

DRAFT

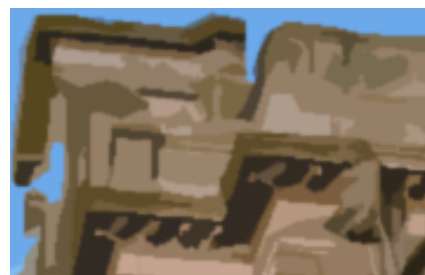
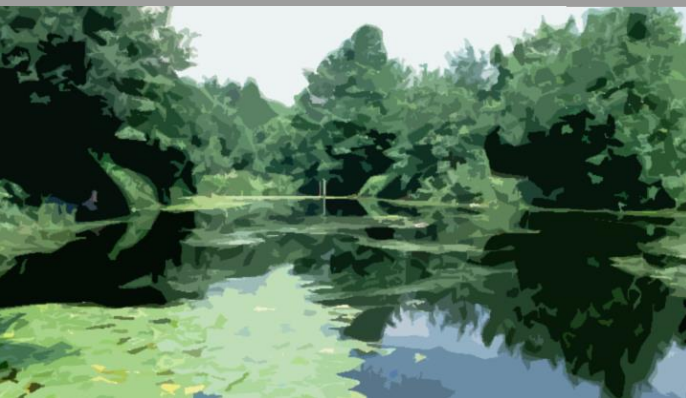
Bury
Council



Draft Supplementary Planning Document 18
Development Frameworks for
Strategic Site Allocations at Elton
Reservoir and Walshaw



September 2024



Contents

1.	Introduction	4
2.	Policy context	6
	National policy and guidance	6
	Bury's Development Plan	7
3.	General advice	9
	The purpose of the Development Framework.....	9
	Status and approval mechanisms	11
	Collaborative working.....	11
	Planning Performance Agreements (PPA).....	12
	Equalisation agreements	13
	Infrastructure funding	14
	Community and stakeholder engagement.....	14
	Environmental Impact Assessment.....	15
	The scope and content of the Development Framework	16
4.	Site-specific advice: Elton Reservoir	20
	Relevant Development Plan Policies.....	20
	Places for Everyone	20
	Bury Unitary Development Plan	24
	Greater Manchester Joint Minerals Plan.....	25
	Key requirements for the Elton Reservoir site	25
	Strategic highways.....	26
	Sustainable transport and highways infrastructure	27
	Affordable housing provision.....	29
	Education provision	29
	Local centre	30
	Health provision	30
	Ecology.....	31
	Biodiversity net gain	32
	Heritage.....	33
	Country Park.....	33
	Recreation provision.....	34

	Flood risk.....	35
	Green Belt compensation	36
	Design.....	36
5.	Site-specific advice: Walshaw.....	38
	Relevant Development Plan Policies.....	38
	Places for Everyone	38
	Bury Unitary Development Plan	41
	Greater Manchester Joint Minerals Plan.....	42
	Key requirements for the Walshaw site.....	43
	Strategic through road	43
	Sustainable transport and highways infrastructure	44
	Affordable housing provision.....	45
	Education provision	45
	Local centre	46
	Health provision	46
	Ecology.....	47
	Biodiversity net gain	49
	Heritage.....	49
	Recreation provision.....	50
	Flood risk.....	51
	Green Belt compensation	52
	Design.....	52

1. Introduction

- 1.1. Supplementary planning documents (SPDs) build upon and provide more detailed advice or guidance on policies in an adopted development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design.
- 1.2. 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 decision-making.
- 1.3. 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. The Council is currently progressing a new Local Plan which, once adopted, will replace the saved policies of the Bury UDP.
- 1.4. PfE is a long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth. One of the key purposes of PfE is to identify the amount of new development needed across the 9 districts and strategic site allocations that would help to meet these needs. This includes strategic site allocations for housing in Bury at Elton Reservoir (PfE Policy JPA7) and Walshaw (PfE Policy JPA9). There are also cross-boundary allocations at the Northern Gateway where the Council are working jointly with Rochdale Council on these sites.
- 1.5. Increasingly, existing services and infrastructure cannot accommodate additional development in an area. As a result, in order to secure sustainable growth, planned new development at a strategic scale, such as Bury's PfE strategic site allocations, bring significant benefits, not least in terms of securing infrastructure alongside growth and as an effective source of development delivery over time.
- 1.6. However, securing approvals for such sites and ensuring their effective implementation, is a time and resource-intensive process which requires commitments from all parties and a clear vision for the site.
- 1.7. Local planning authorities are increasingly involved in directing, shaping and delivering this growth. This frequently includes working alongside the private sector from the time at which a site is originally identified and through the processes of allocation and consent to the point at which development is on

the ground. The aim is to ensure that the original objectives materialise to deliver the high-quality places and appropriate type of development which meets the needs of the local area.

- 1.8. A key requirement of the PfE policies for the Elton Reservoir and Walshaw sites (policies JPA7 and JPA9) is that any proposals for these allocations must be in accordance with a comprehensive masterplan that has been approved by the Local Planning Authority (LPA) and that 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'.
- 1.9. This requirement is a critical stage in providing a 'bridge' between the sites' allocation in PfE and subsequent planning consent.
- 1.10. This draft Supplementary Planning Document 18 (SPD18) sets out more detailed guidance on what the Council will expect in terms of the specific requirements of the PfE policies for the Elton Reservoir and Walshaw strategic site allocations.

2. Policy context

National policy and guidance

- 2.1 The National Planning Policy Framework (NPPF)¹ sets out the Government’s planning policies for England and how these should be applied. It provides a framework within which locally prepared plans can provide for sufficient housing and other development in a sustainable manner.
- 2.2 Planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF must be considered in preparing the development plan and is a material consideration in planning decisions.
- 2.3 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...’*
- 2.4 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>

2.5 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).

Bury's Development Plan

2.6 Buy's statutory development plan currently comprises:

- The saved policies of the Unitary Development Plan³ (adopted August 1997);
- The Places for Everyone Joint Plan⁴ (adopted March 2024);
- The Greater Manchester Joint Minerals Plan⁵ (adopted April 2013); and
- The Greater Manchester Joint Waste Plan⁶ (adopted April 2012)

³ <https://www.bury.gov.uk/planning-building-control/policy-and-projects/planning-policy/adopted-bury-unitary-development-plan>

⁴ <https://www.greatermanchester-ca.gov.uk/media/9578/places-for-everyone-joint-development-plan-document.pdf>

⁵ https://www.greatermanchester-ca.gov.uk/media/1995/the_minerals_plan_april_2013_final.pdf

⁶ https://www.greatermanchester-ca.gov.uk/media/1994/greater_manchester_waste_plan_opt.pdf

- 2.7 The relevant development plan policies that are applicable to both the Elton Reservoir and Walshaw sites are set out in Chapters 4 and 5 respectively.
- 2.8 It should be noted that the intention is for the saved policies of the Unitary Development Plan to be replaced by a new Local Plan and, depending on the timescales for bringing forward the Development Frameworks and planning applications for the Elton Reservoir and Walshaw sites, policies within the Local Plan may be applicable.

3. General advice

- 3.1 The following generic advice focuses on the Council's expectations regarding the requirement in PfE Policies JPA7 (Elton Reservoir) and JPA9 (Walshaw) for any proposals for these allocations to be in accordance with a comprehensive masterplan, including an infrastructure phasing strategy. Chapters 4 and 5 set out the advice that is specific to the Elton Reservoir and Walshaw sites respectively.
- 3.2 As recognised in Planning Practice Guidance, a range of other plans and technical reports may be needed alongside a masterplan and, in accordance with this, the Council requires the masterplan and infrastructure phasing strategy to be accompanied by detailed supporting evidence and for this to be collectively presented as a Development Framework for the site.
- 3.3 In particular, the general advice sets out:
- The purpose of the Development Framework;
 - The proposed status of and approval mechanisms for the Development Framework;
 - The benefits of collaborative working between the Council and site promoters/developers/landowners, including Planning Performance Agreement and equalisation agreements;
 - Potential methods of infrastructure funding;
 - The benefits of effective community and stakeholder engagement;
 - The need for an Environmental Impact Assessment for the whole of each site; and
 - The expected scope and content of the Development Framework.
- 3.4 The advice in this draft SPD draws on guidance set out in the toolkit prepared by the Local Government Association and Planning Advisory Service - 'The Effective Delivery of Strategic Sites' (September 2021)⁷.

The purpose of the Development Framework

- 3.5 The allocation of the Elton Reservoir and Walshaw sites through Places for Everyone establishes the principle of residential development on both sites

⁷ <https://www.local.gov.uk/publications/effective-delivery-strategic-sites-accessible-version#introduction>

and the purpose of the Development Framework is to effectively bridge the gap between this allocation and the subsequent detail of the development that will emerge through planning applications on the sites.

- 3.6 The preparation of the Development Framework and its supporting evidence will ensure that key issues for the sites are identified and addressed to the satisfaction of all parties at an early stage in the planning process.
- 3.7 The Framework will establish the parameters against which future planning applications will be considered and because key issues have been factored in at an early stage, this should enable any applications to be progressed in a timelier manner.
- 3.8 On both sites, the homes that are delivered must be supported by adequate physical and social infrastructure to meet the needs of the people that will live in them and to mitigate against potential impacts arising from the development. However, the delivery of strategic sites can often be complicated by land ownerships within the site, with each owner potentially having differing views and aspirations on a variety of issues, including phasing, design, timeframes for delivery and contributions towards infrastructure.
- 3.9 As required by PfE policies for Elton Reservoir (JPA7) and Walshaw (JPA9), the Development Framework will need to include a clear and coordinated infrastructure phasing strategy that sets out **how and where this will be delivered and funded and phased to avoid disconnects between phases and construction of key services and connections.**
- 3.10 Fundamentally, the purpose of the Development Framework is to ensure that key issues for the site are identified and addressed to the satisfaction of all parties at an early stage in the planning process. By planning strategically across the site as a whole, the Development Framework will ensure that there will be a comprehensive and coordinated approach to the development of the whole site, including the delivery and location of supporting infrastructure and any necessary mitigation measures, design and placemaking principles.
- 3.11 The Framework will establish the parameters against which future planning applications will be considered and will ensure that, in the event of a planning application being submitted on part of the site, the Council is able to consider this within the context of the whole site and with an understanding of how, when and where the infrastructure required to support the development as a whole will be delivered, including new strategic highways, off-site highway interventions, active travel routes, education provision,

green infrastructure etc. **In the absence of an approved Development Framework, it is unlikely that the Council would be able to support separate planning applications on parts of the sites.**

Status and approval mechanisms

- 3.12 To give the Development Framework for Elton Reservoir and Walshaw material weight in the decision-making process, it is the Council's strong preference for them to be approved and adopted by the Council as Supplementary Planning Documents (SPD) in their own right.
- 3.13 SPDs for strategic sites are generally a useful tool to move from fixing the principle of development in the development plan and fixing key spatial development aspects.
- 3.14 In terms of approval mechanisms, in broad terms this will involve:
- Approval of the draft Development Frameworks by the Council's Cabinet for consultation;
 - Consultation on the draft Development Frameworks for a minimum period of 6 weeks;
 - Where necessary, making amendments to the Development Frameworks taking account of any representations made in response to consultation; and
 - Approval to adopt the final versions of the Development Frameworks by the Council's Cabinet.
- 3.15 Preparation, consultation and subsequent adoption of the Development Frameworks will be in accordance with the requirements of Part 5 of the Town and Country Planning (Local Development) (England) Regulations 2004.
- 3.16 Given the scale of the sites at Elton Reservoir and Walshaw, circumstances may arise that require the Development Frameworks to be updated over time.

Collaborative working

- 3.17 The Development Frameworks should ideally be co-produced, with the site promoter(s)/developer(s)/landowner(s) working in partnership with the Council. A collaborative approach towards the production of the Development Frameworks will ensure that it ultimately represents a position that all parties are satisfied with.

- 3.18 Once at draft stage, the Council would effectively take ‘ownership’ of the Development Frameworks and take them through the necessary processes up to the final adoption of the Supplementary Planning Documents (see paragraph 3.14 above).

Planning Performance Agreements (PPA)

- 3.19 Ensuring that the right resources and skills are available at the right stage of the process is an important, and often challenging, aspect of both delivering and supporting the delivery of strategic scale development.
- 3.20 To ensure that the Council can allocate appropriate resources to progress the proposals for the sites in a timely manner, it is strongly advised that the developer(s)/site promoter(s)/landowner(s) enter into a Planning Performance Agreement (PPA).
- 3.21 The PPA will be a useful tool for focussing discussions on the issues that will need to be addressed throughout the course of preparing the Development Framework and the subsequent preparation and determination of planning applications. It will help in ensuring that the Council is engaged at the earliest stage to advise on the scope of evidence required to support the Development Frameworks and the wider preparation process. It will also help to establish the timescales and resources that are likely to be required from all parties and allows for consistency in the approach and funding for both sites.
- 3.22 Where possible, it will be important to maintain continuity of Council staff dealing with each site from the outset. This is particularly important in strategic sites, where issues are often complex, can take a long time to reach a solution and can re-occur throughout the process.
- 3.23 Consistency of resource and skills are not only important within planning teams dealing with strategic sites, but also within wider disciplines which have key inputs to planning decision making, such as specialists in areas such as highways, flood risk, ecology, heritage, regeneration and housing. The PPA will also help to maintain resources as consistently as possible within these wider disciplines which will be important for project continuity and to enable issues that arise to be dealt with consistently.
- 3.24 Developers/site promoters/landowners that choose to prepare a Development Framework without involvement from the Council and its partners will run the risk that the submitted Framework would not align with the Council’s aspirations for the site and that, consequently, the Framework is not approved. This could potentially lead to delays in progressing towards

the submission of policy-compliant planning applications for the site and the subsequent delivery of development.

- 3.25 If a Development Framework has not been prepared in partnership with the Council, a PPA will still be required following the submission of the Framework to ensure that the Council is able to properly resource the review of the Framework and its supporting evidence – a process that would not be required if the Council was able to review material on an on-going basis throughout the Framework’s preparation stage.

Equalisation agreements

- 3.26 It is vital that the masterplan that will sit within the wider Development Framework is prepared on an ‘ownership-blind’ basis i.e. that location of the infrastructure that is necessary to support the development as a whole (e.g. schools, highways, open space, sustainable urban drainage systems, ecological mitigation and local centres) takes no account of land ownership. The way in which this is calculated can be very complex but unless this is agreed up front, it can delay the delivery of development.
- 3.27 Similarly, where highways and services cross the site to serve the whole development, agreements need to be in place to secure the timing of this infrastructure to avoid disadvantaging one party or delaying the delivery of one part of the site because of an inability to connect to key infrastructure and/or utilities. Indeed, it may be the case that some elements of the required infrastructure, such as strategic highways or off-site highways interventions, need to be fully delivered in advance of any housing coming forward. Again, failure to have agreements in place as to how this is to be delivered will be likely to impact on the timely delivery of housing development.
- 3.28 Significant complications can arise around this issue unless there is an agreement in place to ‘equalise’ the land and delivery costs between all parties and the Council will request a legally binding equalisation agreement which subsequently informs the Development Framework in terms of the infrastructure phasing strategy.
- 3.29 The absence of an equalisation agreement would cause difficulties in coming to an agreed position on the Development Framework for the whole site as there is likely to be considerable debate and differing views between developers, site promoters and landowners as to what land uses and infrastructure are to be located on what part of the site, or whether certain uses straddle two land ownerships.

Infrastructure funding

- 3.30 Collaboration between site promoter(s)/developer(s)/landowner(s) and the Local Planning Authority should also include exploring different options for funding the delivery of supporting infrastructure.
- 3.31 This may, for example, explore the potential for adopting a 'per dwelling' tariff-type s106 agreement where each landowner makes contributions to infrastructure costs, apportioned taking into account the mix of in kind and financial contributions to be made on each landholding.
- 3.32 Where appropriate, the Local Planning Authority may take a more proactive role as infrastructure provider on site, using preferential borrowing to build common infrastructure itself before being 'reimbursed' by the receipts from 'per dwelling' developer contributions.

Community and stakeholder engagement

- 3.33 Community and stakeholder engagement and consultation is an essential part in delivering strategic scale sites. Consideration must be given to both wider community engagement and direct political engagement with elected members.
- 3.34 Whilst clearly not all elements of the process will be able to be publicly available (commercial viability considerations or s106 negotiations for example), effective early community and stakeholder engagement will be critical in shaping the outcomes of the masterplan and infrastructure delivery strategy and to make it explicit that the central role the Local Planning Authority has in balancing competing interests.
- 3.35 Whilst there are statutory instruments which will require consultation and engagement, going above and beyond these statutory processes for strategic sites can be an effective way of generating positive outcomes, and generating greater trust in the process.
- 3.36 As such, early and effective engagement and understanding of what stakeholders and the public really want or expect from the delivery of the site during the preparation of the masterplan and infrastructure delivery strategy can go a long way to ensuring a smoother process to the delivery and formation of a new community.

Environmental Impact Assessment

- 3.37 The process of Environmental Impact Assessment (EIA) in the context of town and country planning in England is governed by the [Town and Country Planning \(Environmental Impact Assessment\) Regulations 2017 \(the '2017 Regulations'\)](#).
- 3.38 The aim of EIA is to protect the environment by ensuring that a local planning authority when deciding whether to grant planning permission for a project, which is likely to have significant effects on the environment, does so in the full knowledge of the likely significant effects, and takes this into account in the decision-making process. The regulations set out a procedure for identifying those projects which should be subject to an EIA and for assessing, consulting and coming to a decision on those projects which are likely to have significant environmental effects. The aim of Environmental Impact Assessment is also to ensure that the public are given early and effective opportunities to participate in the decision-making procedures.
- 3.39 The need for an EIA has been considered within the context of the sites as a whole, rather than considered within the context of individual planning applications and the physical scale of the developments at both the Elton Reservoir and the Walshaw sites would be above the thresholds of 150 dwellings and 5 hectares. Both developments will also involve the delivery of other infrastructure including a strategic highways and transport infrastructure, education provision, new local centres and off-site highways works and this will need to be considered comprehensively as whole projects for the purposes of the EIA Regulations.
- 3.40 Consequently, the development of the sites at Elton Reservoir and Walshaw are likely to have significant environmental effects and, as such, an EIA will be required for both sites and undertaken on the basis of the whole site.
- 3.41 The EIA should be presented in an Environmental Statement, the scope of which should be agreed with the Local Planning Authority in advance.
- 3.42 The Environmental Statement must include at least the information reasonably required to assess the likely significant environmental effects of the development listed in [regulation 18\(3\) and comply with regulation 18\(4\)](#).
- 3.43 To ensure the completeness and quality of the Environmental Statement, it should be prepared by competent experts and include a statement outlining the relevant expertise or qualifications of such experts.

The scope and content of the Development Framework

- 3.44 As required under PfE policies for the Elton Reservoir and Walshaw sites, the Development Frameworks should comprise a comprehensive masterplan and a clear infrastructure phasing strategy and both of these elements should be supported by a wide ranging and comprehensive evidence base to justify the approach taken.
- 3.45 The Development Framework should reflect a balance between fixing key elements of the development and the ability for the document to have a degree of longevity as a guide for future development by building in flexibility to allow for changing circumstances.
- 3.46 Consequently, the Development Framework should include fixed elements, such as the extent of built development and areas to be left open; the breakdown of land uses; and key transport routes, including strategic highways and active travel routes. Conversely, the Development Framework does not need to be overly prescriptive on matters such as housing mix and tenure which may need to be adjusted over time within a set of guiding parameters.
- 3.47 In terms of its specific content, the Development Frameworks for Elton Reservoir and Walshaw and their supporting evidence should, as a minimum, cover the areas set out in Table 1.

Table 1 – Scope and content of the Development Framework

Chapter	Overview of Content
1. Introduction	<ul style="list-style-type: none"> ▪ Introduction to the site, including identification of site boundary and proposals for the site. ▪ Purpose of the document.
2. Collaboration arrangements	<ul style="list-style-type: none"> ▪ Overview of collaborative arrangements between developer(s), site promoter(s), landowner(s) and the Council (e.g. Planning Performance Agreement, equalisation agreements).
3. Strategic Context	<ul style="list-style-type: none"> ▪ Setting out the key strategic messages relevant to the site (including those from national, sub-regional and local planning policy, Bury 2030 Lets Do It Strategy and other relevant plans and strategies).
4. Understanding of the Site	<ul style="list-style-type: none"> ▪ Site description (including site size, surrounding land uses, location from a local and sub-regional perspective, transport links, proximity to social and green infrastructure and services etc.) ▪ Site history. ▪ Site ownership(s). ▪ Site conditions/constraints (key existing features and constraints, including Public Rights of Way, natural habitats and wildlife or similar, green/blue infrastructure, flood risk, topography, built heritage, archaeology, geotechnical, utilities etc.). ▪ Analysis of existing infrastructure and identification of capacity constraints. ▪ Site opportunities.
5. Engagement	<ul style="list-style-type: none"> ▪ Overview of the engagement undertaken during the preparation of the Development

	<p>Framework and how the masterplan has responded to this.</p>
<p>6. Vision and Objectives</p>	<ul style="list-style-type: none"> ▪ Vision – high level statement of aspirations for the site. ▪ Strategic objectives for the site.
<p>7. Masterplan Framework</p>	<p>Concept-wide masterplan and presentation of key strategic principles that fully respond to the strategic context, vision and objectives for the site including:</p> <ul style="list-style-type: none"> ▪ Response to surrounding context and character. ▪ Land uses. ▪ Character areas. ▪ Legibility. ▪ Quality. ▪ Built form: uses, scale and frontages. ▪ Streets/movement - key transport routes, active travel corridors and connectivity. ▪ Parking and servicing. ▪ Affordable housing. ▪ Green Belt compensation. ▪ Green corridors/Green Infrastructure connections. ▪ Open space and recreation provision. ▪ Trees and woodland. ▪ Landscape. ▪ Biodiversity (including net gain). ▪ Drainage. ▪ Carbon, heat and energy. ▪ Health and wellbeing. ▪ Heritage. <p>This section will present a high-level framework to which future planning applications for</p>

	individual phases must accord with/precursor to detailed design codes.
8. Infrastructure delivery strategy	<ul style="list-style-type: none"> ▪ Full details of on-site and off-site infrastructure improvements required to support the development, such as highways, utilities, social, digital, drainage etc. ▪ Timescales for implementation of on-site and off-site infrastructure. ▪ Likely funding mechanisms. ▪ Developer contributions. ▪ Roles and responsibilities.
9. Scheme Benefits	Infographics relating to potential scheme benefits.
10. Main Partners	Overview of the main delivery partners and their respective roles and inputs into the Development Framework – e.g. Bury Council, GMCA, TfGM, Highways England, the Walshaw consortium etc.

4. Site-specific advice: Elton Reservoir

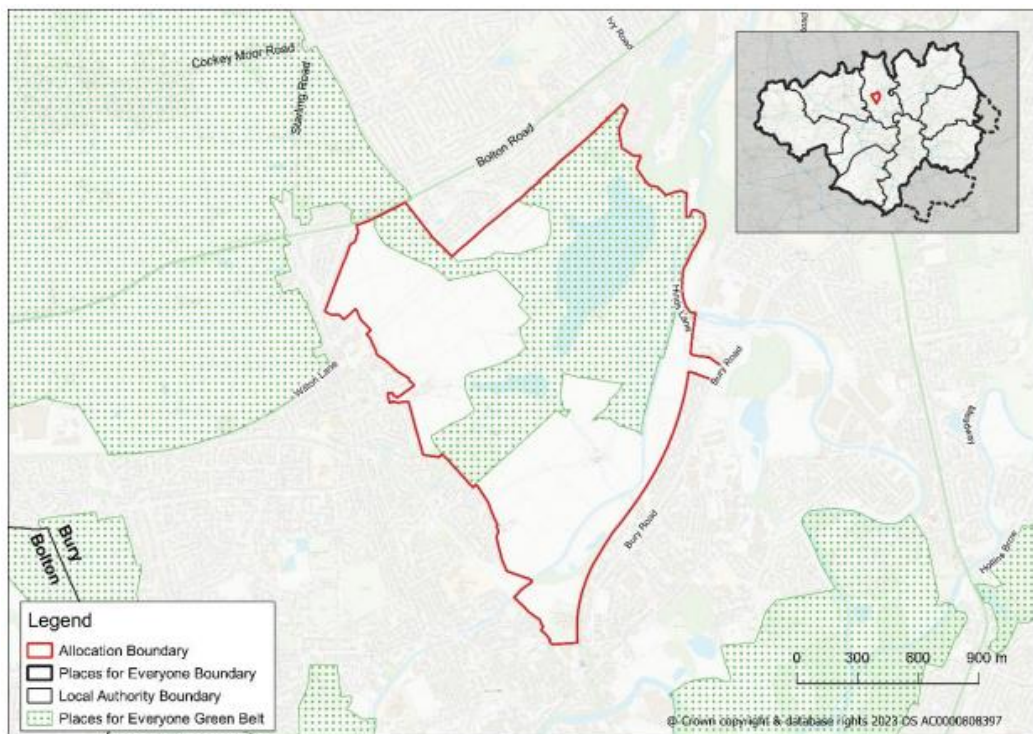
- 4.1 This chapter sets out the relevant development plan policies and the key requirements for the development of the strategic housing allocation at Elton Reservoir.

Relevant Development Plan Policies

Places for Everyone

- 4.2 The Elton Reservoir site (see Plan 1) is allocated for housing under PfE Policy JPA7 and this sets out the site-specific requirements for the site.

Plan 1 – Boundary of strategic housing allocation at Elton Reservoir as identified under PfE Policy JPA7.



4.3 The policy accompanying the Elton Reservoir allocation (Policy JPA7) states that:

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'. Development within this allocation will be required to:

- 1 Deliver a broad mix of around 3,500 homes to diversify the type of accommodation in the Bury and Radcliffe areas. This includes an appropriate mix of house types and sizes, accommodation for older people, plots for custom and self-build (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. It is expected that around 2,100 of these homes will be delivered during the plan period;
- 2 Make provision for key enabling infrastructure including:
 - i. A north-south strategic spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe that is designed to be suitable for buses, would not adversely impact on the operation of Metrolink services, incorporates provision for active travel and is in line with local design standards;
 - ii. A strategic connection from the spine road to Spring Lane, Radcliffe via the former Coney Green High School site that is designed to be suitable for buses, incorporates provision for active travel and is in line with local design standards;
 - iii. 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; and
 - iv. Appropriate structural upgrades to Elton Reservoir, where required. Residential development within the allocation will be controlled to ensure that the rate of housing delivery is coordinated with the implementation of the above infrastructure (or key elements of it);
- 3 Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings on the site and across a range of housing types and sizes

(with an affordable housing tenure split of 60% social or affordable rented and 40% affordable home ownership);

- 4 Make provision for two new two-form entry primary schools to meet needs generated by the development, in accordance with policy JP-P5;
- 5 Make provision for a new secondary school or, in the event that secondary school provision is delivered in an alternative way, make a financial contribution towards secondary school provision to meet needs generated by the development, in accordance with policy JP-P5;
- 6 Make provision for two new local centres in accessible locations which include a range of appropriate retail, health and community facilities required to serve purely local needs and ensure they are integrated with existing communities;
- 7 Ensure the design and layout allows for effective integration with surrounding communities, including active travel links and connections to Inner Radcliffe, Radcliffe town centre, Radcliffe Metrolink station, local schools and Bury town centre;
- 8 Make provision for the replacement of existing recreation space at Warth Fold that is equivalent or better in terms of quantity and quality and in a suitable location;
- 9 Provide a significant green corridor which remains within the Green Belt and provides a strategic amount of new, high quality and publicly accessible open space/parkland coupled with a network of multi-functional green and blue infrastructure within the allocation including the enhancement and the integration of the existing assets at Elton and Withins Reservoirs and the Manchester, Bolton and Bury Canal to create an extensive recreation, tourism and leisure asset;
- 10 Make provision for compensatory improvements to the environmental quality and accessibility of remaining Green Belt within the site in accordance with Policy JP-G2;
- 11 Define and/or strengthen the boundaries of the retained area of Green Belt within the site such that it will comprise physical features that are readily recognisable and likely to be permanent;
- 12 Make provision for biodiversity, including taking appropriate account of SBIs at Elton Reservoir; Manchester, Bolton and Bury Canal (East); Elton Goit; Withins Reservoir; Black Lane Marl Pits; and Radcliffe Wetlands in accordance with Policy JP-G8;
- 13 Ensure the allocation is safe from and mitigates for potential flood risk from all sources including the River Irwell, Elton and Withins Reservoir and surface water and does not increase the flood risk

elsewhere. The delivery of the allocation should be guided by an appropriate flood risk and drainage strategy which ensures co-ordination between phases of development;

- 14 Take appropriate account of relevant heritage assets, and their setting, including the Old Hall Farmhouse Grade II Listed Building 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).

4.4 Whilst PfE Policy JPA7 sets out the site-specific requirements for the Elton Reservoir site, there are a range of other policies in PfE that are relevant to the development of this site and these are set out in Table 2:

Table 2: Other relevant PfE policies

PfE Policy
JP-S1 – Sustainable Development
JP-S2: Carbon and Energy
JP-S3: Heat and Energy Networks
JP-S5: Flood Risk and the Water Environment
JP-S6: Clean Air
JP-S7: Resource Efficiency
JP-H1: Scale, Distribution and Phasing of New Housing Development
JP-H2: Affordability of New Housing
JP-H3: Type, Size and Design of New Housing
JP-H4: Density of New Housing
JP-G1: Landscape Character
JP-G2: Green Infrastructure Network
JP-G6: Urban Green Space
JP-G7: Trees and Woodland

JP-G8: A Net Enhancement of Biodiversity and Geodiversity
JP-P1: Sustainable Places
JP-P2: Heritage
JP-P5: Education, Skills and Knowledge
JP-P6: Health
JP-P7: Sport and Recreation
JP-C1: An Integrated Network
JP-C2: Digital Connectivity
JP-C3: Public Transport
JP-C5: Streets for All
JP-C6: Walking and Cycling
JP-C8: Transport Requirements of New Development
JP-D1: Infrastructure Implementation
JP-D2: Developer Contributions

Bury Unitary Development Plan

- 4.5 The saved policies of the Bury UDP currently represent part of Bury’s statutory development and will be applicable to any development on the site and the relevant policies are set out in Table 3.

Table 3 – Relevant UDP Policies

UDP Policy
H4/1 – Affordable Housing
EN6/1 - Sites of Nature Conservation Interest (Sites of Special Scientific Interest, National Nature Reserves and Grade A Sites of Biological Importance)
EN6/2 - Sites of Nature Conservation Interest (Local Nature Reserves and Grade B and C Sites of Biological Importance)

EN6/4 – Wildlife Links and Corridors (supported by SPG2)
RT1/1 – Protection Of Recreation Provision in the Urban Area
RT2/2 – Recreation Provision in New Housing Development (supported by SPD1)
MW1/1 – Area of Search (Sand and Gravel)

Greater Manchester Joint Minerals Plan

- 4.6 The Greater Manchester Joint Waste Plan sets out policies to guide future minerals development and identifies Areas of Search and Mineral Safeguarding Areas in order to meet aggregate requirements and to protect minerals resources across Greater Manchester.
- 4.7 The allocation is identified as containing Mineral Safeguarding Areas for sandstone (15.5% of the site); sand and gravel (40.2%); surface coal (96.2%); and brickclay (96.2%) as defined in the Greater Manchester Joint Minerals Development Plan. The need for extraction prior to development commencing will be assessed against policies of that minerals plan (or any subsequent minerals plan) to ensure that specific mineral resources of local or national importance are not unnecessarily sterilised.

Table 4 – Relevant policy from the Greater Manchester Joint Minerals Plan

GMJMP Policy
Policy 8 – Prior Extraction of Mineral Resources within Mineral Safeguarding Areas

- 4.8 Whilst the above PfE, UDP and Joint Minerals Plan policies are considered be comprehensive, the Council reserves the right to introduce additional policy requirements for the site where necessary.

Key requirements for the Elton Reservoir site

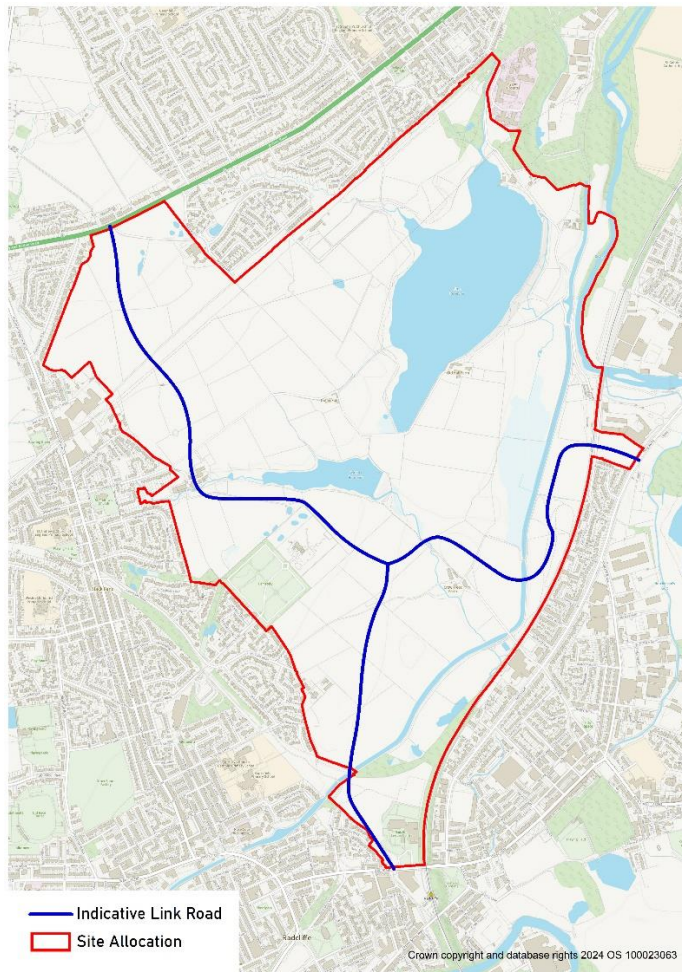
- 4.9 Any development of the site must comply with the relevant policies set out above and it is vital that the approach taken in seeking to satisfy the requirements of these policies through the development of the Elton Reservoir site is supported by proportionate but robust evidence.

- 4.10 However, there are several fundamental requirements that will need to be incorporated into the masterplan and any subsequent planning application(s) for the Elton Reservoir site and these are set out below.
- 4.11 As specified previously, there will need to be an equalisation agreement in place between the various landowners so that all landowners/developers contribute towards the delivery of the infrastructure required to support the development as a whole. The equalisation agreement will ensure that the landowner(s)/developers that control the land where such infrastructure is to be delivered are adequately compensated either financially or 'in kind' by the transfer of land from the other landowners/developers who rely upon this infrastructure for their development. It will also ensure that the cost of delivering the infrastructure is proportionately split across the development as a whole, whether that be through physical construction or through developer contributions.

Strategic highways

- 4.12 Criterion 2 of the PfE policy for Elton Reservoir (JPA7) states that development in this allocation will be required to make provision for key enabling infrastructure including a north-south strategic spine road connecting Bury and Bolton Road (A58) to Bury Road, Radcliffe and a strategic connection from the spine road to Spring Lane, Radcliffe via the former Coney Green High School site.
- 4.13 The provision of these new highways should be designed to be suitable for buses, to not adversely impact on the operation of Metrolink services, and to incorporate provision for active travel, to be in line with local design standards and to have appropriate access junctions.
- 4.14 The precise nature and specification of the new highways, junction arrangement and the specific route of these roads should be informed by detailed transport modelling and design work and should take appropriate account of ecological interests within the site.

Plan 2 – Indicative route of strategic highways through the Elton Reservoir site



Sustainable transport and highways infrastructure

- 4.15 Criterion 2iii of the PfE policy for Elton Reservoir (JPA7) states that development in this allocation will be required to 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.
- 4.16 In addition to the strategic highways linking the site to Bolton Road, Bury Road and Spring Lane, the other transport interventions identified in Appendix D of Places for Everyone for the Elton Reservoir site are as follows:

Necessary:

- Elton Metrolink Stop and Park & Ride facility.
- Radcliffe Town Centre highways improvements.

- New bus services and associated stops to/through/within the allocation.
- Active travel improvements including delivery of missing section of the Bolton-Bury Cycleway.

Supporting:

- A56 / Radcliffe Road – junction improvements.
- A58 / Ainsworth Road/ Starling Road – junction improvements.

4.17 These transport interventions for the Elton Reservoir site are considered in more detail in the wider Transport Locality Assessment for Bury⁸ that was prepared to support Places for Everyone.

4.18 Again, the precise nature and specification of these interventions should be informed by detailed transport modelling and design work.

Metrolink stop and Travel Hub/Park and Ride facilities

4.19 As part of the Elton Reservoir proposals a new Metrolink Stop and Travel Hub/Park and Ride facilities will be required. The Metrolink stop is intended to encourage a large proportion of trips generated by the site to be made by sustainable modes and will support Bury in contributing to the region's Right Mix target for half of all journeys to be made by sustainable modes by 2040.

4.20 To achieve maximum accessibility of the stop, a Travel Hub and Park and Ride will be required. This will ensure that those who can access the development by active modes have safe and attractive opportunities to do so. The Park and Ride will widen the catchment area for those living further away and make it easier for people to switch longer car journeys, such as journeys to Manchester city centre, to more sustainable modes.

4.21 Key elements of the Travel Hub will include secure cycle parking, drop-off pick-up and taxi bays, shared mobility spaces, EV charging points and potentially parcel lockers. The new stop will contribute to the place making of the new development, providing a vibrant and integrated space with local facilities in line with the Travel Hub principles. The Elton Reservoir stop will also increase the attractiveness of the reservoir as a leisure destination and provide better access to greenspace in the south of Bury.

4.22 There is funding in the City Region Sustainable Transport Settlement to start to develop the proposed new stop and Travel Hub/Park and Ride. The

⁸ <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/previous-stages/places-for-everyone-2021-regulation-19/supporting-documents-2021/?folder=09%20Connected%20Places#fList>

Council will work with TfGM and the developer to determine an appropriate funding and delivery strategy for the new stop.

Affordable housing provision

- 4.23 Criterion 3 of the PfE policy for Elton Reservoir (JPA7) 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 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).
- 4.24 The Development Framework for Elton Reservoir should demonstrate a commitment to the provision of affordable housing in line with the requirements of the PfE policy for Elton Reservoir (JPA7).

Education provision

- 4.25 Criterion 4 of the PfE policy for Elton Reservoir (JPA7) states that development in this allocation will be required to make provision for two new two-form entry primary schools to meet needs generated by the development, in accordance with policy JP-P5.
- 4.26 In addition, criterion 5 requires provision for a new secondary school or, in the event that secondary school provision is delivered in an alternative way, make a financial contribution towards secondary school provision to meet needs generated by the development, in accordance with policy JP-P5. Plans to develop a new 5-form entry Radcliffe Star Academy secondary school have progressed independently of the Elton Reservoir allocation with occupation of the school anticipated to be in Autumn 2025. Consequently, there will be a need for a developer contribution towards secondary school provision.
- 4.27 The Local Planning Authority will continue to work closely with the Council's Education services to determine the expected level of pupil yield from the development and the specific nature of primary and secondary school provision and whether such provision should be made on-site or through an off-site contribution.
- 4.28 Should it be concluded that on-site primary school provision is needed, the specific location of such provision will be determined by the Council taking account of factors such as accessibility and location in relation to key infrastructure.
- 4.29 Financial contributions towards school provision will need to be made in accordance with Supplementary Planning Document 17: Developer Contributions for Education. The level of financial contribution will be

calculated on the basis of the number of dwellings, the pupil yield from the development and the cost per pupil place.

Local centre

- 4.30 Criterion 6 of the PfE policy for Elton Reservoir (JPA7) specifies that the development should include provision for two new local centres in accessible locations which include a range of appropriate retail, health and community facilities required to serve purely local needs and ensure they are integrated with existing communities.
- 4.31 Any retail development within the local centres should be of a scale that serves the needs of the surrounding neighbourhoods to avoid it generating vehicular-based visits from the wider area.

Health provision

- 4.32 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 Elton Reservoir will require the provision of new primary care facilities to cope with the needs generated by the development site, in accordance with policy JP-P6.
- 4.33 The Local Planning Authority will continue to work closely with the Greater Manchester Integrated Care Board's (ICB) Primary Care and Estates teams for the Bury Locality to determine the specific nature of health provision required. In doing so, consideration will be given to alignment with the ICB's Infrastructure Strategy, investment plans, and specific priorities for the Bury Locality to ensure that healthcare services for new communities are available and delivered in a way that promotes NHS objectives related to the delivery of population-based healthcare.
- 4.34 When assessing the additional primary care floorspace requirement from new housing, the ICB uses a standard requirement of 150sqm gross internal area (GIA) per 1,750 patients. This has been derived from Health Building Note 11:01: Facilities for Primary and Community Care (HBN 11-01) to identify the scale of additional infrastructure required to provide primary care services to a modern standard of care for residents of new housing in efficient, flexible, and user-friendly environments. This floorspace standard is kept under review by the ICB to ensure it reflects the most up-to-date best practice guidance and may be revised accordingly.
- 4.35 The cost of additional primary care provision will be determined in accordance with ICB build cost benchmarks for primary care facilities. The capital costs of additional health provision, whether for upgrades to existing facilities or construction of new facilities, are based on providing spaces that

specified to be ready for occupation, as opposed to shell and core condition. This reflects the full costs of delivering health infrastructure projects. Where facilities are delivered on-site, measures to ensure that they are fit for purpose and affordable will be applied including consideration of input from the District Valuer.

- 4.36 Early and on-going engagement with the ICB and other relevant health stakeholders is particularly important during the preparation of the Development Framework. Should it be concluded that on-site health provision is needed, this will need to take the form of either in-kind provision by the developer in the form of a turnkey facility transferred to the NHS at no cost, or the provision of a serviced plot of land at no cost with a financial contribution to equivalent to the full capital cost of a new build facility of the required size.
- 4.37 The specific location of such provision will be determined by the Council in consultation with the ICB, taking account of factors such as accessibility and location in relation to key infrastructure. This could be required within either local centre, and will not be influenced by land ownership. On-site health provision should be within a single building with a planned mix of compatible uses in proximity. Provision split across multiple sites would not accord with the ICB strategy of development of integrated hubs. The design of any on-site health 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.
- 4.38 As part of the master planning process, opportunities to consolidate existing health provision within the area should be explored. Colocation of front-line staff from primary, community, social and VCSE sector providers all caring for the same local people around a defined neighbourhood geography is embedded within ICB priorities to support an increase in delivering more care closer to home and a reduction in inequalities. Where there is potential for co-location of the primary care services required by the development with other complementary services, this will need to ensure that the specific clinical design requirements of primary care can be satisfied.

Ecology

- 4.39 In accordance with criterion 12 of the PfE policy for Elton Reservoir (JPA7), the development of this allocation should make provision for biodiversity, including taking appropriate account of SBIs at Elton Reservoir; Manchester, Bolton and Bury Canal (East); Elton Goit; Withins Reservoir; Black Lane Marl Pits; and Radcliffe Wetlands in accordance with Policy JP-G8.

- 4.40 In addition, although unlikely to be directly affected by the development, measures should also be taken to ensure that the Daisyfield SBI is not indirectly affected.
- 4.41 The development should also take account of protected and priority species such as great crested newts, otters, badgers, waxcaps and birds. In particular, the Development Framework should include a strategy for the:
- Conservation of breeding and wintering birds, including new habitat creation and habitat enhancement;
 - Conservation of bats, including new 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 great crested newts;
 - Protection of Badgers;
 - Conservation of Otters in the River Irwell, Canal and Goit which may form the core of a territory;
 - Conservation of waxcap fungi communities;
 - Conservation of Brown Hare;
 - Co-ordinated invasive species management.
- 4.42 The Development Framework should take account of the emerging Greater Manchester Local Nature Recovery Strategy (LNRS) which identifies opportunities for nature recovery to strengthen wildlife links and corridors across the region.

Biodiversity net gain

- 4.43 The development will be required to achieve at least a 10% Net Gain in Biodiversity as measured using a Statutory Metric, in accord with the terms of the Environment Act 2021 and Places for Everyone Policy JP-G8 and the approach should follow the Biodiversity Net Gain Hierarchy.
- 4.44 The Development Framework should set out details of how the required Net Gain is to be achieved. If this will require off-site habitat creation and enhancement, details of off-site provision should be supplied.
- 4.45 Off-site habitat creation and enhancement, and significant on-site gains, will need to be secured for at least thirty years.

Heritage

- 4.46 Criterion 14 of the PfE policy for Elton Reservoir (JPA7) states that development at this allocation should take appropriate account of relevant heritage assets, and their setting, including the Old Hall Farmhouse Grade II Listed Building in accordance with Policy JP-P2; and
- 4.47 PfE Policy JP-P2 states that we will proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings. This includes:
- Setting out a clear vision that recognises and embeds the role of heritage in place-making;
 - ensuring that the heritage significance of a site or area is considered in accordance with national planning policy in the planning and design process and opportunities for interpretation and local engagement are optimised; and
 - Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place.
- 4.48 The Policy states that particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected, including places of worship.
- 4.49 The Development Framework and the integral masterplan will need to take account of heritage assets and their settings within and around the Elton Reservoir site, including the Old Hall Farmhouse Grade II Listed Building and other heritage assets contained on the Historic Environment Record and the Bury's draft Local List.

Country Park

- 4.50 Criterion 9 of the PfE policy for Elton Reservoir (JPA7) states that the development of this allocation should provide a significant green corridor which remains within the Green Belt and provides a strategic amount of new, high quality and publicly accessible open space/parkland coupled with a network of multi-functional green and blue infrastructure within the allocation including the enhancement and the integration of the existing assets at Elton and Withins Reservoirs and the Manchester, Bolton and Bury Canal to create an extensive recreation, tourism and leisure asset.
- 4.51 The Local Planning Authority will continue to work closely with the Council's Operations department to determine the specific requirements and facilities

that should be incorporated into the Country Park. However, it should be an asset of Borough-wide significance as well as for the prospective residents of the housing within the Elton Reservoir site. As required by PfE Policy JPA7, the Country Park will need to include the enhancement and the integration of the existing assets at Elton and Withins Reservoirs and the Manchester, Bolton and Bury Canal to create an extensive recreation, tourism and leisure asset.

- 4.52 The park itself will be accessible for all, including for walking, wheeling, cycling and horse riding and involve upgraded surfaces to existing footpaths and bridleways connecting adjoining residential developments to the wider open countryside.

Recreation provision

- 4.53 The National Planning Policy Framework states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:
- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.
- 4.54 This is reflected in criterion 8 of the PfE policy for Elton Reservoir (JPA7) which states that the development of this allocation should make provision for the replacement of existing recreation space at Warth Fold that is equivalent or better in terms of quantity and quality and in a suitable location. Replacement provision could potentially be incorporated into the provision of the Country Park referred to above.
- 4.55 In addition, 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)⁹ which provides more detailed advice on the implementation of the Policy.
- 4.56 UDP Policy RT2/2 is supported by criterion 3 of Places for Everyone Policy JP-P7 (Sport and Recreation) which states that a network of high quality and

⁹ <https://www.bury.gov.uk/asset-library/supplementary-planning-document-open-space-sport-recreation.pdf>

accessible sports and recreation facilities will be protected and enhanced, supporting greater levels of activity for all ages, including by requiring new development to provide new and/or improved existing facilities commensurate with the demand they would generate.

- 4.57 The Local Planning Authority will continue to work closely with the Council's Operations department to determine the specific nature of recreation provision and, in particular, the types of recreation required and the extent to which this should be provided within the site or through off-site contributions. In doing so, priority will be given to those typologies where there is an identified deficiency in the area based on the standards set out in the Bury Greenspace Audit and Strategy¹⁰ (or subsequent update to it) and the Playing Pitch Strategy.
- 4.58 Should it be concluded that on-site recreation provision is required, the specific location of such provision will be determined by the Council taking account of factors such as accessibility, natural surveillance (in the case of provision for children's play) and residential amenity. Consideration will also be given as to whether open spaces can also provide dual use for Sustainable urban Drainage Systems (SuDS), delivering recreational benefits by using attenuation and storage areas for play and/or sports areas.
- 4.59 Financial contributions towards off-site recreation provision will need to be made in accordance with Supplementary Planning Document 1: Open space, sport and recreation provision in new housing development.

Flood risk

- 4.60 PfE Policy JP-S4 relates to flood risk and the water environment and states that flood risk will be managed through a variety of methods including:
- Working with natural processes and adopting a natural flood management approach to slow the speed of water drainage;
 - Locating and designing development so as to minimise the impacts of current and future flood risk; and
 - Expecting developments to manage surface water runoff through sustainable drainage systems and as close to source as possible. Development should achieve greenfield run-off rates.
- 4.61 Delivery of the allocation should be guided by an appropriate flood risk and drainage strategy in accordance with PfE Policy JP-S4 which ensures coordination between phases of development. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should

¹⁰ [Bury Greenspace Audit and Strategy](#)

be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

- 4.62 In addition, structural upgrades may be required to Elton Reservoir to reflect any changes to the categorisation of the reservoir as a result of new residential development being located downstream.

Green Belt compensation

- 4.63 The National Planning Policy Framework states that plans should set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.
- 4.64 This is reflected in PfE Policy JPG2 which states that development which involves the removal of land from the Green Belt (including allocations proposed in this plan) will be required to offset the impact of removing land from the Green Belt through identifying and delivering compensatory improvements to the environmental quality and accessibility of remaining Green Belt in the vicinity of the site. Details of specific sites and projects will be established in discussion with the relevant Local Authority.
- 4.65 Criterion 10 of the PfE policy for Elton Reservoir (JPA7) states that development within this allocation will need to make provision for compensatory improvements to the environmental quality and accessibility of remaining Green Belt within the site in accordance with Policy JP-G2.
- 4.66 A significant corridor of land through the Elton Reservoir site is retained as Green Belt and this should be the focus of compensatory improvements.

Design

- 4.67 The National Planning Policy Framework states that the creation of high quality, beautiful 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.
- 4.68 It goes on to state that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.
- 4.69 Places for Everyone Policy JP-P1 relates to the creation of sustainable places and includes a range of criteria that will need to be fully considered in

the design of new development, including the preparation of the Development Framework for the Walshaw site.

- 4.70 The National Design Guide¹¹ and National Model Design Code¹² should also be considered during the preparation of the Development Framework.

¹¹ <https://www.gov.uk/government/publications/national-design-guide>

¹² <https://www.gov.uk/government/publications/national-model-design-code>

5. Site-specific advice: Walshaw

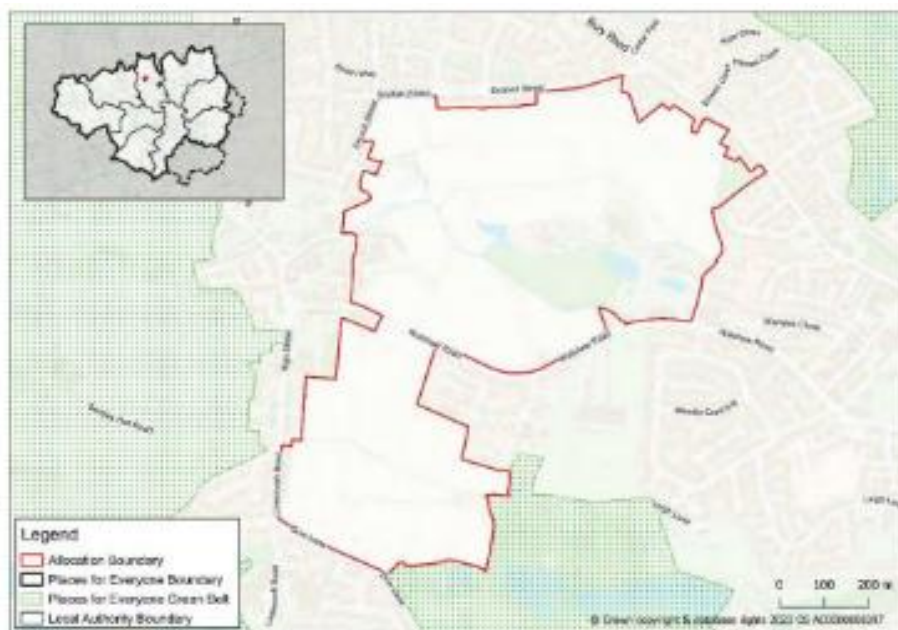
- 5.1 This chapter sets out the relevant development plan policies and the key requirements for the development of the strategic housing allocation at Walshaw.

Relevant Development Plan Policies

Places for Everyone

- 5.2 The Walshaw site (see Plan 4) is allocated for housing under PfE Policy JPA9 and this sets out the site-specific requirements for the site.

Plan 4 – Boundary of strategic housing allocation as identified under PfE Policy JPA9.



5.3 The policy accompanying the Walshaw allocation (Policy JPA9) states that:

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'.

Development in this allocation will be required to:

- 1 Deliver a broad mix of around 1,250 homes to diversify the type of accommodation in the Walshaw area. This includes an appropriate mix of house types and sizes, accommodation for older people, and provision of plots for custom and self-build housing (subject to local demand as set out in the Council's self-build register);
- 2 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;
- 3 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;
- 4 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;
- 5 Make provision for affordable housing in accordance with local planning policy requirements, equivalent to at least 25% of the dwellings proposed on the site and across a range of housing types and sizes (with an affordable housing tenure split of 60% social or affordable rented and 40% affordable home ownership);
- 6 Make provision for a new one-form entry primary school 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 required to serve purely local needs and ensure that it is integrated within existing communities;
- 8 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;

- 9 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;
- 10 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;
- 11 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;
- 12 Take appropriate account of relevant heritage assets, and their setting, including the Christ Church Grade II* Listed Building, in accordance with Policy JP-P2; and
- 13 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).

5.4 Whilst PfE Policy JPA9 sets out the site-specific requirements for the Walshaw site, there are a range of other policies in PfE that are relevant to the development of this site and these are set out in Table 5:

Table 5: Other relevant PfE policies

PfE Policy
JP-S1 – Sustainable Development
JP-S2: Carbon and Energy
JP-S3: Heat and Energy Networks
JP-S5: Flood Risk and the Water Environment
JP-S6: Clean Air
JP-S7: Resource Efficiency
JP-H1: Scale, Distribution and Phasing of New Housing Development
JP-H2: Affordability of New Housing
JP-H3: Type, Size and Design of New Housing
JP-H4: Density of New Housing

JP-G1: Landscape Character
JP-G2: Green Infrastructure Network
JP-G6: Urban Green Space
JP-G7: Trees and Woodland
JP-G8: A Net Enhancement of Biodiversity and Geodiversity
JP-P1: Sustainable Places
JP-P2: Heritage
JP-P5: Education, Skills and Knowledge
JP-P6: Health
JP-P7: Sport and Recreation
JP-C1: An Integrated Network
JP-C2: Digital Connectivity
JP-C3: Public Transport
JP-C5: Streets for All
JP-C6: Walking and Cycling
JP-C8: Transport Requirements of New Development
JP-D1: Infrastructure Implementation
JP-D2: Developer Contributions

Bury Unitary Development Plan

- 5.5 The saved policies of the Bury UDP currently represent part of Bury’s statutory development and will be applicable to any development on the site. Table 6 sets out the relevant UDP policies that should be taken into account in developing proposals for the Elton Reservoir and Walshaw sites.

Table 6 – Relevant UDP Policies

UDP Policy
H4/1 – Affordable Housing
EN6/2 - Sites of Nature Conservation Interest (Local Nature Reserves and Grade B and C Sites of Biological Importance)
EN6/4 – Wildlife Links and Corridors (supported by SPG2)
RT2/2 – Recreation Provision in New Housing Development (supported by SPD1)
MW1/1 – Minerals Area of Search (Sand)

Greater Manchester Joint Minerals Plan

- 5.6 The Greater Manchester Joint Waste Plan sets out policies to guide future minerals development and identifies Areas of Search and Mineral Safeguarding Areas in order to meet aggregate requirements and to protect minerals resources across Greater Manchester.
- 5.7 The allocation is identified as containing Mineral Safeguarding Areas for sandstone (6.3% of the site); sand and gravel (9.8%); surface coal (94.3%); and brickclay (94.3%) as defined in the Greater Manchester Joint Minerals Development Plan. The need for extraction prior to development commencing will be assessed against policies of that minerals plan (or any subsequent minerals plan) to ensure that specific mineral resources of local or national importance are not unnecessarily sterilised.

Table 7 – Relevant policy from the Greater Manchester Joint Minerals Plan

GMJMP Policy
Policy 8 – Prior Extraction of Mineral Resources within Mineral Safeguarding Areas

- 5.8 Whilst the above PfE, UDP and Joint Minerals Plan policies are considered be comprehensive, the Council reserves the right to introduce additional policy requirements for the site where necessary.

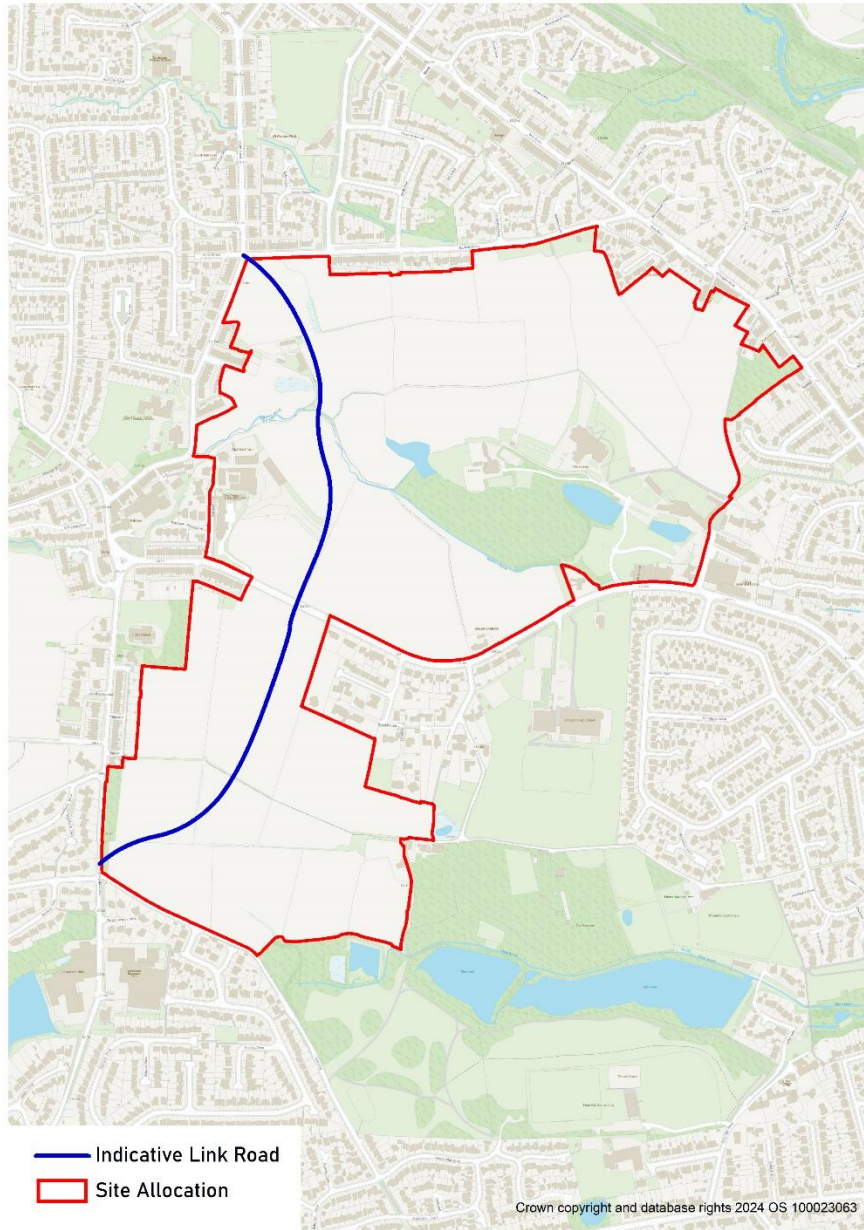
Key requirements for the Walshaw site

- 5.9 Any development of the site must comply with the relevant policies set out within Section 2 of this SPD and it is vital that the approach taken in seeking to satisfy the requirements of these policies through the development of the Walshaw site is supported by proportionate but robust evidence.
- 5.10 However, there are several fundamental requirements that will need to be incorporated into the masterplan and any subsequent planning application(s) for the Walshaw site and these are set out below.
- 5.11 As specified earlier, there will need to be an equalisation agreement in place between the various landowners so that all landowners/developers contribute towards the delivery of the infrastructure required to support the development as a whole. The equalisation agreement will ensure that the landowner(s)/developers that control the land where such infrastructure is to be delivered are adequately compensated either financially or 'in kind' by the transfer of land from the other landowners/developers who rely upon this infrastructure for their development. It will also ensure that the cost of delivering the infrastructure is proportionately split across the development as a whole, whether that be through physical construction or through developer contributions.

Strategic through road

- 5.12 Criterion 2 of the PfE policy for Walshaw (JPA9) states that development in this allocation will be required to 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.
- 5.13 This should involve the provision of a new strategic highway through the site with new junction arrangements at either end i.e. at Scobell Street/Church Street/Acres Street and at Walshaw Road as shown indicatively on the plan below. The precise nature and specification of the new highway, junction arrangement and the specific route of the through road should be informed by detailed transport modelling and design work.

Plan 5 – Indicative route of strategic through road for the Walshaw site



Sustainable transport and highways infrastructure

- 5.14 Criterion 4 of the PfE policy for Walshaw (JPA9) states that development in this allocation will be required to 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.
- 5.15 For the Walshaw site, the transport interventions identified in Appendix D of Places for Everyone are as follows:

Necessary:

- Link road providing bus penetration through the allocation between Lowercroft Road and Scobell Street, via Walshaw Road
- Crostons Road/ Tottington Road junction
- Tottington Road/Walshaw Road priority junction
- Cockey Moor Road junction
- A58 Bolton Road / Ainsworth Road junction improvement
- A58 Bolton & Bury Road/Starling Road junction improvement
- Introduction of bus services through the allocation
- Active travel improvements

Supporting:

- Appropriate linkages to Elton link road

5.16 These transport interventions for the Walshaw site are considered in more detail in the wider Transport Locality Assessment for Bury¹³ that was prepared to support Places for Everyone.

5.17 Again, the precise nature and specification of these interventions should be informed by detailed transport modelling and design work.

Affordable housing provision

5.18 Criterion 5 of the PfE policy for Walshaw (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 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).

5.19 The Development Framework for Walshaw should demonstrate a commitment to the provision of affordable housing in line with the requirements of Places for Everyone Policy JPA9.

Education provision

5.20 Criterion 6 of the PfE policy for Walshaw (JPA9) states that development in this allocation will be required to make provision for a new one-form entry

¹³ <https://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/places-for-everyone/previous-stages/places-for-everyone-2021-regulation-19/supporting-documents-2021/?folder=09%20Connected%20Places#fList>

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.

- 5.21 The Local Planning Authority will continue to work closely with the Council's Education services to determine the expected level of pupil yield from the development and the specific nature of primary school provision and whether such provision should be made on-site or through an off-site contribution. Opportunities to consolidate existing primary school provision in the area within the Walshaw site will also be explored.
- 5.22 Should it be concluded that on-site primary school provision is needed, the specific location of such provision will be determined by the Council taking account of factors such as accessibility and location in relation to key infrastructure. This could be required on any part of the site (north or south) and will not be influenced by land ownership.
- 5.23 Financial contributions towards school provision will need to be made in accordance with Supplementary Planning Document 17: Developer Contributions for Education. The level of financial contribution will be calculated on the basis of the number of dwellings, the pupil yield from the development and the cost per pupil place.

Local centre

- 5.24 Criterion 7 of the PfE policy for Walshaw (JPA9) specifies that the development should include provision for two new local centres in accessible locations which include a range of appropriate retail, health and community facilities required to serve purely local needs and ensure they are integrated with existing communities.
- 5.25 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.

Health provision

- 5.26 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 the improvement of off-site primary care facilities to cope with the needs generated by the development site, in accordance with policy JP-P6.
- 5.27 The Local Planning Authority 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 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. Financial contributions towards off-site provision of additional primary care capacity will need to be made in accordance with the below approach.

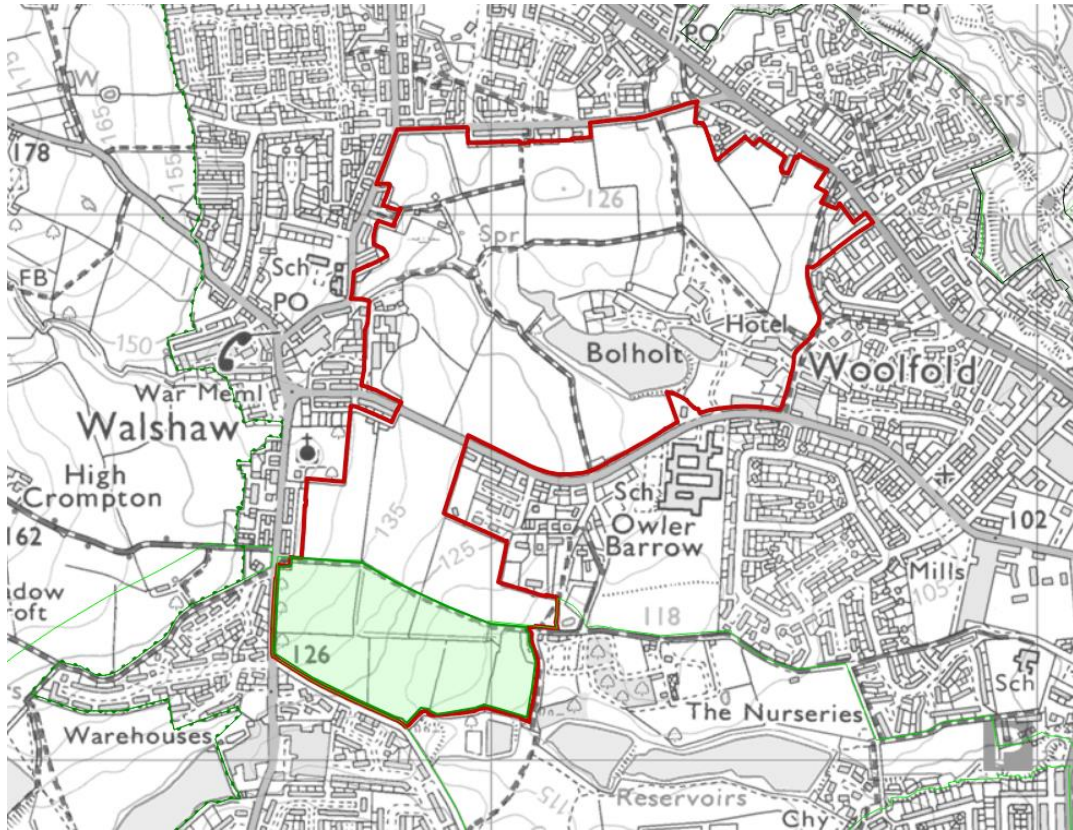
- 5.28 When assessing the additional primary care floorspace requirement from new housing, the ICB uses a standard requirement of 150sqm gross internal area (GIA) per 1,750 patients. This has been derived from Health Building Note 11:01: Facilities for Primary and Community Care (HBN 11-01) to identify the scale of additional infrastructure required to provide primary care services to a modern standard of care for residents of new housing in efficient, flexible, and user-friendly environments. This floorspace standard is kept under review by the ICB to ensure it reflects the most up-to-date best practice guidance and may be revised accordingly.
- 5.29 The cost of additional primary care provision will be determined in accordance with ICB build cost benchmarks for primary care facilities. The capital costs of additional health provision, whether for upgrades to existing facilities or construction of new facilities, are based on providing spaces that specified to be ready for occupation, as opposed to shell and core condition. This reflects the full costs of delivering health infrastructure projects. Because the existing primary care estate is well-located in relation to the Walshaw site, it anticipated that that financial contributions will be based delivering the required additional capacity via refurbishment, reconfiguration and/or extension of existing facilities.

Ecology

- 5.30 The Development Framework should incorporate a strategy that reflects the ecological priorities for the Walshaw site i.e:
- Conservation of breeding birds including new habitat creation and habitat enhancement;
 - Conservation of bats, including new 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;
 - Co-ordinated management of invasive species.

- 5.31 A designated wildlife corridor runs across the southern part of the allocation, as shown on the following plan, linking with adjoining corridors:

Plan 6 – Wildlife corridor at Walshaw



- 5.32 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. This Policy is supported by supplementary guidance (SPG2)¹⁴ which provides more detailed advice on the measures that can be taken as part of new development to avoid adverse impacts on wildlife links and corridors.
- 5.33 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

¹⁴ <https://www.bury.gov.uk/asset-library/supplementary-planning-document-wildlife-corridors.pdf>

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.

- 5.34 Consequently, in line with UDP Policy EN6/4 (and its supplementary guidance) and Places for Everyone Policy JP-G8, development 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.
- 5.35 The Development Framework should take account of the emerging Greater Manchester Local Nature Recovery Strategy (LNRS) which identifies opportunities for nature recovery to strengthen wildlife links and corridors across the region.

Biodiversity net gain

- 5.36 The development will be required to achieve at least a 10% Net Gain in Biodiversity as measured using a Statutory Metric, in accord with the terms of the Environment Act 2021 and Places for Everyone Policy JP-G8 and the approach should follow the Biodiversity Net Gain Hierarchy.
- 5.37 The Development Framework should set out details of how the required Net Gain is to be achieved. If this will require off-site habitat creation and enhancement, details of off-site provision should be supplied.
- 5.38 Off-site habitat creation and enhancement, and significant on-site gains, will need to be secured for at least thirty years.

Heritage

- 5.39 Criterion 12 of the PfE policy for Walshaw (JPA9) states that development at this allocation will be required 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.
- 5.40 Places for Everyone Policy JP-P2 states that we will proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings. This includes:
- Setting out a clear vision that recognises and embeds the role of heritage in place-making;
 - ensuring that the heritage significance of a site or area is considered in accordance with national planning policy in the planning and design

process and opportunities for interpretation and local engagement are optimised; and

- Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place.

- 5.41 The Policy states that particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected, including places of worship.
- 5.42 The Development Framework and the integral masterplan will need to take account of heritage assets and their settings within and around the Walshaw site, including the Grade II Listed Christ Church and other heritage assets contained on the Historic Environment Record and the Bury's draft Local List.

Recreation provision

- 5.43 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)¹⁵ which provides more detailed advice on the implementation of the Policy.
- 5.44 In addition, UDP Policy RT2/2 is supported by criterion 3 of Places for Everyone Policy JP-P7 (Sport and Recreation) which states that a network of high quality and accessible sports and recreation facilities will be protected and enhanced, supporting greater levels of activity for all ages, including by requiring new development to provide new and/or improved existing facilities commensurate with the demand they would generate.
- 5.45 The Local Planning Authority will continue to work closely with the Council's Operations department to determine the specific nature of recreation provision and, in particular, the types of recreation required and the extent to which this should be provided within the site or through off-site contributions. In doing so, priority will be given to those typologies where there is an identified deficiency in the area based on the standards set out in the Bury Greenspace Audit and Strategy¹⁶ (or subsequent update to it) and the Playing Pitch Strategy.

¹⁵ <https://www.bury.gov.uk/asset-library/supplementary-planning-document-open-space-sport-recreation.pdf>

¹⁶ [Bury Greenspace Audit and Strategy](#)

- 5.46 Should it be concluded that on-site recreation provision is required, the specific location of such provision will be determined by the Council taking account of factors such as accessibility, natural surveillance (in the case of provision for children's play) and residential amenity. Consideration will also be given as to whether open spaces can also provide dual use for Sustainable urban Drainage Systems (SuDS), delivering recreational benefits by using attenuation and storage areas for play and/or sports areas.
- 5.47 Financial contributions towards off-site recreation provision will need to be made in accordance with Supplementary Planning Document 1: Open space, sport and recreation provision in new housing development.

Flood risk

- 5.48 PfE Policy JP-S4 relates to flood risk and the water environment and states that flood risk will be managed through a variety of methods including:
- Working with natural processes and adopting a natural flood management approach to slow the speed of water drainage;
 - Locating and designing development so as to minimise the impacts of current and future flood risk; and
 - Expecting developments to manage surface water runoff through sustainable drainage systems and as close to source as possible. Development should achieve greenfield run-off rates.
- 5.49 There have been several incidents of surface water flooding around the site, particularly on Scobell Street, which occurs when intense rainfall overwhelms existing drainage systems. Hydraulic modelling should be undertaken to support the Development Framework and to inform the design and layout of the development, including methods of surface water management.
- 5.50 To reduce the risk of flooding, the development should minimise the risk associated with inadequate sewer capacity and minimise and control the rate of surface water run-off through an appropriate drainage strategy in accordance with PfE Policy JP-S4 and, where possible, safeguard land within the allocation for flood storage. Measures such as rainwater recycling, green roofs, water butts and permeable driveway surfaces should be considered to mitigate the impact of potential flood risk both within and beyond the site boundaries. As a green and blue infrastructure network will provide more sustainable options discharge surface water, only foul flows should connect with the public sewer.

Green Belt compensation

- 5.51 The National Planning Policy Framework states that plans should set out ways in which the impact of removing land from the Green Belt can be offset through compensatory improvements to the environmental quality and accessibility of remaining Green Belt land.
- 5.52 This is reflected in PfE Policy JPG2 which states that development which involves the removal of land from the Green Belt (including allocations proposed in this plan) will be required to offset the impact of removing land from the Green Belt through identifying and delivering compensatory improvements to the environmental quality and accessibility of remaining Green Belt in the vicinity of the site. Details of specific sites and projects will be established in discussion with the relevant Local Authority.
- 5.53 Criterion 10 of the PfE policy for Walshaw (JPA9) states that development within this allocation will need to make provision for compensatory improvements to the environmental quality and accessibility of remaining Green Belt within the site in accordance with Policy JP-G2.
- 5.54 The Development Framework should set out how it is intended to comply with the requirements for Green Belt compensation.

Design

- 5.55 The National Planning Policy Framework states that the creation of high quality, beautiful 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.
- 5.56 It goes on to state that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.
- 5.57 Places for Everyone Policy JP-P1 relates to the creation of sustainable places and includes a range of criteria that will need to be fully considered in the design of new development, including the preparation of the Development Framework for the Walshaw site.
- 5.58 The National Design Guide¹⁷ and National Model Design Code¹⁸ should also be considered during the preparation of the Development Framework.

¹⁷ <https://www.gov.uk/government/publications/national-design-guide>

¹⁸ <https://www.gov.uk/government/publications/national-model-design-code>

Bury
Council