

Classification: Open	Decision Type: Key
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Report to:	Overview and Scrutiny (10 th February) and Cabinet (11 th February)	Date: 11 February 2026
Subject:	Draft Elton Reservoir Development Framework	
Report of	Leader and Cabinet Member for Strategic Growth	

Summary

1. The draft Elton Reservoir Development Framework (ERDF) sets out the masterplan and phasing strategy for the Elton Reservoir site. This is Bury's largest residential site allocated through the Places for Everyone Joint Plan (PfE), which was adopted in March 2024.
2. A key requirement of PfE Policy JPA7 is that any proposals within the Elton Reservoir allocation must be in accordance with a comprehensive masterplan that has been approved by the Local Planning Authority and it shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure.
3. The draft ERDF 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. It sets out high level design principles and an approach to the delivery and phasing of the necessary supporting infrastructure. To give the ERDF appropriate planning weight in decision-making process, it is proposed that it is formally adopted as a Supplementary Planning Document (SPD).
4. Overview and Scrutiny Members are asked to note the content of the Elton Reservoir Development Framework and provide feedback.
5. Cabinet Members are asked to approve the draft ERDF for at least a 6-week period of consultation to establish stakeholder views on its content. Following consultation, all representations received will be fully considered and changes made, where appropriate, before the ERDF is brought back to Cabinet for approval to formally adopt it as an SPD.

Recommendation(s)

6. It is recommended that Overview and Scrutiny:
 - i. Note the content of the Elton Reservoir Development Framework Supplementary Planning Document (Appendix 1);

- ii. Provide feedback on the content of the Elton Reservoir Development Framework Supplementary Planning Document (Appendix 1).
7. It is recommended that Cabinet:
- i. Approves the draft Elton Reservoir Development Framework Supplementary Planning Document (Appendix 1) as the basis for public consultation for six-week period commencing on 13th February 2026.
 - ii. Delegates power to the Executive Director of Place to make minor non-material editorial amendments to the draft Elton Reservoir Development Framework Supplementary Planning Document before consultation commences.

Reasons for recommendation(s)

8. To enable stakeholders to have the opportunity to submit comments on the draft Elton Reservoir Development Framework and to comply with the statutory requirements for consultation.

Alternative options considered and rejected

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

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Background

10. The Places for Everyone Plan (PfE) is a joint development plan document of nine of the ten Greater Manchester authorities (excluding Stockport MBC) which was adopted on 21st March 2024.
11. It is a long-term plan for jobs, new homes and sustainable growth which allocates large strategic sites for employment and housing. This includes the residential allocation at Elton Reservoir (PfE Policy JPA7). The site is Bury's largest residential allocation and offers the opportunity to create a vibrant, sustainable new community that delivers much-needed homes in the Borough.

12. Elton Reservoir will deliver:

- 3,500 new homes
- Affordable housing in line with policy (currently 25%, around 875 affordable homes)
- Specialist and older persons accommodation
- New two-form entry primary school with potential for it to grow to a three-form entry should it be required.
- Three local centres containing new community, retail and health facilities to serve the needs of the new residents (and existing residents)
- New Metrolink stop and public transport hub
- New link road through the site to provide access, enable active travel movement and provide resilience on the existing highway network
- Off-site highway works to mitigate for the development
- Active Travel network including cycleways and pedestrian links
- Green infrastructure including nature park, heritage park, public open spaces, sports facilities and playgrounds
- Ecological mitigation and biodiversity net gain
- Surface water attenuation, SuDS and measures to protect hydrology and water quality

Elton Reservoir Development Framework (ERDF)

13. 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.
14. A key requirement of PfE Policy JPA7 is that any proposals within the Elton Reservoir allocation must be in accordance with a comprehensive masterplan that has been approved by the Local Planning Authority and it shall include a clear phasing strategy as part of an integrated approach to the delivery of infrastructure to support the scale of the whole development in line with PfE Policy JP-D1 'Infrastructure Implementation'.
15. The masterplan requirement is a critical stage in providing a bridge between the allocation of the site in PfE and any subsequent planning consent.
16. 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.
17. As they do not form part of the development plan, SPDs cannot introduce new planning policies into the development plan. However, they are a material

consideration in the decision-making process when determining particular planning applications.

18. The ERDF has been prepared by Bury Council with technical input from Peel Land and Property as the main site promoter.

ERDF Role and Objectives

19. Once adopted, the ERDF will establish the key principles for the development of the site and establish a framework against which future specific planning applications on the site will be considered. It will also help Bury Council to ensure that the ambitions for the site are realised and the benefits to the community are maximised.
20. The draft ERDF will:
 - Establish an overall vision for the place being created;
 - Identify the likely extent of development and location of key infrastructure and facilities;
 - Set out the key design and delivery principles with which future proposals for the site will be expected to comply; and
 - Provide certainty to the local community and future developers on the expectations for development across the area, whilst maintaining adequate flexibility to respond to further evidence and changing needs.

Scope and Content of the draft ERDF

21. Chapters 1 and 2 set out the background of the site, the role and purpose of the ERDF and the strategic planning context. These chapters include a brief description of the site as well as setting out the key local and national planning policies which any development needs to take into account. The strategic planning context also sets out how this site aligns with other corporate strategies.
22. Chapter 3 provides a detailed analysis of the site, setting out some of the key characteristics, opportunities and constraints. This section includes matters such as transport, ecology, landscape, heritage and social and community infrastructure. It identifies what is currently there as well as opportunities for dealing with any constraints and potential improvements that the development could deliver.
23. Chapter 4 sets out the vision and objectives for the site. The over-arching aim is to create a thriving, sustainable new community within Bury and this aim is supported by seven key strategic objectives, which will guide the development and ensure it delivers meaningful, lasting benefits.
24. Design is addressed in Chapter 5 of the ERDF and sets out the design principles for the site. Particularly notable given the location and nature of the

site is how the design responds to significant green corridor which remains within the Green Belt and enhancement of the existing assets of Elton and Withins Reservoir and the Manchester, Bolton and Bury Canal.

25. Chapter 6 brings together the key aspects of the preceding chapters to produce a masterplan for the site. In doing this it sets out how the masterplan proposals apply the vision, objectives and design principles to create the essential elements of a high quality and highly sustainable new place. Key elements of the masterplan include the new link road, Metrolink stop and public transport hub, the location of the three local centres and primary school and the strategic green corridor.
26. Chapter 7 sets out a number of development principles for the site. These will inform the parameters for the development of the Elton Reservoir site and should be considered as part of any future planning applications within the site. The principles are wide ranging and includes matters such as design, highways and access, public transport, active travel, the type of housing (including affordable housing), open space, education provision, green and blue infrastructure, flood risk and drainage.
27. Chapter 8 deals with phasing, infrastructure and delivery. This chapter sets out they key issues in terms of phasing and infrastructure and how they should be considered in the delivery of the site. An Infrastructure, Phasing and Delivery Strategy will be produced alongside the ERDF. 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 ERDF but is instead a separate 'living' document produced through collaboration between Bury Council and key stakeholders. The Council will work with all partners to bring forward the strategic infrastructure and this may include the Council (or other public sector bodies potentially using its statutory land assembly powers to enable or facilitate the delivery of this major opportunity.
28. Chapter 9 addresses the importance of embedding an approach to sustainable development in delivering the site. This is necessary to meet Greater Manchester's ambition to become a carbon neutral city region by 2038, supported by the declaration of a climate emergency.
29. Chapter 10 and 11 set out the key benefits that are expected to be realised from the development. Chapter 10 deals with the general economic, social and environment benefits, whilst Chapter 11 has a specific focus on social value.
30. Chapter 12 commits to a review of the ERDF should there be a change in circumstances which would have implications for the guidance provided in the document.

Consultation and Adoption

31. In preparing this draft ERDF, there has been early engagement with a range of stakeholders. This has been crucial in gaining valuable information about the long-term aspirations for the site and the infrastructure required to deliver the full potential of the site. Dialogue will continue through the consultation process to help shape any revisions to the ERDF before it is brought back to Cabinet for formal approval/adoption, once the consultation process has concluded.
32. As an SPD, the ERDF is being prepared in accordance with the Planning and Compulsory Purchase Act 2004 and 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 a Strategic Environmental Assessment or Habitat Regulation Assessment is required. The outcomes of the screening opinion will be published alongside the draft ERDF.
 - 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 business hours.
 - Made available as an online copy.
33. The ERDF will be prepared in accordance with the statutory framework and the regulations cited above. The Council's website will be used as the main point of contact for the formal consultation. The ERDF online consultation will be promoted via social media (Facebook and X) to raise awareness of the proposals and to issue reminders of the consultation closing date. These should direct residents to the formal consultation website.
34. Printed copies of the ERDF will also be placed in key public buildings (Town Hall and libraries) to allow members of the public to participate in the consultation process.
35. Publicity materials including posters will be located at key locations to signpost residents to the on-line information or to view proposals in person.
36. Direct contact via letters or email will be made with consultees registered on the Consultation Database (around 2,500).
37. Residents and businesses will also be able to view and discuss the proposals with Council officers at drop-in sessions being held on:
 - Tuesday 24th February – Radcliffe Market - 4-8pm
 - Wednesday 25th February – Elton High School - 4-8pm
 - Thursday 26th February – Parrenthorn High School - 4-8pm

Council land interests

38. Members should note that, within the site allocation, the Council holds freehold ownership of two parcels of land that are earmarked for the access/egress routes from the site. Any future use of this land as part of the development will require a separate Cabinet report.

Next steps

- 39 It is proposed that consultation on the draft ERDF will start on 13 February and run until 27 March 2026 (6 weeks in total).
- 40 This would allow for consideration of comments received and for any amendments to the ERDF to be made before the final version is taken back to Cabinet for formal approval/adoption of the ERDF in summer 2026.

Links with the Corporate Priorities:

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

- 41 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:

- 42 An EIA analysis has identified potential impacts across some characteristics which will require consideration of mitigations as the development progresses. The EIA will require update and revision as this development progresses

There are no outstanding equalities concerns at this stage

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)*

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

Assessment and Mitigation of Risk:

Risk / opportunity	Mitigation
Stakeholders to not engage in the consultation on the draft Supplementary Planning Document.	The draft SPD is being prepared in accordance with the Planning and Compulsory Purchase Act 2004 and 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.

- 44 The draft SPD has been prepared in accordance with the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 45 The recommendations within the report to publish the draft SPD for consultation prior to consideration of responses and potential future adoption by the Cabinet is within the legal powers of the Council.

Financial Implications:

- 46 There are no financial implications arising directly from the drafting and adoption of the Elton Reservoir Development Framework. The Framework has been developed by Planning Services staff funded from existing approved budget allocations. Any costs relating to the consultation process will also be covered within existing approved budget allocations.

Appendices:

Appendix 1 – Elton Reservoir 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
ERDF	Elton Reservoir Development Framework