Classification:	Decision Type:
Open	Non-Key

Report to:	Cabinet	2 December 2026
Subject:	Bury Town Centre Delivery Framework (Phase 1)	
Report of	Cabinet Member for Regeneration and Growth	

Summary

1. This report seeks Cabinet endorsement of the emerging Bury Town Centre Programme and approval of the Bury Town Centre Phase 1 Delivery Framework.

2. Since adoption of the Bury Town Centre Masterplan in 2022, significant progress has been made in developing a coordinated programme of regeneration activity across the town centre. This work has brought together a number of major projects and investment opportunities in an identified 'Phase 1' geography including Bury Market and Casewells, the Interchange redevelopment, Mill Gate regeneration, the South of Markets Area (SOMA) and Humphrey House, Pyramid Park and Q-Park redevelopment opportunities, alongside wider town centre infrastructure, movement and place-making initiatives.

3. The scale, complexity and interdependency of these projects have necessitated a programme-led approach to regeneration. Working with Greater Manchester Combined Authority (GMCA), Transport for Greater Manchester (TfGM), Bruntwood and other strategic partners, the Council has established governance, programme management, and delivery arrangements to coordinate investment, infrastructure planning, and regeneration activity across the town centre.

4. The Phase 1 Delivery Framework is a key output of this work. It was developed in recognition of the increasing scale, complexity, and interdependency of emerging regeneration activity. It is required to prioritise interventions, coordinate investment, align infrastructure and development activity, and provide a clear basis for decision-making, partnership working, and funding strategies.

5. The Framework recognises the progress made since 2022 and the scale of the emerging investment pipeline. It also identifies key areas requiring further work, particularly Angouleme Way and its crossings, subway improvements, Kay Gardens, market servicing and identity, town centre branding and wayfinding, the strategy for the Indoor Market, and the definition of the SOMA delivery brief.

6. The Framework sets out the next steps for delivery, including the implementation of short, medium, and long-term actions required to realise the vision for Bury Town Centre.

Recommendation(s)

It is recommended that Cabinet:

7. Endorse the establishment of the Bury Town Centre Programme as the Council's overarching regeneration programme for Bury Town Centre and note the extensive work undertaken with strategic partners to establish programme governance, delivery arrangements and a coordinated approach to regeneration.

8. Approve the Bury Town Centre Phase 1 Delivery Framework as the principal framework for coordinating regeneration, infrastructure, and investment activity within the Phase 1 regeneration area.

9. Endorse the principle that the Framework should remain live and adaptable, with individual projects continuing to be subject to their own delivery strategies, Cabinet approvals, consultation, planning applications, and funding decisions.

Reasons for recommendation(s)

10. To provide Cabinet with oversight of the progress made since adoption of the 2022 Town Centre Masterplan and secure endorsement of the Town Centre Programme, governance arrangements and coordinated delivery approach established to support regeneration activity.

11. To establish a single strategic framework for coordinating regeneration, infrastructure, and investment activity across the Phase 1 area, ensuring that major projects are planned and delivered in a coordinated manner.

12. To present a clear and investable proposition for Bury Town Centre to delivery partners, developers and funding bodies through a shared vision, delivery framework, and place-based approach.

13. To guide future design development, infrastructure planning, funding priorities, and programme sequencing whilst ensuring that movement, public realm, servicing, utilities, and wider site interdependencies are considered at a programme level rather than on an individual project basis.

Alternative options considered and rejected

14. *Do nothing*. This option was rejected as it would leave the emerging Town Centre Programme and associated regeneration projects to progress without an agreed framework for coordination. This would increase the risk of fragmented decision-making, uncoordinated infrastructure investment, missed funding opportunities and

reduced ability to manage interdependencies between key projects across the town centre.

15. Treat the Framework as a formal replacement or addendum to the 2022 Masterplan. This option is not proposed. The Framework is intended to support delivery of the approved Masterplan and the 2024 Mill Gate Strategic Regeneration Framework, rather than replace their strategic role. Unlike the main masterplan it will not carry material planning consideration.

16. Move forward on a site-by-site basis. This option was rejected as it would not provide the strategic oversight required to coordinate regeneration activity across the Phase 1 area. The proposed Delivery Framework enables infrastructure, movement, public realm, utilities, and investment priorities to be considered collectively across the programme.

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Background

Bury Town Centre Masterplan 2022

17. In 2022 the Council adopted the Bury Town Centre Masterplan, setting out a long-term vision for the future growth, regeneration, and transformation of the town centre.

18. The Masterplan established a 20-year vision for Bury Town Centre, centred on creating an attractive, thriving, and healthy place to live, work, study, and visit. It promotes a more diverse, low-carbon town centre based on culture, housing, connectivity, community, improved public realm and sustainable movement and reinforces Bury's role as a strategic centre within Greater Manchester.

Progress since 2022

19. There has been significant progress against interventions identified in the 2022 Masterplan. This includes the improvements to Bury Market with the development of Casewells and new market canopies, Mill Gate Joint Venture work, the selection

of a developer partner (Watson Homes) for Pyramid Park and Q-Park, and development of the Interchange proposals.

Development of the Town Centre Programme

20. Since the adoption of the 2022 Masterplan, a substantial pipeline of regeneration opportunities has emerged across Bury town centre. As these opportunities developed, it became increasingly clear that successful delivery could not be achieved through individual projects operating independently of one another.

21. The viability, infrastructure requirements, transport interventions, public realm improvements, and opportunities associated with these projects are closely interconnected. Delivery of one project will directly influence the success and viability of others. Recognising this, the Council has worked alongside GMCA and strategic partners to establish a programme-led approach to regeneration that brings together individual projects under a shared vision, governance structure, and delivery plan.

22. A key outcome of the programme development work has been the identification of a Phase 1 regeneration geography. The vision for Bury Town Centre extends well beyond this area, with significant opportunities continuing to emerge across the wider centre, including North of the Rock Area (NORA) and other strategic sites capable of delivering transformational change. However, Phase 1 has been identified as the area where investment and intervention can be most effectively concentrated in the short to medium term, creating visible change, unlocking development opportunities, and building on the momentum generated by recent successes.

23. By focusing efforts in this way, Phase 1 will act as a catalyst for the wider regeneration programme, helping to realise the full potential of Bury Town Centre as a vibrant destination to live, work, learn and visit.

    The Phase 1 area incorporates:
    - Interchange
    - Mill Gate, including Princess Parade
    - Bury Market, including the Indoor Market
    - SOMA and Humphrey House
    - Pyramid Park and Q-Park
    - Associated public realm and infrastructure interventions.

24. This approach is often described as a "concentric circles" model of regeneration whereby investment is deliberately concentrated within an interconnected core area to create momentum, confidence and market activity that can subsequently support wider regeneration across the remainder of the town centre.

Programme Governance and Delivery Arrangements

25. Alongside development of the Phase 1 regeneration area, the Council has undertaken significant work to establish governance and programme management arrangements capable of supporting long-term delivery.

    These arrangements have been designed to:

    - Coordinate regeneration projects across the town centre.
    - Manage project interdependencies.
    - Align funding opportunities.
    - Monitor programme risks and delivery performance.
    - Support strategic decision making.
    - Provide a mechanism for partner collaboration.

26. This approach has strengthened understanding of investment requirements, development constraints, and future delivery opportunities. The programme will continue to evolve as projects develop and further opportunities emerge.

Phase 1 Delivery Framework

27. The Phase 1 Delivery Framework has been prepared to provide a practical pathway for delivery of regeneration activity within the Phase 1 area. The Framework builds upon the strategic vision established through the 2022 Town Centre Masterplan and 2024 Mill Gate SRF and translates this into a coordinated programme of actions and interventions.

28. The Framework:

    - Establishes a shared vision for Phase 1 delivery.
    - Identifies key development opportunities.
    - Examines infrastructure requirements.
    - Assesses movement and connectivity improvements.
    - Considers public realm interventions.
    - Identifies development dependencies.
    - Establishes delivery priorities and translates them into an action plan.
    - Supports funding and investment discussions.
    - Provides an evidence base for future decision making.

29. The Framework is not intended to replace existing planning policy or statutory processes. Instead, it provides a coordinated approach to delivery across a range of interrelated projects and initiatives. It should also be noted that all illustrations are indicative only and any formalised plans will be subject to consultation and approvals.

Key Findings

30. The Framework identifies a significant, overlapping programme of transport, housing, retail, leisure and public realm investment. The four principal regeneration

areas are advancing, creating both an opportunity for transformational change and a need for close coordination.

Area	Strategic role
Bury Interchange	A major TfGM-led transport investment intended to create a modern multimodal gateway, improve the interchange between bus, Metrolink, walking and cycling, provide an active travel hub and unlock associated residential development. It will also include a new pedestrian bridge to and from Pyramid Park and Q-Park providing sustainable transport option to those living there and nearby.
Mill Gate	Joint venture proposals with Bruntwood include reconfiguration of the shopping centre, a new Market Square, improved active frontages, food and beverage and leisure uses, better connections and potential mixed-use development on released land. £24.2m of Good Growth funding has been secured for active travel and public realm improvements, including the demolition of Princess Parade to support the redevelopment of the retail centre and a new public square at the Mill Gate. Together with the £10m announced in the Government's 2026 Budget to secure the long-term future of the Indoor Market, these investments will strengthen Bury Market's role at the heart of a revitalised Market Quarter and reinforce its position as one of the town centre's key destinations.
Pyramid Park and Q-Park	Residential-led regeneration at the southern gateway, with Pyramid Park identified for 138 homes and Q-Park master-planned at 77 units with improved pedestrian and cycling links to the Interchange, Market, College and wider town centre.
SOMA / Humphrey House	An emerging residential neighbourhood opportunity south of the Market. The first phase is identified as having potential for 75-150+ homes, with growth up to 500+ homes when considering longer term opportunities.

31. The Framework identifies four strategic moves to coordinate successful regeneration in the Phase 1 area. These strategic moves promote bringing delivery forward at pace, with a clear focus on the relationships between projects, the infrastructure that connects them, and the public realm that makes them feel like one town centre.

Destination	Bury Market is the town's strongest destination asset, and this opportunity seeks to use it as the focal point of a distinctive Market Quarter, bringing together the Market, Market Square,

	Casewells, Kay Gardens and Mill Gate into a more connected and attractive visitor destination, whilst leveraging the Council's recently secured Government investment in the Indoor Market to strengthen its long-term role at the heart of the town centre. The ambition is to create a stronger town centre identity, better link Bury's cultural, heritage, leisure and retail offer, and establish Bury as a destination that attracts more visitors while adapting to changing trends in shopping, leisure and events over time.
Reconnect	Creating a town centre that is easier, safer and more attractive to move around. The strategy aims to overcome barriers such as Angouleme Way, improve connections between key destinations and neighbourhoods, and ensure major regeneration projects are integrated through a coherent network of streets, crossings and public spaces rather than functioning as isolated developments.
Grow	Use Bury's development pipeline to deliver new homes, employment, leisure, health and community spaces that create sustainable, well-connected neighbourhoods and support a larger town centre population. The focus is on ensuring growth reinforces Bury's market town character, reconnects existing communities and development opportunities south of Angouleme Way with the wider town centre, and is supported by the infrastructure, public realm and connectivity needed to create high-quality places.
Energy Ready	Ensuring Bury's utilities and energy infrastructure are planned strategically to support the town centre's major regeneration projects, including Interchange, SOMA, Mill Gate and Pyramid Park and Q-Park. The aim is to identify utility capacity requirements and constraints early, coordinate infrastructure investment across the whole town centre, and explore opportunities for low-carbon energy solutions, helping to support growth, minimise delivery risks and enable the programme to progress at pace.

Phase 1 Delivery Priorities

32. The Framework sets out phased priorities over the next decade, establishing the foundations for continued regeneration in the short term while supporting the longer-term transformation of Bury into a better connected, more sustainable and more attractive destination for residents, businesses and visitors.

Short-Term Priorities (Within 1 year)	• Continue to embed town centre governance, programme management and delivery coordination arrangements across the regeneration pipeline.

	• Establish and promote a coordinated "Brand Bury" identity, supported by improved wayfinding, signage, events and destination management activity. • Progress plans for the future of the Indoor Market, building on the Council's newly secured Government investment to support its long-term resilience and role within the Market Quarter. • Advance a movement and connectivity strategy for the town centre, including Angouleme Way, crossings, subways and active travel improvements. • Progress key regeneration projects including the Interchange, Pyramid Park and Q-Park and development proposals for SOMA and Humphrey House. • Commission a town centre car parking strategy to review existing provision, future demand and the implications of regeneration proposals across the Phase 1 area. • Establish a utilities and infrastructure programme to ensure energy, power, water and heat network opportunities can support future growth. • Work with NHS partners to explore "Health on the High Street" opportunities and assess the potential for enhanced healthcare and wellbeing provision within the town centre.
Medium-Term Priorities (Within 3 years)	• Deliver coordinated visitor routes, wayfinding and public realm improvements linking Bury Market, Interchange, Mill Gate, The Rock and surrounding destinations. • Support the opening and activation of the new Market Square and the continued development of a thriving Market Quarter. • Deliver improved crossings, infrastructure and public realm enhancements, strengthening connections across the town centre and surrounding communities. • Progress major regeneration schemes including Mill Gate, SOMA Phase 1 and residential development at Pyramid Park and Q-Park. • Secure utility reinforcements and infrastructure delivery agreements required to support housing and commercial growth.
Long-Term Priorities (Within 10 years)	• Establish Bury as a regionally recognised destination with a strong visitor economy and cultural offer. • Create integrated and connected neighbourhoods through the continued development of SOMA, Mill Gate and other strategic opportunity sites. • Transform Angouleme Way from a barrier into a connected, people-focused corridor and deliver a fully integrated town centre movement network.

	• Reinforce Bury Market and the Market Quarter as a regional destination and anchor attraction for Greater Manchester. • Bring forward further housing and regeneration opportunities, including longer-term development sites and land releases. • Deliver a resilient, low-carbon utilities and energy network capable of supporting long-term growth and investment.

Design principles

33. The Framework proposes a place-led approach grounded in Bury's market town character, historic street pattern and industrial heritage. New development should use familiar materials and a form and grain that are recognisably Bury, while allowing each neighbourhood to retain its own identity.

34. The design guidance supports well-designed medium-density neighbourhoods, including a mix of apartments, townhouses, mews and family housing. It promotes efficient use of land, housing choice, active and walkable streets, high-quality private and shared amenity, sustainable transport and public realm-led development.

Planning and governance context

35. The Framework is intended to sit alongside the 2022 Town Centre Masterplan and the 2024 Mill Gate Strategic Regeneration Framework. It should operate as a live and adaptable delivery document, capable of responding to the emerging Bury Local Plan, Places for Everyone and changes in national policy.

36. Approval of the Framework does not grant planning permission, approve individual delivery strategies or commit expenditure. Each project will remain subject to the relevant statutory processes, consultation, funding approvals and governance requirements.

Links with Corporate Priorities

37. The Town Centre Programme and Delivery Framework will guide and inform the future direction of activity within Bury Town Centre with the aim of creating a vibrant place that will benefit all of Bury's communities.

38. The outcomes that can be achieved will play a key role in delivering the Let's Do It! Strategy, and the four Bury 2030 principles that underpin it, as developments planned for Bury Town Centre will have a significant impact on the economic, environmental and social development of the Borough as a whole.

Priority	Contribution
Local neighbourhoods	Supports the delivery of new and more varied homes on sustainable brownfield sites, helping to create mixed

	and intergenerational communities within the town centre. The Framework promotes improved connectivity, public realm, active travel routes and access to services, ensuring that existing and future residents can benefit from a more attractive, inclusive and well-connected town centre environment. This approach helps to bring more people into the centre and provide better access to the full town centre amenity and services.
An enterprising spirit	Provides a clear and coordinated proposition for investment, helping to attract public and private sector funding and giving confidence to development partners. The programme supports diversification of the town centre economy through housing, retail, leisure, culture and commercial opportunities, while strengthening key destinations including Bury Market, Mill Gate and The Rock. Delivery of major regeneration projects will also create opportunities for local employment, skills development, apprenticeships and participation in local supply chains.
Delivering together	Embeds a collaborative, programme-led approach that brings together the Council, TfGM, GMCA, Bruntwood, Watson Homes, registered providers, businesses, education partners and local communities. The Framework establishes governance and delivery arrangements that enable partners to coordinate investment, infrastructure planning, funding opportunities and project delivery, helping to maximise the benefits of regeneration across the town centre.
A strengths-based approach	Builds on Bury's existing assets and competitive advantages, including Bury Market, the town's heritage and culture, strong transport connections, established retail destinations and local business base. The Framework seeks to reinforce these strengths through targeted investment and place-making, whilst continuing to engage communities, stakeholders and businesses in shaping the development of individual projects and neighbourhoods over time.

Equality Impact and Considerations

39. The existing template records that an initial equality impact screening identified no equality concerns at this stage. This position should be reviewed and confirmed before publication. Equality impacts will also need to be assessed through the development of individual projects, including accessibility, inclusive design, housing mix, movement and consultation arrangements.

40. The Framework seeks to address deprivation by strengthening connectivity within the town centre and improving access to jobs, services, public transport and community facilities for residents from surrounding neighbourhoods, supporting improved equality outcomes across Bury.

Environmental Impact and Considerations

41. The Framework supports brownfield regeneration, compact town centre living, public transport and active travel. Individual schemes will need to assess and mitigate ecological, environmental and construction impacts through the planning process, including biodiversity net gain and relevant local and national policy requirements.

42. The planning context also identifies net-zero carbon requirements and Bury Town Centre as a heat and energy network opportunity area. These matters should be considered as scheme designs, and infrastructure strategies develop.

Assessment and Mitigation of Risk

Risk / opportunity	Mitigation
Lack of coordination between projects	Use the Framework and Town Centre Delivery Group to manage interfaces, dependencies and programme sequencing.
Infrastructure gaps or unresolved highways constraints	Develop prioritised options and funding strategies for Angouleme Way, crossings, subways, public realm and servicing.
Funding and viability pressures	Maintain a phased and adaptable programme, develop robust business cases and use the Framework to support external funding discussions.
Changes to planning policy or statutory requirements	Keep the Framework under review and ensure each scheme responds to the adopted development plan and relevant national requirements.
Poor connectivity or public realm outcomes	Apply the place-based design principles consistently and assess movement, servicing and public realm across site boundaries.
Unclear destination identity and weak footfall	Develop a coordinated town centre brand, wayfinding, events and destination management approach with partners.

Consultation and stakeholder expectations	Confirm the proportionate consultation and communications approach and continue engagement through project development.
Delivery disruption across multiple live projects	Coordinate construction, access, servicing, communications and mitigation through programme-level governance and regular engagement of the council's Markets team, Millgate management and Bury College estates team.

Procurement Implications

43. Approval of the Framework does not itself procure works, services or a delivery partner. Any future commissions or procurements arising from the Framework will be undertaken in accordance with the Council's contract procedure rules and applicable procurement legislation.

Legal Implications

44. The Delivery Framework is a strategic document intended to guide and coordinate regeneration activity within Bury Town Centre. Approval of the Framework does not approve any specific land acquisition or disposal, planning application, procurement exercise, contract award, funding commitment or other legal transaction. Individual project brough forward under the Framework will be subject to their own legal property, planning, procurement and governance requirements and will require consideration through the appropriate decision-making processes. Accordingly, there are no specific implication arising directly from the recommendations contained in this report.

Financial Implications

45. This Delivery Framework provides strategic direction to the programme of works in Bury Town Centre. Each project will need to come forward within its own timeline with a resource plan and a funding package to be approved at the appropriate time. This strategic plan gives the principles that each future project should reside within.

    The resource to delivery this framework and master planning is provided form within existing resources.

Consultation and Communications

46. The Town Centre Programme and Delivery Framework have been developed through extensive engagement with Council services, partner organisations, and key stakeholders including Planning, Highways, Housing, Regeneration, Corporate Landlord, Markets, TfGM, Bruntwood and the BID.

47. In the route to Cabinet process, engagement has been undertaken with elected Members, Council officers, and key delivery partners. This engagement has been used to communicate the emerging vision for Bury Town Centre, test the proposed programme approach, and gather feedback on the content and recommendations of the Phase 1 Delivery Framework. The process has helped build a shared

understanding of the opportunities, challenges and delivery priorities across the town centre and has informed the final framework presented for approval.

48. The work builds upon engagement undertaken through the 2022 Town Centre Masterplan and 2024 Mill Gate SRF process together with ongoing engagement associated with individual regeneration projects.

49. The Council is developing a Communications Strategy for the Phase 1 projects. This will be key in coordinating progress across each of the key developments, to explain the overall programme, manage disruption, and build confidence among residents, businesses, visitors, and investors.

50. As implementation progresses, additional engagement and public consultation will be undertaken through project-specific processes, statutory planning procedures and partner engagement activities.

Next Steps

51. Embedding the Town Centre Programme governance arrangements and continuing to strengthen partnership working with GMCA, TfGM, Bruntwood and other key stakeholders.

52. Ensuring the programme is appropriately resourced to support delivery, including recruitment to the Head of Regeneration position and management of programme team succession arrangements.

53. Establishing a coordinated approach to programme finance and funding, including the management of grant funding, alignment of funding streams, and prioritisation of investment to support delivery of programme objectives.

54. Progressing the short-term actions identified within the Delivery Framework, including movement and connectivity studies, infrastructure planning, utilities assessments and place-making initiatives.

55. Supporting the advancement of key regeneration projects including Interchange, Mill Gate, SOMA and Humphrey House through the appropriate business case, planning, procurement and funding approval processes.

56. Continuing oversight of development of Pyramid Park and Q-Park working closely with the procured developer (Watson Homes) and incoming registered providers.

57. Maintaining the Delivery Framework as a live document, ensuring delivery priorities, infrastructure interventions and programme sequencing continue to respond to emerging opportunities, market conditions and partner requirements.

Appendices

Appendix 1: Bury Town Centre Phase 1 Delivery Framework, 08 October 2026.

Background papers

- Bury Town Centre Masterplan 2022.

- Bury Town Centre Masterplan Cabinet Report – 9 March 2022
- Mill Gate Strategic Regeneration Framework 2024
- Adoption of Mill Gate Regeneration Framework Cabinet Report – 13 March 2024
- Publication Bury Local Plan 2026.
- Places for Everyone Joint Development Plan.

Glossary of terms, abbreviations and acronyms

Term	Meaning
BID	Business Improvement District.
GMCA	Greater Manchester Combined Authority.
NORA	North of the Rock Area.
RP	Registered Provider.
SOMA	South of Markets Area.
SRF	Strategic Regeneration Framework.
TfGM	Transport for Greater Manchester.