enter properties, and the council will be able to impose higher civil penalties than previously (up to £7000 for lower-level breaches and up to £40,000 for serious or repeated breaches).

4. Implementation phases

4.1 **Phase 1** from 1 May 2026 the Act introduces the full suite of core tenancy and enforcement reforms, as outlined in section 2.2. These measures are intended to strengthen protections for private rented sector tenants, while also supporting landlords in managing problematic tenancies and enabling them to regain possession of their properties where justified. The provisions introduced at Phase 1 include changes relating to tenancy arrangements, eviction processes, property description standards and fee structures. Enforcement of these requirements is expected to be undertaken by Housing Services and Trading Standards, as appropriate, alongside existing legislation, including the Tenant Fees Act 2019.

4.2 **Phase 2** of the Act is anticipated to commence in late 2026 and will include the rollout of a new national private rented sector landlord database, with which landlords will be required to register. It is expected that landlords will be charged a moderate application fee to join the database, together with an annual subsistence fee to remain registered. Fees will initially be payable to a central external body, before being apportioned to local authorities. Phase 2 will also introduce new financial penalties relating to Category 1 (higher-priority and more serious) housing disrepair hazards. In addition, it is anticipated that Phase 2 will provide for the introduction of mandatory membership of the newly established PRS Landlord Ombudsman scheme, with implementation expected in 2028.

4.3 **Phase 3** of the Act will be introduced following a consultation-led process relating to the development of a revised and nationally consistent Decent Homes Standard for the private rented sector. While a long-term implementation timetable has been proposed, the final date will be determined by the outcome of the consultation. Although 'Awaab's Law' currently applies

within the social housing sector, it will not become mandatory in the private rented sector until Phase 3. At that stage, the duties it imposes will extend to private landlords and letting agents acting on their behalf. In the private rented sector, Awaab's Law is expected to give tenants enhanced routes to take their own action in relation to hazards, particularly damp and mould. The measures set out under Phase 3 will be implemented through secondary legislation following consultation, proposed for 2027, with the Decent Homes Standard for the private rented sector anticipated to come into effect between 2035 and 2037.

5. Resourcing challenges

5.1 To meet the new burdens arising from the legislation, central government allocated a £60 million national funding envelope to local authorities, distributed proportionately according to size and scale. Bury Council received £51,188 in late 2025, with a further £126,777 allocated in 2026. No further funding is anticipated beyond this period, and no allocation is expected in 2027. To utilise the initial funding, the council advertised for an Environmental Health Officer; however, no suitable applicants were identified. This is likely due in part to the funding only being sufficient to support a time limited (12-month) post. In addition, there are well documented national challenges in recruiting suitably qualified officers, driven by increased demand arising from the new burdens and a general shortage of trained professionals across the sector. To-date, existing officers have been involved with the implementation of the Act alongside ongoing day-to-day workloads,

5.2 The use of agency staff has been discounted due to wider budgetary pressures across the council and the prohibitive cost of current agency rates. Instead, the council has chosen to take advantage of apprenticeship pathways and, in 2026, recruited two Apprentice Housing Enforcement Officers. This approach is intended to build skills capacity and provide longer term resilience within the team. It is anticipated that the funding received will be retained where possible to support the training and qualification of these officers and to underpin longer-term workforce investment. Both officers will however require ongoing training across the board range of housing-related services.

5.4 The council is also likely to receive a proportion of application and subsistence fees associated with the new national landlord database once this becomes operational. Subject to the level and sustainability of this income, the service will seek to recruit appropriately trained officers where budgets permit.

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Links with the Corporate Priorities:

These new burdens will support delivery of Bury Council's strategic objectives, strengthening housing stability, reducing inequality and improving health and wellbeing. By ending no-fault evictions, improving standards in the private rented sector, and giving tenants greater protection from unfair practices, the Act helps prevent housing insecurity and homelessness which directly contribute to poor health, educational challenges, and economic inactivity. The improved data capture and sharing will promote early intervention and investigations, whilst responsible landlords will be supported to enable them to succeed.

Equality Impact and Considerations:

It is not anticipated there will be any negative impact on any particular group as this is national legislation to be applied across the full range of Private Rented Sector Housing regardless of any specifics. On the contrary, it is likely to positively impact tenants in general by providing improved education and access to assistance.

Environmental Impact and Considerations:

There will be an indirect benefit to the environment, and lowered carbon emissions as the improved consistency in relation to decent homes standards and introduction of Awaabs Law, aimed at earlier intervention and resolution with damp and mould cases will naturally result in improvements to homes in disrepair. Damp and Mould in particular is strongly linked to excess cold, therefore resolutions to repair defects contributing to these issues will increase warmth in homes and result in less energy use.

There is no impact on biodiversity.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Opportunity – income generation through further enforcement opportunities, and income ringfenced to continue activities in the PRS. This is however a risk that an increased emphasis to utilise civil penalties as a primary enforcement sanction will result in a backlog of cases, for both enforcement officers and Legal teams, particularly as it is anticipated that landlords will often seek to appeal decisions which will delay cases and result in additional costs.	Mitigation of risk from adopting consistent policy and sharing best practice amongst other authorities. The PRS and Housing teams ae publishing as much guidance and education as possible to allow both tenants and landlords to understand the new rules, which will include a landlord forum to attend. This is likely to work in the council's favour should decisions be challenged/appealed.

Opportunity – empowers tenants to take their own action and help themselves with the introduction of the PRS Ombudsman and application of Awaabs Law to the PRS. The intention would be for tenants to seek resolution themselves before the council is forced to act.	Have produced a website to signpost residents to for advice, in anticipation of demand. Emphasis will be placed on the introduction of Awaabs Law and what this means for tenants.
Risk – demand for service. Currently under resourced and face significant recruitment challenges due to a lack of qualified and competent officers working within housing enforcement and tenancy relations.	Have produced a website to signpost residents to for advice, in anticipation of demand.
Risk – requirement to mandatory report to MHCLG by the end of 2026/2027 (phase 2) Computer systems are dated and require significant investment to review and upgrade. Maybe penalties or scrutiny from MHCLG on a lack of formal return regarding enforcement actions. Covers a number of teams data.	Risk will be mitigated once an exercise has been undertaken to establish what data requires collecting and where additional coding can be added into the system to collect and report this data. If that is not possible, alternative actions may be required which may include contact with the system provider for assistance.
Risk – not adopting the JfT drafted civil penalty policy, and using the civil penalty generator and editing our existing policy.	There has been a 'push' nationally for LAs to adopt this, if we don't adopt this policy, we could face criticism and challenge if a penalty amount was challenged at tribunal. Adopting the policy that MHCLG has 'pushed' nationally allows us to issue penalties consistency with other LAs across the region and nationally.

Procurement Implications:

There are no procurement implications.

Legal Implications:

The Council's existing Civil Penalty and Enforcement Policies were developed prior to the introduction of the Act and, as such, do not reflect the range of new offences, nor the amended penalty frameworks or evidential thresholds now required. Updating the policies will support fair, transparent and proportionate enforcement, ensure alignment with statutory guidance and recognised best practice, and mitigate the risk of successful legal challenge. A revised approach has been discussed and agreed jointly between the Legal Services and PRS teams.

The current Private Sector Enforcement Policy was drafted in accordance with the principles of the Regulator's Code, enabling authorised officers to adopt a graduated approach to enforcement and to exercise discretion in resolving relatively minor

non-compliance through informal means. However, the new Act introduces a statutory duty on local housing authorities to enforce specified 'landlord legislation'. This duty requires the council to actively consider formal enforcement action in relevant cases, rather than prioritising informal resolution, and therefore represents a departure from aspects of the Regulator's Code based approach. Where offences fall outside the scope of the defined 'landlord legislation' under the Act, the Council may continue to apply the existing graduated and discretionary approach consistent with the Regulator's Code.

The Association of Chief Environmental Health Officers (ACEHO) and Justice for Tenants (JfT) have each developed model policy suites, including Civil Penalty and Enforcement Policies, to promote national consistency, transparency and legal robustness in local authority enforcement activity. The Council's Enforcement Policy was drafted relatively recently and is considered sufficiently robust to remain in use, subject to minor amendments to reflect the new statutory framework. However, the council is seeking to adopt the JfT Act-specific Civil Penalty Policy, which is understood to be the preferred approach across Greater Manchester authorities. This policy is supported by an associated calculator tool, which will assist officers in determining penalties in a consistent, proportionate and defensible manner.

Failure to comply with the Act and make updates to policies may result in legal challenge against the Council, threaten the success of proceedings brought by the Council against landlords and result in complaints to the Ombudsman. Legal Services will continue to provide advice for enforcement purposes and if it becomes necessary to revise policies at future implementation phases.

Financial Implications:

New burdens monies will support the implementation cost but going forwards the additional staffing costs are expected to be covered by the increase in the use of civil penalties issued, which are to be ringfenced back into the PRS team for enforcement purposes.

Appendices:

- **Appendix 1 - Justice for Tenants Civil Penalty Policy**
- **Appendix 2 – Updated Private Sector Housing Policy**

Background papers:

None.

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

Term	Meaning
ACEHO	Association of Chief Environmental Health Officers
CP	Civil Penalty
JfT	Justice for Tenants
MHCLG	Ministry of Housing, Communities and Local Government
PRS	Private Rented Sector

Civil (financial) Penalty Policy

JUNE 2026

BUCIOR, ADAM

Civil penalties under the Renters' Rights Act 2025 and other housing legislation

This policy applies once the Council has made a decision to commence civil penalty proceedings.

In this policy, the term ‘landlord’ should be read as including letting agents, managing agents, licensors, property owners, corporate landlords, directors of corporate landlords, registered providers of social housing and any other person involved in the letting or management of accommodation

In this policy, the term ‘corporate landlord’ should be read as referring to a body corporate that meets the definition of ‘landlord’ above.

In this policy, the terms ‘House in Multiple Occupation’ or ‘HMO’ are defined by the Housing Act 2004.

The following breaches are subject to a civil penalty with a statutory maximum of £7,000:

- Failure to give a written statement of terms and any other prescribed information under section 16D of the Housing Act 1988.
- Attempting to let a property for a fixed term under section 16E of the Housing Act 1988.
- Attempting to end a tenancy by service of a notice to quit under section 16E of the Housing Act 1988.
- Attempting to end a tenancy orally or requiring that it is ended orally under section 16E of the Housing Act 1988.
- Serving an eviction notice that attempts to end a tenancy outside the prescribed section 8 process under section 16E of the Housing Act 1988.
- Relying on a ground where the landlord does not reasonably believe that the landlord is/will be able to obtain possession under section 16E of the Housing Act 1988.
- Failing to provide a tenant with prior notice that a ground which requires it may be used under section 16E of the Housing Act 1988.
- Failure to give an existing tenant prescribed information about changes made by the Renters’ Rights Act 2025 in the prescribed form and timeframe under paragraph 7(2) of schedule 6 to the Renters’ Rights Act 2025.
- Discrimination relating to children in the lettings process under section 33 of the Renters’ Rights Act 2025.
- Discrimination relating to benefits in the lettings process under section 34 of the Renters’ Rights Act 2025.
- Failure to specify proposed rent within a written advertisement or offer under section 56 of the Renters’ Rights Act 2025.
- Inviting, encouraging or accepting any offer of rent greater than the stated rate under section 56 of the Renters’ Rights Act 2025.

The following breaches are subject to a civil penalty with a statutory maximum of £40,000:

- Breach of duty under Regulation 3, 3B, 3C, and 3D of The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020.

The following offences are subject to a civil penalty with a statutory maximum of £40,000:

- Unlawful eviction and harassment of occupier under section 1 of the Protection from Eviction Act 1977.
- Continuation of conduct subject to a relevant penalty (under s.16I or s.16K Housing Act 1988) after the 28-day period (or, if appealed, after conclusion of the appeal) where the final notice has not been withdrawn under section 16J of the Housing Act 1988
- Conduct giving rise to liability under s.16I, where within the preceding five years the landlord has either (i) had a relevant penalty (under s.16I or s.16K Housing Act 1988) imposed for different conduct and the final notice has not been withdrawn, or (ii) been convicted under s.16J for different conduct under section 16(J) of the Housing Act 1988.
- Relying on a ground knowing the landlord would not be able to obtain possession or being reckless as to whether they would under section 16J of the Housing Act 1988.
- Breach of restrictions relating to reletting (s16(E)(2) Housing Act 1988) or remarketing (s16(E)(3) Housing Act 1988) a property within restricted period after using Grounds 1 or 1A of Schedule 2 Housing Act 1988 under section 16J of the Housing Act 1988.
- Breach of a banning order under section 21 of the Housing and Planning Act 2016.
- Failure to comply with an Improvement Notice under section 30 of the Housing Act 2004.
- Contravention of an overcrowding notice under section 139 of the Housing Act 2004.
- Failure to obtain a selective licence under section 95 of the Housing Act 2004.
- Failure to obtain an HMO licence under section 72 of the Housing Act 2004.
- Knowingly permitting over-occupation of an HMO under section 72 of the Housing Act 2004.
- Failure to comply with management regulations in respect of HMOs under section 234 of the Housing Act 2004.
- Failure to comply with HMO licence conditions under section 72 of the Housing Act 2004.
- Failure to comply with selective licence conditions under section 95 of the Housing Act 2004.

If a landlord has committed multiple breaches or offences, a separate civil penalty can, and usually will, be imposed for each breach and offence. In each case, the level of any civil penalty imposed will be determined in accordance with this policy.

If multiple landlords have committed the same breach or offence at the same property, a separate civil penalty can, and usually will, be imposed on each offender. In each case, the level of civil penalty imposed on each offender will be in accordance with this policy.

This policy outlines the Council's methodology and mechanism for assessing and setting the level of a civil penalty at all stages where a civil penalty is under consideration, including the preparation of a notice of intent, and where a final decision has been made to impose a civil penalty.

When applying the civil penalties matrix, interim calculations at individual stages may result in figures that exceed the statutory maximum. Where the final amount reached following application of all relevant steps exceeds the statutory maximum, the civil penalty will be reduced to the applicable statutory maximum.

The Council considers the need for transparency and consistency to be of primary importance to ensure fairness in the discharge of its functions. The general objective of this policy is, therefore, to promote both transparency and consistency in the imposition of financial penalties so that those
involved in the letting or management of accommodation (a) know how the Council will generally penalise relevant breaches and offences and (b) are assured that, generally, like cases will be penalised similarly, and different cases penalised differently.

The Council recognises that, despite its best efforts, landlords may operate unlawfully for a significant period without detection, and that only a proportion of those committing relevant breaches and offences will be identified. Accordingly, the Council seeks to ensure that civil penalties are set at a level that makes it clear to the landlord concerned and to others that operating unlawfully as a landlord is financially disadvantageous when compared to operating lawfully.

The Council has a duty to act fairly, transparently and consistently when assessing civil penalties. To maintain fairness between all landlords, the Council will not give weight to claims advanced as factors that might reduce the amount of a civil penalty unless those claims are supported by evidence that the Council reasonably considers to be relevant, reliable, credible, and sufficient in scope and detail to enable proper assessment of the claim, having regard to the nature of the claim, the information ordinarily available to the landlord, and the need for consistent and fair decision- making. Allowing inadequately evidenced assertions to influence outcomes would risk rewarding those who provide incomplete or misleading information and would create an unfair advantage over landlords who provide a full and properly evidenced account. Accordingly, the Council expects landlords against whom a civil penalty is being considered to provide all documents and records that would ordinarily exist if their account were accurate. Where such evidence is not provided, and no explanation that the Council considers adequate is given, the Council may draw an adverse inference.

Where claims are advanced without sufficient supporting evidence, the Council may request specified supporting material before determining whether to issue a final notice or whether any mitigation has been sufficiently evidenced so as to justify a lower civil penalty.

The further objectives of using financial penalties in particular as a means of enforcing the above breaches and offences are explained below.

Statutory Guidance

The Government has issued statutory guidance entitled “Civil penalties under the Renters' Rights Act 2025 and other housing legislation”. The Council has regard to this guidance in the exercise of their functions in respect of civil penalties.

The Council has considered the following factors in developing this civil penalty policy to help ensure that the civil penalty is set at an appropriate level.

Severity of the breach or offence. The more serious the breach or offence, the higher the penalty should be.

Culpability and track record of the offender. A higher penalty will be appropriate where the offender has a history of failing to comply with their obligations and/or their actions were deliberate and/or they knew, or ought to have known, that they were in breach of their legal responsibilities.

The harm caused to the tenant. This is a very important factor when determining the level of penalty. The greater the actual harm or the potential for harm, principally to the tenant but also potentially the local community, the higher the penalty should be.

Punishment of the offender. The penalty should, in a way that is fair, both punish the offender and demonstrate the consequences of not complying with their responsibilities.

Deter the offender from repeating breaches or offences. The ultimate goal is to prevent any further offending and help ensure that the offender fully complies with all of their legal responsibilities in future. The level of the penalty should therefore be set at a level that it is likely to have a very significant deterrent effect.

Deter others from committing similar breaches or offences. While the fact that someone has received a civil penalty may not be in the public domain, the civil penalty policy itself will be and local authorities should consider how their formal enforcement activity can be effectively publicised.

An important part of deterrence is the realisation on the part of landlords that the local housing authority is proactive in levying civil penalties where the need to do so exists and the civil penalty will be set at a high enough level such that operating lawfully will be the sensible financial choice.

Remove any financial benefit the offender may have obtained as a result of committing the breach or offence. The principle here is that it should not be in the offender’s financial interest to commit a breach or offence rather than comply, for example that the penalty for breaching licensing conditions in respect of occupancy of a property is less than the additional rent received as a result of the over-crowding. The absence of any financial benefit to the landlord does not mean though that the penalty should be reduced.

Civil Penalties Matrix

In determining the level of a civil penalty, officers will have regard to the matrix set out below. The matrix consists of the following sequential steps:

1. Determining the starting point based on the seriousness of the breach or offence.
2. Adjustment for factors relating to the type of landlord; size and type of portfolio controlled, owned or managed; experience of the landlord ("Landlord Type")
3. Mitigating and aggravating factors the Council deems significant including, but not limited to, factors relating to the track record and culpability of the landlord and the actual or potential harm to the occupants.
4. Financial considerations.
5. Applying the totality principle.

Starting point based of seriousness of the breach or offence

The Ministry of Housing, Communities & Local Government has provided statutory guidance that prescribes starting points for all breaches and offences based on the seriousness of the breach or offence. The exception to this prescription is for breaches of licensing conditions under sections 72(3) and 95(2) of the Housing Act 2004, where the Council has determined its own starting levels based on the seriousness of the specific licence condition or type of licence condition that has not be complied with.

Adjustment for factors relating to the type of landlord; size and type of portfolio controlled, owned or managed; experience of the landlord ("Landlord Type")

While all landlords are expected to comply fully with their legal obligations, the Council considers that a higher standard of professionalism and regulatory awareness is reasonably expected of landlords who operate at greater scale, who have greater experience, or who are involved in more complex forms of letting. Where such landlords fail to comply with their obligations, this will ordinarily justify a higher civil penalty.

In particular, a higher degree of professionalism is expected of landlords who:

- Control, own, or manage a significant portfolio of properties;
- Have significant experience in the letting or management of property;
- Are or have been involved in the letting or management of Houses in Multiple Occupation (HMOs);
- Are corporate landlords; or
- Are or have been directors of corporate landlords.

An upward adjustment of 20% of the applicable starting point will be applied where the landlord meets any one or more of the following criteria:

- The landlord has, at any point in time, controlled, owned, or managed

six or more properties. These properties need not have been held concurrently or at the time civil penalty proceedings are brought.
- The landlord has, at any point in time, controlled, owned, or managed three or more properties that operated as HMOs, whether or not concurrently.
- The landlord is, or has previously been, a director of a corporate landlord.
- The landlord is a corporate landlord.
- The landlord has, in the Council's assessment and by reference to the available evidence, significant experience in the letting or management of property.

A downward adjustment of 20% of the applicable starting point will be applied only where all of the following criteria are met:

- The landlord has, at any point in time, controlled, owned, or managed no more than two properties.
- The landlord has controlled, owned, or managed no more than one property that has operated as an HMO, at any point in time.
- The landlord has, in the Council's assessment and by reference to the available evidence, very limited experience in the letting or management of property.

Mitigating and aggravating factors the Council deems significant including, but not limited to, factors relating to the track record and culpability of the landlord and the actual or potential harm to the occupants

To promote fairness and consistency in the administration of civil penalties, the Council will apply a structured and consistent framework when determining the extent to which mitigating and aggravating factors affect the quantum of any civil penalty.

General approach

Each breach or offence may have offence-specific mitigating and/or aggravating factors, which will be considered alongside the generic factors set out below.

Where multiple civil penalties are issued under this policy against the same landlord at the same time, and except where expressly stated otherwise, mitigating and aggravating factors will be considered and applied separately to each civil penalty when determining the quantum of each penalty.

Mitigating factors

The Council may reduce the level of a civil penalty by up to 20% of the applicable starting point to reflect the presence of mitigating factors.

Only in exceptional circumstances may the Council depart from the application of this policy in respect of mitigating factors and apply a reduction in excess of 20%. Exceptional circumstances are rare and unusual and are not established merely by the presence of multiple mitigating factors.

Within the framework of this policy, the Council has not sought to provide an

exhaustive list of mitigating factors, recognising that a wide range of circumstances may potentially give rise to mitigation. However, the following generic mitigating factors will be considered in respect of each breach or offence:

Steps taken to remedy the basis of the breach or offence

Non-exhaustive examples include:

- Promptly remedying all elements of the breach or offence after receiving communication from the Council.
- Promptly remedying all the significant elements of the breach or offence leaving only less significant elements of the breach or offence.

A high level of cooperation

Non-exhaustive examples include:

- Proactive provision of significant information the Council reasonably considers relevant beyond that required by statutory notice.

Acceptance of liability

Non-exhaustive examples include:

- Accepting liability before or within the period for representations.

Where a landlord relies on a reasonable excuse defence or otherwise contests liability, this mitigating factor will not usually apply.

Health circumstances

Non-exhaustive examples include:

- A serious health condition or medical incident experienced by the landlord during, or in the period immediately preceding, the breach or offence, where there is clear and reliable evidence that the condition had a direct and material impact on the landlord's ability to comply with the relevant legal obligation. Examples may include, but are not limited to, a heart attack, stroke, cancer diagnosis, or other acute or serious medical event causing significant incapacity or impairment.

Diminished culpability (limited responsibility)

Non-exhaustive examples include:

- A joint landlord who has evidenced that compliance arrangements for the subject property were directed and controlled by another joint landlord, and not by them.
- A landlord who became involved only after an unforeseen change in circumstances (such as the death of the previous landlord) and who committed the breach or offence only for a limited period while putting their affairs in order.

The instruction of a managing or letting agent, or reliance on an agent's actions or omissions, will not of itself constitute diminished culpability.

Aggravating factors

The Council may increase the level of a civil penalty by up to 20% of the applicable starting point to reflect the presence of aggravating factors.

Only in exceptional circumstances may the Council depart from the application of this policy in respect of aggravating factors and apply an increase in excess of 20%. Exceptional circumstances are rare and unusual and are not established merely by the presence of multiple aggravating factors.

The following generic aggravating factors will be considered in respect of each breach or offence:

Previous history of non-compliance.

Non-exhaustive examples include:

- Previous successful prosecutions (including relevant spent convictions), previous civil penalties, previous rent repayment orders, previous works in default, previous simple cautions.

Concurrent investigations or proceedings relating to other civil penalties, prosecutions, or rent repayment orders will not be treated as previous non-compliance.

Non-cooperation with the Council.

Non-exhaustive examples include:

- Failure to comply with notices issued under section 16 of the Local Government (Miscellaneous Provisions) Act 1976, section 235 of the Housing Act 2004, or section 114 of the Renters' Rights Act 2025.
- Failing to provide a substantive response to a letter of alleged offence.
- Failing to attend previously agreed meetings.

Where the Council has prosecuted, or is pursuing a prosecution, in respect of the same act or omission involving failure to provide legally required information (including failure to comply with a statutory notice), that conduct will not also be treated as an aggravating factor for the purposes of setting the civil penalty, in order to avoid double counting.

Where multiple civil penalties are imposed against the same landlord at the same time, this aggravating factor will be applied only to the civil penalty with the highest starting point, unless there is a clear and reasoned basis for applying it differently.

Deliberate intent or negligence when committing the offence.

Non-exhaustive examples include:

- Knowledge that the breach or offence was occurring.
- Continuation of offending after communication from the Council.
- Premeditation or planning, including steps taken to prevent detection or effective investigation.
- Providing false or misleading information to the Council.
- Applying pressure to occupants to deter cooperation with the Council.

The number of occupants affected.

Non-exhaustive examples include:

- 3-5 occupants affected.

Duration of non-compliance.

Non-exhaustive examples include:

- The offence or breach occurred over a 3–6 month period.

Vulnerability of occupants

Non-exhaustive examples include children and young adults, persons vulnerable by reason of age, disability or sensory impairment, persons with drug or alcohol dependency, victims of domestic abuse, children in care, persons with complex health needs, persons who do not speak English as a first language, victims of trafficking or sexual exploitation, refugees, asylum seekers, and pregnant women.

Financial considerations

The Council will review the quantum of the civil penalty and consider whether it is sufficient to act as an effective deterrent to future non-compliance. Where the Council has evidence that it considers to be sufficiently reliable regarding rental income and/or asset value from the landlord's, it may determine that an increase in the level of the penalty is appropriate in order to achieve effective deterrence.

It is essential that, as an absolute minimum, landlords do not financially benefit from their offending behaviour.

Financial circumstances will ordinarily be considered after any written representations have been received and as part of the determination of any final notice.

Where a landlord seeks to rely on a strained or limited financial position as a basis

for reducing the level of a civil penalty, that position must be supported by appropriate and verifiable evidence sufficient to enable the Council to assess the landlord's financial position consistently, objectively, and transparently. Unsupported assertions, partial disclosure, or selective provision of information will not be given weight.

At a minimum, and where such information exists, the following should be provided as part of any written representations:

- The last three full tax years full self-assessment tax returns filed with HMRC, including all additional and supplemental pages;
- The last three full tax years' SA302 documents & tax year overviews;
- The last three months' payslips;
- The last three years P60 certificates;
- The last twelve months' Universal Credit payment statements;
- A list of all property assets owned or jointly owned (not limited to rental properties), together with corresponding Land Registry title documents;
- A list of all property assets owned, or held on a long lease, by any corporate entity in which the landlord has a beneficial interest, together with corresponding Land Registry documentation;
- The most recent annual mortgage statement for each property, or the last twelve months' mortgage statements where the mortgage has been in place for less than twelve months;
- Valuation statements for all ISAs held;
- Statements from any cryptoasset exchange accounts showing balances and valuations;
- A list of all shareholdings;
- Recent bank statements for any account holding a balance in excess of £5,000;
- Recent statements for all secured and unsecured loans;
- Bankruptcy orders and official notifications of bankruptcy.

Where the Council is not satisfied that it has been provided with sufficiently reliable, complete, and accurate information to assess the landlord's financial position, the Council may draw the inference that the landlord is able to pay the civil penalty as imposed.

A claimed inability to pay will not, of itself, outweigh the need to ensure effective deterrence or to remove any financial benefit obtained as a result of the breach or offence.

The totality principle

The Council will have regard to the totality principle to ensure that the overall outcome of its enforcement action is just and proportionate. In exceptional cases, and having regard to the particular circumstances of the case, the Council may take account of totality at an earlier stage by deciding not to pursue a civil penalty in respect of a specific breach or offence where doing so would render the overall

outcome disproportionate.

In general, however, the application of the totality principle will form the final step in the Council's decision-making process, undertaken after any written representations have been considered and before final notices are issued, once the level of each individual civil penalty has been assessed in accordance with this policy.

As a final step before issuing final notices, the Council will consider whether multiple civil penalties being imposed under this policy against the same landlord at the same time result in an aggregate amount that is just and proportionate. Where the Council concludes that the aggregate amount would not be just and proportionate, it will consider whether a proportionate reduction of the penalties is appropriate.

The totality principle does not operate across different legal persons who are separately liable in law, nor does it operate across civil penalties imposed at different times. In general, it applies only to
multiple civil penalties imposed under this policy on the same person at the same time. Where, however, legislation provides that an officer of a body corporate, or a person concerned in its management, may be separately liable in relation to the same conduct as the body corporate, and that officer also holds a shareholding interest in the body corporate, the Council will, where civil penalties are imposed at the same time on both the body corporate and the officer arising from that same conduct, consider whether the combined outcome results in punitive duplication and is therefore not just and proportionate.

Where a reduction is applied under the totality principle, the Council will ordinarily do so by applying a uniform percentage reduction across all relevant civil penalties being issued at the same time, being those civil penalties that form part of the same totality assessment. Where, however, the application of the totality principle is required to address punitive duplication arising from a shared economic interest between a body corporate and an officer, the Council may apply a differential adjustment to ensure that the overall outcome is just and proportionate.

This approach reflects the statutory guidance on the application of the totality principle and is intended to promote consistency, transparency, and proportionality, while avoiding arbitrary or selective adjustment of individual penalties.

In accordance with the statutory guidance, any rent repayment orders made in respect of the same breach or offence will be disregarded for the purposes of assessing the totality of civil penalties under this policy.

Offences and breaches where a civil penalty may be levied and relevant considerations as to the level of that penalty

Protection from Eviction Act 1977 offences

Unlawful eviction and harassment of occupier - section 1 of the Protection from Eviction Act 1977

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£35,000	£40,000	£28,000	£35,000	£42,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Violence or threats of violence.
- Disposal of possessions or threats to dispose of possessions.
- Breach or evasion of an injunction or undertaking.
- Loss of home.

Housing Act 1988 breaches and offences

Failure to give a written statement of terms and any other prescribed information - section 16D of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- Provision of some of the required terms and prescribed information within the required period.

Offence-specific aggravating factors:

- None.

Attempting to let a property for a fixed term - section 16E(1)(a) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Attempting to end a tenancy by service of a notice to quit - section 16E(1)(b) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Tenant vacates property within four months of the date of vacation or equivalent specified in the notice to quit.

Attempting to end a tenancy orally or requiring that it is ended orally - section 16E(1)(c) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Tenant vacates property within four months of the date of vacation or equivalent specified in the notice to quit.

Serving a possession notice that attempts to end a tenancy outside the prescribed section 8 process - section 16E(1)(d) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- Tenant vacates property within four months of the date of vacation or equivalent specified in the notice to quit.

Relying on a ground where the person does not reasonably believe that the landlord is, will, or may be able to obtain possession on that ground and the tenant(s) surrendered the tenancy within the period of four months beginning with the date of the contravention, without an order for possession of the dwelling-house being made - section 16E(1)(e) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failing to provide a tenant with prior notice that a ground which requires it may be used - section 16E(1)(f) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£7,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failure to give an existing tenant prescribed information about changes made by the Renters' Rights Act 2025 in the prescribed form and timeframe - paragraph 7(2) of schedule 6 to the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- Provision of some of the required prescribed information within the required period.
- Provision of prescribed information but not in the prescribed form.

Offence-specific aggravating factors:

- None.

Continuation of conduct subject to a relevant penalty (under s.16I or s.16K Housing Act 1988) after the 28-day period (or, if appealed, after conclusion of the appeal) where the final notice has not been withdrawn — section 16J(3) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Double the starting level for the two constituent breaches added together	£40,000	Dependent on the constituent breaches	Dependent on the constituent breaches	Dependent on the constituent breaches

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Conduct giving rise to liability under s.16I, where within the preceding five years the person has either (i) had a relevant penalty (under s.16I or s.16K Housing Act 1988) imposed for different conduct and the final notice has not been withdrawn, or (ii) been convicted under s.16J for different conduct – section 16(J)(4) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Double the starting level for the two constituent breaches added together	£40,000	Dependent on the constituent breaches	Dependent on the constituent breaches	Dependent on the constituent breaches

Offence-specific mitigating factors:

- Dependent on the most recent conduct giving rise to liability to a civil penalty under section 16I of the Housing Act 1988.

Offence-specific aggravating factors:

- Dependent on the most recent conduct giving rise to liability to a civil penalty under section 16I of the Housing Act 1988.

Relying on a ground where the person knows that the landlord would not be able to obtain an order for possession on that ground, or being reckless as to whether the landlord would be able to do so and the tenant(s) surrendered the tenancy within the period of four months beginning with the date the ground was relied on, without an order for possession of the dwelling-house being made – section 16J(1) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£30,000	£40,000	£24,000	£30,000	£36,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Breach of restrictions relating to reletting (s16(E)(2) Housing Act 1988) or remarketing (s16(E)(3) Housing Act 1988) a property within restricted period after using Grounds 1 or 1A of Schedule 2 Housing Act 1988 - section 16J(2) of the Housing Act 1988

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Housing and Planning Act 2016 offences

Breach of a banning order - section 21(1) of the Housing and Planning Act 2016

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£35,000	£40,000	£28,000	£35,000	£42,000

Offence-specific mitigating factors:

- A single, isolated incident.

Offence-specific aggravating factors:

- Concealment or evasion.

Renters Rights Act 2025 breaches

Discrimination relating to children in the lettings process – section 33(1) of the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Discrimination relating to benefits in the lettings process – section 34(1) of the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£6,000	£7,000	£4,800	£6,000	£7,200

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Failure to specify proposed rent within a written advertisement or offer – section 56(2) of the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£3,000	£7,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

Inviting, encouraging or accepting any offer of rent greater than the stated rate – section 56(3) of the Renters' Rights Act 2025

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£7,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- None.

The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 breach of duties

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (3)(b), (3)(d), (3)(e). Regulation 3D: (a), (b), (c), (f)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£5,000	£40,000	£4,000	£5,000	£6,000

Offence-specific mitigating factors:

- The report or record evidences that the electrical installations were compliant at all points.

Offence-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (1)(a), (1)(b), (1)(c), (3)(a), (3)(c), (3)(ca), (5)(b), (5)(c). Regulation 3B: (1)(a), (1)(b), (1)(c). Regulation 3C: (1), (2)(a). Regulation 3D: (d), (e)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£40,000	£10,000	£12,500	£15,000

Offence-specific mitigating factors:

- The report or record evidences that the electrical installations were compliant at all points.

Offence-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Failure to comply with The Electrical Safety Standards in the Private Rented Sector and Social Rented Sector (England) Regulations 2020 Regulation 3: (4), (5a), (6). Regulation 3C: (2)(b), (4)

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The number or nature or severity of the issues observed on the report or record.

Housing Act 2004 offences

Failure to comply with an improvement notice - section 30(1) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- The nature and extent of hazard(s) that are present once the deadline for compliance has passed.
- Whether the property is unoccupied once the deadline for compliance has passed.
- Access to the property was prevented by the actions or refusal of the occupant(s) and a landlord can evidence that they took steps to obtain access to the property for the purpose of carrying out the required works, but those steps fell short of establishing a reasonable excuse for non-compliance.

Offence-specific aggravating factors:

- The nature and extent of hazard(s) that are present once the deadline for compliance has passed.

Failure to comply with an overcrowding notice - section 139(7) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The level of overcrowding present.

Failure to obtain an HMO licence - section 72(1) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£17,000	£40,000	£13,600	£17,000	£20,400

Offence-specific mitigating factors:

- None.

Offence-specific aggravating factors:

- The landlord has knowledge or experience of licensing requirements.
- The condition of the unlicensed property.

Knowingly permitting over-occupation of an HMO - section 72(2) of the Housing Act 2004

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- There are suitable amenity and space provisions in the HMO.

Offence-specific aggravating factors:

- The level of over-occupation present.

Failure to Comply with The Management of Houses in Multiple Occupation [England] Regulations 2006 and The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 – section 234(3) of the Housing Act 2004

The Management of Houses in Multiple Occupation (England) Regulations 2006 impose duties on the persons managing HMOs in respect of:

- Providing information to occupiers [Regulation 3]
- Taking safety measures, including fire safety measures [Regulation 4]
- Maintaining the water supply and drainage [Regulation 5]
- Supplying and maintaining gas and electricity, including having these services/appliances regularly inspected [Regulation 6]
- Maintaining common parts [Regulation 7]
- Maintaining living accommodation [Regulation 8]
- Providing sufficient waste disposal facilities [Regulation 9]

The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007 impose duties on the persons managing HMOs as defined by Section 257 Housing Act 2004 in respect of:

- Providing information to occupiers [regulation 4]
- Taking safety measures, including fire safety measures [regulation 5]
- Maintaining the water supply and drainage [regulation 6]
- Supplying and maintaining gas and electricity, including having these services/appliances regularly inspected [regulation 7]
- Maintaining common parts [regulation 8]
- Maintaining living accommodation [regulation 9]
- Providing sufficient waste disposal facilities [regulation 10]

Where there are multiple breaches of a single Management Regulation at a single HMO, a single civil penalty will be imposed which will cover all the breaches of that Management Regulation.

Where multiple Management Regulations have been breached at a single HMO, a separate civil penalty will be imposed for each Management Regulation that has been breached.

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to provide information to occupier	£3,000	£40,000	£2,400	£3,000	£3,600

Offence-specific mitigating factors:

- The nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The nature and extent of offences within the specific regulation
- The landlord has refused to provide any outstanding contact information more than 48 hours after it has been requested by an occupant or on behalf of an occupant.

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to take safety measures	£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain water supply and drainage	£10,000	£40,000	£8,000	£10,000	£12,000

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to supply and maintain gas and electricity	£12,000	£40,000	£9,600	£12,000	£14,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain common parts, fixtures, fittings and appliances	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty of manager to maintain living accommodation	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The number, nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The number, nature and extent of offences within the specific regulation

Name of Management Regulation	Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
Duty to provide waste disposal facilities	£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The nature and extent of offences within the specific regulation

Offence-specific aggravating factors:

- The nature and extent of offences within the specific regulation
- The lack of sufficient refuse and/or litter containers either inside and/or outside the property has been previously reported
- The refuse and/or litter that requires disposal includes hazardous materials

Breach of licence conditions – Section 72(3) Housing Act 2004

All granted HMO licences impose a set of conditions on the licence holder. It is important that the licence holder of a licensed property complies with all imposed conditions, but the Council recognises that a failure to comply with certain licence conditions is likely to have a much bigger impact on the safety and comfort of residents than others.

The starting levels for each different type of licence condition breach is set out below based on the seriousness of the offence. Where a licence condition could be interpreted to fall within two different potential starting levels, the higher starting level will be chosen.

Where multiple licence conditions have been breached at a single property, a separate civil penalty will be imposed for each licence condition that has been breached.

Failure to comply with licence conditions related to:

- ***Signage or the provision of information for tenants***
- ***Provision of written terms of occupancy for tenants***
- ***Procedures regarding complaints***
- ***Procedures regarding vetting of incoming tenants***
- ***Compliance with deposit protection legislation***
- ***The recording and provision of information regarding rent payments***
- ***Procedures relating to rent collection***
- ***The provision of information regarding occupancy of the property***
- ***The provision of information regarding change of managers or licence holder details***
- ***The provision of information related to changes in the property***
- ***Requirements relating to the sale of the property***
- ***Attending training courses***
- ***Requirements to hold insurance***
- ***The provision of insurance documentation***
- ***The provision of or obtaining of suitable references***
- ***The provision of keys and alarm codes***
- ***Security provisions for access to the property***

- ***The provision of suitable means for occupiers to regulate temperature***
- ***Carrying out items on a schedule of works not otherwise mentioned in the HMO licence conditions section of this policy, relating to non-compliance with items on a schedule of works***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£4,000	£40,000	£3,200	£4,000	£4,800

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***Procedures and actions regarding Inspections***
- ***Procedures regarding Repair issues***
- ***Maintenance and use of common parts (including gardens, outbuildings and property exterior) and living areas***
- ***Safeguarding occupiers and minimising disruption during works***
- ***The provision of information regarding alterations and construction works***
- ***Procedures regarding emergency issues***
- ***Waste and waste receptacles, pests, minor repairs, alterations or decoration.***
- ***Giving written notice prior to entry***
- ***Allowing access for inspections***
- ***Minimising risk of water contamination***
- ***The compliance of furnishings or furniture with fire safety regulations***
- ***Carrying out items on a schedule of works in relation to provision of mechanical extraction or electrical sockets***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£7,000	£40,000	£5,600	£7,000	£8,400

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***The provision of documentation regarding energy performance certificates, fire detection and prevention, emergency lighting, carbon monoxide detection, fire risk assessments, gas installations, electric installations and appliances***
- ***Notification of legal proceedings, contraventions and other relevant information that may affect a fit and proper person status***
- ***Procedures and actions regarding ASB***
- ***Carrying out items on a schedule of works in relation to the provision of personal hygiene facilities, kitchen facilities or heating***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£12,500	£40,000	£10,000	£12,500	£15,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***Minimum floor areas***
- ***Occupancy rates***
- ***Occupancy of rooms or areas that are not to be used as sleeping accommodation***
- ***Limits on number of households allowed to occupy the property or part of the property***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£20,000	£40,000	£16,000	£20,000	£24,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Failure to comply with licence conditions related to:

- ***The condition or existence of smoke alarms, carbon monoxide alarms, emergency lighting, gas installations, electric installations and appliances, fire detection or other fire safety features or requirements***
- ***The provision and maintenance of safe means of escape, including requirements to keep escape routes and exits free from obstruction***
- ***Carrying out items on a schedule of works in relation to fire safety or the provision of a Carbon Monoxide detector***

Starting point	Statutory maximum civil penalty amount	Landlord Type downward adjustment	No Landlord Type adjustment	Landlord Type upward adjustment
£25,000	£40,000	£20,000	£25,000	£30,000

Offence-specific mitigating factors:

- The nature and extent of the licence condition breach

Offence-specific aggravating factors:

- The nature and extent of the licence condition breach

Process for imposing a civil penalty and the right to make written representations

Notice of intent

Before imposing a civil penalty on a landlord, the Council will give the landlord a notice of intent. The notice of intent will set out:

- The amount of the proposed civil penalty
- The reasons for proposing to impose the civil penalty

- Information about their right to make written representations

Right to make written representations
A landlord who is given a notice of intent may make written representations to the Council about the proposal to impose a civil penalty. Any representations must be made within a period of 28 days beginning with the day after the date on which the notice of intent was given.

Decision after the representations period
After the end of the period for representations the Council will:
- Decide whether to impose a civil penalty on the landlord; and
- If it decides to impose a civil penalty, decide the amount of the penalty. This amount can be higher or lower than the amount stated in the notice of intent.

A landlord's rectification of the identified breach or offence during the representations period will rarely, of itself, lead the Council to conclude that the imposition of a civil penalty is inappropriate. However, compliance at that stage will usually be relevant to the assessment of mitigating factors that may reduce the level of any civil penalty imposed.

Similarly, an admission of liability will rarely, of itself, lead the Council to conclude that the imposition of a civil penalty is inappropriate. An admission of liability will, however, usually be relevant to the assessment of mitigating factors that may reduce the level of any civil penalty imposed.

Final notice
If, following the receipt of written representations and/or the expiry of the time period to make written representations, the Council decides to impose a civil penalty on the landlord, it will give the landlord a final notice imposing that penalty.

The final notice will set out:
- The amount of the civil penalty
- The reasons for imposing the penalty
- Information about how to pay the penalty
- The period for payment of the penalty
- Information about rights of appeal
- The consequences of failure to comply with the notice

Discount for prompt payment
Where a civil penalty imposed by a final notice is paid in full within the period specified in that notice (normally 28 days beginning with the day after the final notice is given), the Council will apply a discount of 15% to the amount of the civil penalty.

The availability of the discount is conditional upon full payment being received within the specified period. The discount period will not be extended or suspended by the bringing of an appeal. A landlord who chooses to appeal may still benefit from the discount by paying the civil penalty in full within the specified period; however, where payment is not made within that period, the discount will not apply.

Illustrative example of the application of the discount
The landlord of an HMO property fails to obtain a licence. They only operate two HMO properties and there are no other relevant factors or aggravating features. The starting point for the offence under the Council's civil penalties matrix is £17,000.

Following the issue of a notice of intent proposing a civil penalty of £17,000, the landlord makes written representations. Having considered those representations, the Council determines to impose a civil penalty of £16,000, as set out in the final notice.
If the landlord pays the civil penalty in full within the payment period specified in the final notice, a 15% prompt payment discount is applied, resulting in a discounted payment of £13,600.

Appeals

A landlord who is given a final notice may appeal to the First-tier Tribunal (Property Chamber) against the decision to impose a civil penalty and/or the amount of the civil penalty. Any appeal must be made within 28 days beginning with the day after the date on which the final notice was given.

First tier tribunal:
1st Floor
Piccadilly Exchange
2 Piccadilly Plaza
Manchester
M1 4AH
United Kingdom
Email: rpnorthern@justice.gov.uk
Telephone: 0161 237 9491

Where an appeal is brought, the final notice is suspended until the appeal is finally determined or withdrawn.

An appeal to the First-tier Tribunal is by way of a re-hearing of the Council's decision. In determining an appeal, the Tribunal may have regard to matters of which the Council was unaware at the time the decision to impose the civil penalty was made.

The Tribunal may dismiss an appeal if it is satisfied that the appeal is frivolous, vexatious, an abuse of process, or has no reasonable prospect of success.

The First-tier Tribunal may invite the parties to consider mediation or another form of alternative dispute resolution. The Council will not generally agree to mediation in relation to the level of a civil penalty, as civil penalties are determined by reference to this Policy to promote fair, consistent, and proportionate outcomes. Agreeing reductions outside the Policy framework would risk undermining consistency and the Council's enforcement objectives.

On determination of an appeal, the Tribunal may:

- Confirm the civil penalty
- Vary the amount of the civil penalty (whether by increase or reduction)
- Cancel the civil penalty

Where the Tribunal varies a civil penalty by increasing its amount, it may do so only up to the applicable statutory maximum for the relevant breach or offence (£7,000 or £40,000, as applicable).

A party to the appeal may apply for permission to appeal the decision of the First-tier Tribunal to the Upper Tribunal (Lands Chamber).

Upper Tribunal (Lands Chamber)
5th floor, Rolls Building
7 Rolls Buildings
Fetter Lane
London
EC4A 1NL
United Kingdom

Email: lands@justice.gov.uk

Telephone: 020 7612 9710

Fax: 020 7612 9723

Bury Council Private Sector Housing Enforcement Policy

Updated to reflect the Renters' Rights Act 2025

June 2026

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1 Introduction and Scope

This policy sets out Bury Council's approach to enforcing its functions as a local housing authority under housing, landlord and tenancy legislation, including duties introduced by the Renters' Rights Act 2025.

In addition to the Housing Act 2004 and related legislation, the Council exercises statutory duties and powers under the 'Landlord Legislation' as defined by section 107 of the Renters' Rights Act 2025. This includes:

- Chapters 3 and 6 of Part 1 of the Renters' Rights Act 2025;
- Part 2 of the Renters' Rights Act 2025;
- Sections 1 and 1A of the Protection from Eviction Act 1977; and
- Chapter 1 of Part 1 of the Housing Act 1988 (as amended).

The Council recognises its duty under section 107 of the Renters' Rights Act 2025 to enforce this legislation within its district, and its duty under section 110 of the Act to report on the exercise of these functions.

The Council has a vital role to play in tackling irresponsible landlords and property management/letting agents who do not comply with their legal obligations and prevent them from profiting from their non-compliance.

In order to achieve this the Council has a raft of statutory powers and duties to regulate private sector housing and public health. These are assisted by the Housing Health and Safety Rating System (HHSRS)[1], the mandatory licensing of houses in multiple occupation (HMO's), HMO Management Regulations and the option for selective licensing within the Bury area[2].

In addition the Council also has powers to ensure that letting agents are complying with certain legal requirements[3] and powers in relation to smoke and carbon monoxide alarms, and electrical safety.

In order to regulate private sector housing, the Council's Private Sector Housing team will request information, carry out inspections, process licence applications, encourage and promote good practice, provide owners, landlords and property management agents with advice and information, investigate possible offences, and where appropriate, take enforcement action which can include prosecution through the courts.

This policy should be read in conjunction with the Private Sector Housing Civil Penalties Policy and to support the Council's corporate aims, objectives and strategies with respect to Private Sector Housing.

Since 2017, local housing authorities have had the power to impose civil financial penalties on individuals and organisations, as an alternative to prosecution, for certain offences under the Housing Act 2004. Rent repayment orders have also been extended to cover a wider range of offences. The

introduction of the Renters Rights Act 2025 has increased the range of offences for which local authorities may issue civil penalties, and has increased the statutory maximum fine to £40,000.

Inter-departmental working

The PRS Enforcement team will work with other Council departments for shared targeted action making best use of resources and sharing information when it is right and appropriate to do so. To that end, we work with our colleagues in Planning and Building Control, Council Tax and Housing Benefits, Safer Stronger Communities, Housing Strategy including the Vacants Team and Housing Options (homelessness prevention), Social Services (both Adult and Children's) and any other department necessary.

Multi-Agency working

The range of enforcement matters dealt with by the Council in this policy area are such that it may be necessary on occasions to work with other agencies. For example the Council may carry out joint inspections with Greater Manchester Fire and Rescue Service ("GMFRS"), Greater Manchester Police, The Home Office, HMRC or the Health and Safety Executive.

Where a fire hazard is identified, the Council may consult with GMFRS on works required before taking enforcement action. In the case of proposed emergency measures, that consultation will be so far as practicable to do so.

In determining the most appropriate form of investigation or enforcement action, officers will have regard, so far as they are aware, to any potential or existing action of other Council services or outside agencies.

Where matters are identified, or reported to our officers that are the responsibility of another Council service or outside agency, persons involved will, as far as practicable, be informed of the matter and it will be referred to the appropriate service or agency.

Where enforcement action is being taken by another Council service or outside agency, we will provide all reasonable assistance including the production of witness statements and collection/sharing of evidence subject to any legal constraints and the meeting of reasonable expenses.

Authorisation of Officers

Only officers who are competent by training, qualification and/or experience will be authorised to undertake enforcement action. The Council's Scheme of Delegation sets out delegated powers given to officers and under what legislation.

2. Purpose of the Enforcement Policy

The purpose of this Private Sector Housing Enforcement Policy is to address the legal responsibilities, policies, principles and priorities that the Council will follow when enforcing legislation pertinent to public health and housing matters and to explain how the Council will take steps to ensure safer and healthier private housing in Bury.

This Policy provides an overview of the broad principles and processes with which the Council will seek to follow when delivering our service within the private housing sector. It should be read in conjunction with other strategies and policies such as the Private Sector Housing Civil Penalties Policy.

In addition, this policy explains how the Council will enforce the Renters' Rights Act 2025, alongside its traditional role in regulating property conditions and licensing.

The Renters Rights Act and the 'Landlord Legislation' (as defined by S107) sit outside of the Regulators' Code, and its provisions do not apply.

Part 1 of the Housing Act 2004 is also outside of the code's scope.

Notwithstanding this, the following legislation and its enforcement does come within the Legislative and Regulatory Reform (Regulatory Functions) Order 2007 and is therefore within the scope of the Regulators Code and the principles of good regulation:

- Parts 8, 9 and 10 of the Housing Act 1985
- Part 8 of the Housing Act 1996
- Parts 2 to 5 of the Housing Act 2004

This policy document sets out what owners, landlords, their agents or any other person involved in the letting or management of privately rented accommodation, and tenants of private rented sector properties, can expect from officers when dealing with non-compliance.

What is enforcement action?

Enforcement means an action carried out in exercise of or against the background of statutory enforcement powers. This is not limited to formal action such as prosecution, the imposition of civil penalty notices, the service of legal notices or the application for a rent repayment order. It also includes inspections or investigations related to property or land and any relevant person where the purpose is checking compliance with legislation or to give advice and guidance on how to comply with the law.

All enforcement action taken will be in accordance with relevant statutory Codes of Practice, Council procedures and protocols, and official guidance from central and local government bodies.

Our Objectives

In normal circumstances, enforcement action will be carried out by the PRS Enforcement team with the objectives to ensure that:

- Tenants of private landlords and Registered Providers (RP's) live in homes that are free of significant risks to their health, wellbeing and safety;
- All Houses in Multiple Occupation (HMO's) are appropriate to be used as a HMO, are safe and well managed and all relevant Management Regulations are adhered to;
- All licensable Houses in Multiple Occupation are licensed and all licensing conditions are met;
- Privately owned property and land does not present a statutory nuisance to other land owners, and does not directly or indirectly present an unacceptable risk to the public health, safety or the environment;
- All properties in Bury comply with the legal requirements in relation to smoke and carbon monoxide regulations[4];
- Letting agents and property management agents in Bury are registered with one of three approved Government Ombudsman Schemes[3]; and
- The Council meets its statutory duties in relation to hazards within housing in so far as dealing with Category 1 Hazards using HHSRS and under the provisions of The Housing Act 2004.
- All applicable properties have a valid EPC as per the Energy Performance of Buildings (England and Wales) Regulations 2012.
- All privately rented properties in Bury comply with the legal requirements in relation to Minimum Energy Efficiency Standard regulations 2019.

3. Principles of Good Enforcement

When discharging its duties in relation to private sector housing, any enforcement action taken will generally be in line with the principles of good enforcement as outlined in:

- The Human Rights Act 1998
- Regulators Code 2014
- The Enforcement Concordat
- The Police and Criminal Evidence Act 1984 (as amended) and the Codes of Practice
- Criminal Procedures and Investigations Act 1985
- Regulation of Investigatory Powers Act 2000
- The Code for Crown Prosecutors[5]
- Enforcement Guidance issued under section 9 of the Housing Act 2004.

Renters' Rights Act 2025 – Enforcement Approach

The Council recognises that breaches of the Landlord Legislation introduced by the Renters' Rights Act 2025 differ in nature from traditional property condition matters. Where there is evidence, or a reasonable suspicion, of unlawful eviction, harassment, misuse of possession grounds, invalid eviction notices or other tenancy reform offences, early informal resolution will not normally be appropriate. In such cases, enforcement action will normally commence by way of formal investigation and, where the evidential and public interest tests are met, formal enforcement action.

Economic/Commercial Development

In the context of a housing supply shortage, there is increased focus on the role the private rented sector can play in housing people who cannot access social housing and who cannot afford to purchase a property. This Policy is not intended to stifle growth and development within Bury as the Council recognises the need for a well-managed and regulated private rented sector and will always seek to work with business who wish to invest in the area; however, it is expected that developers and investors within the Borough ensure compliance with all housing legislation as a minimum.

Property Inspections and Compliance Visits

The Council will use risk assessment to concentrate resources in the areas that need them the most and on the properties in the worst condition.

The Council will respond to resident's complaints about substandard, unsafe and problematic private housing and adopt an escalated approach to enforcement. An initial assessment will normally be carried out and any follow up advice or action will depend on the outcome of the initial assessment, which may not always involve a visit to the property. Complaints about housing provided by Registered Providers, will usually be referred to the Registered Provider to investigate first.

The Council will also carry out proactive property inspections, on a risk based intelligence led approach, to ensure that available resources are targeted at the worst properties based on priority, for example licensable Houses in Multiple Occupation which are avoiding mandatory licensing. These types of properties are 'high risk', particularly in relation to fire safety and therefore it is vital that the Council target resources on a risk based approach.

Above all the Council has a general duty to keep housing conditions under review in Bury in order to identify any action that may need to be taken under the Housing Act 2004.

Advice and Guidance

The Council will provide general information, advice and guidance to make it easier for businesses to understand and meet their responsibilities. This will

usually be done through our website https://www.bury.gov.uk however where customers require specialist advice based on specific scenarios, there may be a charge for specialist advice and guidance.

Principles Underpinning Enforcement Action

The Private Sector Housing team's enforcement activity will be:

- **Targeted**- We aim to prioritise our resources in areas where they will be most effective. To ensure this we will use an intelligence and risk based approach, focusing on properties and persons who pose the greatest risk. This will include those landlords who fail to licence licensable properties as well as properties which put tenant's health and safety at risk along with evidence of poor property management, which is often evidenced by complaints of anti-social behaviour from the property.
- **Proportionate**- Enforcement action will be proportionate taking into account the scale, seriousness and nature of any breach and/or non-compliance. We will avoid actions which may provide a perverse incentive for non-compliance, for example, costly works in default where it is difficult for us to recover our costs.
- **Fair and Objective**- Enforcement action will be based on the individual circumstances of a case, taking all available information and evidence into account. Officers will carry out investigations in a fair and open minded manner.
- **Transparent**- Enforcement action taken will be in accordance with policies and procedures which are in the public domain. Communications will be easy to understand, with clear reasons being given for any enforcement action taken.
- **Consistent**- Enforcement action will be taken by well-trained investigators and the Private Sector Housing teams will ensure consistency in the interpretation and enforcement of legislation and will liaise with other regulatory agencies to share and develop good practice.
- **Accountable**- Enforcement action will be taken in a responsible manner that has a clear purpose.
- **Tenant-focused** – recognising the increased security of tenure and protections afforded to tenants under the Renters' Rights Act 2025.

4. The Regulation of Private Sector Housing

Dealing with Complaints

The Private Sector Housing team will respond to complaints from tenants as well as other residents and stakeholders about private housing, prioritising the complaints on the basis of seriousness and risk of harm. If enforcement action is necessary, a variety of regulatory powers can be used to address and resolve the issue. In the first instance and where appropriate, we expect the

landlord/licence holder to take steps to rectify the issues prior to us intervening formally.

Carrying out Inspections/compliance visits

This can be used where there is a statutory duty to do so, or in cases where the Council considers it is appropriate for an inspection to be conducted. Some inspections will be reactive based on a compliant or pro-active, for example to investigate whether a property is an unlicensed house which requires a Landlord Licence or to check compliance with licence conditions.

Housing, Health and Safety Rating System (HHSRS)

The Housing Act 2004, together with regulations made under it, prescribes the HHSRS as a means by which local housing authorities assess housing conditions and decide on action to deal with poor housing. It is a risk based system of the effect of housing conditions on the health of occupiers. Twenty one potential hazards are assessed and scored for their severity. The scores for each are ranked in bands. There are two categories of possible hazards which are then identified from the bands:

- **Category 1 hazards** represent a serious danger to health and the Council has a duty to take appropriate action to deal with these.
- **Category 2 hazards** represent a less serious danger and the Council has the power, but no duty, to reduce category 2 hazards through appropriate action.

A range of enforcement powers are available under the Housing Act 2004 to remove or reduce any hazards identified to an acceptable level.

In most cases, the Council will follow a pre-formal process in which it will seek to work with landlords and property owners to reduce hazards. This may not be appropriate in all cases, such as when there is an imminent risk of serious harm to the health or safety of occupants, therefore each case will be risk assessed to determine the appropriate course of enforcement action.

Hazards are scored on the basis of risk to the potential occupant who is most vulnerable to that specific hazard. In determining what action to take, the Council will take account of the hazard assessment score; whether the Council has a duty to take action or discretion to act; the views of the occupiers; the risk to the current and likely future occupiers and regular visitors; and the presence of other significant hazards in the property.

Enforcement of Tenancy and Eviction Reform

The Council recognises that the Renters' Rights Act 2025 fundamentally reforms security of tenure in the private rented sector.

Discrimination in Lettings and Marketing

The Council will investigate, where able, allegations of unlawful discrimination in the marketing or letting of residential accommodation, including discrimination on the basis that a prospective tenant is in receipt of benefits or has children, as prohibited by the Renters' Rights Act 2025. These investigations may take place between different departments within the Council, for example, the Homelessness and Housing options service or Trading Standards.

This includes, but is not limited to:

• refusal to let or consider applications;

• discriminatory advertising or instructions to agents;

• blanket policies excluding particular groups;

• practices that have the effect of disadvantaging protected or prohibited groups.

Where sufficient evidence is obtained, the Council will consider formal enforcement action, including the imposition of a civil financial penalty, prosecution where appropriate, and associated sanctions

The Council will investigate where able, and take enforcement action where landlords or agents seek to avoid or circumvent statutory tenancy protections, including where they:

• attempt to end a tenancy orally or by invalid notice;

• seek possession outside the prescribed legal process;

• misuse or misrepresent possession grounds;

• pressure or encourage tenants to "leave voluntarily";

• re-let or re-market properties in breach of post-possession restrictions.

Such cases will normally be progressed by way of formal enforcement action in the first instance.

Houses in Multiple Occupation (HMO's)

A House in Multiple Occupation (HMO) is a building or part of a building occupied by two or more people who do not form a single household as their only or main residence, and there is some sharing of basic amenities. This includes houses containing bedsits, hostels and shared houses.

The full definition of a HMO is found at section 254 of the Housing Act 2004. Some HMO's require licensing, while others do not. Although many smaller HMO's are not required to be licensed, as all HMO's are higher risk than single family homes, the conditions, facilities[6] and management are regulated.

Where a non-licensed HMO is badly managed and/or is in a poor state of repair, then the Council will prioritise it for action, based on an assessment of risk.

Section 257 HMO's as prescribed by section 257 of The Housing Act 2004

A 257 HMO comprises entirely of converted self-contained flats and the standard of conversion does not meet, at a minimum, that required by the 1991 Building Regulations and more than one third of the flats are occupied under short tenancies.

These types of properties can be problematic especially where there is a lack of fire precautions or where fire precautions are under specified and would usually be prioritised as high risk properties. Section 257 HMO's are also subject to Management Regulations[7].

Mandatory HMO Licensing

The Housing Act 2004[8] introduced a mandatory licensing requirement for certain types of HMO's and came into force in April 2006. The aim of licensing is to ensure that every licensable HMO is safe for the occupants and visitors, suitable to be used as a HMO and that the property is properly managed.

A HMO licence is required for HMO's that are occupied by 5 or more persons, comprising of two or more households, who share facilities[14]. These type HMO's are the highest risk.

The HMO licensing process consists of inspecting all mandatory HMO's to assess the suitability of the premises for the number of occupants indicated, including adequate provision of amenities. The process also ensures that the most appropriate person is granted the licence and scrutinises the fitness of a person to be the licence holder. The process also examines whether the management arrangements of the premises are acceptable[9].

It is a criminal offence for a person to manage or control a HMO which requires a license but isn't so licensed[6]. This offence is punishable by the courts to an unlimited fine on conviction or to a civil penalty imposed by the Council of up to £40,000 per offence[10].

It is also a criminal offence for a HMO licence holder to fail to comply with licence conditions. This is also punishable by the courts to an unlimited fine on conviction or to a civil penalty imposed by the Council of up to £40,000 per offence.

The Council will robustly pursue anyone (individual or company) who is controlling or managing a mandatory licensable HMO without the required licence. The Council will take a zero tolerance stance to all unlicensed Mandatory HMO's. Appropriate enforcement action will be taken which may include imposing a civil penalty or prosecution through the courts[11].

The Council will also robustly enforce in relation to breaches of licence conditions[12] and management regulations[9].

It is also a criminal offence to control or manage a HMO which is licensed, yet to knowingly permit more persons to occupy the property than is allowed under the terms of the licence[13]. Again this offence is punishable by the courts on conviction to an unlimited fine. The Council can also impose a civil penalty for up to £40,000 for this offence [10].

The Council will take robust action against those found to be committing such an offence. Appropriate action may include prosecution through the courts or the imposition of a civil penalty [11].

A licence holder must continue to be fit and proper to hold a licence for the duration of the licence period. The Council will consider revoking a property licence if an issue comes to light regarding a person's fitness to hold such a licence.

Selective Licensing (Landlord Licensing)

Where deemed necessary, the Council may designate one or more areas of Bury as suitable for selective licensing.

The aim of such a scheme would be to ensure good standards of property management are adhered to and a minimum standard is met in relation to the private rented sector.

A licence would be required for each privately rented dwelling within any designated area [14]. A licence holder would have to be a fit and proper person to hold such a licence and there would have to be satisfactory management arrangements in place.

Licence conditions would have to be adhered to by the licence holder to ensure that minimum standards were met in relation to gas, electric and fire safety. Conditions would also relate to proper tenancy management and seek to ensure the rental property is in a good state of repair.

It is a criminal offence for a person to manage or control a property which requires a licence under the Landlord Licensing Scheme, yet doesn't have such a licence[15]. This offence is punishable on conviction by the courts to an unlimited fine. A civil penalty can also be imposed by the Council for up to £40,000.[16]

Overcrowding

We will investigate complaints from private rented sector tenants about overcrowded living conditions, from other properties where they are concerned about children or vulnerable adults living in overcrowded conditions or where overcrowded conditions are legitimately impacting on neighbours health, safety or welfare.

In cases of severe overcrowding, the Council will explore housing options available to the tenant, including assisting in a move to alternative accommodation by liaising with other departments including Housing Options.

When deciding on the most appropriate course of action each case will be judged on its own merits.

We may advise persons living in overcrowded conditions that their health is at risk but that the most appropriate action is not to require them to move out.

Minimum Energy Efficiency Standards

The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 establish a minimum level of energy efficiency for privately rented property in England and Wales. This minimum level of energy efficiency means that, subject to certain requirements and exemptions:

a) from the 1st April 2018, landlords of relevant domestic private rented properties may not grant a tenancy to new or existing tenants if their property has an EPC rating of band F or G (as shown on a valid Energy Performance Certificate for the property);
b) from the 1st April 2020, landlords must not continue letting a relevant domestic property which is already let if that property has an EPC rating of band F or G (as shown on a valid Energy Performance Certificate for the property).

If you're a private landlord, you must either:
- ensure your rented properties have an EPC with a minimum 'E' rating
- register a valid PRS exemption on the PRS exemptions register

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- ensure your rented properties have an EPC with a minimum 'E' rating
- register a valid PRS exemption on the PRS exemptions register

Failure to do either of these is a breach of the Regulations.

The Council investigates any potential breaches of the regulations. If the Council is satisfied that you are, or have at any time in the 18 months preceding the date of service of the penalty notice, breached the Regulations, you may be subject to a penalty notice imposing a financial penalty. The Council may also impose a publication penalty.

5. Responding to Different Tenures

Different tenures need to be dealt with in different ways. For example an owner occupier has control over the condition of their home. A tenant is dependent on the landlord being willing to carry out repairs. Leaseholders have their own alternative remedies under the lease. Registered Providers are subject to their own regulation.

Owner Occupiers

Generally, the Council will only take enforcement action against owner occupiers without their consent, in the following situations;

- The problem is adversely affecting someone else, for example a drainage problem which is also affecting an adjoining property. Other examples would be where there are also tenants living at the property or where there is a danger to the health and safety of the public or visitors to the property.
- In certain circumstances, the Council may take enforcement action to protect the health and safety of a vulnerable or elderly owner occupier, for example in cases of hoarding. However, this would only be done where all alternative means to resolve the problem had first been explored.

Private Tenants and Landlords

Before considering taking action in relation to a tenanted property, the tenant(s) will normally be required to contact their landlord about the problem first.

Legislation covering Landlord and Tenant issues requires that a tenant notify their landlords of any problems with the property. This is because it is more difficult for landlords to carry out their obligations under the legislation, unless they have been made aware of the problem.

Where the matter concerns an imminent risk of serious harm to the health and safety of the occupants, it is expected that the tenant will contact the landlord, even if this is after they have contacted the Private Sector Housing team. It would be helpful if the tenant could provide the Council with copies of any correspondence with the landlord about the issue. In certain circumstances it might not be appropriate for the tenant to write to their landlord first, for example if there is a history of threats of violence or harassment/illegal eviction against the tenant, where the tenant or an occupier appears to be vulnerable, or where the property is one which requires a licence but does not have one.

Tenants should consider seeking independent legal advice about their own individual powers to resolve any dispute with the landlord, as a tenant may want to take their own private action against the landlord.

The Council will generally seek to consult tenants before taking enforcement action, and take into account any representations. This may not always be possible, for example in an emergency. Consultations with landlords will depend on the severity of the issue.

Leaseholders

The Council often receives complaints from leaseholders requesting assistance in taking action against other leaseholders or freeholders. Council assistance will be limited to;

- Category 1 and 2 hazards where the leasehold property is tenanted

- Contraventions of HMO management regulations affecting the common parts
- Statutory nuisances/serious emergency situations affecting either the common parts of or multiple flats in a leasehold block
- Breaches of HMO or Landlord Licence conditions

Registered Providers (Social Landlords)

Registered Providers (RP's) exist to provide suitable and properly maintained accommodation for their tenant's. They are managed by Boards and their performance is scrutinised the regulator.

RPs normally employ staff to both manage and maintain their properties and will usually have written arrangements for reporting problems, setting out the response times they aim to achieve, an also for registering any complaints about service failures.

On that basis the Council will not usually take complaints from tenants of RP properties unless:

- It is satisfied that the problem in question has been properly reported to the RP;
- The RP has failed to take the appropriate action;
- The tenant has exhausted all internal RP complaint procedures; AND
- Has made a formal complaint to the Housing Ombudsman; OR
- There is a serious risk of imminent harm OR
- There is a statutory nuisance arising from an RP property

If the Council determines that it is appropriate to take action, it will usually notify the RP that a complaint has been received and/or the hazard identified and seek the RP's comments and proposals.

Only in cases where it judges the RP's response to be unsatisfactory will the Council take further action determining at this stage the appropriate enforcement action to take, after considering all the facts and circumstances of the case. Any formal action taken will be subject to the usual charging procedure. The Council would only undertake works in default in the most extreme of circumstances.

6. Situations Where a Service May Not Be Provided

Renters' Rights Act 2025

Nothing in this section will prevent the Council from investigating or enforcing where there is an alleged breach of the Landlord Legislation, including unlawful eviction, harassment, misuse of possession grounds, or other tenancy reform offences.

In cases involving alleged breaches of the Landlord Legislation, including eviction-related conduct, tenant cooperation issues or parallel civil proceedings will not normally prevent investigation or enforcement where it is necessary to protect statutory rights, prevent harm, or uphold the purposes of the Renters' Rights Act 2025.

Where any of the following situations arise, consideration will be given to either not providing a service or ceasing to provide a service (not exhaustive):

- Where the Council has evidence that the tenant(s) unreasonably refused access to the landlord, managing agent or landlord's contractor, to arrange to carry out works;
- Where a tenant(s) already has instructed a solicitor/legal advisor in relation to a claim for disrepair;
- Where the tenant(s) have, in the Council's opinion, clearly caused the damage to the property which they are complaining about, and there are no other items of disrepair;
- Where the tenant(s) only reason for contacting the Private Sector Housing teams, is in the Council's opinion, in order to get re-housed. The Council will aim to bring their present accommodation up to standard;
- Where the tenant(s) has requested a service and then failed to keep an appointment and not responded to a follow up letter or appointment card;
- Where the tenant(s) have been aggressive, threatening or being verbally or physically abusive towards officers;
- Where there is found to be no justification for the complaint, on visiting the property;
- Where the tenant(s) unreasonably refuse to provide the Council with relevant documentation.

7. Range of Options to Regulate and Ensure Compliance with Housing Legislation

The following are examples of situations where different types of action may be taken. The list is not exhaustive and decisions will be made on a case by case basis.

No action

In some circumstances it may be appropriate to take no action at all.

Pre-formal action and advice

Wherever possible the Council will try to enforce in a pre-formal manner. This would involve the officer drawing to the attention of the owner, manager or responsible person, in the form of a letter, email or telephone call. This letter will

normally list any hazards and deficiencies and action needed to be taken within a reasonable period of time.

If this pre-formal approach does not result in works or action being completed, insufficient progress made and/or information requested not supplied, then the Council may choose to treat this in a formal way.

Pre-formal action may be appropriate where:

- The matter does not involve a category 1 hazard; or failure to apply for a HMO licence or a Landlord Licence;
- Confidence in the individual/business management is high;
- There is insufficient evidence for formal action at that time (although formal action may follow at a later stage);
- The act or omission is not sufficiently serious to warrant formal action;
- The consequences of non-compliance does not pose a significant risk to occupiers/public health and safety;
- There are no concerns that the tenant may be subject to retaliatory eviction

Formal action

Formal action may be taken when:

- Pre-formal action has not resulted in compliance or progress;
- A statutory duty exists to do so, for example a category 1 hazard has been identified;
- There are significant contraventions of legislation, for example category 2 hazards are identified.
- An owner, landlord or managing agent is known to have a history of non-compliance with statutory requirements;
- There is evidence or suspicion of a breach of the Renters' Rights Act 2025;
- A landlord or agent has attempted to end a tenancy outside the prescribed legal process;
- There is potential misuse of a statutory possession ground;
- There is evidence of retaliatory or disguised eviction behaviour
- A serious offence has been committed, such as failure to apply for a HMO or Landlord Licence, serious breaches of HMO Management Regulations and/or HMO or Landlord Licence conditions and/or non-compliance with a statutory notice served;
- Where standards are extremely poor and the responsible person or company shows little or no awareness of the management regulations or statutory requirements;
- The consequences of non-compliance are significant;

- The likely ability of any witness to give evidence and their willingness to cooperate;

The Council will determine which of the formal enforcement options it will use, taking all the circumstances and facts of the individual case into account.

6. Statutory notices

The most common forms of formal action are the issuing of statutory notices. Most notices served by the Private Sector Housing team are under the Housing Act 2004. The main ones used are:

- Hazard Awareness Notice
- Improvement Notice (including a Suspended Improvement Notice)
- Prohibition Order (including a Suspended Prohibition Order)
- Emergency Prohibition Order
- Emergency Remedial Action

A statement of reasons will be provided with the Notice, explaining why the Council has decided to take a particular course of action, rather than any other kind of enforcement action.

The Council also has powers to enforce further legislation and can serve relevant Notices in relation to these. Further information can be found at Appendix 3 to this Policy.

Improvement Notice

Improvement Notices[18] require remedial works to be undertaken within a specified time. The Notice can require that the hazard is reduced to an appropriate level or removed completely. The Council will take all the circumstances of a case into account, including the category of hazard, when making this decision.

An Improvement Notice will often provide the most appropriate course of action for most hazards.

The Council has the power to suspend an Improvement Notice in certain circumstances[19] and would consider this if reasonable, in all the circumstances of the case, to do so.

Failure to comply with an Improvement Notice is a criminal offence[19] and enforcement action can be taken in relation to this, such as the imposition of a civil penalty, prosecution and works in default.

Prohibition Orders

A Prohibition Order can be used in respect of both Category 1 and 2 hazards.

Prohibition Orders may prohibit use of all of or part of a dwelling, HMO or building containing flats or its common parts[21]. This may be appropriate, for example, if repair and/or improvement appear inappropriate on grounds of practicality or excessive cost.

A Prohibition Order can also relate to occupation by a particular number of persons or households and/or particular description of persons[22]. This might be appropriate, for example, if the property has a steep staircase or uneven floors which would make them particularly hazardous for elderly occupants or a property with an open staircase that would make it particularly hazardous for infants.

The Council has the power to suspend a Prohibition Order in certain circumstances[23] and would consider where it was reasonable to do so if the facts of a particular case appear to justify it.

Failure to comply with a Prohibition Order is a criminal offence[24] and enforcement action can be taken in relation to this, such as prosecution and/or works in default.

Hazard Awareness Notice

A Hazard Awareness Notices[25] give formal notification that a hazard exists and does not require the recipient to carry out any works (however, the notice can specify remedial works which the Council considers it would be practicable and appropriate to carry out).

Such a Notice might be served when it is judged appropriate to draw the landlord's attention to the desirability of remedial action or to notify the landlord of a hazard as part of a measured enforcement response.

Emergency Remedial Action and Emergency Prohibition Orders

The situations when the Council may use Emergency Remedial Action and Emergency Prohibition Orders are outlined by the Housing Act 200437. Specifically, the Council must be satisfied that:

- A Category 1 hazard exists, and that -
- The hazard poses an imminent risk of serious harm to the health or safety of the occupants or any residential premises, and
- Immediate action is necessary.

If the above conditions are met, then the Council will take the appropriate emergency action. The serving of an Emergency Prohibition Order is a significant power which the Council has. The issuing of such an Order has serious consequences in relation to displacing tenants with immediate effect and for that reason, only in the most serious of situations (when no other enforcement action is appropriate) will this power be used.

Situations where such action may be appropriate include (but are not limited to):

- Residential accommodation above a commercial premises with a lack of safe means of escape in the event of a fire because there is no independent access
- Risk of electrocution, fire, gassing, explosion or collapse
- Residential accommodation housing vulnerable occupants, poor and or absentee management and a serious hazard(s) in relation to fire safety.

Breach of an Emergency Prohibition Order[24] is a criminal offence and is likely to lead to a prosecution due to the seriousness of the offence and the level of harm occupiers have been exposed to.

7. Powers of Entry and non-compliance with statutory notices

Entry to Premises

S118 Renters' Rights Act 2025 permits Council officers to enter business premises of relevant people (including landlords, letting agents, and marketers) if it is necessary for the production or seizure of documents under s122-s123 Renters' Rights Act 2025. This power will be exercised without a warrant.

S121 Renters' Rights Act 2025 allows a Council officer named in a warrant to enter premises used for a rental sector business which is not mainly accommodation if there are documents on the premises which the officer could require under s122 or seize under s123. In addition, for this power to be exercised, one of the following conditions must be met:

- That access to the premises has been or is likely to be refused, and the Council has provided notice of their intention to apply for a warrant to the occupier;
- Those documents on the premises would likely be concealed or interfered with if notice of entry were to be given;
- That no occupier is present, and waiting for their return might defeat the purpose of the entry.

Following a s118 or s121 Renters' Rights Act 2025 entry, s122 allows an officer at any reasonable time to require a relevant person on the premises to produce any documents relating to the business and to take copies of them. This may only be exercised to ascertain whether there has been a breach of the Rented Accommodation Legislation where an officer reasonably suspects there has been a breach or an offence; or to ascertain whether the documents may be required in evidence for proceedings regarding a breach or offence.

Following a s118 or s121 Renters' Rights Act 2025 entry, s123 authorises Council officers to seize and detain documents that the officer reasonably

suspects may be required as evidence in proceedings relating to a breach of, or an offence under, the Rented Accommodation Legislation. When doing so, the officer will provide evidence of the officer's identity and authority if reasonably practicable. The officer will take reasonable steps to inform the person from whom documents have been seized that they have been seized, and will provide that person with a written record of what has been taken.

S126 Renters' Rights Act 2025 permits the Council to enter residential premises used for a tenancy at a reasonable time if the officer considers it necessary as part of an investigation into potential offences specified in subsection 1(b). Where required, the Council will give at least 24 hours' notice of this to the occupier and individuals with an interest in the property as per subsection 1(c), detailing in writing why the entry is necessary and the suspected offences. Where there are occupiers found on the premises, the officer will provide evidence of the officer's identity and authority to at least one of the occupiers if reasonably practicable.

In addition, s239 Housing Act 2004 permits Council officers to enter, if necessary and at a reasonable time, a property in order to carry out a survey or examination. Notice will usually be given in writing or by email, but can in some circumstances be given verbally, depending on the relevant statutory provision.

This may be done if any one of the following is met:

- to determine if any Part 1-4 enforcement functions should be exercised;
- the premises are part of an Improvement Notice or Prohibition Order;
- a management order is in force under Chapter 1 or 2 of Part 4 on the premises.

In certain circumstance the Council may obtain a warrant to enter, by force if necessary, under s240 Housing Act 2004

The powers of entry can be enforced with a warrant issued by a court. The police and or security staff will usually accompany officers when executing a warrant if appropriate. It is an offence to obstruct an officer in the course of their duty. Officers exercising their Power of Entry will carry identification and details of their authorisation to carry out such action.

Powers to require documents or information to be provided

Authorised officers have powers to require documentation and/or information to be provided in the course of their duties. This power is usually exercised under section 235 of the Housing Act 2004 and section 16 of the Local Government (Miscellaneous Provisions) Act 1976, however other legislative provisions may also be used.

This power may be exercised:

- Where it is necessary for information to be provided to enable officers to carry out their powers and duties;

- Where it is necessary for information to be provided to enable officers to carry out their powers and duties under the Housing Act 2004;
- Where it is necessary for any person with an interest in a property/land to provide details about ownership and occupation;
- Where it is necessary for electrical certificates, gas safety certificates and fire risk assessments to be provided in relation to HMO's;
- Where it is necessary for electrical certificates, gas safety certificates and copy tenant agreements to be provided in relation to properties falling under the Landlord Licensing Scheme;
- Where it is necessary for Energy Performance Certificates to be provided in relation to privately rented properties.

Failure to comply with formal requests for information under specified legislation is a criminal offence and enforcement action can be taken, such as a prosecution.

The Council also has powers under Section 237 of the Housing Act 2004 to use information obtained by the Council from Housing Benefit and Council Tax information to carry out its functions or investigate the commission of an offence in relation to Parts 1-4 of the same Act.

Renters Rights Act Investigatory Powers

In addition to the Council's informal and formal powers of enforcement, there are investigatory powers relating to the collection of information and relating to the entry of premises including, but not limited to, the powers detailed below.

Power to Investigate

S114 Renters' Rights Act 2025 gives the Council power to issue a notice to a relevant person to require the person to provide specified information to the Council.

This notice may be given to any person with an estate or interest in the land; the licensor; their agents; or a marketer of a property. It may be given in regard to any offence under the following Legislation:

- Sections 1 and 1A of the Protection from Eviction Act 1977;
- Chapter 1 of Part 1 of the Housing Act 1988;
- Section 83(1) or 84(1) of the Enterprise and Regulatory Reform Act 2013;
- Sections 21 to 23 of the Housing and Planning Act 2016;
- Chapter 3 of Part 1 and Part 2 of the Renters' Rights Act 2025.

Failure to comply with a s114 notice is an offence under s131 Renters' Rights Act 2025, as is being obstructive and intentionally or recklessly making false or misleading statements in response to a s.114 notice.

S115 Renters' Rights Act 2025 permits the Council when it reasonably suspects a breach of the Rented Accommodation Legislation to issue a notice to any person requiring them to provide the information specified. This may only be done to investigate whether a breach has occurred under the Rented Accommodation Legislation, or to determine the amount of a penalty. For the purposes of this section, the Rented Accommodation Legislation means:

- Sections 1 and 1A of the Protection from Eviction Act 1977;
- Chapter 1 of Part 1 of the Housing Act 1988;
- Parts 1 to 4 and 7 of the Housing Act 2004;
- Section 83(1) or 84(1) of the Enterprise and Regulatory Reform Act 2013;
- Sections 21 to 23 of the Housing and Planning Act 2016;
- Chapter 3 of Part 1 and Part 2 of the Renters' Rights Act 2025.

Where an individual has not complied with a s115 notice, s116 Renters' Rights Act 2025 enables the Council to make an application to the Court to enforce the provisions of the notice and seek reimbursement for the costs of the application.

S131 Renters' Rights Act provides that, in addition to the offence of non-compliance with a s114 notice, it is an offence for an individual to obstruct a Council officer seeking to exercise their powers without reasonable excuse. It is also an offence to fail to give an officer any additional assistance or information which they reasonably require without reasonable excuse.

S235 Housing Act 2004 allows the Council to issue a notice to relevant individuals, including occupiers, directing them to provide specified documents under their control for the purpose of investigating whether an offence has been committed under Parts 1 to 4 of the Housing Act 2004 or exercising the Council's functions under Parts 1 to 4 of the Housing Act 2004.

S16 Local Government (Miscellaneous Provisions) Act 1976 also permits the Council to issue a notice to an occupier, manager, or individual with an interest in the land to compel them to provide the Council with information on the nature of their interest and the names and addresses of current occupiers and of any others with an interest in the land.

Carrying out Works in Default

The Council is given powers under the Housing Act 2004 and other legislation to carry out works in default where a person has been required to carry out work, but has failed to do so. In most circumstances a person will be given notice of the Council's intention to carry out works in default. Once the work has started it is an offence to obstruct the Council or any of its contractors that have been employed to carry out the works. The cost of the works will be recovered in accordance with the relevant statutory provisions.

If a Notice has not been complied with the Council will consider whether works in default are appropriate. The Council is not obliged to carry out works and reserves the right not to do so where the cost of the works is likely to be very high or there are likely to be difficulties in recovering the costs.

Injunctive Actions

In certain circumstances injunctive actions may be used to deal with repeat offenders, dangerous circumstances or significant public detriment. Injunctive actions made also be used where it is necessary to prevent further offences and/or the harassment of tenants, witnesses or other people.

Revocation of HMO or Landlord Licenses

A HMO or Landlord Licence can be revoked on the grounds that the Council no longer considers that the licence holder is a 'fit and proper person' or where the Council no longer consider that the management of the house is carried out by persons who are fit and proper persons to be involved in the management of the property.

The Council can also revoke a HMO or Landlord License where we consider that the license holder or any other person has committed a serious breach of a condition of the license or repeated breaches of such a condition.

Civil Penalties

The Council has the power to impose civil penalties in respect of certain specified 'landlord legislation' for up to £40,000[31] per offence.

The same standard of criminal proof is required for a civil penalty as for a prosecution. This means that before a civil penalty can be imposed, the Council must satisfy itself that it can be demonstrated beyond reasonable doubt that the landlord did commit the offence in question and that if the matter were to be heard at a magistrates' court, there is a realistic prospect of a conviction. This is known as the 'Evidential Test'.

The Council must also be satisfied that it is in the public interest to impose a civil penalty rather than using another form of enforcement action such as a simple caution or prosecution through the courts. In making this assessment the Council will have regard to 'Crown Prosecution Service Code for Crown Prosecutors[5] Full Code Test'.

It is the intention of the Council to consider civil penalties as one available enforcement option in all cases where they can legally be imposed. An initial assessment of each case will be undertaken to determine whether a civil penalty would be more appropriate than other courses of action such as prosecution through the courts and in particular consideration of the Renters Rights Act 2025 which introduces a shift to deviate from the Regulators Code by issuing civil penalties without previous attempts at informal resolutions.

A civil penalty is an available option (for certain offences) when a caution is not deemed appropriate and/or when an offender has been offered a caution but refuses to accept this.

Civil penalties may also be imposed for qualifying offences introduced by the Renters' Rights Act 2025, including tenancy reform, eviction and discrimination

offences. Such penalties will be considered alongside prosecution and rent repayment orders where the evidential and public interest tests are met.

Prosecution may be the most appropriate option where an offence is particularly serious or where the offender has committed similar offences in the past. However, it does not mean that civil penalties should not be used in cases where serious offences have been committed.

A civil penalty of up to £40,000 can be imposed where a serious offence has been committed and therefore where the Council is of the view that the most disruptive sanction to impose on an irresponsible landlord is a civil penalty (or civil penalties), then it will do so.

The Council will consider whether there are particular reasons, on a case by case basis, why a prosecution may be more appropriate than the imposition of a civil penalty. These reasons include, but are not limited to, the following:

- The offence is so serious that it warrants a penalty in excess of the maximum amount the Council can impose;
- The offence is one which a civil penalty cannot legally be imposed for;
- The facts of the case mean that it is in the public interest for the case to be heard in public;
- It is the Council's intention to seek a Banning Order[32] on conviction;
- The offender has had civil penalties imposed on them previously, which they have not paid, resulting in County Court action.

The above list is not exhaustive and there may be other circumstances which are applicable which mean that the Council conclude that prosecution, rather than a civil penalty would be more appropriate. Likewise, there may be circumstances where a caution[33] may be more appropriate.

Any decision to impose a civil penalty will be fully considered at a case conference attended by the appropriate authorised officers. Advice and guidance may be sought from the Council's Legal Services.

In deciding the level of civil penalty that will be applied in relation to each offence, the Council will have regard to the Private Sector Housing Civil Penalties Policy, using the method to determine the civil penalty contained therein.

The Council will also have regard to the statutory guidance which has been issued[34] and overall will ensure that the civil penalty imposed removes any financial benefit the offender may have obtained by the commission of the offence. The guiding principle will be to ensure that the offender does not benefit as a result of committing the offence, for example, it should not be cheaper to offend than ensure that a property is well maintained and properly managed.

Issuing other financial or monetary penalties

The Council has the power to impose other financial and monetary penalties. These are dealt with in section 12 and 13 below.

Simple Cautions

A simple caution is a formal warning which is given to a person aged over 18 years old, who admits the commission of an offence.

A simple caution is usually a means to deal with less serious, mainly first-time types of offending, without the need for a prosecution. Whether the landlord has since rectified the issue will be an important factor in deciding the suitability of a caution.

The Council will offer a simple caution (or any other form of caution made available for us to use) to an offender in accordance with the most current and up to date guidance regarding out of court disposals from any relevant Government department or any other guidance which is relevant to prosecutors[35]

For the Council to offer a simple caution for an offence, there must first be sufficient evidence to prove the commission of the offence beyond reasonable doubt (criminal standard of proof) if the offence were to be prosecuted through the courts. In assessing this, the Council can take account of any clear and reliable verbal or written admissions by the offender to committing the offence being considered.

Before deciding that a simple caution is appropriate, the Council must also be satisfied that it is in the public interest to offer a simple caution in relation to the offence, rather than taking other forms of enforcement action such as prosecution or the imposition of a civil penalty (such as when they cannot legally be imposed for the particular offence or are not appropriate).

A caution can only be offered in cases where the offender has made a full and frank admission of guilt in relation to an offence(s) and this has been recorded. An offender would also need to formally accept the caution. Those offenders who are offered a caution and do not accept this will be prosecuted or a civil penalty imposed.

Whether an offender will be offered a simple caution is a matter for the Council to consider, on a case-by-case basis, having considered all the facts and circumstances of the offence.

A simple caution may be cited in later court proceedings and the Council may use this information to influence decisions going forward in relation to enforcement action and/or licence applications.

Consideration of offering a simple caution will be initially considered at a case conference attended by the appropriate authorised officers. Advice and guidance may be sought from the Council's Legal Services.

Prosecution

When deciding to prosecute, the Council must be satisfied that there is sufficient admissible and reliable evidence that an offence has been committed by an identifiable individual/s or company and that there is a realistic prospect of conviction.

In determining whether there is sufficient evidence to secure a conviction, the Council will have consideration 'Crown Prosecution Service Code for Crown Prosecutors[5]' for this purpose. The Code has two stages: (i) the evidential test and (ii) the public interest test.

Evidential Test

In accordance with this Policy, the Council will carry out an objective assessment of the evidence, including the impact of any defence and any other information that the offender has put forward or on which he or she might rely.

The Council will only prosecute where it is satisfied that the required burden of proof has been met and that an objective, impartial and reasonable bench of magistrates, or a judge hearing the case alone, properly directed and acting in accordance with the law, would be sure that the individual/s or company is guilty of the offence alleged.

The following factors will be considered when deciding whether there is a realistic prospect of conviction:

- Whether there is enough evidence to prove each element which makes up an offence (points to prove);
- Whether the offender can make out any statutory defence or is likely to have a reasonable excuse to put before the court;
- Whether the evidence is admissible in court and the importance of that evidence to the case as a whole, for example evidence which might be excluded because it breaches the rules of hearsay;
- Whether there is evidence to suggest a witnesses' background, credibility, age, intelligence or level of understanding is likely to weaken the Council's case in relation to the accuracy or the integrity, for example does the witness have a motive that may affect their attitude to the case, or relevant previous conviction?

Evidence will not be ignored because the Council is not sure that it can be used or that it may be unreliable; however, it should be closely considered when assessing whether there is a realistic prospect of conviction.

Public Interest Test

In every case where there is sufficient evidence to meet the evidential test outlined above, the Council must then go on to consider whether a prosecution is in the public interest. A prosecution will not take place automatically once the evidential test is met.

The Council will consider public interest factors in favour and against prosecution and a prosecution will normally occur if the factors in favour of a prosecution outweigh those against.

The Council will consider the following when assessing public interest:

How serious is the offence committed?

The more serious the offence, the more likely a prosecution will be appropriate. Consider whether the offence amounts to a significant risk to public health and safety or the environment when making this assessment (although some serious offences can also be dealt with by way of a civil penalty, if appropriate, by taking all the circumstances into account). The Council will consider whether the particular circumstances of the offence mean that the case should be heard in public.

What is a level of culpability?

The greater the offender's culpability, the more likely a prosecution will be appropriate (although again, a civil penalty may still be appropriate for highly culpable offenders for some offences). Culpability is likely to be determined by the level of the offenders involvement; the extent to which the offending was pre-planned/premeditated; whether they have relevant[36] previous unspent convictions, civil penalties (within the last 2 years) or cautions (within the last 2 years) (and whether they are subject to a Banning Order or on the Database of Rogue Landlords and Property Agents – subject to commencement); any offending whilst the offender was already subject to court proceedings; whether the offending is likely to be repeated or continue; also consider whether the offender was or is suffering from a mental or health issue which means that it is less likely that a prosecution will be needed.

What are the circumstances of harm caused to the victim?

The circumstances of the victim are highly relevant. The greater the vulnerability of the victim (tenant or visitors to the property), the more likely a prosecution will be required.

Consideration should be given to the worst possible harm outcomes that could reasonably occur as a result of the offender committing the specific offence that is being considered. This means that even if some harm has already come to tenants, or visitors to the property, consideration should still be given to whether there was the potential for even greater harm to have occurred. The vulnerability[37] of the tenant or any visitors to a property will be taken into account when determining the seriousness of the harm risked. This will be determined on a case-by-case basis.

When assessing the level of harm, the Council will take all the circumstances of the case into account, for example an unlicensed HMO where the landlord has served an illegal s21 notice on the tenant to quit the property.

The Council will have regard to whether the offence was motivated by any form of discrimination against the victim's ethnic or national origin, gender, disability,

age, religion or belief, sexual orientation or gender identity; or the offender has demonstrated hostility towards the victim based on those characteristics. The presence of those factors would mean that it is more likely that a prosecution is required.

The Council will also consider whether a prosecution is likely to have a significant adverse effect on the victim's physical or mental health. Although this factor if present, may mean that a prosecution is less likely, the Council must have regard to whether it is in the wider public interest to prosecute the case through the courts.

What is the impact on the wider community?

The greater the impact of the offending on the wider community, the more likely it is a prosecution will be required.

If it is the intention of the Council to seek a Banning Order on conviction, then a prosecution will be required. This will be the case when the circumstances of the offence/offender mean that the wider public will need to be protected from the commission of further offences.

Is a prosecution the appropriate response?

The Council will consider whether a prosecution is proportionate to the likely outcome of a prosecution, and in doing so the following may be appropriate (not exhaustive):

1. The likely cost to the Council weighed against the likely sentence at court (although the Council will always seek to recover full costs against the offender in successful court proceedings, which will mitigate the cost to council tax payers). Consider if a nominal penalty is likely;
    - The offence has resulted from a genuine mistake and the offender is prepared to rectify the problem;
    - The offender has been issued a civil penalty previously and did not pay the penalty charge, leading to County Court enforcement action, and so a civil penalty is not considered appropriate;
2. The offender has deliberately obstructed an officer in the execution of their duty;
3. The offender has provided false or misleading information to the Council;
4. The offender has used or threatened violence towards a tenant, member of the public or an Officer of the Council;
5. The facts of the case mean that it is in the public interest for the case to be heard in public.

Any decision to prosecute will be initially considered at a case conference attended by the appropriate authorised officers. If a prosecution is deemed appropriate, taking the evidential test and the public interest test into consideration, then the case will be fully prepared, including an interview under

caution for the potential defendants(s) if applicable, and referred to the Council's Legal Services for consideration.

Prosecutions will be brought forward without unavoidable delay.

To ensure fairness and consistency in decisions taken to prosecute, account will be taken of the Code for Crown Prosecutors.

8. Additional Enforcement Options for Licensable Properties

In addition to the enforcement options described above, the Council has further powers to ensure that adequate standards are met and maintained in licensable properties.

The additional enforcement powers are as follows:

- Interim Management Orders[38]
- Final Management Orders[38]

Interim Management Orders

If the Council is satisfied that there is no reasonable prospect of a licensable HMO or other property (which requires a Landlord Licence) being licensed (with appropriate conditions) in the near future, or if it is necessary to protect the health, safety or welfare of the occupiers of the property or properties in the vicinity, it must make an Interim Management Order in respect of the unlicensed property.

Although the Council may delegate the management of the property to another agency or partner - and there are provisions to vary, revoke and appeal against an Interim Management Order - an Interim Management Order will be in force for 12 months or until a HMO or Landlord Licence is granted if this happens within the 12 months.

An Interim Management Order allows the Council to manage the property with many of the rights of a landlord, including the right to collect the rent and to use that rent to pay for work to the property.

Final Management Order

If the Council is satisfied (on the expiry of an Interim Management Order) that the property still requires a licence, but it is still not able to grant a HMO or Landlord Licence, it must make a Final Management Order.

A final Management Order is similar to an Interim Management Order in that there are provisions to vary, revoke and appeal against the Final Management Order, the Council may delegate the management of the property to another agency or partner.

9. Rent Repayment Orders

Part 2 of the Housing and Planning Act 2016 permits the Council to seek a Rent Repayment Order at the First-Tier Tribunal Property Chamber to require the landlord of the property where the offence(s) has been committed to refund rent to the tenants or the Council. S48 of the Housing and Planning Act 2016 places a duty on the Council to consider applying for Rent Repayment Orders.

Where a landlord has been convicted or received a Civil Financial Penalty in respect of the offence, the Tribunal must award the maximum applicable amount, except in exceptional circumstances.

This power will be considered in response to all qualifying offences and where there is sufficient evidence for a successful application to the First-Tier Tribunal.

The qualifying offences are:

- Unlawful eviction and harassment of occupier as defined under the Protection from Eviction Act 1977
- Failure to comply with an Improvement Notice [s30 Housing Act 2004]
- Offences in relation to unlicensed HMOs [s72(1) Housing Act 2004]
- Offences in relation to unlicensed houses [s95(1) Housing Act 2004]
- Failure to comply with an Improvement Notice [s30(1) Housing Act 2004]
- Failure to comply with a Prohibition Order [s32(1) Housing Act 2004]
- Breach of a Banning Order [s21 Housing and Planning Act 2016]
- Using Violence to secure entry [s6(1) Criminal Law Act 1977]
- Knowingly or recklessly misusing a possession ground [s16J(1) Housing Act 1988]
- Letting or marketing of a property within twelve months of using the 'moving in' or 'selling' ground of eviction [s16J(2) Housing Act 1988]
- Continuous breach of certain tenancy reform requirements [s16J(3) Housing Act 1988]

An application for an RRO may be in addition to other formal action, such as prosecution proceedings or the imposition of a Civil Penalty. Where the Council has issued a Civil Financial Penalty or pursued prosecution, it will usually apply for a Rent Repayment Order where public funds have been paid to a landlord who has committed a qualifying offence.

S49 of the Housing and Planning Act 2016 enables the Council to assist tenants in applying for Rent Repayment Orders. The Council will usually assist tenants by referring or signposting them to a relevant organisation.

Banning Orders

Part 2, Chapter 2 of the Housing and Planning Act 2016 permits a Council to apply for a Banning Order against a person who has been convicted of one or more of the relevant offences. This would prevent the landlord from:

- Letting housing in England;
- Engaging in English letting agency work;
- Engaging in English property management work; or
- Doing two or more of those things.

The Council may consider a Banning Order for the more serious offenders. It will take into account the seriousness of the offence(s), whether the landlord has committed other offences (or received any Civil Penalty in relation to a Banning Order offence) and any history of failing to comply with their obligations or legal responsibilities. It will also take into account other relevant factors, including but not limited to:

- The harm, or potential harm, caused to the tenant;
- The need to punish the offender;
- The need to deter the offender from repeating the offence;
- The need to deter others from committing similar offences.

Costs and Charges

The Council incurs costs in carrying out its functions. Where legislation allows, the Council will seek to recover reasonable costs and expenses associated with its enforcement, licensing and wider regulatory activity. This may include (non-exhaustively) costs arising from inspections, investigation, evidence gathering, notices and other statutory documentation, follow-up action, compliance monitoring, and works or other interventions.

Recovery may be pursued using all available lawful routes, which may include civil action, local land charges, and enforcement against the property.

Where permitted, interest may be applied to outstanding sums until paid.

10. Power to Charge for Enforcement Notices

The Council has the power under section 49 of the Housing Act 2004 to make a reasonable charge as to the means of recovering certain administrative and

other expenses incurred in serving an Improvement Notice, making a Prohibition Order, serving a Hazard Awareness Notice, taking emergency Remedial Action and making an Emergency Prohibition Order[47].

Charges for Notices and Orders

Where a charge is made, the Council can recover a reasonable amount for expenses incurred in connection with time spent gaining entry to the premises, visiting and inspecting the premises to determine the appropriate course of action and the administrative costs for the production of a Notice, Order or Remedial Action. It is the Council's intention to charge for such work.

Cost incurred carrying out Work in Default or Remedial Action will be charged separately.

When the charge demand becomes operative, the sum recoverable is, until recovered, a charge on the premises concerned. The charge takes effect at that time as a legal charge which is a local land charge. This means that when the property is sold the debt has to be repaid including any interest accrued on the initial charge.

The council will vigorously pursue all debts owed to it as a result of enforcement charges or charges for works in default (as well as any other charges).

11. Memorandum of Understanding

The Council has an agreed Memorandum of Understanding with Greater Manchester Fire and Rescue Service which clearly distinguishes roles and responsibilities in relation to the enforcing authority for each property type. This is to avoid duplication and to be able to work together collaboratively supporting each other when required.

12. The Property Redress Scheme

The Redress Scheme for Lettings Agency Work and Property Management (Requirement to Belong to a Redress Scheme etc.) (England) Order 2014 came into force on the 1st October 2014.

The Order requires persons who engage in letting agency work or property management work to belong to a redress scheme for dealing with complaints in connection with that work, which has been approved by the Secretary of State or that which has been designated as a government administered redress scheme.

Under Article 4 of the Approval of Schemes Order the Secretary of State has approved two Ombudsman schemes that already operate voluntary redress schemes in these sectors: The Property Ombudsman (www.tpos.co.uk) and Ombudsman Services Property (www.ombudsman- services.org/property.html). In addition he has approved a new scheme, the Property Redress Scheme (PRS) (www.theprs.co.uk).

As part of our work, the Council systematically check that property lettings and management agencies comply with the requirements to belong to an approved Property Redress Schemes.

Where the Council is satisfied on the balance of probabilities that a person has failed to comply with the requirement to belong to a redress scheme under article 3 (letting agency work) or article 5 (property management work) of the Order, the Council may by Notice require the person to pay a monetary penalty of such an amount as the Council may determine. The amount of the monetary penalty may not exceed £5,000 [48]. The Council will issue such Notices if it is satisfied that a person has failed to comply with the legal requirements.

Each approved redress scheme as outlined above will publish a list of members on their respective websites and it is relatively easy to check whether a letting agent or property manager has joined one of the schemes.

The Council must follow a process outlined by the Regulations when issuing a monetary penalty. The Council will usually issue a £5,000 monetary penalty amount on a Notice of Intent to lettings agencies who are found to have failed to comply with the requirements.

The person on whom the notice is served has 28 days starting with the day after the date the notice was sent to make written representations and objections to the Council in relation to the proposed penalty amount.

A £5,000 monetary penalty will be imposed by the Council on a person who has failed to comply with this requirement, unless the Council is satisfied that there are extenuating circumstances which exist, which mean that a lesser penalty should be imposed. This will be considered individually on a case by case basis.

It will be a matter for the Council to decide what such circumstances may be, taking into account any representations made during the 28 day period following the Council issuing a Notice of Intent to issue a monetary penalty[49]. Circumstances which may, for example, be considered extenuating are representations that a £5,000 penalty would be wholly disproportionate to the scale/turnover of the business or would lead to an organisation going out of business. The Council will then decide whether to impose the penalty (with or without modifications) and if so issue a Final Notice.

The Council must follow a process outlined by the Regulations when issuing a monetary penalty. The penalty sums which are received by the Council may be used by the Council for any of its functions.

13. The Smoke and Carbon Monoxide Alarm (England) Regulations 2015

The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 ("The Regulations") came into force on the 1st October 2015 as ancillary legislation made under sections 150(1) and (6) and (10) of the Energy Act 2013 and

paragraph 3(a) of Schedule 4 of the Housing Act 2004. This is the legal basis for the duties imposed on relevant landlords and the powers given to local housing authorities to ensure relevant landlords are meeting their responsibilities.

The Regulations impose the following duties on relevant landlords ("the landlord") of a residential property of a specified tenancy to ensure that[50]:

During any period beginning on or after the 1st October 2015 when the premises are occupied under the tenancy -

- a smoke alarm is equipped on each storey of the premises on which there is a room used wholly or partly as living accommodation;
- a carbon monoxide alarm is equipped in any room of the premises which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance;
- checks are made by or on behalf of the landlord to ensure that each prescribed alarm is in proper working order on the day the tenancy begins if it is a new tenancy

Duty of Local Housing Authority to Serve a Remedial Notice

Where the Council has reasonable grounds to believe that, in relation to premises situated within its area, a relevant landlord is in breach of one or more of the duties under regulation 4(1), the Council must serve a Remedial Notice on the landlord within 21 days beginning with the day the Council believe a landlord is in breach of one or more of their duties.

If the Council is satisfied, on the balance of probabilities, that a landlord on whom it has served a Remedial Notice is in breach of the duty under Regulation 6(1), the Council must arrange for an authorised person to take the remedial action specified in the Remedial Notice (within 28 days of being so satisfied).

The Council is not to be taken to be in breach of a duty under these Regulation 7 where the Council can show it has taken all reasonable steps, other than legal proceedings, to comply with the duty.

Penalty Charge

The Regulations provide that where the Council are satisfied, on the balance of probabilities, that the landlord on whom it has served a Remedial Notice is in breach of his duties under the Regulations, the Council may require the landlord to pay a penalty charge at such an amount that the Council determine, however this penalty charge must not exceed £5,000.

The Council will impose a penalty charge where it is satisfied, on the balance of probabilities, that the landlord has not complied with the action specified in the Remedial Notice within the required timescale. Sums recovered by the Council from such penalty charges can be used by the Council for any of its functions.

Information to be published by the Council

The Regulations state that the Council the Council must prepare and publish a Statement of Principles which it proposes to follow in determining the amount of penalty charge. A copy of the Statement of Principles is published on Bury Councils website via this policy and can found at the end of this document as Appendix 4.

These Regulations do not apply to licensed HMO's and properties licensed under the city wide Landlord Licensing Scheme (under Part 2 and 3 of the Housing Act 2004). This is because these Regulations inserted mandatory licence conditions into the property licenses of HMO's or properties covered by the Landlord Licensing Scheme.

14. The Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020

The Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020 ('the regulations') came into force in June 2020 and applied to all new tenancies from 1st July 2020 and since 1st April 2021 they apply to all existing tenancies. The regulations were made under section 122 of The Housing and Planning Act 2016 for the purposes of introducing new requirements for electrical safety in the private rented sector.

Duties placed on private Landlords include [51]

- To ensure that electrical safety standards are met during any period when the residential premises are occupied under a tenancy, and that every fixed electrical installation is inspected and tested at least every five years by a qualified person;
- To obtain a report which gives the results of the inspection and test, supply that report to each tenant within 28 days, and to the local housing authority within 7 days of a request, and retain a copy until the next inspection is due.
- To supply a copy of the last report to any new tenant before occupation, or any prospective tenant within 28 days of a request from the prospective tenant;
- Where the report requires the private Landlord to carry out further investigative or remedial work, the private landlord must undertake such further investigative or remedial work within 28 days or within such lesser time period as specified in the report and
- To obtain and supply written confirmation of completion of such further investigative or remedial work to the tenant and local housing authority.

Duty of Local Housing Authority to serve notice

Where a private Landlord is in breach of the regulations, The Council has a statutory duty to serve either a remedial or urgent remedial notice under

regulations 4 and 10, specifying what action needs to be taken to achieve compliance and when this needs to be achieved by.

Works in default and recovery of costs

Where an urgent or non-urgent notice has not been complied with, the regulations provide the Council with the discretionary power to organise works in default and reclaim any associated costs back from the private Landlord.

Civil Penalty Notice

Under Part 5 of the regulations, where a local housing authority is satisfied, beyond reasonable doubt, that a private landlord has breached a duty under regulation 3, the authority may impose a financial penalty (or more than one penalty in the event of a continuing failure) in respect of the breach.

The maximum amount of the financial penalty must not exceed £30,000.

When issuing a penalty under these regulations, the Council will adopt the principles detailed in the Private Sector Housing Civil Penalty Policy.

15. Publicity

Verdicts and sentences in criminal cases are in open court and a matter of public record. Evidence suggests that the public want to know about local court cases and offences committed locally. Providing this information to the public is a legitimate way of engaging communities and making criminal justice more transparent and accountable.

The Council may publish the outcome of criminal cases and basic personal information about the offender, and this will always be in accordance with guidance issued by the Criminal Justice System (Publishing Sentencing Outcome, CJS, 2011). The reasons are to:

- Reassure the public;
- Increase trust and confidence in the criminal justice system;
- Improve the effectiveness of the criminal justice system; and
- Discourage offending and/or re-offending

16. Guidance

There is a wide range of Government as well as other sources of guidance that cover the Council's enforcement activities. The Council will consider the most up to date guidance when formulating our policies and procedures. Enforcement officers will follow our policies and procedures and where appropriate will take the relevant Government guidance into account on a case by case basis.

17. Complaints

If you are unhappy that the Council has taken enforcement action (for example a Notice has been served on you or work in default carried out), we suggest that you first discuss the matter with the officer concerned. If that fails to resolve the matter then you do have a right of appeal to the First-Tier Tribunal (Property Chamber), depending on the type of Notice. Information concerning the relevant appeal process will be included on any legal Notice you are served with.

Officers of the Council will provide an effective and courteous service to landlords and others against whom enforcement action may be taken. Any complaints regarding the behaviour of staff will be dealt with according to Bury Councils complaint procedure. If you feel that we have failed to treat you in accordance with this policy, then please contact us.

18. Governance

This policy is subject to change and will be reviewed periodically, in line with changes in legislation, Government statutory guidance and Council policy. The policy also reflects the Council's enforcement approach following the commencement of the Renters' Rights Act 2025. It will be reviewed regularly to ensure continued compliance with legislative change, statutory guidance and reporting duties.

Responsibility for compliance with reporting duties under section 110 of the Renters' Rights Act 2025, including the provision of enforcement data and outcomes to the Secretary of State, rests with the Unit Manager PRS Enforcement Team, supported by relevant managers and officers. Appropriate records will be maintained to evidence enforcement activity and outcomes under the Landlord Legislation.

19. Contacts

For general enquiries about the service the Private Sector Housing Team provide please contact:

PRS Enforcement Team, Public Protection, 2nd Floor, 3 Knowsley Place, Duke Street, Bury BL9 0EJ. Prsenforcement@bury.gov.uk

References

1. https://www.gov.uk/government/publications/hhsrs-operating-guidance-housing-act-2004-guidance-about-inspections-and-assessment-of-hazards-given-under-section-9
2. Part 3 of the Housing Act 2004.
3. Redress Schemes for Letting Agency Work and Property Management Work (Requirement to Belong to a Scheme etc) (England) Order 2014.
4. The Smoke and Carbon Monoxide Alarm (England) Regulations 2015.

5. https://www.cps.gov.uk/publications/code_for_crown_prosecutors/
6. The Licensing and Management of Houses in Multiple Occupation and Other Houses (Miscellaneous Provisions) (England) Regulations 2006
7. Management of Houses in Multiple Occupation (Additional Provisions)(England) Regulations 2007
8. Housing Act 2004, Part 2. This came into force on the 6th April 2006
9. The Management of Houses in Multiple Occupation (England) Regulations 2006 and The Licensing and Management of Houses in Multiple Occupation (Additional Provisions)(England) Regulations 2007
10. Housing Act 2004, section 249A.
11. Please see the Private Sector Housing Civil Penalties Policy.
12. Section 2(3) Housing Act 2004.
13. Section 72(2) Housing Act 2004.
14. Unless the property is covered by the licensing regime under Part 2 of the Housing Act 2004 or covered by a statutory exemption.
15. Section 95(1) Housing Act 2004
16. Housing Act 2004, section 249A and please also see the Private Sector Housing Civil Penalties Policy.
17. Section 139 Housing Act 2004
18. Sections 11 and 12 of the Housing Act 2004
19. Section 14 of the Housing Act 2004
20. Section 30 of the Housing Act 2004
21. Section 20 and 21 of the Housing Act 2004
22. Section 22 of the Housing Act 2004
23. Section 23 of the Housing Act 2004
24. Section 32 of the Housing Act 2004
25. Section 28 and 29 of the Housing Act 2004
26. Section 40 to 45 of the Housing Act 2004
27. Section 239 of the Housing Act 2004
28. Section 72(1) of the Housing Act 2004
29. Section 95(1) of the Housing Act 2004
30. Section 234(3) of the Housing Act 2004
31. Section 249(a) of the Housing Act 2004
32. Chapter 2 of the Housing and Planning Act 2016
33. Please see the section above on cautions and the statutory guidance issued: Simple Caution for Adult Offenders: Guidance for Police Officer and Crown Prosecutors (effective from 13th April 2015

34. Civil Penalties under the Housing and Planning Act 2016-Guidance for Local Authorities
35. Simple Caution for Adult Offenders: Guidance for Police Officer and Crown Prosecutors
36. See Appendix 1 for list of relevant offences
37. See appendix 2
38. Part 4, Chapter 1 of the Housing Act 2004
39. Section 72(1) and 95(1) Housing Act 2004
40. Offences committed after 6th April 2017. For transitionary arrangements should be applied in accordance with the Rent Repayment Orders (Supplementary Provisions) (England) Regulations 2017
41. Criminal Law Act 1977, section 6(1)
42. Protection from Eviction Act 1977, section1(2), (3) or (3a)
43. Housing Act 2004, section 30(1)
44. Housing Act 2004, section 32(1)
45. Housing and Planning Act 2016, section 21
46. The Rent Repayment Orders and Financial Penalties (Amounts Recovered)(England) Regulations 2017
47. Also included are making a Demolition Order, however this would be dealt with by another service area within the Council
48. Article 8 of the Redress Schemes for Letting Agency Work and Property Management Work (Requirement to Belong to a Scheme etc)(England) Order 2014
49. See the Schedule to the Redress Scheme for Letting Agency work and Property Management.
50. Part 2 of The Smoke and Carbon Monoxide Alarm (England) Regulations 2015.
51. Part 2, regulation 3 of The Electrical Safety Standards in the Private Rented Sector (England) Regulations 2020.

Appendix 1

Non exhaustive list of relevant offences

Housing law or Landlord and Tenant Offences under:

The Public Health Acts 1936 and 1961
The Building Act 1984
The Environmental Protection Act 1990
The Town and Country Planning Act 1990
The Prevention of Damage by Pests Act 1949
The Protection from Eviction Act 1977
The Local Government (Miscellaneous Provisions) Act 1976 and 1982
The Local Government and Housing Act 1989
The Housing Act 2004
The Housing and Planning Act 2016
The Renters Rights Act 2025

Appendix 2

Non Exhaustive List of Vulnerable Persons

Children (under 18 years)
Persons on a very low income
Disabled persons
Persons with a drug or alcohol addiction
Victims of domestic abuse
Looked after children
People with complex health needs
People exploited were English is not their first language
Victims of trafficking or sexual exploitation
Refugees
Asylum Seekers
People at risk of harassment or eviction
People at risk of homelessness

Appendix 3

Summary of legislative powers/actions in addition to those already outlined in the policy under Housing Act 2004 and the Housing and Planning Act 2016. This list is not exhaustive.

Problem	**Legislation**	**Action**
Property in such a state as to be a nuisance or have an otherwise detrimental effect on the quality of life of the local community.	Environmental Protection Act 1990 s.79 Building Act 1984, s.76 Anti-social Behaviour, Crime and Policing Act 2014, s.43	Requires owner to take steps to abate the nuisance Gives the Council powers to take action to abate the nuisance. Requires owners take steps to remove items and/or carry out maintenance
Blocked or defective drains or private sewers.	Local Government (Miscellaneous Provisions) Act 1976, Section 35 Building Act 1984, Section 59 Public Health Act 1961, Section 17	Requires an owner to address obstructed private sewers Requires the owner to address blocked or defective drains, gutters etc. Requires the owner to address defective drains or private sewers
Vermin either present or risk of attracting vermin that may detrimentally affect people's health.	Prevention of Damage by Pests Act 1949, s.4 Environmental Protection Act 1990, s.79 Public Health Act 1936, s.34	Requires the owner to take steps to clear the land of vermin and/or requires the owner to remove waste likely to attract vermin.

Appendix 4

Statement of principles

The Smoke and Carbon Monoxide Alarm (England) Regulations 2015

Introduction:

This statement sets out the principles that Bury Council ("the Council") will apply in exercising its powers under the regulations to impose a penalty charge on a relevant landlord who fails to comply with a remedial notice and breaches one or more of the duties imposed on them under the regulations.

The purpose of this statement of principles:

The Regulations require the Council to prepare and publish a statement of principles which it proposes to follow in determining the amount of a penalty charge. The Council may revise its statement of principles and, where it does so, it must publish the revised statement.

In determining the amount of the penalty charge, the Council must have regard to the most recently published statement of principles in place at the time when the breach in question occurred.

The legal framework:

The powers come from The Smoke and Carbon Monoxide Alarm (England) Regulations 2015 ("the regulations"), being a Statutory Instrument (2015 No 1693) which came into force on the 1st October 2015.

The Regulations impose the following duties on relevant landlords ("the landlord") of a residential property of a specified tenancy, to ensure that:

I. During any period beginning on or after 1st October 2015 when the premises are occupied under the tenancy –
    - a smoke alarm is equipped on each storey of the premises on which there is a room used wholly or partly as living accommodation;
    - a carbon monoxide alarm is equipped in any room of the premises which is used wholly or partly as living accommodation and contains a solid fuel burning combustion appliance;

II. checks are made by or on behalf of the landlord to ensure that each prescribed alarm is in proper working order on the day the tenancy begins if it is a new tenancy

Where the Council believes (on the balance of probabilities) that a landlord is in breach of one or more of the above duties, the Council must serve a Remedial Notice on the landlord under Regulation 5.

If the landlord then fails to take the remedial action specified in the Notice within the specified timescale, the Council can require the landlord to pay a penalty charge. This power arises from Regulation 8.

A landlord will not be considered to be in breach of their duty to comply with the Remedial Notice, if they can demonstrate they have taken all reasonable steps to comply. This can be done by making written representations to the Council at the address given at the bottom of this document within 28 days of when the Remedial Notice is served.

Bury Council will impose a penalty charge where it is satisfied, on the balance of probabilities, that the landlord has not complied with the action specified in the Remedial Notice within the required timescale.

The purpose of imposing a financial penalty charge:

The primary purpose of the Council exercising its regulatory power is to protect the interests of the public. The primary aims of financial penalties are to: -

- Lower the risk to tenant's health and safety;
- Change the behaviour of the landlord;
- Eliminate any financial gain or benefit from non-compliance with the regulations;
- Be proportionate to the nature of the breach of the regulations and the potential harm outcomes;
- Penalise the landlord for not installing alarms as required, on notice
- Aim to deter future non-compliance;
- Reimburse the costs incurred by the Council in arranging remedial action in default of the landlord

Criteria for the imposition of a financial penalty

A failure to comply with the requirements of a Remedial Notice allows the Council to require payment of a penalty charge.

In considering the imposition of a penalty, the Council will look at the evidence concerning the breach of the requirements of the Notice. This could be obtained from a property inspection, or from information provided by the tenant or agent that no remedial action has been undertaken.

For Example, landlords can demonstrate compliance with the Regulations by supplying dated photographs of alarms, together with installation records or confirmation by the tenant that a system is in proper working order.

Landlords need to take steps to demonstrate that they have met the testing at the start of the tenancy requirements. Examples of how this can be achieved are by tenants signing an inventory form and that they were tested and were in working order at the start of a tenancy. Tenancy agreements can specify the frequency that a tenant should test the alarm to ensure that it continues to be in proper working order.

In deciding whether it would be appropriate to impose a penalty, the Council will take full account of the particular facts and circumstances of the breach under consideration.

A financial penalty charge will be considered appropriate if the Council is satisfied, on the balance of probabilities that the landlord who has been served with a Remedial Notice under Regulation 5 had failed to take the remedial action within the specified time period.

Principles to be followed in determining the amount of a penalty charge:

The Regulations state that the amount of the penalty charge must not exceed £5000.

The penalty charge comprises two parts, a punitive element for failure to comply with the absolute requirement to comply with a remedial notice (subject to any representation made by a landlord to the Council) and a cost element relating to the investigative costs, officer time, administration and any remedial works arranged and carried out by the Council's contractors.

The penalty charge is payable within 29 days beginning with the day on which the Penalty Charge Notice is served.

A notice is taken to be served on a landlord on the day it is either given to the landlord in person; delivered by hand to the landlord's last known address; on the day the notice is sent via email to an address provided by the landlord for such; or on the second business day if the notice was sent by first class post to the landlords last known address.

The Council has discretion to an early payment discount reduction if the landlord pays the penalty charge within 14 days beginning with the day after the Penalty Charge Notice is served.

The charges are as follows:

- £3000 for the first breach to comply with a Remedial Notice
- £1500 for early payment, representing 50% reduction, for the first breach to comply with a Remedial Notice
- To deter continued non-compliance, any further offence will be subject to a penalty charge of £5,000, for which an early payment discount will not be eligible.

Procedural matters for Penalty Charge Notices

The Regulations imposed a number of procedural steps which must be taken before the Council can impose a requirement on a landlord to pay a penalty charge.

When the Council is satisfied that the landlord has failed to comply with the requirement of the Remedial Notice, all Penalty Charge Notices will be served within 6 weeks.

Where a review is requested within 29 days from when the Penalty Charge Notice is served, the Council will consider any representations made by the landlord. All representations are to be sent to the address at the bottom of this document. The Council will notify the landlord of its decision by Notice, which will either be to confirm, vary or withdraw the Penalty Charge Notice.

If a landlord is still dissatisfied with the Council's decision following a review of the Penalty Charge Notice, the landlord may then appeal to the First-tier Tribunal (Property Chamber) against the Council's decision. Appeals should be made within 28 days of service of the Council's review decision.

Recovery of penalty charge

If the penalty charge is not paid, then the Council may recover the penalty charge on the order of a court as if it was a court order.

Recovery proceedings may not be started before the end of the period within which the landlord can appeal to the First-Tier Tribunal (Property Chamber) against the Council decision on review or where a landlord subsequently appeals to the First-tier Tribunal (Property Chamber) against the Council's decision on review, not before the end of the period of 28 days beginning with the day on which the appeal is finally determined or withdrawn.

Remedial action taken in default of the landlord

Where the Council is satisfied that a landlord has not complied with a specification described in the Remedial Notice in the required timescale and consent is given by the occupier, the Council will arrange for remedial works to be undertaken in default of the landlord. This work is default will be undertaken within 28 days of the Council being satisfied of the breach. In these circumstances, battery operated alarms will be installed as a quick and immediate response.

Smoke Alarms- In order to comply with these Regulations, smoke alarms will be installed at every storey of residential accommodation. This may provide only a temporary solution as the property might be high risk because of:

- Its mode of occupancy such as a house in multiple occupation or building converted into one or more flats,
- Having unsafe internal layout where fire escape routes pass through living rooms or high risk kitchens,
- It is 3 or more storeys high

A full fire assessment will subsequently be undertaken, with regards to LACORS Housing-Fire Safety Guidance and consultation with Greater Manchester Fire and Rescue Service if appropriate. This will consider the adequacy of the types and

coverage of the smoke alarm system, fire escape routes including escape windows and fire separate measures such as fire doors and protected walls and ceilings. Any further works required to address fire safety hazards in residential property, that are not undertaken through informal arrangement (if appropriate) will be enforced using the Housing Act 2004, in accordance with the Council's Private Sector Housing Enforcement Policy.

Carbon Monoxide Alarms- In order to comply with these Regulations, a carbon monoxide alarm will be installed in every room containing a solid fuel combustible appliance.

Appendix 5: Statement of principles to determine the amount of a penalty charge for a breach of minimum energy efficiency standards (MEES) with respect to domestic privately rented property

The Energy Efficiency (Private Rented Property) (England and Wales) Regulations 2015 ("the Regulations") make it unlawful to rent out a domestic property if it has an EPC (Energy Performance Certificate) rating of F or G (unless a valid exemption has been registered on the PRS Exemptions register).

The Regulations make it unlawful to fail to comply with a compliance notice served by the Council.

The Regulations cover all relevant properties, even where there has been no change of tenancy.

The Regulations were introduced to improve the energy efficiency of housing in the private rented sector and to reduce greenhouse gas emissions and tackle climate change. They should help make tenants' homes more thermally efficient.

An energy performance certificate (EPC) gives the property an energy efficiency rating – A rated properties are the most energy efficient and G rated are the least efficient. It's valid for 10 years and must be provided by the owner of a property, when it is rented or sold.

If you are a landlord and you fail, when requested, to provide an EPC for the start of a tenancy, you will be in breach of the Regulations.

An EPC contains information about the type of heating system and typical energy costs. It also gives recommendations about how the energy use could be reduced, lowering running costs. You can find the recommended energy efficiency improvements on the current EPC.

If you're a private landlord, you must either:

- ensure your rented properties have an EPC with a minimum 'E' rating
- register a valid PRS exemption on the PRS exemptions register

Failure to do either of these is a breach of the Regulations.

The Council investigates any potential breaches of the regulations. If the Council is satisfied that you are, or have at any time in the 18 months preceding the date of service of the penalty notice, breached the Regulations, you may be subject to a penalty notice imposing a financial penalty. The Council may also impose a publication penalty.

The "publication penalty" means publication, for a minimum period of 12 months, or such longer period as the Council may decide, on the PRS Exemptions Register of such of the following information in relation to a penalty notice as the Council decides:

- Where the landlord is not an individual, the landlord's name
- Details of the breach of these Regulations in respect of which the penalty notice has been issued
- The address of the property in relation to which the breach has occurred, and
- The amount of any financial penalty imposed.

The Council will impose the following financial penalties:

(a) letting a property with an F or G rating for less than 3 months: £2,000
(b) letting a property with an F or G rating for more than 3 months: £4,000

(c) registering false or misleading information on the PRS exemptions register: £1,000
(d) failing to provide information to the Council demanded by a compliance notice: £2,000

The Council may not impose a financial penalty under both subsections (a) and (b) above in relation to the same breach of the Regulations. But they may impose a financial penalty under either paragraph (a) or paragraph (b), together with financial penalties under paragraphs (c) and (d), in relation to the same breach. Where penalties are imposed under more than one of these paragraphs, the total amount of the financial penalty may not be more than £5,000.

All communications

For representation made against a Remedial Notice (Regulation 5) or the Penalty Charge Notice (Regulation 8) are to be sent to:

PRS Enforcement Team
2nd Floor
3 Knowsley Place
Duke Street
Bury
BL9 0EJ

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Agenda Item 20

MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY HELD ON FRIDAY, 13 FEBRUARY 2026 AT TRAFFORD TOWN HALL

PRESENT:

GM Mayor	Andy Burnham (Chair)
GM Deputy Mayor	Kate Green
Bolton	Councillor Nicholas Peel
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Rochdale	Councillor Neil Emmott
Salford	City Mayor Paul Dennett
Stockport	Councillor Mark Roberts
Tameside	Councillor Eleanor Wills
Trafford	Councillor Liz Patel
Wigan	Councillor David Molyneux

OFFICERS IN ATTENDANCE:

Group Chief Executive Officer, GMCA, GMFRS & TfGM	Caroline Simpson
Group Deputy Chief Executive	Andrew Lightfoot
Group Monitoring Officer	Gillian Duckworth
Group Chief Finance Officer	Steve Wilson
Bolton	Rachel Tanner
Bury	Lynne Ridsdale
Manchester	Tom Stannard
Oldham	Mike Barker
Rochdale	Julie Murphy
Salford	Stephen Young
Stockport	Michael Cullen
Tameside	Emma Alexander
Trafford	Sara Todd

Wigan	Alison McKenzie-Folan
Managing Director, TfGM	Steve Warrener
Director of Governance, Risk & Assurance, GMCA	Sarah Horseman
GMCA	Sylvia Welsh
GMCA	Ben Hopkins

ALSO IN ATTENDANCE:

Chair of Overview and Scrutiny Committee, GMCA	Councillor John Walsh

GMCA 14/26 APOLOGIES

RESOLVED /-

That apologies be received and noted from Councillor Arooj Shah (Oldham), Councillor Tom Ross (Trafford), Shelley Kipling (Oldham) & Sue Johnson (Bolton).

GMCA 15/26 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

The Mayor of Greater Manchester, Andy Burnham, opened the meeting by welcoming a pay agreement between TfGM and trade union representatives. Thanks were given to all those who had worked on the deal. It was advised that the three-year top level pay deal would align TfGM colleagues with the Local Government Association (LGA) Financial Settlement. Work would now begin to ensure that staff received the uplift before the end of the financial year.

A meeting of the Transport for the North board would take place on 16 March, which neither the Mayor nor his substitute were able to attend. Nominations were therefore requested and it was unanimously agreed that Deputy Mayor, Paul Dennett, would attend the meeting of behalf of the city region.

Reflecting on the budget proposals, the Mayor welcomed the £3 billion Integrated Settlement that would allow for the implementation of the Greater Manchester Strategy

(GMS) across the city region. A pipeline of development across the ten districts would be implemented and this would support residents across Greater Manchester to access opportunities, including support for young people to access education and good jobs, as well as supporting those out of work back into employment.

It was highlighted that the Mayor's precept would also help to enhance the lives of residents, in particular the lifting of restrictions on older and disabled people's bus passes from 1 March. These communities would be able to enjoy 24/7 unrestricted travel across the city region, supporting individuals to live an independent life. The Mayor thanked colleagues for their work on the budget, which had allowed this change to happen.

Work to support approximately 8,000 children and young people in temporary accommodation across Greater Manchester was outlined. The Mayor highlighted the damaging impact upon a child if they were uprooted from the place in which they grew up and lost their friendship groups. There was an ambition to introduce free travel passes for children in temporary accommodation in the current financial year and an update would be provided to the Combined Authority once an implementation date had been agreed.

The Mayor welcomed that the proposed budget allowed for the maintenance of the £2 bus fare cap in Greater Manchester for the remainder of the calendar year. A hopper fare allowed passengers to travel on multiple buses within an hour period. The cap would continue to support residents in the city region to travel affordably as household budgets continued to face significant pressures.

To support Greater Manchester's taxi and private hire vehicle trade, the Mayor reaffirmed his commitment to end out of area working in the city region. Currently, nearly half of vehicles operating in Greater Manchester were registered with local authorities outside of the ten districts. There was an ambition for 100 percent of vehicles working here to be licensed here, which in turn would support local livelihoods and improve the safety of residents. In addition, funding would be available to taxi drivers to purchase vehicles that met the clean air standard. The support would be in the form of a £1000 grant or £5000 interest free loan to support the switch to cleaner vehicles.

Concern was expressed in relation to local government funding, notably the outcome of the Fairer Funding Review and its impact on Trafford Council's finances. The Mayor stated that Trafford was a well-led and well-run council that was suffering from decisions taken by different leadership over a decade ago. Every effort would be made by the Combined Authority to support Trafford Council, and any other of the nine districts, within the flexibilities of the outlined budget.

Manchester would shortly play host to the BRIT Awards, and the Mayor thanked Cllr Bev Craig and colleagues at Manchester City Council for their work in bringing this event to the city on 27 February. This was the first time that the award ceremony had taken place outside of London. To coincide with the awards, several other events would be taking place to support young people who were keen to break into the music industry. This included an event at New Century Hall and the New Brits Art Trail.

RESOLVED /-

1. That it be noted that agreement on a pay deal had been reached between TfGM and trade union representatives. Both the Mayor and Group Chief Executive welcomed the agreement and thanked colleagues at TfGM and from within the trade unions for their efforts to reach the agreement.
2. That in accordance with clause 11.3 of the Constitution, the Chair and Members agreed that under urgent business, Deputy Mayor Paul Dennett, be appointed as substitute member to attend the Transport for the North boarding meeting on 16 March 2026.
3. That it be noted that the budget for 2026/27 allowed for the maintenance of the £2 bus fare cap for the remainder of the calendar year.
4. That it be noted that pre-09:30 restrictions on concessionary travel passes for older and disabled residents in Greater Manchester would be lifted from 1 March 2026.
5. That it be noted that the budgets contained provision for free travel passes for children in temporary accommodation, with implementation dates to be confirmed at a future meeting of the Combined Authority.
6. That it be noted that a funding scheme to support Private Hire Vehicle drivers, registered with one of the 10 Greater Manchester local authorities, would be established to facilitate their transition to emission compliant vehicles.

7. That it be noted that the Mayor and Combined Authority remained steadfast in their commitment to end the working of taxis from out of area to protect the livelihoods of local drivers and improve the safety of residents.
8. That it be noted that concerns in relation to the Fairer Funding Review for local government and the negative impact this would have upon the finances of Trafford Council. Praise was extended to the current leadership of the Council for their work, and the offer of Greater Manchester-level support was made to support each of the ten authorities, where this was possible.
9. That thanks be extended to Councillor Bev Craig and colleagues at Manchester City Council for their work in bringing the BRIT Awards to Manchester on 28 February 2026. This would be the first time that the event had been held outside of London.

GMCA 16/26 DECLARATIONS OF INTEREST

RESOLVED /-

There were no declarations of interests received.

GMCA 17/26 MINUTES OF THE GMCA MEETING HELD ON 30 JANUARY 2026

RESOLVED /-

That the minutes of the GMCA meeting held on 30 January 2026 be approved.

GMCA 18/26 MINUTES OF THE GMCA WASTE & RECYCLING COMMITTEE HELD ON 21 JANUARY 2026

RESOLVED /-

That the proceedings of the meeting of the GMCA Waste & Recycling Committee meeting held on 21 January 2026 be noted.

GMCA 19/26 MINUTES OF THE GMCA OVERVIEW AND SCRUTINY COMMITTEE HELD ON 28 JANUARY 2026

RESOLVED /-

That the proceedings of the meeting of the GMCA Overview and Scrutiny meeting held on 28 January 2026 be noted.

GMCA 20/26 MINUTES OF THE GMCA STANDARDS COMMITTEE HELD ON 30 JANUARY 2026

RESOLVED /-

That the proceedings of the meeting of the GMCA Standards Committee held on 30 January 2026 be noted.

GMCA 21/26 MINUTES OF THE BEE NETWORK COMMITTEE HELD ON 29 JANUARY 2026

RESOLVED /-

That the proceedings of the meeting of the Bee Network Committee held on 29 January 2026 be noted.

GMCA 22/26 MINUTES OF THE AIR QUALITY ADMINISTRATION COMMITTEE HELD ON 29 JANUARY 2026

RESOLVED /-

That the proceedings of the meeting of the Air Quality Administration Committee held on 29 January 2026 be noted.

GMCA 23/26 BUDGET REPORTS

A. GMCA Revenue and Capital Budgets 2026/7 Overview

Councillor David Molyneux, Portfolio Lead for Resources, was invited to introduce the overarching report on the GMCA budget proposals for 2026/27. The report summarised the position on the Mayoral General Budget and Precept Proposals, the GMCA General Budget, GMCA Transport budgets including Transport Levy and Statutory Charge and the GM Waste Services Levy. It also set out the implications of the proposed budgets and the resultant charges on districts and the Mayoral Precept.

Councillor John Walsh, Chair of the GMCA Overview and Scrutiny Committee, presented the findings of the meeting that had taken place on 11 February 2026 in relation to the budget. In summary, the Committee:

- Noted that the General Mayoral Precept, excluding Fire, had increased by 44 percent.
- Hoped that the £2 bus fare cap would be extended for the remainder of the fiscal year, not just the calendar year.
- Welcomed alignment to the Greater Manchester Strategy and the allocation of the seven workstreams. The Committee would have measurable indicators for scrutiny over future years.
- Welcomed the lifting of the 09:30 concessionary travel cap for older and disabled residents.
- Called for further joint working between Greater Manchester partners (Fire, Police and TfGM) on corporate property.
- Requested clearer support on a line of site to high quality jobs.
- Raised concerns regarding clean air costs and requested to review this at a future date.
- Called for further scrutiny on how the overnight visitor levy would be implemented both locally and nationally.
- Raised the issue of pavement parking and noted that a Greater Manchester working party had been established on this issue.

- Highlighted cross boundary issues with waste and recycling, particularly between Cheshire East and Stockport, as well as a significant increase in fly tipping across the city region. A GM review of coordination and cooperation was requested.
- Supported the budget proposals and looked forward to future papers on the matter.

Councillor Walsh thanked the Group Chief Finance Officer for his comprehensive overview at the meeting and for answering Member's questions robustly.

Responding to the findings of the Overview and Scrutiny Committee, the Mayor highlighted that there were transitional costs in relation to the Bee Network, but it remained both on time and on budget. There was a recognition of the pressures on local authority budgets and the costs for local authorities had been deferred over several years. It was noted that the Mayoral Precept would pick up some of these costs.

The budget proposals committed to substantial benefits for residents, and it was highlighted that the increase in council tax was offset by a reduction in transport costs. The Mayor would return to the matter of pavement parking at a later date.

In the context of the BRIT Awards, the proposed overnight visitor levy would ensure that the costs of staging major events was not shouldered just by residents. This included cleaning, policing and transport costs.

The Mayor and Deputy Mayor for Safer and Stronger Communities shared the concerns in relation to fly-tipping, which was often linked to more serious criminal activity. In response, the Deputy Mayor would raise this matter with the Chief Constable and continue to press the Environment Agency for robust action to combat the growing problem. A report of the Deputy Mayor regarding fly-tipping would be brought to a future meeting of the Combined Authority.

RESOLVED /-

1. That the contents of the summary report be noted.
2. That the comments highlighted on behalf of the GMCA Overview & Scrutiny Committee be received.

B. Mayoral General Budget & Precept Proposals 2026/27

City Mayor Paul Dennett, GMCA Deputy Mayor, took the Chair for this item of business.

The report sought approval for the Mayoral General Precept for 2026/27 and recommended the setting of the Revenue Budget for 2026/27 as required under section 42A of the Local Government Finance Act 1992 (updated in the Localism Act 2011) and the precepts and relevant levels of Council Tax required under sections 40, 42B and 47 of the Act.

The Deputy Mayor warmly welcomed the work to support children and young people living in temporary accommodation, particularly the additional resources being made available by the Combined Authority and TfGM. It was also highlighted that £33m had been spent on the 'A Bed Every Night' scheme over the past five years. This had made a real difference across the city region in reducing rough sleeping by 42 percent.

Provision of £12m in the budget to purchase and repurpose vacant properties for families in need of temporary accommodation before being permanently rehoused would help to relieve pressures on local authority budgets in 2027/28.

The GMCA recorded its thanks to the Group Chief Finance Officer, supported by the GMCA finance team, for the significant work put into managing the overall budget process.

The Group Chief Finance Officer was invited to comment, expressing his thanks to the local authority treasurers of the ten Greater Manchester authorities who supported his team throughout the budget setting process.

The meeting was advised that a named vote was required to approve the proposals for the GM Mayoral General Budget. Members voted on the recommendations as follows:

District	**GMCA Member**	
Bolton	Cllr Nicholas Peel	**Agreed**
Bury	Cllr Eamonn O'Brien	**Agreed**

Manchester	Cllr Bev Craig	**Agreed**
Rochdale	Cllr Neil Emmott	**Agreed**
Salford	City Mayor Paul Dennett	**Agreed**
Stockport	Cllr Mark Roberts	**Agreed**
Tameside	Cllr Eleanor Wills	**Agreed**
Trafford	Cllr Liz Patel	**Agreed**
Wigan	Cllr David Molyneux	**Agreed**

Following the named vote, the Mayor welcomed the unanimous support for the outlined budget measures.

RESOLVED /-

1. That following a named vote, it was unanimously agreed that the Mayoral General Precept of £153.95 (Band D) comprising of £92.20 for functions previously covered by the Fire and Rescue Authority precept of £61.75 for other Mayoral General functions, be endorsed.
2. That the Mayor's General budget for 2026/27, as set out in the report, together with the calculation of the precepts and Council Tax rates set out in Appendix 2, be approved.
3. That the overall budget for the Fire and Rescue Service for 2026/27 covered by the Mayoral precept and the medium-term financial position for the Fire and Rescue Service, be approved.
4. That the use of reserves, as set out in section 3 of the report, and the assessment by the Group Chief Finance Officer, that the reserves as at March 2027 were adequate, be approved.
5. That the Portfolio Lead for Resources and Investment, and the GMCA, record its thanks to the Group Chief Finance Officer and his team, alongside the financial leads in each individual local authority, for their considerable work during the budget process.

The Mayor of Greater Manchester, Andy Burnham, retook the Chair from this point in the meeting.

C. GMCA General Revenue Budget 2026/27: Delivering the Greater Manchester Strategy

The Group Chief Finance Officer set out the GMCA General Revenue Budget for 2026/27, which proposed local authority contributions to be approved for 2026/27 of £5.875m. It was reported that the contribution included a reduction of £2,078k to be returned to local authorities recognising the removal of the funding previously received by the GMCA to support corporate costs.

RESOLVED /-

1. That the budget relating to the Greater Manchester Combined Authority functions, excluding transport and waste in 2026/27, as set out in section 2 of the report, be approved.
2. That the alignment of the GMCA revenue budget with the Greater Manchester Strategy (GMS) and the GMS delivery plan be noted.
3. That the accelerated recurrent removal of the £2.1m local authority contribution to GMCA corporate functions be noted and that the reduced local authority contributions of £5.87m, as set out in section 5 of the report, be approved.
4. That the allocation of £5m recurrent funding to local authorities from the Greater Manchester “partial reset” funding of £23m, be approved.
5. That the use of reserves, as set out in section 6 of the report, be approved.

D. GMCA Transport Revenue Budget 2026/27

The report set out the transport related GMCA budget for 2026/27 and proposed that the Transport Levy for 2026/27, included within the report, together with the consequential allocations to the district councils of Greater Manchester, be approved.

RESOLVED /-

1. That the budget strategy, risks, and issues which were affecting the 2026/27 transport budgets, as detailed in the report, be noted.

2. That the budget relating to transport functions funded through the Transport Levy for 2026/27, as set out in the report, be approved.
3. That a Transport Levy on the local authorities in 2026/27 of £129.926m, apportioned on the basis of mid-year population 2024, be approved.
4. That a statutory charge of £86.7m to local authorities in 2026/27, as set out in Part 4 of the Transport Order, apportioned on the basis of mid-year population 2024, be approved.
5. That the use of transport reserves in 2025/26 and 2026/27, as detailed in section 5 of the report, be approved.
6. That the use of flexibilities available to GMCA to use Integrated Settlement capital funding to manage the use of Reserves in 2025/26 and 2026/27 and over the medium term, be approved.
7. That the proposed financial assistance programme for Private Hire Vehicle owners to switch from older, non-compliant vehicles to newer, cleaner vehicles and the £1.25 m provision made in the 2026/27 budget in relation to scheme administration costs and any bad debts/loan write-offs, be approved.

E. GM Waste Budget and Resources - Budget and Levy 2025/26 and Medium-Term Financial Plan to 2027/28

The report sought comment on the budget and levy for 2026/27 and on the Medium-Term Financial Plan (MTFP) to 2028/29. It was explained that these plans were to be delivered by a total levy requirement for 2026/27 of £186.5m, which represented a 4 percent average increase over 2025/26. At a local authority level, the levy changes ranged from 3 percent to 4.8 percent.

In addition, the MTFP proposed levy charges of £192.0m in 2027/28 and £197.8 in 2028/29.

RESOLVED /-

1. That the forecast outturn for 2025/26 be noted, and the proposal to return a further £10m of reserves to local authorities from the forecast in-year underspend, be noted.

2. That the proposed 2027/28 Trade Waste rate of £147.62, to allow forward planning by local authorities, be noted.
3. That the budget and levy for 2026/27 of £186.5m (4 percent increase), be noted.
4. That the risk position set out in the Balance's Strategy, and the intention to return a further £10m of reserves to local authorities in 2026/27, be noted.

F. GMCA Capital Programme – 2025/26 - 2028/9

The report presented an update in relation to the GMCA's 2025/26 capital expenditure programme and the 2026/27 capital budget and forward plan.

RESOLVED /-

1. That the current 2025/26 forecast of £585.9m compared to the previous forecast of £620.4m, be noted.
2. That the 2026/27 capital programme budget of £1,107m, and the forward plan, set out in the report and Appendix A, be approved.
3. That the addition of £1.839m of the Department for Transport Pavement Channels Grant to deliver cross-pavement channels for residents without access to off-street parking, as outlined in section 2.6.6 of the report, be approved.
4. That the addition of £15.6m to the 2026/27 capital programme for local highway's maintenance (£7.8m to be paid by local authorities and £7.8m retained by the Department for Transport (DfT) as a new incentive element), as outlined in sections 2.10.8 and 2.10.9 of the report, be noted.
5. That the utilisation of full capital to revenue 'switch' permitted under the integrated settlement flexibilities, be approved.
6. That the reallocation of £5.3m of CRSTS1/Integrated Settlement Streets for All funding from Oldham Council's Beal Valley scheme to support two new council-led projects: Park Road/Kings Road and Broadway Canal Link, as outlined in section 2.13 of the report, be approved.
7. That the addition of £1.4m to the 2026/27 Capital Programme for the Mayor's Renewable Fund to develop renewable projects, as outlined in section 6.4.1 of the report, be approved.

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MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED AUTHORITY HELD ON FRIDAY 27th MARCH 2026 AT JR CLYNES BUILDING, OLDHAM

PRESENT

GMCA Mayor	Andy Burnham (In the Chair)
GMCA	Deputy Mayor Kate Green
Bolton	Councillor Nicholas Peel
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Bev Craig
Oldham	Councillor Arooj Shah
Rochdale	Councillor Neil Emmott
Stockport	Councillor Mark Roberts
Tameside	Councillor Eleanor Wills
Trafford	Councillor Tom Ross
Wigan	Councillor Nazia Rehman

ALSO IN ATTENDANCE:

Chair of GM Overview & Scrutiny	Councillor John Walsh
GM=EqAI	Jules Palfreyman
Citizens UK	Ian Rutherford Franky
GMAPF	Edna Robinson
Caribbean & African Health Network	Charles Kwaku-Odoi
Voluntary Sector NW	Anna Cooper
Voluntary Sector NW	Warren Escadale

OFFICERS IN ATTENDANCE:

Group Chief Executive Officer	Caroline Simpson
Group Deputy Chief Executive	Andrew Lightfoot
Group Monitoring Officer	Gill Duckworth
Group Chief Finance Officer	Steve Wilson

Group Secretary	Sarah Horsman
Bolton	Sue Johnson
Bury	Lynne Ridsdale
Manchester	Tom Stannard
Oldham	Shelley Kipling
Rochdale	Julie Murphy
Salford	Stephen Young
Stockport	Michael Cullen
Tameside	Emma Alexander
Trafford	Sara Todd
Wigan	Alison McKenzie-Folan
TfGM	Steve Warrener
TfGM	Martin Lax
GMCA	Sylvia Welsh
GMCA	Lee Teasdale

GMCA 24/26 APOLOGIES

That apologies be received and noted from City Mayor Paul Dennett (Salford) & Councillor David Molyneux (Wigan).

GMCA 25/26 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

Andy Burnham, Mayor of Greater Manchester, opened by thanking Oldham Council for hosting the meeting and congratulated Oldham in being nominated as the GM Town of Culture for 2026.

An update was provided following the Chancellor of the Exchequer's announcements of a 'future road map' for future fiscal devolution, including the first step towards an overnight visitor levy.

It was advised that Health Secretary Wes Streeting had responded favourably to requests to restore and enhance health devolution including the establishment of a Deputy Mayor for Health role accountable to the GMCA.

The Mayor advised that the Integrated Care Partnership meeting following the GMCA meeting would see the launch of the first phase of the NHS's No Space for Racism campaign. There were unacceptable levels of discrimination and racism extant in care settings in the region and across the wider country, and this campaign would work towards stamping this out and showing how appreciated all staff in the NHS and care setting were.

It was noted that King Charles III had visited the Renew Hub in Trafford for the launch of Circularity in Practice and had welcomed the social value benefits that the hub clearly provided.

The Mayor noted the sad passing of Cllr David Lancaster of Salford Council and Phil Woolas, the Former MP for Oldham East & Saddleworth with the GMCA noting condolences to their family, friends and former colleagues.

It was noted that adult care services in Wigan had been awarded an 'outstanding' rating by the CQC, with a score of 95/100 – the highest in the country.

The Mayor and Deputy Mayor for Safer & Strong Communities led the congratulations to GMFRS Chief Fire Officer Dave Russel following the outstanding rating received by GMFRS in its latest HMICFRS inspection.

RESOLVED /-

1. That the announcement of Oldham as the GM Town of Culture for 2026 be noted
2. That the update following the Government's publication of the Northern Growth Strategy be received.
3. That the announcement on health commissioners and the potential creation of a 'Deputy Mayor for Health' be noted.
4. That it be noted that the Integrated Care Partnership meeting following the GMCA meeting would see the launch of the first phase of the NHS's No Space for Racism campaign.
5. That the King's visit to the Renew Hub in Trafford to launch Circularity in Practice be noted.
6. That the sad passing of Councillor David Lancaster, a Salford Councillor for over 60 years be noted and that the GMCA expressed its condolences to his family, friends and colleagues at Salford City Council.

7. That the sad passing of Phil Woolas, the former MP for Oldham East & Saddleworth be noted and the GMCA expressed its condolences to his family, friends and former colleagues.
8. That the news that adult care services in Wigan have been awarded an 'outstanding' rating by the CQC, scoring 95/100 – the highest in the country be welcomed.
9. That the results of the latest HMICFRS inspection of GMFRS be welcomed, noting that this was the first ever time the service had been given an 'outstanding' rating.
10. That GMFRS be thanked for their response to the recent building collapse in Oldham Town Centre.

GMCA 26/26 URGENT BUSINESS

RESOLVED /-

There was none.

GMCA 27/26 DECLARATIONS OF INTEREST

RESOLVED /-

That Deputy Mayor Kate Green declared an interest in item 10c and 14b by virtue of being a director of Manchester Camerata.

GMCA 28/26 GMCA MINUTES 13 FEBRUARY 2026

RESOLVED /-

That the minutes of the GMCA held on 13 February 2026 be approved.

GMCA 29/26 MINUTES OF THE GMCA OVERVIEW & SCRUTINY COMMITTEES – 11 & 25 FEBRUARY 2026

RESOLVED /-

That the proceedings of the meeting of the GMCA Overview & Scrutiny Committees held on 11 & 25 February 2026 be noted.

GMCA 30/26 MINUTES OF THE GMCA AUDIT COMMITTEE MEETINGS HELD ON 23 FEBRUARY & 9 MARCH 2026

RESOLVED /-

That the proceedings of the meeting of the GMCA Overview & Scrutiny Committee meeting held on 10 December 2025 be noted.

GMCA 31/26 MINUTES OF THE GMCA WASTE & RECYCLING MEETING HELD ON 11 MARCH 2026

RESOLVED /-

That the proceedings of the meeting of the GMCA Waste & Recycling Committee meeting held on 11 March 2026 be noted.

GMCA CONSTITUTION

GMCA 32/26 UPDATE ON PROCEDURAL RULES TO CLARIFY AND REFLECT CURRENT PRACTICE

A report of Gillian Duckworth, Group Solicitor & Monitoring Officer advising of the first part of the Monitoring Officer's review of the GMCA's Constitution and recommend amendments.

RESOLVED /-

That the revised Part 5 of the Constitution accompanying the report as Part 5 of the Constitution of the GMCA be adopted.

GREATER MANCHESTER GOOD GROWTH FUND

GMCA 33/26 GREATER MANCHESTER GOOD GROWTH FUND: MARCH ALLOCATIONS

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth presented a report setting out the next phase of investment through the Greater Manchester Good Growth Fund (GGF), building on the initial £400m allocation approved in November 2025. It explained how the Fund would continue to accelerate delivery across the Integrated Pipeline unlocking strategic housing, employment space, and transport-led regeneration while applying the agreed investment principles to maximise value for money, recycle funding wherever possible, and limit grant to cases where it was essential.

Comments and Questions

Members welcomed the report, noting the degree of maturity and collaboration in ensuring an appropriate balance between regional economic development and local priorities – and that this provided a moment in which it could truly be said that devolution benefitted all residents throughout the region.

In discussing the North West of the region, the Mayor confirmed that he had asked the Group Chief Executive working with GMP, GMFRS and TfGM to submit a bid for the 2035 Ryder Cup, paired with the Solheim Cup by Mid-April. It was acknowledged that this would require an acceleration of infrastructure funding within the region to support the delivery of the Cups if successful in bidding.

Members welcomed the emphasis on advanced manufacturing within the plans, stating that this was embedded into the history of the region and in addition to

financial benefits, brought about a sense of local civic pride in the delivery of tangible products.

It was noted that town centre regeneration was vital as it not also provided much needed housing but also supported local shops and suppliers.

Members welcomed infrastructural developments and how these equally emphasised active travel ambitions to ensure that residents were able to safely make use of a mix of all modes of transport and travel.

The Mayor confirmed his support for the Oldham Sports Town vision. Stating that this development would bring about further life and pride to the region and the support of all sporting endeavours.

The Mayor announced that Lord Gavin Barwell would be the next Chair of Stockport Mayoral Development Corporation and would bring a wealth of central government experience to the role.

RESOLVED /-

1. That the progress made in developing the GM Good Growth Fund (GGF) since the GGF allocations in November 2025 be noted.
2. That the prioritisation methodologies used to appraise the funding allocations recommended in this report, as set out in Appendix 1, be noted.
3. That the indicative allocation of £84.8m to the recommended strategic housing projects, supporting delivery of 920 new homes, as set out within the report, be approved.
4. That the new partnership approach with Registered Providers to support social and affordable housing delivery be noted.
5. That the indicative allocation of £314.1m to the recommended Transport projects which will unlock six transformational growth projects across GM, as set out within the report, be approved.
6. That the £10m pilot for capital grants to support social and affordable housing schemes, as set out within this report be approved, noting that awards from this pilot will be approved under existing delegations.

7. That the £15m indicative allocation into the Sustainable Materials and Manufacturing Centre (SMMC) in Rochdale, as set out in the report, be approved.
8. That the terms of the loans into Ashton Town Centre schemes and Graylaw House and the guarantee for the Salford Carpet Shop scheme, as set out within the report, be approved, with further detail set out in the accompanying Part B report.
9. That the change in terms of the loan for the Farnworth Green scheme, as set out in the report be, approved, with further detail set out in the accompanying Part B report.
10. That it be noted that the opening of the subsidised loan call for housing and employment sites with first allocations to be submitted to the May 2026 GMCA meeting.
11. That authority be delegated to the Group Chief Executive Officer, and the Group Chief Financial Officer, in consultation with the relevant Portfolio Lead, to approve the terms of funding for projects in the period 27 March 2026 to 29 May 2026. Any recommendations that are approved under the delegation will be reported to the next available meeting of the GMCA.
12. That authority be delegated to the Group Chief Finance Officer to approve minor amendments to investment and grant terms.
13. That authority be delegated to the Group Chief Finance Officer and Group Solicitor & Monitoring Officer to review the due diligence information in respect of the above investments and, subject to their satisfactory review and agreement of the due diligence information and the overall detailed commercial terms of the investment, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of these.

GMCA 34/26 GREATER MANCHESTER GOOD GROWTH FUND INVESTMENT DECISIONS THROUGH THE IMPLEMENTATION OF A GREATER MANCHESTER SOCIAL VALUE CONTRACT

Councillor Bev Craig, Portfolio Lead for Economy, Business and Inclusive Growth, presented a report setting out how Social Value will be embedded within Good Growth Fund investment decisions through the implementation of a GM Social Value contract, and the potential to establish a legacy fund to reinvest into communities, The Good Futures Fund.

RESOLVED /-

1. That the intention to require commitments from recipients accessing the GM Good Growth Fund in relation to social value, the 'GM Social Contract' be noted.
2. That the plans for a GM Good Futures Fund, incorporating voluntary donations from GM Good Growth Fund recipients and partners, be noted and endorsed, and that the next steps, as outlined in the report, be approved.

INVESTMENT & RESOURCES

GMCA 35/26 GMCA REVENUE UPDATE QUARTER 3 2025/26

Councillor Nazia Rehman, deputising for the Portfolio Lead for Resources & Investment, presented a report informing members of the Greater Manchester Combined Authority financial position at the end of December 2025 (Quarter 3) and forecast revenue outturn position for the 2025/26 financial year.

RESOLVED /-

That the forecast position at 31st December 2025 be noted.

GMCA 36/26 2026/27 GMCA CAPITAL STRATEGY

Councillor Nazia Rehman, deputising for the Portfolio Lead for Resources & Investment, presented a report setting out the over-arching principles and processes

by which the capital and investment decisions set out in the Capital Programme will be prioritised against the key aims of the Greater Manchester Strategy (GMS).

RESOLVED /-

That the Capital Strategy for 2026/27 be approved.

GMCA 37/26 TREASURY MANAGEMENT STRATEGY STATEMENT, MINIMUM REVENUE PROVISION POLICY STATEMENT AND ANNUAL INVESTMENT STRATEGY 2026/27

Councillor Nazia Rehman, deputising for the Portfolio Lead for Resources & Investment, presented a report setting out the proposed Treasury Management Strategy Statement, Borrowing Limits and Prudential Indicators for 2026/27 to 2028/29 for the Authority. The strategy reflected the 2025-2029 capital programme for Transport, Economic Development, Fire and Rescue, Waste and Police.

RESOLVED /-

That the Treasury Management Strategy Statement, Minimum Revenue Provision Policy Statement and Annual Investment Strategy for 2026/27 be approved.

GMCA 38/26 GREATER MANCHESTER'S SUPPORT FOR LOCAL GOVERNMENT FINANCE

Steve Wilson, Group Chief Finance Officer, presented a report informing GMCA members on work undertaken to review options for supporting GM authorities facing significant financial challenges.

The paper built on the work undertaken through the setting of GMCA's 2026/27 budgets and proposed further steps to support GM authorities who were operating under the government's exceptional financial support regime.

Comments and Questions

Councillor John Walsh was invited to provide feedback on behalf of the GM Overview & Scrutiny Committee. It was welcomed that the principle was in place for a call-in procedure to exist when any such loans were made.

The difficulties faced by some authorities in terms of financial support packages were highlighted, and the impact that a local lending facility could have in helping to reduce interest based issues that only exacerbated funding gaps.

The Mayor stated that he would continue to lobby the national government on the need for appropriate levels of local government funding.

RESOLVED /-

1. That the work undertaken to support local authority finances in GM be noted.
2. That providing interest free loans to GM Local Authorities, if and when they become subject to Exceptional Financial Support (EFS) capitalisation directions, as set out in the paper, be approved, in principle.
3. That authority be delegated to the Group Chief Financial Officer to agree the final terms of any interest free loan that meets these principles.
4. That it be noted that other options will continue to be considered for future support to GM Local Authorities and any new proposals will be submitted to the GMCA for further consideration in due course.

EQUALITIES & COMMUNITIES

GMCA 39/26 APPROVAL OF THE VCFSE ACCORD REFRESH

Councillor Arooj Shah, Portfolio Lead for Equalities & Communities, presented the updated Greater Manchester VCFSE Accord 2026-2035 for approval, and background information including the development process and the plans for Accord implementation.

Councillor Shah thanked VCFSE representatives present at the meeting for their support on the refresh. Comments from those present were welcomed and it was highlighted that the group was seen nationally as a pioneering body in terms of partnership, particularly in terms of work around health and social care.

RESOLVED /-

1. That the Accord background information be noted.
2. That the contributions of those present for the item be noted.
3. That the Greater Manchester VCFSE Accord 2026-2035 be approved for signing.

A GREAT PLACE TO DO BUSINESS

GMCA 40/26 ECONOMY, BUSINESS & INTERNATIONAL PROGRAMMES & PROJECTS 2026/27

Councillor Bev Craig, Portfolio Lead for Economy, Business and Inclusive Growth, presented a report that set out in more detail the proposed programmes and projects under the Economy, Business and International portfolio to be funded and delivered in the 2026/27 financial year.

RESOLVED /-

1. That the proposed economic and business programmes and projects and their respective provisional budget allocations as set out in the report for the 2026/27 Financial Year, be approved.
2. That it be noted that programmes and projects will be managed through existing delegations, as contained within the Constitution.

GMCA 41/26 YEAR ONE PRIORITISATION OF CREATIVE PLACES GROWTH FUNDING TO SUPPORT DELIVERY OF THE GREATER MANCHESTER CREATIVE INDUSTRIES SECTOR DEVELOPMENT PLAN

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth, presented a report setting out the purpose and rationale for Year One prioritisation of Creative Places Growth funding to support delivery of the Greater Manchester Creative Industries Sector Development Plan, focusing investment where it could accelerate growth, strengthen infrastructure and unlock private and public co-investment.

RESOLVED /-

1. That the approach to Year 1 delivery of Greater Manchester Creative Industries Sector Development Plan via Creative Places Growth Funding, including delivery of Greater Manchester Production Fund, Screen Office and associated development funds be approved.

2. That authority be delegated to the Group Chief Finance Officer, in consultation with the GMCA Portfolio Leader and Portfolio Lead Chief Executive for Economy, Business and Inclusive Growth, to approve: the final allocation of funds to individual programmes and projects (including the GM Production Fund); the appropriate 'route to market', and the award of contracts and/or grant funding to providers/recipients.

GMCA 42/26 GREATER MANCHESTER CULTURE FUND AWARDS 2026-29

Councillor Neil Emmott, Portfolio Lead for Culture, presented a report seeking approval on the GM Culture Investment approach 2026-29, including organisations to be funded under the Spirit and Sustain strands of investment.

RESOLVED /-

1. That the three-year budget of £5.05m p/a from April 2026 (subject to annual review) to support the new GMCA Cultural Investment Approach, Annual budget to be made up of £3.3m District Contributions and £1.75m Retained Business Rates, be approved.
2. That between April 2026 and March 2029 this budget will be spent in the following ways:
3. That in regards to the above recommendation, it be clarified that the Ongoing Social Impact Commitment (£460,000 p/a) will support organisations include Greater Manchester Moving (£175,000 p/a), Voluntary Sector North West (not 10GM as noted within the report) (£228,400 p/a for delivery of the VCFSE Accord), The Water Adventure Centre (£41,050 p/a) and The Proud Trust (£14,924 p/a). A 5% increase will be applied to these figures to bring them in line with Culture Awards and Fair Funding Commitment.
4. That the list of Spirit & Sustain organisations, detailed within the Part B item of the report, be supported using Greater Manchester Cultural investment and the report made public within one month of this meeting.
5. That authority be delegated to the Group Chief Finance Officer, in consultation with the Portfolio Lead Chief Executive and Portfolio Leader for Culture, to

enter into grant funding agreements with the organisations, and for the amounts, listed in Part B of this report.

GMCA 43/26 PROPOSED OLDHAM TOWN CENTRE MAYORAL DEVELOPMENT CORPORATION (MDC): APPROVAL TO CONSULT

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth presented a report seeking approval to consult on the establishment of a Mayoral Development Corporation (MDC) in Oldham, enabling it to become the delivery vehicle for regeneration of the area.

The Mayor invited Cllr Arooj Shah to comment on the importance of the developments for the communities of Oldham and the lasting benefits that the MDC would bring about.

Concerns were raised around ensuring proper oversight and scrutiny of MDCs at the GMCA level, and work would be taking place on how best to incorporate this into future Overview & Scrutiny work programmes.

RESOLVED /-

1. That the proposal for the Mayor undertaking a consultation exercise in respect of the designation of an MDC for Oldham be endorsed.
2. That the indicative timeline, next steps, and the requirement for a further report detailing the outcome of the consultation and detailed delivery plan following consultation be noted.

GMCA 44/26 PROPOSED ASHTON & STAYLYBRIDGE MAYORAL DEVELOPMENT CORPORATION (MDC)

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth presented a report seeking approval from the GMCA to consult on the establishment of a Mayoral Development Corporation (MDC) in Ashton and Stalybridge. Enabling it to become the delivery vehicle for regeneration of the area and to realise the ambition to create the country's first exemplar of transport-led regeneration.

The Mayor invited Councillor Eleanor Wills to comment. She stated that this would bring forward real ambitious growth plans with a pioneering approach that would set a solid foundation for generations to come.

RESOLVED /-

1. That the proposal for the Mayor undertaking a consultation exercise in respect of the designation of a Mayoral Development Corporation for Ashton and Stalybridge be endorsed.
2. That the indicative timeline, next steps and the requirement for a further report to the GMCA detailing the outcome of the consultation and detailed delivery plan following consultation be noted.

GMCA 45/26 MAYORAL DEVELOPMENT CORPORATION FOR MIDDLETON - CONSULTATION

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth, presented a report seeking approval to consult on the establishment of a Mayoral Development Corporation (MDC) covering Middleton, enabling it to become the delivery vehicle for regeneration of the area.

The Mayor invited Councillor Neil Emmott to comment, who referenced that a newly redefined boundary that included Mills Hill Train Station.

RESOLVED /-

1. That the proposal for the Mayor undertaking a consultation exercise in respect of the designation of a Mayoral Development Corporation for Middleton be endorsed.
2. That the indicative timeline, next steps and the requirement for a further report to the GMCA detailing the outcome of the consultation and detailed delivery plan following consultation be noted.

GMCA 46/26 IN PRINCIPLE APPROVAL OF THE ESTABLISHMENT OF A LEIGH MAYORAL DEVELOPMENT ZONE

Councillor Bev Craig, Portfolio Lead for Economy, Business & Inclusive Growth, presented a report seeking approval in principle to the establishment of a Mayoral Development Zone (MDZ) in Leigh.

The Mayor invited Councillor Nazia Rehman to comment on behalf of Wigan Council. She stated that a mayoral development zone would have broad long lasting impacts on improving employment opportunities within Leigh, and improvements to connectivity which was currently a significant issue in the locality.

RESOLVED /-

1. That the establishment of a Mayoral Development Zone in Leigh be approved, in principle.
2. That GMCA officers explore with Wigan Council detailed options for a Mayoral Development Zone to be established in Leigh, with these matters to be decided upon by GMCA and the Council in due course.

HEALTHY HOMES FOR ALL

GMCA 47/26 APPROVAL OF PROPOSED ALLOCATION AND ADMINISTRATION ARRANGEMENTS FOR GMCA'S HOMELESSNESS AND MIGRATION BUDGET FOR 2026-2029

Andrew Lightfoot, Deputy Group Chief Executive presented a report seeking approval for the proposed allocation and administration arrangements for GMCA's Homelessness and Migration budget for 2026-2029, as a key enabler of our commitments to a healthy home for all, enshrined in the Greater Manchester Strategy.

It was confirmed that this would see an uplift in the number of 'a bed every night' places up to 650. The Mayor also advised that as part of commitments made around

the Armed Forces Covenant, he wished to see a formal GMCA policy brought forward committing places to all ex armed forces personnel.

RESOLVED /-

1. That the proposed funding allocations and administration arrangements, as set out in the report, be approved for the following programmes:
   - Temporary Accommodation New Supply Programme
   - Temporary Accommodation Homelessness Prevention Programme
   - Young Persons Homelessness Prevention Service
   - Refugee Welcome Programme: Work and Skills
   - Refugee Welcome Programme: Homelessness Prevention
   - Housing First and Rough Sleeping Accommodation Programmes (RSAP)
   - Refugee Welcome Programme: Accommodation solutions
   - Restricted Eligibility Support Service (RESS)
   - A Bed Every Night
   - Homelessness Inclusion Health Service
   - Rough Sleeping Test and Learn Pilots
   - Rough Sleeping Infrastructure
2. That the current position in relation to the GM Community Accommodation Tier 3 programme be noted.

EVERYDAY SUPPORT IN EVERY NEIGHBOURHOOD

GMCA 48/26 KEY FINDINGS OF THE 2025 #BEEWELL SURVEY RESULTS

Councillor Mark Roberts, Portfolio Lead for Children & Young People, presented a report outlining the key findings of the 2025 survey results, ahead of publication in late March 2026, and providing an overview of next steps.

It was advised that 57,000 students had taken part with the co-operation of 161 schools across the region. The findings in the surveys were vital as they would directly support the ambitions within the Greater Manchester Strategy.

There were some encouraging signs in the survey around the proportion of Year 10 pupils reporting better wellbeing, however, there were still notable wellbeing gaps in terms of location within the region.

Deputy Mayor Kate Green was invited to report back on recent figures showing a drop in reporting knife crimes amongst young people. It was stated that this was testament to the strong work of the Violence Reduction Unit in providing education and engagement with young people as well as ensuring that support services such as the Navigator Project were in place at all times.

RESOLVED /-

1. That the key findings of the 2025 #BeeWell survey results, that the proposal to engage with young people in developing plans for response be noted.
2. That the GMCA will act on what the data was telling us and support the #BeeWell mission to make young people's wellbeing everybody's business and deliver our central aim within the GMS for all children & young people to thrive.
3. That the commitment to improving young people's wellbeing be celebrated, sharing stories of impact and influence with beewell@manchester.ac.uk to ensure information can be shared with young people completing the survey.

DIGITALLY CONNECTED PLACES & YOUNG PEOPLE

GMCA 49/26 PROGRESS UPDATE ON THE AMBITION TO POSITION GREATER MANCHESTER AS AN AI DEMONSTRATOR CITY REGION AND THE ESTABLISHMENT OF A GM DATA UNIT

Councillor Nicholas Peel, Portfolio Lead for Digital, presented a report providing an update on progress to realise the ambition to position Greater Manchester as an AI Demonstrator city region to enable a more preventative approach to public service delivery.

RESOLVED /-

1. That the principle of a Greater Manchester Data Unit to provide system leadership on joining up data and complement the work of the Joint Data Collaborative, be endorsed.
2. That it be noted that the GMCA will receive a future detailed proposition and delivery model for a GM Data Unit.
3. That progress and ongoing development of AI.GM and intention to secure system leadership to enable future development be noted.

GMCA 50/26 EXCLUSION OF THE PRESS AND PUBLIC

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

GMCA 51/26 GREATER MANCHESTER GOOD GROWTH FUND ALLOCATIONS

Councillor Bev Craig, Portfolio Leader for Economy, Business & Inclusive Growth, provided further information on the terms of funding for Ashton Town Centre schemes, Graylaw House, Salford Carpet Shop, and Farnworth Green.

RESOLVED /-

That the contents of the report be noted.

GMCA 52/26 GMCA CULTURE FUND AWARDS 2026-2029

Councillor Neil Emmott, Portfolio Leader for Culture, seeking GMCA approval on organisations to be funded from the new GMCA Culture Fund 2026-2029, which will

support delivery of the Greater Manchester Culture Strategy and Greater Manchester Strategy.

RESOLVED /-

1. That the appraisal and balancing process undertaken to arrive at the proposed portfolio be noted.
2. That the organisations to be funded and annual amounts to be awarded 2026-29 be approved.