

Classification: Open	Decision Type: Key
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Report to:	Cabinet	Date: 6 th November 2024
Subject:	Northern Gateway Development Framework Consultation Draft - Joint Supplementary Planning Document	
Report of	Leader and Cabinet Member for Strategic Growth	

Summary

1. The Draft Northern Gateway Development Framework (NGDF) sets out the masterplan and phasing strategy for the Northern Gateway site. This is the largest strategic employment site allocated through the Places for Everyone Joint Plan (PfE), which was adopted in March 2024. The site straddles both Bury and Rochdale boundaries and the Framework will be used to deliver development across both districts.
2. A key requirement of PfE Policy JPA1.1 is that any proposals within the Northern Gateway allocation must be in accordance with a comprehensive masterplan that has been agreed by Bury and Rochdale local planning authorities and that it shall include a design code and a clear phasing strategy.
3. The draft NGDF establishes the key principles for the development of the site and establishes a framework against which future planning applications on the site will be considered, sets out high level design principles and an approach to the delivery and phasing of infrastructure. In order to give the Framework additional planning weight in decision making, it is proposed that it is adopted as a Supplementary Planning Document (SPD).
4. Members are therefore being asked to approve the draft NGDF for an 8-week period of consultation in order to establish stakeholder views on its content. Following consultation, all representations received will be fully considered and changes made where appropriate before the SPD is brought back to Cabinet for approval to adopt.

Recommendation(s)

5. It is recommended that Cabinet:
 - i approves the draft Northern Gateway Development Framework (NGDF) SPD (Appendix 1) as the basis for public consultation for at least six weeks commencing in November 2024.

- ii Delegates approval to the Executive Director of Place to make minor non-material editorial amendments to the draft Northern Gateway Development Framework Supplementary Planning Document before consultation commences.

Reasons for recommendation(s)

6. To enable stakeholders to have the opportunity to provide comment on the draft Northern Gateway Development Framework and to comply with the statutory requirements on consultation.

Alternative options considered and rejected

7. To not approve the SPD for consultation. This would prevent stakeholders from commenting on the SPD and would prevent the Council from being able to proceed to adopt the SPD because it is a statutory requirement that such documents must be consulted on before adoption.

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Background

8. The Places for Everyone Plan (PfE Plan) is a joint development plan document of nine Greater Manchester authorities (excluding Stockport) which was adopted on 21st March 2024.
9. It is a long-term plan for jobs, new homes and sustainable growth which allocates large strategic sites for employment and housing. This includes the employment led allocation at Northern Gateway (Heywood/Pilsworth) (PfE Policy JPA1.1), which straddles the districts of Bury and Rochdale and sits alongside the M62 and M66 motorways. The site is one of the largest strategic employment allocations in the country and represents a transformational opportunity to deliver unprecedented levels of investment, jobs, homes and community benefits.
10. Northern Gateway will be a key driver in delivery growth ambitions, to make Bury stand out as a place that is achieving faster economic growth than the national average, with lower than average levels of deprivation.

Northern Gateway Development Framework (NGDF)

11. 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.

12. A key requirement of PfE Policy JPA1.1 is that any proposals within the allocation must be in accordance with a comprehensive masterplan that has been agreed by Bury and Rochdale local planning authorities and that it shall include a design code and a clear phasing strategy in line with PfE Policy JP-D1 'Infrastructure Implementation'.
13. This requirement is a critical stage in providing a bridge between the allocation of the site in PfE and subsequent planning consent.
14. 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.
15. 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.
16. The NGDF has been prepared as a Supplementary Planning Document (SPD) in accordance with the requirements of legislation and the National Planning Policy Framework (NPPF). Planning applications within the allocation will be required to align with the NGDF, including delivery of necessary and related infrastructure in a coordinated and timely manner.
17. This NGDF has been prepared jointly by Bury and Rochdale Councils with technical input from the Northern Gateway Development Vehicle LLP (NGDV) as the main site promoter and input from other landowners / stakeholders.

NGDF Role and Objectives

18. Once adopted, this NGDF will establish the key principles for the development of the site and establish a framework against which future planning applications on the site will be considered. It will also help Bury and Rochdale Councils to ensure that the ambitions for the site are realised and the benefits to the communities of Bury and Rochdale are maximised.
19. The draft NGDF will:
 - Set out the councils' vision and strategic objectives for the site shaped by public consultation and stakeholder collaboration
 - Facilitate a coordinated and comprehensive masterplanning approach, to be implemented consistently across multiple planning applications
 - Establish key development requirements that all planning applications relating to land within the site are expected to adhere to

- Provide an overarching spatial Development Framework to communicate development and design parameters, including land use, access, movement and green infrastructure
- Provide design principles and guidance, to inform the more detailed design considerations and approaches needed to deliver the Northern Gateway vision, and
- Describe the proposed approach towards delivery of physical infrastructure.

Scope and Content of the draft NGDF

20. Chapter 1 introduces Northern Gateway and the role and purpose of the SPD. Chapter 2 sets out the strategic planning context, including Places for Everyone Policy JPA1.1 and sets out how this site aligns with other corporate strategies and the pivotal role of this site within the wider Atom Valley Mayoral Development Zone (MDZ).
21. Linked to this, Chapter 3 sets out the vision and objectives relating to both this site and the wider Atom Valley MDZ. For Northern Gateway it identifies six 'Pillars of Development' and '12 Key Principles'. The delivery of these is integral to ensuring that the vision for Northern Gateway as a world-class business community that will help to drive inclusive growth and economic prosperity is achieved.
22. Chapter 4 identifies the economic, social and environmental outcomes that the delivery of the site is expected to achieve. In terms of the economic outcomes this is based on the delivery of a world-class employment park that attracts a number of quality businesses. The key social outcome is to deliver fully inclusive growth which has a permanent, positive impact on the surrounding area. In achieving these two outcomes, it is important that the delivery of development does not have a detrimental impact on the environment. This is to be achieved by maximising opportunities to provide net gains for biodiversity, creating a comprehensive green infrastructure network and ensuring that the objective of net zero carbon for both the development and the Greater Manchester area is integral to the design from the outset.
23. A detailed analysis of the site and its surroundings is provided in Chapter 5. This covers matters such as transport links, topography, ecology, heritage, utilities and noise/air pollution. This detailed assessment is fundamental in understanding how the site can be developed and concludes with a summary of the site opportunities and constraints. This chapter provides the key step to the subsequent chapters dealing with the requirements, proposals, parameters and guidance for new development.

24. Chapter 6 covers the key development principles for the site and illustrates how an understanding of the site, its constraints and opportunities, has informed a design approach which has resulted in the production of the illustrative Development Framework Plan which shows how the design principles can be realised spatially across the Northern Gateway site.
25. Chapter 7 identifies several different character areas across the site. The identification of character areas is important in a site as large as Northern Gateway to create an attractive, enjoyable and safe place which responds to key site attributes, constraints or proposed uses across different parts of the site.
26. Chapter 8 addresses the importance of embedding an approach to sustainable development in delivering Northern Gateway. This is necessary in order to meet Greater Manchester's ambition to become a carbon neutral city region by 2038. This ambition is supported by Bury and Rochdale Councils through respective declarations of climate emergencies.
27. Given the scale of the opportunity, full delivery of the site is expected to take place over a 20-year period. Development is expected to come forward in a series of phases alongside necessary infrastructure provision and a flexible approach is needed to be responsive to opportunities. Chapter 9 sets out the key issues in terms of phasing and infrastructure that need to be considered. An Infrastructure, Phasing and Delivery Strategy will be produced alongside the SPD. However, as this strategy is likely to be updated regularly to reflect new information and available funding, it is proposed that is not included within the SPD but is instead a separate document produced through collaboration between the two Councils and key stakeholders.
28. Chapter 10 commits to a review of the NGDF should there be a change in circumstances which would have implications for the guidance provided in the NGDF.

Consultation and Adoption

29. In preparing this draft NGDF, there has been early engagement with a range of stakeholders. This has been crucial in gaining valuable information about long-term aspirations for the site and infrastructure required to deliver and achieve the full potential of the site. Dialogue will continue throughout the consultation process to help shape any revisions of the NGDF before it is approved.
30. The NGDF is being prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 which are reflected in

our Statement of Community Involvement. The Regulations set out that a draft SPD must be:

- Screened to determine whether Strategic Environmental Assessment or Habitat Regulation Assessment is required. The outcomes of the screening opinion will be published alongside the draft NGDF.
- Made available for public consultation for a 4-week minimum period.
- Made available for inspection, at a Council's principle office and at other places within its area as the local planning authority consider appropriate, during normal working hours.
- Made available as an online copy.

31. The NGDF will be prepared in accordance with these regulations. The Council's website will be used as the main point of contact for the formal consultation. The NGDF online consultation will be promoted via social media (Facebook and Twitter) to raise awareness of the proposals and to issue reminders of the consultation closing date. These should direct residents to the formal consultation website.
32. Printed copies of the NGDF will also be placed in key public buildings (Town Hall and libraries) to allow members of the public to participate in the consultation process.
33. Publicity materials including posters will be located at key locations to signpost residents to the on-line information or to view proposals in person.
- 5.1 Residents and businesses will be able to view and discuss the proposals with Council officers at two drop in sessions being held on:
 - 5.2 Wednesday 4th December – Unsworth Academy – 3:30pm – 7:30pm.
 - 5.3 Tuesday 10th December – The Old Police Station, Heywood – 3.30pm - 7.30pm
34. It is proposed that the final version of the NGDF is brought back to Cabinet in March 2025 to determine whether to adopt the NGDF, highlighting the responses received during consultation and any amendments made as a result.

Timescales

- 5.4 It is proposed that consultation on the draft NGDF takes place for at least six weeks commencing in November 2024.
 35. This would allow for consideration of comments received and for any amendments to the NGDF to be made before the final version is taken back for formal Cabinet approval in March 2025.
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Links with the Corporate Priorities:

Please summarise how this links to the Let's Do It Strategy.

36. 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 'Lets Do It' strategy specifically refers to Places for Everyone as having a key role to play in the delivery of its objectives and priorities.

Equality Impact and Considerations:

Please provide an explanation of the outcome(s) of an initial or full EIA and make **specific reference regarding the protected characteristic of Looked After Children**. Intranet link to EIA documents is [here](#).

37. The attached Equality Impact Assessment concludes that there are no negative impacts on equality and a positive impact recorded.

Environmental Impact and Considerations:

Please provide an explanation of the Environmental impact of this decision. Please include the impact on both **Carbon emissions** (contact climate@bury.gov.uk for advice) and **Biodiversity** (contact c.m.wilkinson@bury.gov.uk for advice)

38. Environmental impacts and concerns will be assessed and monitored as project delivery commences and will be in-line with existing Council policies. The Northern Gateway Development Framework will seek to meet policy requirements, including physical, social and environmental impacts including biodiversity net gain.

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Stakeholders to 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.

Legal Implications:

To be completed by the Council's Monitoring Officer.

39. The statutory requirements for the preparation of SPDs are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 and the "Consultation and Adoption" section of this report set out how these requirements are being followed. When consulting, the Council must also ensure it complies with its own Statement of Community Involvement. 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.

Financial Implications:

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

40. There are no financial implications arising directly from this report.

Appendices:

Appendix 1 – Northern Gateway Development Framework Consultation Draft Supplementary Planning Document

Background papers:

Please list any background documents to this report and include a hyperlink where possible.

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