

<b>Classification:</b> Open	<b>Decision Type:</b> Key
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<b>Report to:</b>	Cabinet	<b>Date: 25 September 2024</b>
<b>Subject:</b>	Holcroft Moss Planning Obligations Consultation Draft Joint Supplementary Planning Document	
<b>Report of</b>	Leader and Cabinet Member for Strategic Growth	

### Summary

1. The Holcroft Moss Planning Obligations Supplementary Planning Document (SPD) applies across the whole Places for Everyone Plan area and is, therefore, being prepared jointly by the nine PfE Plan authorities. Following adoption, the SPD will be a material consideration in determining planning applications in Bury.
2. The SPD will facilitate and provide guidance on the timely provision of required mitigation at Holcroft Moss, due to increased air pollution caused by the cumulative impact of traffic resulting from development.
3. This Report seeks Cabinet approval to consult on the Draft SPD in November 2024. Following consultation, Cabinet will be asked to approve the final version of the SPD for adoption.

### Recommendation(s)

4. It is recommended that Cabinet:
  - i. Approves the draft Holcroft Moss SPD attached at Appendix 1 as the basis for a six-week public consultation commencing no earlier than 1st November 2024.
  - ii. Delegates approval to the Executive Director of Place to make minor, non-material modifications to the draft Holcroft Moss Supplementary Planning Document before consultation commences, subject to consultation and agreement with the eight other Places for Everyone authorities.

## **Reasons for recommendation(s)**

5. To enable stakeholders to have the opportunity to provide comment on the draft Holcroft Moss Supplementary Planning Document before it is formally adopted.

## **Alternative options considered and rejected**

6. To not approve the SPD for consultation. This would prevent stakeholders commenting on the SPD. This would result in future adoption of the document being contrary to planning regulations and would significantly limit the ability of the PfE authorities to collect S106 monies, necessary to mitigate harm to Holcroft Moss.

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

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## **Background**

7. The Places for Everyone Plan (PfE) is a joint development plan document of nine Greater Manchester authorities which was adopted on 21st March 2024.
8. PfE sets out a clear spatial strategy for delivering new homes and businesses and the infrastructure needed to support the development and to protect and enhance our towns, cities and landscapes. It covers a timeframe up to 2039.
9. PfE Policy JP-C8 seeks to ensure new development does not have an adverse impact on the protected habitats and species of Holcroft Moss, which is within the Manchester Mosses Special Area of Conservation (SAC). Where appropriate, housing and/or employment developments make a financial contribution to the provision of mitigation.

## **Scope and content of the draft SPD**

10. The need for and amount of the financial contributions will be identified at the planning application stage. As set out in Policy JP-C8 of the PfE Plan, where planning applications are required to be accompanied by a Transport Assessment, they will need to consider air quality impacts on Holcroft Moss, within the Manchester Mosses Special Area of Conservation (SAC). Any proposals that would result in increased traffic flows on the M62 past Holcroft

Moss of more than 100 vehicles per day or 20 Heavy Goods Vehicles (HGVs) per day must devise a scheme-specific range of measures to reduce reliance on cars, reduce trip generation, promote ultra-low emission vehicles, and provide a contribution towards restoration measures at Holcroft Moss. The estimated project costs and the required contributions are set out in Appendix 2.

11. Working with Natural England and Warrington MBC, the nine PfE authorities have established the scope and estimated cost of the mitigation works. The cost of the mitigation works - including design and feasibility, land, capital costs, professional fees, monitoring, contingency and ongoing maintenance – has been estimated at approximately £880,000 (see statement of estimated project costs and required contributions, which is available alongside this SPD). Contributions will be sought on commencement of development to ensure the mitigation measures can be provided in a timely manner to offset the impacts. Individual legal agreements will specify timeframes for financial contribution(s) to be spent.
12. The exact scale of contributions for an individual site will depend upon the particular development proposed, and its impact upon Holcroft Moss. The nine PfE authorities and Warrington MBC have agreed that the cost of the mitigation works will be apportioned between the two plans. The apportionment will be based on the potential impact on Holcroft Moss identified in the respective Plans' Habitats Regulations Assessment (HRA). On this basis the PfE authorities will be responsible for 53% of the total costs and Warrington MBC will be responsible for 47% of the total costs. As Holcroft Moss lies within the area of Warrington MBC, it will administer the implementation of the mitigation scheme. Should a Transport Assessment indicate that the threshold may be exceeded, and therefore the need to consider the requirement for a Section 106 contribution, the monies would be collected by the PfE authority as required and transferred to Warrington.
13. The financial contribution(s) secured via this mechanism will enable the nine PfE Plan authorities, in conjunction with Warrington MBC, to fund mitigation works to address air quality impacts on Holcroft Moss from relevant development.
14. Each of the nine individual local planning authorities will monitor progress of individual developments to which this SPD applies. Warrington MBC will monitor the implementation of the mitigation scheme, which will be funded by money secured by planning obligations in accordance with this SPD. Regular reporting will be provided by Warrington MBC to the nine PfE authorities. The outcome of this monitoring will be included in the Authority Monitoring Report as necessary.
15. This SPD has been prepared in the context and parameters of the PfE Viability Assessments which were undertaken as part of the preparation of the PfE Plan. It is therefore assumed that the requirements set out in the SPD are viable. If viability issues are encountered on a site-by-site basis, PfE Plan Policy JP-D2 states that the Local Planning Authority will determine the weight

to be given to a viability assessment alongside other material considerations, this will include, where necessary, the need to mitigate air quality impacts on Holcroft Moss from relevant development.

### **Consultation and adoption**

16. The Holcroft Moss SPD is being prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.
17. The public consultation will commence no sooner than 1 November 2024 and will run for six weeks.
18. Relevant material will be made available for inspection on the GMCA's website, on behalf of the nine PFE authorities, including via a link from this Council's web site. The documentation will also be made available for inspection at the Town Hall reception; Bury, Prestwich, Radcliffe or Ramsbottom Libraries and at the Tottington Centre.
19. Letters/emails will also be sent to all contacts on the Council's development plan database. Consultation will also be advertised via the Council's social media channels.
20. Following consultation, the draft Holcroft Moss SPD will, if necessary, be amended before being brought back to Members seeking formal approval for the adoption of the document.

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### **Links with the Corporate Priorities:**

21. Places for Everyone forms part of Bury's statutory development plan. It sets out statutory policies and strategic site allocations that will guide future growth and development in the Borough. A key part of the Plan is to rebalance the Greater Manchester economy by significantly boosting the economic output from the north through the delivery of new housing and employment that will benefit both Bury and its residents. The 'Let's Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities.

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### **Equality Impact and Considerations:**

22. The attached Equality Impact Assessment concludes that there are no negative impacts on equality and a positive impact recorded.
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## Environmental Impact and Considerations:

23. PfE Policy JP-C8 seeks to ensure new development does not have an adverse impact on the protected habitats and species of Holcroft Moss, which is within the Manchester Mosses Special Area of Conservation (SAC). Holcroft Moss is a Site of Special Scientific Interest (SSSI) designated lowland raised peat bog which is capable of absorbing and storing large amounts of carbon dioxide.

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## Assessment and Mitigation of Risk:

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

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## Legal Implications:

24. The statutory requirements for the preparation of SPDs are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 and paragraphs 24 and 25 of this report set out how these requirements are being followed. Before adoption of the SPD, Cabinet will need to consider the issues raised during the consultation and how those issues have been addressed. SPDs do not form part of the development plan so they cannot introduce new planning policies. They are however a material consideration in determining planning applications.

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## Financial Implications:

*To be completed by the Council's Section 151 Officer.*

25. The amount to be collected through s106 agreements in the PfE area is 53% of £880k which is £466,400. There should be no financial impact on the

council as Bury's share of these costs will be covered by s106 contributions from developers.

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**Appendices:**

Appendix 1 - Holcroft Moss Planning Obligations Consultation Draft Joint Supplementary Planning Document

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**Background papers:**

[Places for Everyone Joint Development Plan \(adopted March 2024\).](#)

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

Term	Meaning
SPD	Supplementary Planning Document
PfE	Places for Everyone Joint Development Plan
HRA	Habitats Regulations Assessment