

Classification:	Decision Type:
Open	Key

Report to:	Cabinet	Date: 5 March 2025
Subject:	Adoption of Holcroft Moss Planning Obligations Joint Supplementary Planning Document	
Report of	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 Joint Development Plan Document (PfE Plan) area and has, therefore, been 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. The draft SPD was approved for consultation by each of the nine districts and was approved by Bury's Cabinet on 25 September 2024. The draft SPD was then subject to a six-week period of consultation between 1 November and 12 December 2024.
4. This report seeks Cabinet approval to adopt the SPD as a material consideration in the decision-making process.

Recommendation(s)

5. It is recommended that Cabinet:
 - i. Agrees to adopt the Holcroft Moss Planning Obligations Joint Supplementary Planning Document (SPD), attached at Appendix 1, and the Cabinet Member for Strategic Growth in consultation with the Executive Director (Place) be given delegated authority to agree the date on which the SPD takes effect.

- ii. Agrees to provide Warrington Metropolitan Borough Council (as the responsible authority for implementing a mitigation strategy for Holcroft Moss) as necessary and through an appropriate mechanism, with S106 funds collected in accordance with the Holcroft Moss SPD.
- iii. Delegates approval to the Executive Director (Place) to make minor, non-material modifications to the Holcroft Moss Joint Supplementary Planning Document before final publication, subject to consultation and agreement with the eight other Places for Everyone authorities.

Reasons for recommendation(s)

- 6. To ensure that the Holcroft Moss Supplementary Planning Document can become a material consideration in the determination of planning applications and that developer contributions required to mitigate adverse impact(s) on the protected habitats and species of Holcroft Moss can be collected and appropriately handled.

Alternative options considered and rejected

- 7. To not approve the SPD for adoption. This would prevent the SPD from becoming a material consideration in the determination of planning applications and hinder the collection of developer contributions required to mitigate adverse impact(s) on the protected habitats and species of Holcroft Moss.

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Background

- 8. The Places for Everyone Plan (PfE) is a joint development plan document of nine Greater Manchester authorities which was adopted on 21st March 2024.
- 9. 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.

10. 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 of the SPD

11. 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.
12. Working with Natural England and Warrington Borough Council, the nine PfE authorities have established the scope and estimated cost of the mitigation works. As at December 2023, the cost of the mitigation works - including design and feasibility, land, capital costs, professional fees, monitoring, contingency and ongoing maintenance were estimated at approximately £880,000.
13. The exact scale of contributions for an individual site will depend upon the particular development proposed, and its impact upon Holcroft Moss. The proposed level of contributions is set out in the statement of estimated project costs and required contributions, which is available alongside the SPD. In consultation with Warrington Borough Council, the PfE authorities will keep the mitigation scheme costs, the housing and employment land supply and the level of contributions received under review in calculating the proportionate contribution required from a qualifying development. A schedule setting these out will be available alongside the SPD.
14. The nine PfE authorities and Warrington Borough Council 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 Plan's Habitats Regulations Assessments. On this basis the PfE authorities will be responsible for 53% of the total costs and Warrington Borough Council will be responsible for 47% of the total costs.
15. 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.

16. The 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.
17. The financial contribution(s) secured via this mechanism will enable the nine PfE Plan authorities, in conjunction with Warrington Borough Council, to fund mitigation works to address air quality impacts on Holcroft Moss from relevant development.
18. Each of the nine individual local planning authorities will monitor progress of individual developments to which this SPD applies. The Council will be charging the usual monitoring fees so there should be no financial implications arising from officer time spent on monitoring. Warrington Borough Council will monitor the implementation of the mitigation scheme, which will be funded by money secured by planning obligations in accordance with this SPD and transferred to Warrington Borough Council as necessary. Regular reporting will be provided by Warrington Borough Council to the nine PfE authorities. The outcome of this monitoring will be included in authority monitoring report(s) as necessary.

Public consultation

19. The Holcroft Moss SPD has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.
20. A formal six-week public consultation was undertaken on the Draft SPD from 01 November to 12 December 2024. The GMCA managed the consultation on behalf the nine joint SPD local authorities.
21. As part of the formal consultation the nine joint SPD local authorities consulted widely in accordance with their Statements of Community Involvement.
22. In terms of Bury, relevant material was made available for inspection on the GMCA's website and there was information and links to the relevant material on the Council's web site.
23. The documentation was also available for inspection at the Town Hall reception; Bury, Prestwich, Radcliffe or Ramsbottom Libraries and at the Tottington Centre.

24. Letters/emails were sent to all contacts on the Council's development plan database and the consultation was also be advertised via the Council's social media channels.

Summary of consultation and responses

25. A total of 24 responses were received to the consultation draft SPD.
26. Natural England, Highways England and Warrington Borough Council all submitted statements of support.
27. Several responses considered the scope of the SPD should not be limited to providing protection and/or mitigation to the Holcroft Moss part of the Manchester Mosses SAC. The scope of the SPD is correctly determined by Policy JP-C8 of the Places for Everyone and, in turn, the conclusions of the PfE Habitat Regulations Assessment. To widen the scope beyond this would not be supported by the evidence base.
28. Similarly, a number of responses considered that the proposed mitigation should include investment in alternatives to private vehicles and improvements to air quality more generally. Measures exist elsewhere in the Places for Everyone Plan to improve air quality and to increase public transport patronage.
29. It is not considered necessary to make any changes to the Holcroft Moss SPD, as a result of the consultation responses, a fuller summary of which can be found in Appendix 2.
30. Change has been made, however, to the accompanying cost schedule to make reference employment "development", rather than employment "floorspace". This change ensures consistency between the cost schedule and the SPD.

Conclusion

31. Members are asked to adopt the document presented at Appendix 1. Following its adoption, the SPD will be a material consideration in planning decisions. If development proposals do not comply, the SPD and the PfE policy it supplements (JP-C8) may be used as a reason for the refusal of planning permission.
32. It should be noted that any person with sufficient interest in the decision to adopt the SPD may apply to the High Court for permission to apply for judicial review of that decision. Any such application must be made promptly and, in any event, not later than 3 months after the date on which the SPD was

adopted. However, the SPD will continue to be a material consideration unless the High Court concludes differently.

Links with the Corporate Priorities:

33. 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:

34. 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:

35. 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
Potential Judicial Review of the SPD following adoption.	The SPD has been prepared in accordance with all statutory requirements and is considered to be

	sound, justified and in accordance with the development plan.
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Legal Implications:

36. The statutory requirements for the preparation of SPDs are set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 and the report set out how these requirements have been followed. Before adoption of the SPD, Cabinet must consider the issues raised during the consultation and how those issues have been addressed. If adopted, the SPD will be a material consideration to which regard may be had in determining planning applications.
37. If the SPD is adopted, the Council must publish an "Adoption Statement" specifying the date of adoption, any modifications made and the time limits for anyone aggrieved by the decision to apply for permission for judicial review of the decision.

Financial Implications:

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

38. The estimated cost to be picked up by the PfE authorities is 53% of £880k which is £466,400. There should be no direct financial impact on the council as Bury's share of these costs will be covered by s106 contributions from developers.

Appendices:

Appendix 1 - Holcroft Moss Planning Obligations Joint Supplementary Planning Document

Appendix 2 – Holcroft Moss SPD Consultation Statement

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