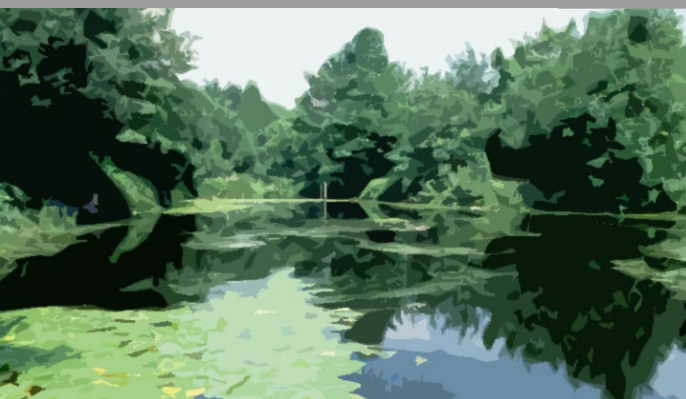




Bury Local Plan

Topic Paper 2: Housing

June 2026



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1. Introduction

- 1.1. This Topic Paper is one of a series that has been prepared as part of the process of evidence gathering to support Bury's emerging Local Plan. It sits alongside a range of other Topic Papers covering the following:
 - Climate change and carbon reduction
 - Economy
 - Centres
 - Tourism and culture
 - Communities
 - Transport
 - Built Environment and Design
 - Green infrastructure
 - Open space, sport and recreation
 - Green Belt
 - Water and flood risk
 - Air quality, pollution and hazards
 - Other infrastructure
- 1.2. The principal aim of the Topic Paper is to set out current key policies, plans and strategies relating to this topic area that forms the framework for the development of the Local Plan and to present a profile of the Borough that will highlight key issues, problems and challenges that the Local Plan should seek to address and which have helped to shape and influence the direction and focus of the Local Plan's policies and designations.

2. Background

- 2.1. Access to safe, suitable and secure housing is vital to enable our communities and economy to prosper. Nationwide, we are facing a housing crisis, with worsening affordability, increasing numbers of households unable to find suitable homes at an affordable cost and increasing levels of homelessness. The housing crisis affects young people trying to set up their first home, older people looking for homes that will enable to continue to live independently, and families in need of secure housing that will support their children to thrive. We also need to ensure that our Borough offers the homes necessary to attract skilled workers to the area to enable economic growth. Importantly, the housing crisis will not be fixed by the planning system alone, although it will play a key role in this work.
- 2.2. The Borough offers a range of house types, including older terraced properties, newer suburban-style housing estates and modern apartments, particularly in our town centres. A diverse mix of new homes is required to meet future needs, alongside opportunities for regeneration of deprived areas and reinvention of our town centres. The delivery of new homes will also have to have regard to the causes and effects of climate change, ensuring new homes meet zero carbon requirements, as well as creating high quality, beautiful and sustainable buildings and places where people will want to live, supported by necessary infrastructure.

3. Context

- 3.1. One of the key early stages in the process is to review other policies, plans and strategies which are of relevance to this particular topic area and which help to inform and influence the direction of the Local Plan. There is a need for the Local Plan to be consistent with planning policy at different levels.
- 3.2. The National Planning Policy Framework (NPPF) sets out Government policy in respect of planning matters and this is supported by Planning Practice Guidance (PPG). This sets out the broad planning framework within which development plans are produced.
- 3.3. Sub-regionally, the Places for Everyone Plan joint plan (PfE) establishes strategic policies and site allocations across nine of the ten Greater Manchester districts. Following its adoption in March 2024, PfE is now a key part of Bury's development plan that sits alongside the Local Plan.

- 3.4. There are also a range of other plans and strategies that, whilst not being planning policies, are of relevance to the Borough from a Housing perspective.

National planning policy and guidance

- 3.5. All development plans must be prepared within the context of the Government's planning policies. These are primarily set out within the National Planning Policy Framework (NPPF)¹ which sets out the Government's planning policies for England and how these should be applied. The NPPF provides a framework within which locally-prepared plans for housing and other development can be produced.
- 3.6. The NPPF 2024 transitional arrangements set out in paragraph 234c apply to the Bury Local Plan, because it is a plan which includes policies to deliver the level of housing and other development set out in a preceding local plan (such as a joint local plan containing strategic policies) adopted since 12 March 2020. As a result, the Bury Local Plan will be examined under the relevant previous version of the Framework (i.e. the NPPF December 2023).
- 3.7. The NPPF is supported by separate policy documents related to waste² and traveller sites³ as well as more detailed information in Planning Practice Guidance⁴.
- 3.8. Central to the NPPF is the Government's objective of achieving sustainable development and it highlights that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways:
- **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible

¹ [National Planning Policy Framework](#)

² [National Planning Policy for Waste](#)

³ [Planning policy for traveller sites](#)

⁴ [Planning Practice Guidance](#)

services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

- **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 3.9. The NPPF says that in order to support that Government's objective of significantly boosting the supply of homes, it is important that a **sufficient amount and variety of land** can come forward where it is needed, that the **needs of groups with specific housing requirements** are addressed and that **land with permission is developed without unnecessary delay**. The overall aim should be to meet an area's identified housing need, including with **an appropriate mix of housing types** for the local community.
- 3.10. To determine the minimum number of homes needed, strategic policies should be informed by a **local housing need assessment, conducted using the standard method in national planning guidance**. In addition, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.
- 3.11. The NPPF goes on to state that within this context, the **size, type and tenure of housing needed for different groups in the community** should be assessed and reflected in planning policies, including (but not limited to) those who require affordable housing (including Social Rent), families with children, looked after children, older people (including those who require retirement housing, housing-with-care and care homes), students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes. Further guidance on housing needs of different groups is provided in national Planning Practice Guidance.
- 3.12. Where a need for **affordable housing** is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless:
- a) off-site provision or an appropriate financial contribution in lieu can be robustly justified; and
 - b) the agreed approach contributes to the objective of creating mixed and balanced communities.
- 3.13. Provision of affordable housing should not be sought for residential developments that are not major development (other than in designated rural

areas), and to support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount.

- 3.14. Where major development involving the provision of housing is proposed, the NPPF (2024) states that planning policies and decisions should expect that the mix of affordable housing required meets identified local needs, across Social Rent, other affordable housing for rent and affordable home ownership tenures. Specific affordable housing requirements should be set for major development involving the provision of housing, either on land which is proposed to be released from the Green Belt or which may be permitted on land within the Green Belt. This requirement should be set at a higher level than for other land, and require at least 50% affordable housing unless this would make development of these sites unviable (when tested in accordance with national planning practice guidance on viability).
- 3.15. The NPPF (2024) is also supportive of the development of mixed tenure sites (although this should not preclude schemes that are mainly, or entirely, for Social Rent or other affordable housing tenures from being supported). Mixed tenure sites can include a mixture of ownership and rental tenures, including Social Rent, other rented affordable housing and build to rent, as well as housing designed for specific groups such as older people's housing and student accommodation, and plots sold for custom or self-build.
- 3.16. The NPPF sets out that strategic policy-making authorities should establish a **housing requirement** figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.
- 3.17. Strategic policy-making authorities should have a clear understanding of the land available in their area through the preparation of a **strategic housing land availability assessment**. Further guidance on carrying out a housing land availability assessment is provided in national Planning Practice Guidance. Planning policies should identify a **sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability**. Planning policies should identify a supply of:
 - a) Specific, deliverable sites for five years following the intended date and adoption; and
 - b) Specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.

- 3.18. The NPPF also states that local planning authorities should identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown that there are strong reasons why this 10% target cannot be achieved.
- 3.19. Where an allowance is to be made for **windfall sites** as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. The NPPF also sets out that local planning authorities should support the development of **exception sites for community-led development**.
- 3.20. The NPPF states that the supply of large number of new homes can often be best achieved through planning for **larger scale development**, provided they are well located and designed, and supported by the necessary infrastructure and facilities. Strategic policy-making authorities should identify suitable locations for such development where this can help to meet identified needs in a sustainable way.
- 3.21. In relation to supply and delivery, strategic policies should include a **trajectory** illustrating the expected rate of housing delivery over the plan period, and all plans should consider whether it is appropriate to set out the anticipated rate of development for specific sites. Local planning authorities should monitor their deliverable land supply against their housing requirement.
- 3.22. Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of **five years'** worth of housing. The supply should be demonstrated against either the housing requirement set out in adopted strategic policies, or against the local housing need where the strategic policies are more than five years old (unless they have been reviewed and found not to require updating). The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:
- a) 5% to ensure choice and competition in the market for land; or
 - b) 20% where there has been significant under delivery of housing over the previous three years; or
 - c) From 1 July 2026, for the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a previous version of this

Framework, and whose annual average housing requirement⁵ is 80% or less of the most up to date local housing need figure calculated using the standard method set out in national planning practice guidance.

3.23. The Housing Delivery Test is set out within the NPPF, which is a measure of the net homes delivered in a local authority over a 3-year period against the homes required. Paragraph 79 of the NPPF sets out the consequences of under delivery:

- a) where delivery falls below 95% of the requirement over the previous three years, the authority should prepare an action plan to assess the causes of under-delivery and identify actions to increase delivery in future years;
- b) where delivery falls below 85% of the requirement over the previous three years, the authority should include a buffer of 20% to their identified supply of specific deliverable sites as set out in paragraph 78 of the framework, in addition to the requirement for an action plan;
- c) where delivery falls below 75% of the requirement over the previous three years, the presumption in favour of sustainable development applies, as set out in footnote 8 of the Framework, in addition to the requirements for an action plan and 20% buffer.

3.24. In relation to plan making, the NPPF states that strategic policies should set out an overall strategy for the pattern, scale and quality of places and make sufficient provision for homes (including affordable housing), looking ahead over a minimum of **15 years from adoption**. Strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area (except insofar as these needs can be demonstrated to be met more appropriately through other mechanisms, such as brownfield registers or non-strategic policies).

Planning Policy for Traveller Sites

3.25. There is a need to ensure that the accommodation requirements for all sections of the community are met including the need to meet the accommodation requirements of Gypsies, Travellers and Travelling

⁵ Defined as the total housing requirement, divided by the number of years in the plan period. For joint local plans, the percentage should be applied in aggregate across the joint local plan area).

Showpeople. The NPPF should be read in conjunction with the Government's [Planning Policy for Traveller Sites](#), published in August 2015 and last updated on 12 December 2024. This sets out the policy framework for delivering such accommodation, including:

- the need for local authorities (either individually or collectively) to make their own assessment of accommodation needs for Gypsies, Travellers and Travelling Showpeople;
- that local authorities develop fair and effective strategies to meet need through the identification of land for sites, over a reasonable timescale and ensure that Local Plans include fair, realistic and inclusive policies;
- setting out pitch targets for gypsies and travellers and plot targets for travelling showpeople in local plans;
- a requirement to identify and update annually a five year supply of specific deliverable sites against locally set targets;
- identify a medium term supply of specific, developable sites or broad locations for growth in years 6-10 and also the longer term, where possible, for years 11-15;
- set out criteria to guide land supply allocations where there is an identified need and to provide a basis for decisions; and
- that traveller sites in the Green Belt should be treated as inappropriate development unless the exceptions set out in Chapter 13 of the NPPF apply; and
- Green Belt boundaries only to be altered in exceptional circumstances through the plan-making process. If land is removed from the Green Belt in this way, it should be specifically allocated in the development plan as a traveller site only.

Housing: Optional Technical Standards

3.26. In August 2013 the Government consulted on its intention to introduce national housing standards to replace existing standards used by local planning authorities across England⁶. The aim was to reduce the administrative burden on new housing developments by simplifying and rationalising the large number of standards that local authorities were applying to new dwellings.

3.27. On 25 March 2015 the Government set out in a Written Ministerial Statement the introduction of new technical housing standards in England and detailed

⁶ [Housing standards review consultation - GOV.UK](#)

how these would be applied thorough planning policy⁷. The system comprises of additional optional Building Regulations in respect of water and access, and an optional nationally described space standard. NPPF footnote 51 states that “Planning policies for housing should make use of the Government’s optional technical standards for accessible and adaptable housing, where this would address an identified need for such properties. Policies may also make use of the nationally described space standard, where the need for an internal space standard can be justified.”

- 3.28. National planning practice guidance explains that: “Local planning authorities will need to gather evidence to determine whether there is a need for additional standards in their area, and justify setting appropriate policies in their Local Plans.”⁸

Greater Manchester Strategy 2025-2035

- 3.29. The Greater Manchester Strategy 2025–2035⁹, titled “Together We Are Greater Manchester”, sets out a shared vision for the next decade: to create a thriving city region where everyone can live a good life. It is built on the principle that economic success and social progress must go hand in hand, so growth should benefit all people and communities across Greater Manchester.
- 3.30. The strategy focuses on two interconnected priorities:
- Growing the economy by attracting investment, supporting businesses, creating high-quality jobs, driving innovation, and building on Greater Manchester’s strengths in sectors such as technology, advanced manufacturing, research, culture, and the visitor economy; and
 - Ensuring people can live well by improving the foundations of everyday life, including housing, safety, transport, education, health, and support services. The strategy aims to tackle inequalities, strengthen communities, and improve wellbeing across the city region.
- 3.31. To create a thriving city region where everyone can have a good life, the Strategy focuses on seven key workstreams:
- Healthy homes for all
 - Safe and strong communities

⁷ [Written statements - Written questions, answers and statements - UK Parliament](#)

⁸ [Housing: optional technical standards - GOV.UK](#)

⁹ [Greater Manchester Strategy 2025-2035](#)

- A transport system for a global city region
- A clear line of sight to high quality jobs
- Everyday support in every neighbourhood
- A great place to do business
- Digitally connected places and people

Places for Everyone

3.32. Places for Everyone (PfE) was prepared as a Joint Development Plan Document of nine of the ten Greater Manchester local planning authorities (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan). The plan was formally adopted on 21 March 2024.

3.33. PfE is the strategic spatial plan that sets out a collective planning policy framework for the nine constituent boroughs. All policies within the plan are 'strategic policies' and it forms a key part of Bury's wider development plan and is used to determine individual planning applications. As such, Bury's Local Plan will need to be consistent with PfE.

3.34. As a strategic plan, Places for Everyone does not cover everything that Bury's Local Plan would. Therefore, Bury's Local Plan will set out more detailed policies reflecting local circumstances.

3.35. Places for Everyone sets the housing target for the district from 2022-2039. This is therefore not a matter for the Bury Local Plan. Policy JP-H1 sets a requirement for a minimum of 175,185 net additional dwellings to be delivered over the period 2022-2039, or an annual average of 10,305, across the nine PfE districts. This requirement is broken down into delivery rates for each district, which are the minimum number of net additional dwellings each district is expected to identify a sufficient supply of sites for, through their local plans. The following stepped targets are set for Bury and the nine districts as a whole (although it is important to note that each district will be monitored individually against their own targets):



Places for Everyone

Joint Development Plan Document for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan
2022 - 2039

Adopted 21 March 2024

Table 1: Places for Everyone Housing Requirement

District	Annual average 2022-2039	2022-2025 (annual)	2025-2030 (annual)	2030-2039 (annual)	Total 2022-2039
Bury	452	246	452	520	7,678
PfE total	10,305	9,063	10,305	10,719	175,185

- 3.36. As set out in PfE paragraph 1.56, in the event that a local plan looks beyond 2039, the minimum requirement figures set out in Policy JP-H1 should be used to inform local plan targets, with the annual average figure 2022-2039 to be treated as a minimum requirement for each year after 2039.
- 3.37. PfE Policy JP-H1 also states that new homes will be of good quality and design, adaptable, supported by the necessary infrastructure and amenities and their distribution (as set out in Policy JP-H1 Table 7.2) will support the Plan's overall strategy which enables people to reduce the need to travel when taking advantage of our key assets. Where national policy requires a local planning authority to identify and update annually a supply of specific deliverable sites in their district, this will be assessed against the minimum delivery rates for the district set out in Table 7.2 (and in Table 1 above for Bury), irrespective of any shortfalls or surpluses in other districts and in the Plan area overall (unless national policy requires a different figure to be used).
- 3.38. Each local authority will monitor delivery rates within their area and will take action as necessary to ensure that delivery rates are maintained as anticipated in the Places for Everyone plan. If this regular monitoring reveals significant deviation from the phasing in the plan, the factors resulting in these changes will be determined and consideration will be given to what action would be appropriate, including development management action and review of the policies in the plan. This work would feed into the regular reviews of PfE, although individual authorities may wish to take specific local action outside the formal review process to ensure that they can maintain delivery rates.
- 3.39. In addition to setting the housing requirement, PfE includes policies for Affordability of New Housing (JP-H2), Type Size and Design of New Housing (JP-H3) and Density of New Housing (JP-H4).

- 3.40. In relation to affordability, Policy JP-H2 seeks substantial improvements in the ability of people to access housing at a price they can afford, including through:
- Significantly increasing the supply of new housing, in accordance with Policy JP-H1 'Scale, Distribution and Phasing of New Housing Development', thereby reducing the potential for a shortfall to lead to large house price and rent increases;
 - Maximising the delivery of additional affordable homes (as defined in NPPF Annex 2), including through local plans setting targets for the provision of affordable housing for sale and rent as part of market-led developments based on evidence relating to need and viability;
 - Supporting the provision of affordable housing as part of new developments (avoiding where possible clusters of tenure to deliver mixed communities);
 - Working with Government to maximise the amount of public funding being directed towards the provision of new affordable housing; and
 - Increasing the supply of low-cost market housing, to complement the provision of affordable homes and diversify options for low income households.
- 3.41. Policy JP-H3 states that development across the plan area should seek to incorporate a range of dwelling types and sizes including for self-build and community led building projects to meet local needs and deliver more inclusive neighbourhoods. Where appropriate, this should include incorporating specialist housing for older households and vulnerable people. Residential developments should provide an appropriate mix of dwelling types and sizes reflecting local plan policies, and having regard to masterplans, guidance and relevant local evidence. Housing provision to accommodate specific groups, such as students and travelling people, will be addressed through district local plans.
- 3.42. Policy JP-H3 also requires all new dwellings to: 1. Comply with the nationally described space standards; and 2. Be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable.
- 3.43. Innovation in housing development will be supported where it is consistent with the principles of good design and contributes to local distinctiveness, including the use of modern methods of manufacturing that can help to improve the speed of delivery and increase building standards

- 3.44. PfE Policy JP-H4 relates to density and states that new housing development should be delivered at a density appropriate to the location, reflecting the relative accessibility of the site by walking, cycling and public transport and the need to achieve efficient use of land and high-quality design. Regard should be had to the minimum densities set out below:

Location (use highest density that applies when a site falls within more than one location)	Minimum net residential density (dwellings per hectare): Within the location	Minimum net residential density (dwellings per hectare): Within 400 metres	Minimum net residential density (dwellings per hectare): Within 800 metres
Designated centres:			
City Centre	200	120	70
Designated town centres	120	70	50
Other designated centres	70	50	35
Public transport stops:			
Main rail stations and Metrolink stops in the City Centre	N/A	200	120
Other rail stations and Metrolink stops in large designated centres	N/A	120	70
Other rail stations with a frequent service and all other Metrolink stops	N/A	70	50
Leigh Guided Busway stops	N/A	50	35
Areas within GMAL 6 and above or its equivalent	50	35	35
All other locations: minimum net residential density of 35 dwellings per hectare			

3.45. Lower densities may be acceptable where they can be clearly justified by:

1. Local housing market issues such as a demonstrable need for a particular type of housing that cannot be delivered at a higher density; or
2. Site-specific issues, such as the design context and any potential impact on the wider landscape or townscape including heritage assets and green infrastructure.

3.46. In order to achieve an appropriate mix of housing across the plan area, developments should include the provision of houses and/or apartments having regard to the following and the need to achieve high quality design:

- A. 35-70 dwellings per hectare: primarily houses
- B. 70-120 dwellings per hectare: mix of houses and apartments
- C. 120+ dwellings per hectare: primarily apartments, incorporating houses and/or ground-floor duplexes where practicable.

Bury's 'Let's Do It!' Strategy

3.47. The Let's Do It! Strategy is Bury's long-term vision for the borough up to 2030, developed with residents, businesses, community groups and public services. Its aim is to make Bury a place with strong economic growth, lower levels of deprivation, and better life chances for everyone, while putting communities at the heart of decision-making.



3.48. At its core, the strategy is based on the belief that everyone has a role to play in improving the borough. Rather than focusing solely on council services, it promotes community power, partnership working and shared responsibility, encouraging residents, organisations and public services to work together to tackle inequality and improve outcomes.

3.49. The strategy is built around four key themes:

- Locally – strengthening neighbourhoods and townships, supporting prevention and early intervention, and helping communities become more resilient.
- Enterprising – creating jobs, supporting businesses, investing in regeneration, improving skills, and growing a sustainable local economy.

- Together – integrating services and strengthening partnerships between the council, NHS, voluntary sector, businesses and residents.
 - Strengths-Based – building on the strengths, assets and capabilities of people, communities and organisations rather than focusing on problems alone.
- 3.50. Overall, the Let's Do It! Strategy aims to create a healthier, greener, more prosperous and more inclusive Bury, where residents have greater opportunities, stronger communities, and improved quality of life.
- 3.51. Bury's Local Plan will play a key role in delivering the vision and aims of the Let's Do It Strategy and, as such, it is important that there is alignment between these two key local strategies.

Bury Housing Strategy

- 3.52. Bury Housing Strategy (April 2021) seeks the following outcomes over the period 2021-2025:
- More homes in the borough.
 - Increased affordable housing supply – through new build, leasing and acquisition.
 - A more dynamic housing market – a broader range of housing tenures and more tailored support for people to access a suitable home they want in any tenure.
 - Good quality, healthy homes and places.
 - Support that enables people to live well in the community.
 - Intelligent, evidence-driven, targeted investment to improve health through housing.
 - Towards a township housing strategy shaped to support the future of each town centre and neighbourhoods.
 - To eliminate rough sleeping by 2025 – through an evidenced approach to preventing homelessness, increasing supply of affordable new homes, supporting accessibility and 'enabling support' towards independence.
 - Rapid movement towards low carbon housing.
- 3.53. The Council is currently preparing a new housing strategy which will replace the existing 2021-2025 Housing Strategy. The new housing strategy will provide a long-term, boroughwide framework for housing delivery whilst also addressing related activities such as affordability, homelessness, regeneration and housing standards, in alignment with wider Council

priorities and corporate objectives. Consultation on the draft housing strategy will commence shortly.

Greater Manchester Age-friendly strategy (2024-2034)

- 3.54. The [Greater Manchester Age-friendly strategy](#) vision is that by 2034 Greater Manchester will be a great place to grow old, with age-friendly being business as usual. In relation to housing, the vision includes by 2034 there are more places in every Greater Manchester borough with the key features of an age-friendly neighbourhood, including age-friendly homes, good transport and accessible services and shops.
- 3.55. The strategy seeks to create more age-friendly homes in the development of new homes, as well as retrofitting older homes and improving awareness of the housing options available to people as they age.
- 3.56. This work area also encompasses the [Framework for Creating Age-Friendly Homes in Greater Manchester \(2021-2024\)](#) which sets a vision for creating age-friendly homes in Greater Manchester and seeks to achieve a permanent cultural shift around housing in later life; recognising that people want a choice of different, affordable mainstream and specialist housing options that meet both need and aspiration and in places where they can maintain or build social connections, achieve good health and independence.
- 3.57. The Greater Manchester Housing Planning and Ageing Group has also prepared "[Creating age-friendly developments: A practical guide for ensuring homes and communities support ageing in place](#)" which sets out key features to consider in creating age-friendly developments.

4. Local Profile

Housing Requirement

- 4.1. The housing requirement for Bury has been established through the Places for Everyone Joint Development Plan, which sets a requirement for an average of 452 homes per year (with stepped targets as shown below) from 2022-2039.
- 4.2. As set out in PfE paragraph 1.56, in the event that a local plan looks beyond 2039, the minimum requirement figures set out in Policy JP-H1 should be used to inform local plan targets, with the annual average figure 2022-2039 to be treated as a minimum requirement for each year after 2039. As a result, for a Local Plan period to 2043, the Bury Local Plan will need to identify a sufficient supply of sites to accommodate an average of 452 homes per year from 2039-2043 and **a total of 9,486 homes**.

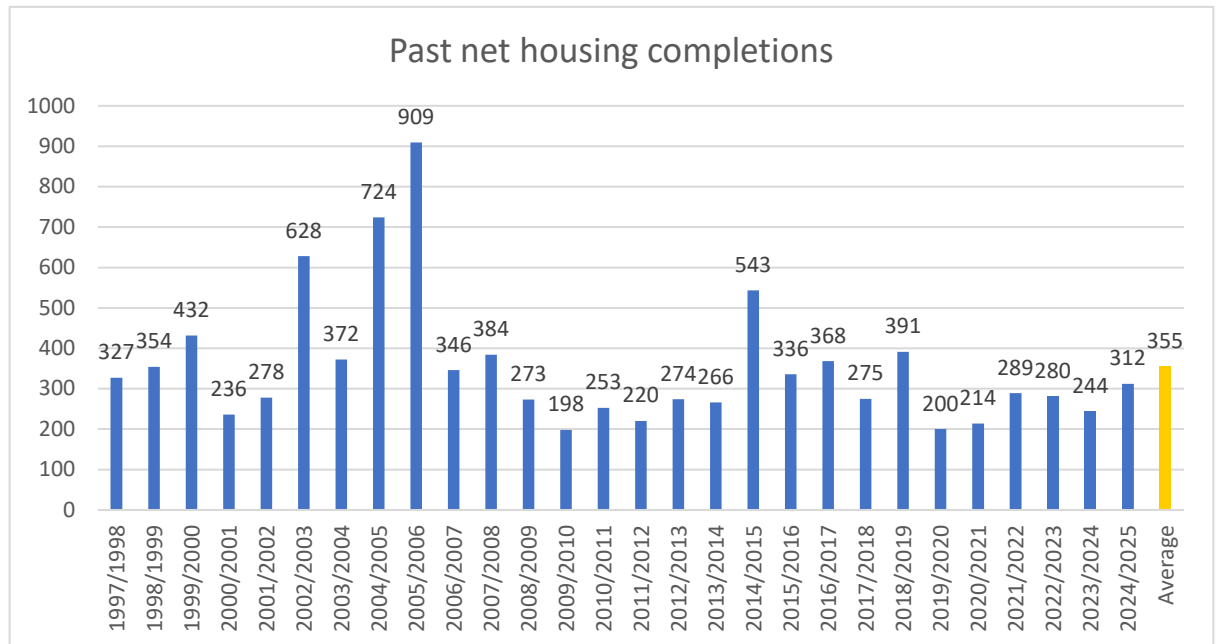
Table 2: Bury Housing Requirement

District	Annual average 2022-2043	2022-2025 (annual)	2025-2030 (annual)	2030-2039 (annual)	2039-2043 (annual)	2022-2043
Bury	452 (average)	246	452	520	452	9,486

Housing Completions

- 4.3. This section gives a factual account of residential completions in recent years. Figure 1 shows the yearly net completion rate from 1997/98 (the year the UDP was adopted) to 2024/25.

Figure 1: Net housing completions



- 4.4. The completions in Figure 1 show that there has been a net gain of 9,926 units over the last 28 years (since the adoption of the Bury Unitary Development Plan), equating to an average annual completion rate of 355 dwellings. This average has been somewhat skewed by the above average completion rates in the three years 2002/03 and 2004/05 to 2005/06, where there were 2,261 net completions, equating to an average of 754 dwellings per annum. The high completion rates in these years reflected the peak of the housing market and the redevelopment of some of the Borough's redundant large employment sites. The average has equated to 268 over the past 5 years, or 290 over the past 10 years.
- 4.5. The plan period for Places for Everyone starts in 2022, and from 2022-2025 there have been 836 net completions – an average of 279 per year.

Housing Delivery Test

- 4.6. The Housing Delivery Test (HDT) is a measure of net homes delivered against the homes required. HDT data is published by the Government, and the NPPF sets out the consequences of under delivery.
- 4.7. The latest published HDT result for Bury is for 2023 and is set out in Table 3 below. The figures differ from the housing trajectory because they include an allowance for communal establishments, calculated in accordance with the HDT measurement rule book:

Table 3: Housing Delivery Test 2023 published result

Area	Homes required 2020-21	Homes required 2021-22	Homes required 2022-23	Total number of homes required	Homes delivered 2020-21	Homes delivered 2021-22	Homes delivered 2022-23	Total number of homes delivered	HDT 2023 result
Bury	400	591	246	1237	229	289	280	798	64%

4.8. As a result of the 2023 HDT result, the presumption in favour of sustainable development currently applies.

4.9. Although the 2024 and 2025 HDT results have yet to be officially published, they have been calculated for reference below:

Table 4: Housing delivery test 2024 calculation

Area	Homes required 2021-22	Homes required 2022-23	Homes required 2023-24	Total number of homes required	Homes delivered 2021-22	Homes delivered 2022-23	Homes delivered 2023-24	Total number of homes delivered	HDT 2024 result
Bury	591	246	246	1083	289	280	253	822	76%

Table 5: Housing delivery test 2025 calculation

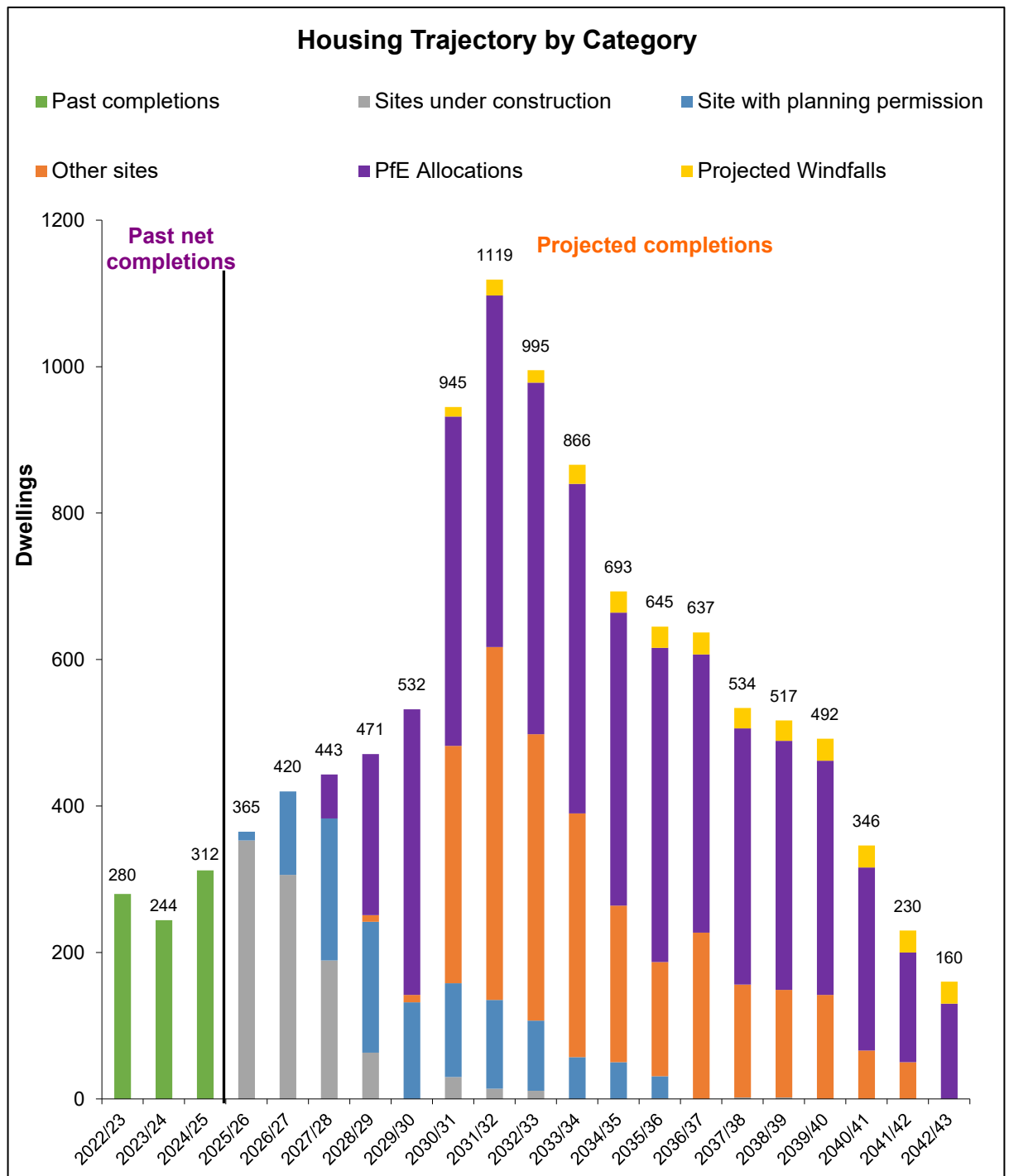
Area	Homes required 2022-23	Homes required 2023-24	Homes required 2024-25	Total number of homes required	Homes delivered 2022-23	Homes delivered 2023-24	Homes delivered 2024-25	Total number of homes delivered	HDT 2025 result
Bury	246	246	246	738	280	253	311	844	114%

4.10. The results indicate that following publication of the 2024 and 2025 HDT results, Bury's housing delivery test result will exceed 100% and the five year supply buffer required by NPPF paragraph 78 will be reduced from 20% to 5%. The 'tilted balance' of the presumption in favour of sustainable development set out in NPPF paragraph 11 would no longer be triggered by the housing delivery test result, but would be dependent on the Council's five year supply position.

Housing Land Supply

4.11. Bury's housing land supply is set out within the Strategic Housing Land Availability Assessment, which is updated annually (the latest update having a base date of 1 April 2025). This identifies sufficient land to accommodate 10,410 homes from 2025 to 2043. A total of 836 homes were completed from the start of the plan period in 2022 to 31 March 2025. This is illustrated in the trajectory below:

Figure 2: Housing Trajectory



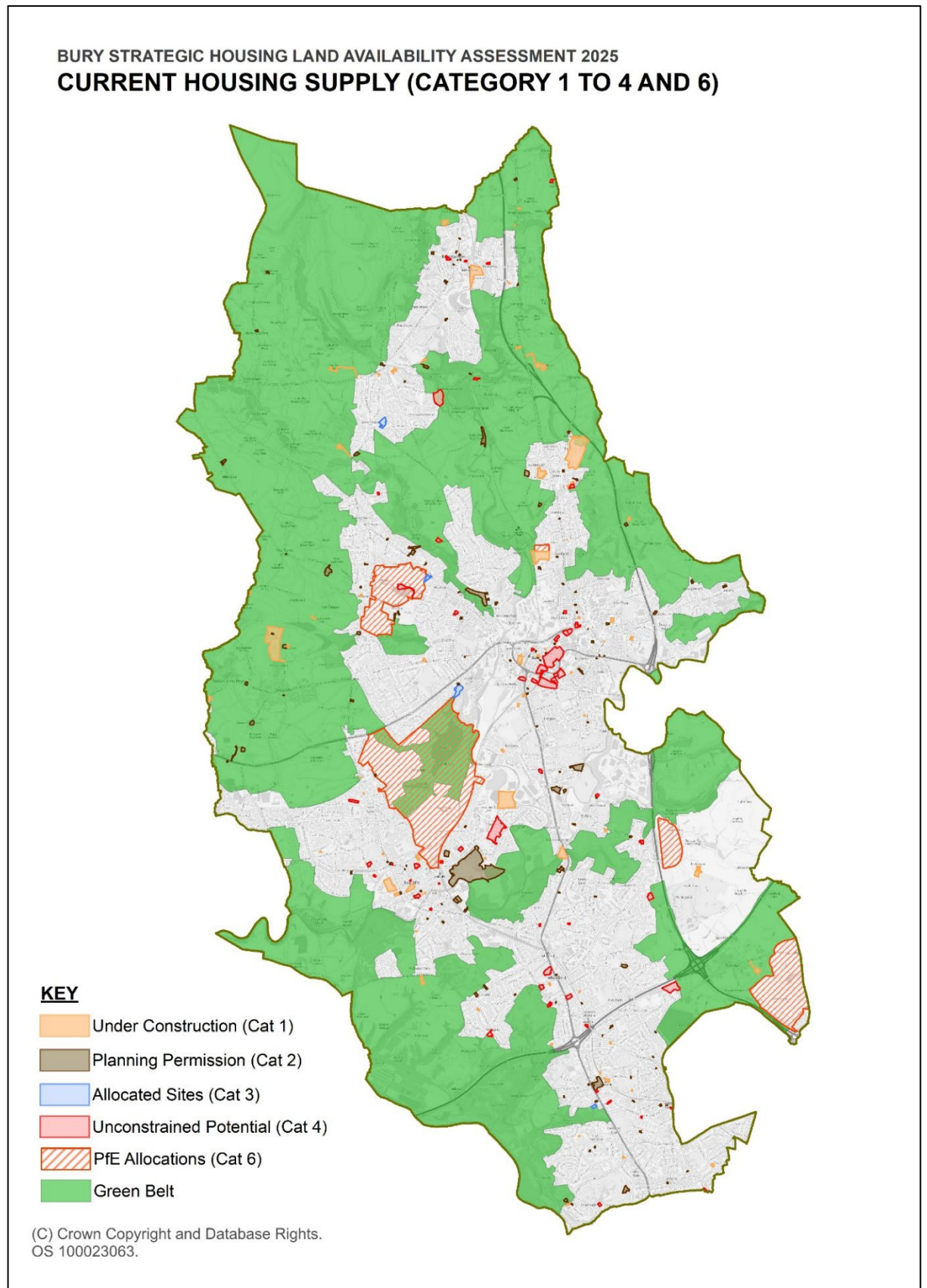
- 4.12. The plan period for the Local Plan runs from 2022-2043. Homes delivered from 2022 to 2025 therefore contribute to meeting the housing requirement over the plan period. An assessment of the housing land supply against the housing requirement is set out below:

Table 6: Housing supply / requirement

Housing supply / requirement	Number of dwellings
Housing completions 2022-2025	836
Housing land supply 2025-2043	10,410
Total housing supply 2022-2043 (Past completions plus future supply)	11,246
Housing requirement 2022-2043	9,486
Flexibility (Supply minus requirement)	1,760
Flexibility (%)	18.6%

- 4.13. This demonstrates that there is sufficient housing land supply to meet the housing requirement, with an appropriate allowance for flexibility and choice, without the need to identify additional sites.
- 4.14. Figure 3 below shows the location of the sites included within the Borough's housing land supply, based on the 2025 Strategic Housing Land Availability Assessment.

Figure 3: Current housing land supply (SHLAA 2025)



- 4.15. The supply within the SHLAA can be categorised in a number of different ways. In relation to the planning status of the supply, this is broken down as set out below:

Table 7: Housing Land Supply Planning Status

Category	Number of sites	Capacity 2025-2043
1 – Under construction	74	971
2 – Planning permission	138	1,113
4 – Unconstrained	55	2,705
6 – PfE Allocation *	5	5,279
Windfalls	Unknown	342
TOTAL	272	10,410

* Excludes units already granted planning permission. A further 1,080 units are expected to come forward after 2043, with a total capacity on PfE Allocations of 6,359 (excluding 81 dwellings at Seedfield already under construction). There are 4 remaining allocations from the 1997 UDP but these have been excluded from the supply as they are not being brought forward into the new local plan and are not expected to deliver any housing. They may come forward as windfalls.

- 4.16. The figures illustrate that the PfE Allocations account for 51% of the total housing land supply over the plan period. 9% of the supply is on sites under construction, 11% is on sites with planning permission and 26% is on unconstrained sites. The windfall allowance accounts for the remaining 3% of the supply. Overall, 71% (7,363 units) of the total supply is on sites that are allocated, under construction or have planning permission. The housing requirement for 2025-2043 is 8,748 dwellings, therefore this equates to 84% of the housing requirement from 2025-2043. If the completions for 2022-2025 are also included (836 units), this equates to a total of 8,199 units, or 86% of the total requirement for 9,486 units over the plan period from 2022-2043.
- 4.17. The SHLAA sites can also be considered by capacity:

Table 8: Housing Land Supply site capacity

Site capacity	Number of sites	Capacity 2025-2043
Net loss or no net gain	34	-20
1 dwelling	85	85
2 – 5 dwellings	64	198

Site capacity	Number of sites	Capacity 2025-2043
6 – 10 dwellings	29	218
11 – 25 dwellings	23	374
26 – 50 dwellings	13	469
51 – 100 dwellings	9	615
101 – 250 dwellings	8	1,443
251 – 500 dwellings	3	966
501 – 1,000 dwellings	1	700
More than 1,000 dwellings	3	5,020
TOTAL	272	10,068 (+ 342 windfalls)

4.18. In terms of the number of sites, the supply is dominated by small sites, however, most of the capacity is on large sites of more than 1,000 dwellings (allocated through PfE).

4.19. The SHLAA sites can also be considered by site area:

Table 9: Housing land supply site size

Site area	Number of sites	Capacity 2025-2043
0.1 hectares or less	140	314
0.1 – 0.25 hectares	58	293
0.25 – 0.5 hectares	32	692
0.5 – 1 hectares	14	413
1 – 2 hectares	13	1,301
2.5 – 5 hectares	5	348
5 – 10 hectares	4	921
More than 10 hectares	6	5,786
TOTAL	272	10,068 (+ 342 windfalls)

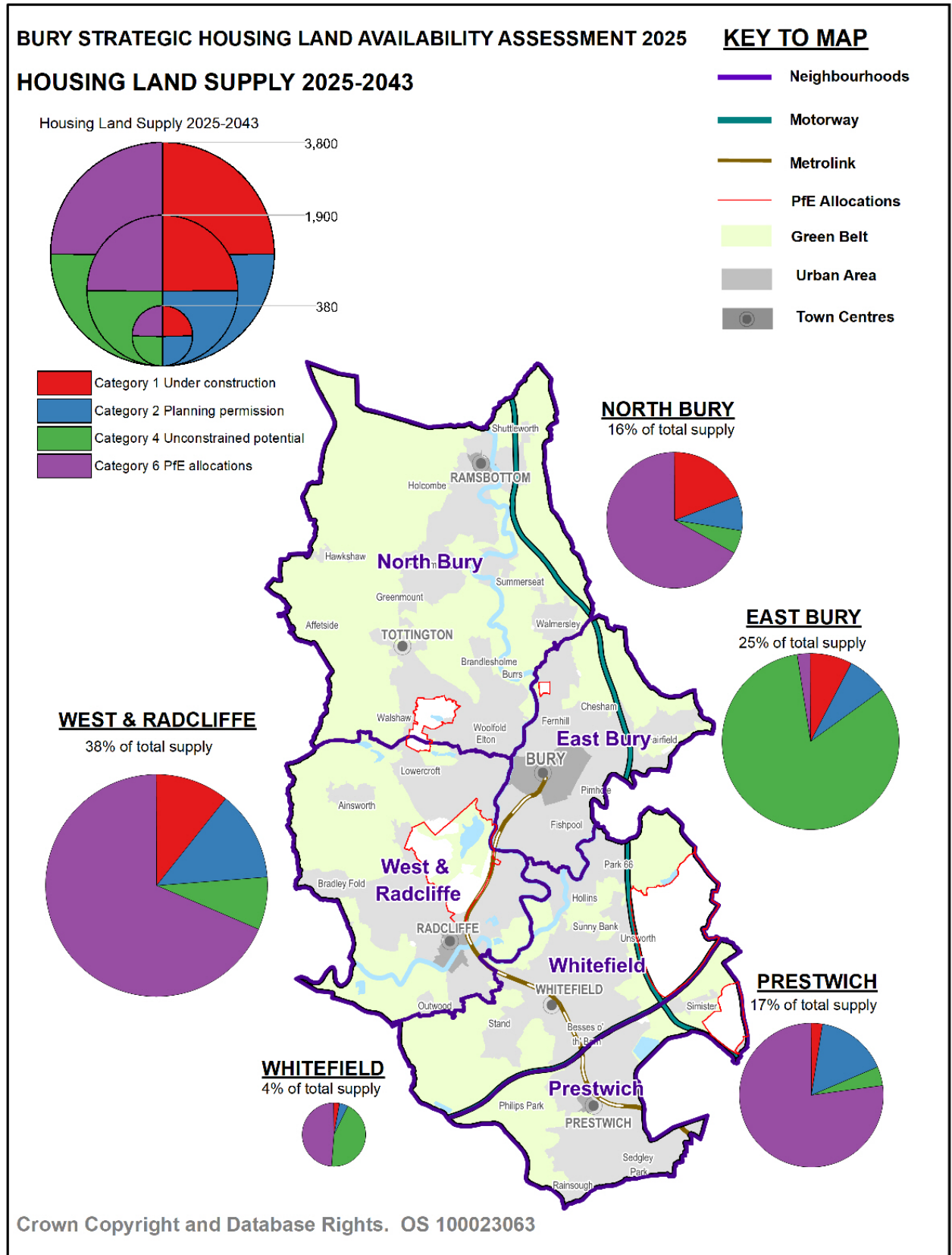
4.20. 17% of the total identified land supply (i.e. excluding windfalls) is on sites of one hectare or less, and 57% of the overall supply is on large sites of more than 10 hectares.

4.21. NPPF paragraph 73 expects local planning authorities to identify land to accommodate at least 10% of the housing requirement on sites no larger

than one hectare. In total there are 244 small sites of 1 hectare or less in the supply, with a total capacity of 1,712 dwellings. The housing requirement for 2025-2043 is 8,748 dwellings, therefore this equates to 20% of the housing requirement.

- 4.22. The distribution of sites within the SHLAA as illustrated in Figure 3 below. Where Places for Everyone Allocations cross neighbourhood boundaries, they have been incorporated within each area based on high level estimates of areas of development land and are subject to change.
- 4.23. This illustrates that 38% of the supply is in the West and Radcliffe neighbourhood. 77% of the supply in Prestwich is from PfE Allocations. Most of the supply in East Bury is on Category 4 Potential housing sites – the majority of these are within Bury Town Centre on Council-led sites. Whitefield has the least housing supply (but does include the Places for Everyone Heywood Pilsworth site allocation).

Figure 4: Housing land supply by neighbourhood area



4.24. The amount of housing land within the town centres is identified below:

Town Centre	Number of sites	Capacity 2025-2043
Bury	27	2,157
Prestwich	5	235
Radcliffe	8	229
Ramsbottom	8	75
Total within town centres	48	2,696
Not within town centres	224	7,372
TOTAL	272	10,068 (+ 342 windfalls)

- 4.25. The SHLAA housing land supply includes an allowance for 342 units to come forward over the plan period on small sites. This figure is based on evidence of delivery of small sites windfalls, and further detail is provided in the SHLAA summary report. The SHLAA does not include an allowance for windfalls on large sites due to lack of evidence to demonstrate what an appropriate allowance would be or certainty over whether past trends are likely to continue, as many of the sites that are least suitable for continue employment use have already been lost or incorporated within the SHLAA.

Brownfield Land Register

- 4.26. The [Brownfield Land Register](#) is a sub-set of the Strategic Housing Land Availability Assessment and includes all parcels of brownfield land at least 0.25 hectares in size, or capable of supporting at least 5 dwellings, that the Council considers to be suitable and available for residential development and for development to be achievable. It is important to note that the brownfield register presents only a partial picture of the amount of brownfield land that is available, suitable and achievable for new housing in Bury. This is because sites under construction and those sites that are not wholly brownfield in nature are excluded from the register, as are small sites of less than 0.25 hectares or 5 dwellings capacity. The SHLAA continues to remain the comprehensive assessment of future housing land supply in the Borough and includes dwellings on sites that are excluded from the register for reasons set out above.
- 4.27. As of December 2025 (based on the 2025 SHLAA) there are a total of 55 available sites on Part 1 of Bury's brownfield land register. A summary is set out below:

Table 10: Brownfield Land Register summary

Planning status	Site count	Min. net dwellings	Site area
Permissioned	18	907	31.3
Not permissioned	37	2,472	25.4
Total	55	3,379	56.7

Five Year Supply

- 4.28. NPPF states that local planning authorities should identify and update annually a supply of specific deliverable sites to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old, with an appropriate buffer as set out in NPPF paragraph 78. For Bury, a 20% buffer is currently required due to the Housing Delivery Test result.
- 4.29. The housing target for 2025-2030 is as set out below:

Table 11: Five year supply housing requirement

Five year housing supply	Annual PfE requirement	Total requirement	Total requirement (including past over-supply allowance)
2025-2030	452	2,260	2,260
Past over / under delivery	-	-	-98
20% buffer		452	432
Total 5YS requirement		2,712	2,594
Annual 5YS requirement		542	519

- 4.30. Applying a 20% buffer to the five year requirement increases the total five year target to 2,712 dwellings, utilising the adopted Places for Everyone housing requirement. Accounting for the over and under supply in 2022 - 2025 would reduce this to 2,594 dwellings.
- 4.31. To determine whether the five year supply requirement can be met, the amount of envisaged supply is divided by the annual five year supply requirement (which includes the appropriate buffer). The level of housing supply is generally measured in 'number of years'.

Table 12: Five year supply with a 20% buffer

Five year housing supply	Total requirement	Total requirement (including past over supply allowance)
Total requirement over 5 years including 20% buffer	2,712	2,594
Annual 5YS requirement including buffer	542	519
Supply 2025-2030	2,231	2,231
Years Supply ¹⁰	4.1 years supply	4.3 years supply

- 4.32. Further details of the sites which make up the five year supply are provided in the Council's Five Year Supply of Deliverable Housing Land Statement, which is based on the 2025 Strategic Housing Land Availability Assessment.
- 4.33. As part of the standard annual review process, the Council will produce a 2026 update of the Housing Land Supply and Five Year Supply position.

Viability and Deliverability

- 4.34. Three Dragons was commissioned by Bury Council to undertake a viability assessment of the emerging Bury Local Plan. The viability assessment was carried in accordance with national guidance. The viability assessment uses a set of notional typologies representative of the different forms of development proposed by the draft Local Plan and tests these according to the costs and values associated with new development in Bury. The viability testing includes allowances to cover the cost of meeting national, PfE and proposed local policies.
- 4.35. The viability testing results show that there are viable forms of development within each of the site size categories and across the different locations of supply. This includes brownfield town centre development with 15% affordable housing (20% affordable for Build to Rent schemes) as well as development elsewhere in the borough with 25% affordable housing.
- 4.36. Three of the five allocations in Bury are not directly affected by the policies in the new Bury Local Plan (JPA 7, JPA 8 and JPA 9) because the affordable housing requirements for these sites are set in PfE and have already been found sound in PfE. In the PfE policies for Bury's cross-boundary PfE allocations (JPA 1.1 and JPA 1.2) the approach to affordable housing was

¹⁰ Five year supply divided by annual 5YS requirement.

left to the Local Plan to determine (albeit that provision for affordable housing was included within the Viability Assessment to support PfE). As a consequence the viability of these sites has been assessed against the emerging Bury Local Plan affordable housing requirement. The LPVA shows that JPA1.1 and JPA1.2 are deliverable and able to support the 25% affordable housing set out in PfE for the other strategic allocations in Bury.

- 4.37. Therefore, the overall development planned for in the new Local Plan is considered to be viable.
- 4.38. The viability testing approach is considered cautious, with conservative assumptions e.g. no remediation/infrastructure grants in the brownfield testing, and no affordable housing grant assumed in any qualifying typology.
- 4.39. Nevertheless, a range of funding options are available to support development on more challenging sites, accelerate delivery or to increase affordable housing delivery. These include Homes England affordable homes programme funding, and GMCA funding streams such as the Good Growth fund. It is also of note that a number of the key housing sites, particularly in town centres, are on Council owned land.
- 4.40. Prestwich, for example, has secured £55.8 million of external investment to date to transform the village centre. This investment will support the delivery of 248 new homes together with a new travel hub, community facilities, market hall and retail space.

Housing Mix

- 4.41. Bury's Housing Need and Demand Assessment (HNDA) (November 2025) was prepared by arc4 on behalf of the Council. The HNDA presents evidence of the current stock of housing, current and future housing need and the housing requirements of different households. It identifies the type and size of housing needed by tenure and household type. It also considers the need for affordable housing and the size, type and tenure of housing need for specific groups within the borough.
- 4.42. The HNDA establishes an overall dwelling type, size and tenure mix for the Borough. The HNDA has carefully considered the future population and household projections over the period 2022 to 2043, the range of dwellings lived in by different households, and their dwelling aspirations (likes) and expectations. This helps to determine an appropriate mix of dwellings to inform future development priorities to better reflect the housing needs of communities across Bury.

- 4.43. The HNDA analysis includes a detailed analysis of the relationship between households and their current housing circumstances, the future aspirations of moving households, and what households would expect. This helps to set out the range of dwellings by type and size appropriate over the plan period. Table 12 illustrates the annual range of new build dwellings appropriate for Bury over the plan period. To support flexibility in delivery, dwelling type and mix by tenure is presented as a broad range which also considers household aspirations and expectations. Modelling assumes 75% market housing and 25% affordable housing delivery, with the split of 60% social/affordable rented and 40% affordable home ownership.

Table 13: Overall dwelling type / size mix recommendations by tenure: annual range of new dwellings across Bury boroughwide

Dwelling type/size	Market	Social/ Affordable rented	Affordable home ownership	Overall range
Overall % split>>	75%	15%	10%	100%
1/2-bedroom house	10-15%	15-20%	20-25%	15-20%
3-bedroom house	25-30%	15-20%	35-40%	25-30%
4+ bedroom house	20-25%	2-5%	10-15%	15-20%
1-bedroom flat	2-5%	20-25%	2-5%	5-10%
2+ bedroom flat	5-10%	5-10%	5-10%	5-10%
1/2-bedroom level access	10-15%	25-30%	15-20%	15-20%
3+ bedroom level access	5-10%	2-5%	2-5%	5-10%
Dwelling type	Market	Social/ Affordable rented	Affordable home ownership	Overall range
House	65-70%	35-40%	75-80%	60-65%
Flat	5-10%	30-35%	5-10%	10-15%
Bungalow/level-access	20-25%	30-35%	15-20%	20-25%
Number of bedrooms	Market	Social/ Affordable rented	Affordable home ownership	Overall range
1	2-5%	30-35%	2-5%	10-15%
2	30-35%	40-45%	40-45%	30-35%
3	35-40%	20-25%	40-45%	35-40%
4+	20-25%	2-5%	10-15%	15-20%

Note: Level-access accommodation can include flats and appropriately designed houses where all facilities are on the ground floor. These figures

are a guide only. Bury Council will confirm requirements on specific schemes during the planning process

- 4.44. The key message from the HNDA in relation to dwelling type / mix is that there is a need for a mix of types and sizes. Further details, including a breakdown by area is provided in the Housing Need and Demand Assessment¹¹.

Affordable Housing

- 4.45. Increasing the availability of affordable, good quality homes is an important Council priority. Like most other parts of the country, house prices have increased and affordability has worsened in Bury in recent years.
- 4.46. The Bury Housing Needs and Demand Assessment (HNDA) (November 2025) considers the need for affordable housing across the Borough. The HNDA has been prepared by arc4 in accordance with the requirements of the National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG).
- 4.47. The HNDA identifies an annual net need for **1,017 affordable homes per year**. It is important to note that this is based on addressing past backlog over a 10-year period and assumes that a property is affordable if up to 25% of household income is spent on rent and buying costs up to 3.5x household income.
- 4.48. The HNDA recommends that the Council needs to have a robust affordable housing policy in place to help deliver against this strategic need, but is not mandated to meet this need in full. The actual scale of affordable delivery will be linked to availability of Government funding, Registered Provider development programmes, affordable housing contributions from private housebuilders and the economic viability of development sites. The HNDA notes that delivery of affordable housing is subject to economic viability and the council does not need to plan to meet this number in full but affordable housing delivery should be maximised at every possible opportunity.
- 4.49. The affordable housing annual net need is not an annual target for the whole of the plan period or a target for building new affordable homes through the planning system, but is something we need to consider in developing the Local Plan and in our work with GMCA, Homes England, Registered Providers and other partners to deliver the affordable homes we need. The link between the affordable housing need and the overall housing requirement is complex. Many of the households in need are already living in

¹¹ [Housing needs and demand assessment - Bury Council](#)

accommodation (existing households) but require an alternative form of housing. The HNDA does not suggest that there is any strong evidence of a need to allocate additional housing land specifically to help address the affordable need.

4.50. The HNDA recommends an affordable tenure split of **30% social rent, 30% affordable rent and 40% affordable home ownership**. This takes into account the affordable tenure preferences and incomes of existing and newly-forming households and also takes account of the increased government emphasis on delivering social rented affordable housing.

4.51. The HNDA recommends the following broad mix of affordable dwelling sizes:

Dwelling size	Social / affordable rented	Affordable home ownership
1-bed	33.6%	2.9%
2-bed	41.0%	43.9%
3-bed	21.1%	42.1%
4+ bed	4.3%	11.1%

4.52. As noted in the HNDA, the Council has identified a pressing demand for family housing (e.g. 3-bed houses) at the present time, due to a number of families in temporary accommodation and a shortage of available stock. 3+ bedroom properties represent 26% of the Council stock, but have a low turnover, representing only 3% of the Bury Council properties advertised (or 10% of all properties advertised by the Council if Housing Association properties are included). 3-bed properties attracted an average of 140 bids, compared to an average of 60 bids for 1-bed and 54 bids for 2-bed properties.

4.53. A Local Plan Viability Assessment (LPVA) has been prepared for the Council by Three Dragons, in accordance with national guidance. The LPVA uses a set of notional typologies representative of the different forms of development proposed by the draft Local Plan and tests these according to the costs and values associated with new development in Bury. The viability testing includes allowances to cover the cost of meeting national, PfE and proposed local policies.

4.54. Initial testing indicated that the affordable housing requirement in town centres needed to be reduced from 25% to 15% of 'sale' typologies, with a tenure mix of 40% affordable rent and 60% discount market. For Build to Rent, the PPG advised rate of 20% of units at a 20% discount market rent of 80% is used. The viability testing also considered the proposed tenure mix of 30% social rented, 30% affordable rented and 40% discount market sale (as

recommended by the HNDA), but found a more flexible approach to tenure (particularly the proportion of social rent) would support viability.

- 4.55. The viability testing results show that there are viable forms of development within each of the site size categories and across the different locations of supply. This includes brownfield town centre development with 15% affordable housing (20% affordable for Build to Rent schemes) as well as development elsewhere in the borough with 25% affordable housing.
- 4.56. Green Belt sites were tested with 50% affordable housing, with the testing finding that the typologies tested suggest that development is viable if there are adjustments to return, land value, s.106 and in some circumstances an increase in value. It should be noted that the Council is not reliant on development coming forward within the Green Belt to meet its housing need.
- 4.57. MHCLG publish detailed local authority level data on affordable housing supply, including a breakdown by tenure:

Table 14: MHCLG affordable housing completions data (Source: Live table 1011C)

Type	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	5 year total
Social Rent (subtotal)				37	48	85
Private Registered Provider Homes England (HE) funded				10	20	30
Private Registered Provider other funding					6	6
Local Authority HE funded				12		12
Local Authority other funding				3		3
Permanent Affordable Traveller Pitches				12		12
Other					22	22
Affordable Rent (subtotal)	11	99	34	16	23	183
Private Registered Provider HE funded		99	34	16	7	156
Private Registered Provider other funding					16	16
Local Authority HE funded	11					11

Type	2020-2021	2021-2022	2022-2023	2023-2024	2024-2025	5 year total
Intermediate Rent (subtotal)				13		13
s106 nil grant				13		13
Shared Ownership (subtotal)	15	33	10	16	14	88
Private Registered Provider HE funded	15	33	10	16		74
Private Registered Provider other funding					14	14
Affordable Home Ownership (subtotal)	7	18	14		10	49
s106 nil grant	7	18	14		10	49
Grand Total	33	150	58	82	95	418

- 4.58. Table 14 illustrates that of the 418 affordable homes delivered over the last 5 years. This equates to 31% of net completions over this period. 62 (15% of the affordable homes) were delivered through Section 106 Agreements. The rest of the units were delivered by Registered Providers or the Local Authority, using Homes England funding in the majority of cases.
- 4.59. It is important to note that not all affordable housing will be delivered through planning policy requirements and Section 106 Agreements. The Local Plan will set targets for the provision of affordable housing for sale and rent as part of market-led residential development schemes. As indicated above, a high proportion of affordable housing is delivered by Registered Providers, the Local Authority, and through the use of Government funding. This is likely to continue to be the case.

Housing for Older People

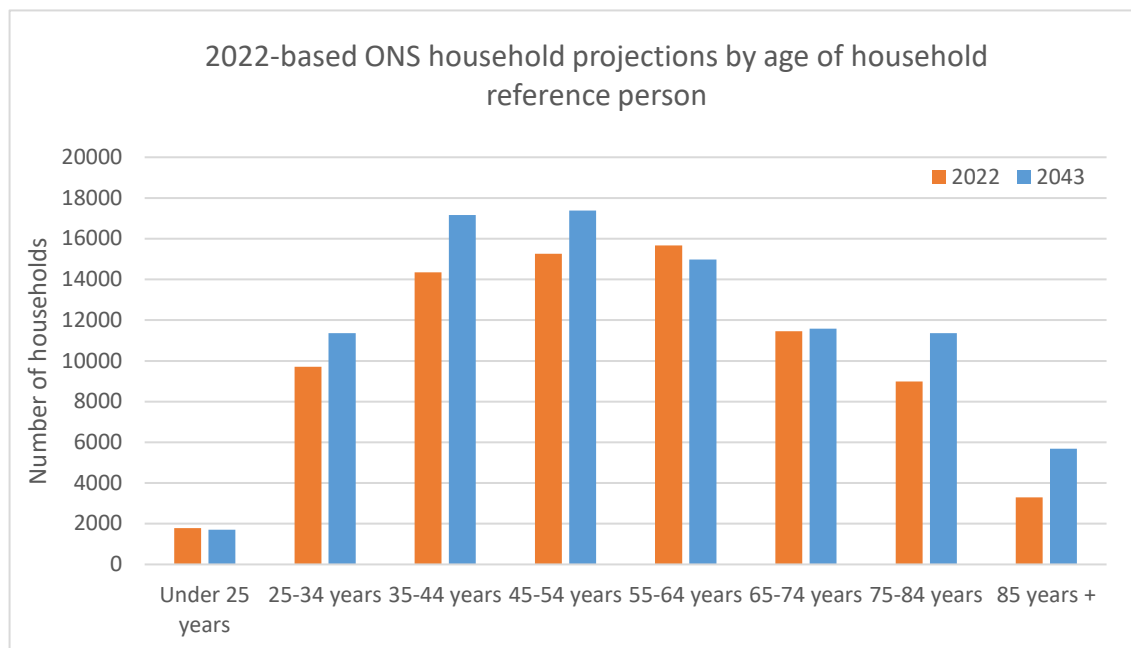
- 4.60. The ONS 2022-based population and household projections provide evidence of the projected increase in older people within the Borough, although it is important to note that the projections are based trends and assumptions of future levels of births, deaths and migration. They are not a forecast of changes that may result from local, national or international policy or economic change.
- 4.61. The 2022-based ONS population projections show that whilst the population aged 46-64 remains the largest cohort, the greatest growth is in the population aged 80+.

Table 15: ONS 2022-based population projections by age group

Age	2022	2043	Change	% change
0-17	43,841	38,385	-5,456	-12.4%
18-39	52,034	57,587	5,553	10.7%
40-64	62,957	67,803	4,846	7.7%
65-79	26,550	27,803	1,253	4.7%
80+	9,208	14,036	4,828	52.4%
All ages	194,590	205,614	11,024	5.7%

4.62. Figure 6 illustrates the 2022-based ONS household projections by age of household reference person (formerly known as head of household). The graph illustrates that although household reference persons aged 45-54 are projected to remain the largest category, the greatest increases are in the number of households headed by a person aged 75 and over.

Figure 5: Household projections by age of household reference person



4.63. The HNSA household survey data found that the majority of older people aged 65 and over (75.4%) wanted to continue to live in their current homes with help and support when needed. There is also interest in a range of options including sheltered accommodation, buying on the open market, renting from the council or Housing Association, Extra Care housing, sheltered accommodation, and co-housing. Information from the household survey reveals a need to build smaller dwellings to accommodate older

movers, but there are households who would require the same or even an increase in the number of bedrooms in their properties.

- 4.64. Across the borough, the HNDA (2025) identified that there is a need to increase and diversify the supply of specialist housing for older people. There is a need for 4,458 more units of accommodation for older people over the period 2022 to 2043. This is broken down to 3,420 additional C3 dwelling units, 868 Extra Care Units and 170 C2 residential care bedspaces. There is a particular need for leasehold sheltered housing, enhanced sheltered, and Extra Care housing for sale. Bury has a good supply of dementia-friendly older persons accommodation through existing provision.
- 4.65. The Council has produced an [Extra Care Housing Strategy 2026-2036](#). One of the priorities of the strategy is for the Council to work with registered housing provider partners to agree a commitment to support and plan the development of up to five new extra care housing schemes in Bury by 2035. The majority of these will likely be owned by Bury Council or Registered Providers of Social Housing to meet the demand of people on the social housing register. Provision will include a range of both specialist and general needs accommodation, and will aim to include a mix of one- and two-bedroom apartments. The proposed schemes could range from between 30 to 80+properties on one site. The Council's Extra Care Housing Strategy does not include considering future demand for private outright ownership for extra care accommodation but notes the need to consider shared ownership and mixed tenure schemes.
- 4.66. It is important to note that the Local Plan is not the sole means of meeting these needs, and the Council is currently progressing the delivery of a number of units of older persons accommodation, through delivery on Council owned brownfield sites and working with Registered Providers.
- 4.67. The Council's approach is focused on providing local homes for those with additional needs in Bury both now and in the future, increasing housing choices for our older generation and adults with specialist needs, enabling an increased number of people to live independently at home.

Housing for people with disabilities

- 4.68. Regarding housing for people with a health or disability related need, the Housing Need and Demand Assessment (2025) has collated a wealth of information from various sources to scope out the likely level of disability across the population of the Borough, identify where needs are arising and provided indicators of specific needs across various needs groups/

- 4.69. Based on ONS disability estimates there are around 44,237 people with a disability across the Borough, and this is projected to increase to around 49,265 by 2043. Regarding housing for people with disabilities, the HNDA Household Survey suggests around 7.7% of households live in properties which have either been purpose-built or adapted for someone with an illness or disability.
- 4.70. Given the ageing population of the borough and the identified levels of disability amongst the population, the HNDA recommends that 4% of new dwellings are built to wheelchair user M4(3) standard.
- 4.71. As part of the evidence base for the Places for Everyone plan, the [PfE Housing Technical Standards paper](#) provides evidence of need for all new dwellings to comply with the nationally described space standards and be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable.
- 4.72. This is a requirement in the adopted policy Places for Everyone Policy JP-H3 which sets out that new housing should:
1. Comply with the nationally described space standards; and
 2. Be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations unless specific site conditions make this impracticable.
- 4.73. The Local Plan Viability Assessment incorporates the costs of meeting the optional accessibility standards. The accessibility cost for M4(2) at £1,400 per dwelling is applied to 96% units and is based on the government impact assessment and verified by cost consultants. The costs for Part M4(3) are based on cost consultant advice at £10,000/dwelling and applied to 4% of the dwellings.
- 4.74. Draft Local Plan Policy LP-H5 proposes a requirement for 4% of all homes on sites of 50 dwellings or more to be built to 'wheelchair user' standard in Part M4(3) of the Building Regulations (or any subsequent revisions to the standard), unless this is impracticable due to site-specific factors or it is demonstrated to be unviable.
- 4.75. It is important to note that identified housing needs are capable of being met through the adaptation of the existing housing stock in part, therefore delivery is not solely reliant upon new build dwellings. The 50 dwelling threshold for the M4(3) is considered to represent an appropriate balance between the need identified through the HNDA and the cost of meeting the M4(3) standard.

- 4.76. The HNDA states that the number of people across all age groups with moderate or severe learning disabilities is estimated to be around 731 in 2022, rising to 776 by 2043. There is a notable growth in the number of people aged 65 and over with learning disabilities. Around 1,462 people have autistic spectrum disorders in 2022 and this is expected to increase to 1,570 by 2043.
- 4.77. It is important to note that the Council is currently progressing the delivery of a number of units of specialist and supported accommodation, through delivery on Council owned brownfield sites, commissioning and working with Registered Providers. The Local Plan is therefore not the sole means of meeting these needs.

Homes for Looked After Children and Care Leavers

- 4.78. Looked after children are specifically identified within the NPPF (2024) as a group whose needs should be assessed and reflected in planning policies. Local authorities have a responsibility to improve outcomes and actively promote the life chances of children they look after in their role as “corporate parents”. A cared for looked after child is a child the Local Authority has legal parental responsibility for with a care order granted by a court, or is providing care and accommodation for a child with parental agreement. They may be looked after in a children's home, by foster carers, within their birth families or other family members. The need for children's homes is of particular relevance to planning.
- 4.79. Care leavers are young people aged 16-25 years old who have been in care for a period of at least 13 weeks (or periods amounting to 13 weeks) which began after age 14-years old and include a period after their sixteenth birthday.
- 4.80. Each Local Authority providing children's services must take steps that secure, so far as reasonably practicable, sufficient accommodation within its area to meet the needs of children that it is looking after and children whose circumstances are such that it would be consistent with their welfare for them to be provided with accommodation in the local authority area. This is referred to as 'the sufficiency duty'.
- 4.81. Bury's 2025 “Homes for Children in Care: Striving for Sufficiency for Bury” Strategy provides a range of evidence on demand and supply for children's social care placement services. The strategy confirms that the total number of children in care in Bury has risen over the past decade, but suggests that

there is reason to believe that implementing a more effective model of practice could reduce the current figure or arrest the rise. However, for sufficiency purposes it is best to plan based on the current figure for children in care, given that any growth or decrease is likely to be steady and slow given the history of the past decade.

- 4.82. Bury has seen significant growth in its use of residential homes for children in care, having previously been an anomalously low user in the context of the region. It is also clear that the growth in the number of older children in care and a static number of fostering households is leading to an increasing proportion of children aged 12 and older living in residential homes, rather than family homes and this is affecting some groups of children more than others, such as those from Black or mixed ethnic backgrounds.
- 4.83. Despite the increasing pressure for homes, most children live in homes in Bury or in neighbouring local authorities, with only a few children living at distance, normally in adoption placements or living with wider family members. Looking forwards, there is no reason to believe that the number of homes required for Bury children in care is likely to change substantially over the next year. The key challenge facing Bury, in common with most other local authorities, is in securing more foster homes and equipping foster carers with the skills to support children in care particularly as they become older, to reduce our use of residential homes.
- 4.84. 174 children in Bury Council's care live in the borough, with 182 living outside, though mainly in the Greater Manchester area. Approximately 180 Bury care leavers live in the borough. As of 31 March 2026 there were 222 children in care to other Local Authorities living in Bury who have been placed in the Borough by other Local Authorities – this number has risen by around 10% over the past 3 years. Overall, Bury is a net importer of children in care, with greater residential capacity in the borough than is currently needed for Bury children: there are 1.5 places in children's homes in Bury for every Bury child currently in need of residential care.
- 4.85. Under the Children (Leaving Care) Act 2000, Children and Social Work Act 2017, and Housing Act 1996, local authorities have a statutory duty to support care leavers in their transition to independent living. They must:
- Ensure care leavers have access to suitable, safe, and stable accommodation.
 - Avoid placing care leavers in inappropriate or unsafe housing, such as B&Bs.
 - Work jointly with housing departments to prevent homelessness and provide priority access to social housing.

- 4.86. Bury Council's approach to children in care and care leavers is focused on providing stable, suitable accommodation locally and supporting young people to transition successfully into adulthood. The Council has developed a coordinated, cross-service approach to ensure that care leavers are able to access suitable housing and transition successfully into independent living. A clear and structured accommodation pathway is in place, offering a range of options including Staying Put arrangements, supported lodgings, supported accommodation, and independent tenancies.

Self-build and custom housebuilding

- 4.87. The Self-build and Custom Housebuilding Act requires the Council to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in Bury in order to build houses for those individuals to occupy as homes. The register can offer information on the demand for self-build and custom housebuilding in Bury and will feed into the evidence base of demand for this type of housing. Section 2(1) of the Self-build and Custom Housebuilding Act 2015 places a duty on the Council to have regard to the self-build and custom housebuilding register when carrying out their planning, housing, land disposal and regeneration functions.
- 4.88. Entries were added to the register as shown in Table 16 for individual entries and Table 17 for associations:

Table 16: Individuals on the custom and self build register

Base period	Individuals added	Individuals removed	Total at end of period
BP1: 1 April 2016 – 30 October 2016	7	0	7
BP2: 31 October 2016 – 30 October 2017	30	0	37
BP3: 31 October 2017 – 30 October 2018	28	0	65
BP4: 31 October 2018 – 30 October 2019	32	0	97
BP5: 31 October 2019 – 30 October 2020	24	0	121
BP6: 31 October 2020 – 30 October 2021	39	0	160
BP7: 31 October 2021 – 30 October 2022	20	0	180
BP8: 31 October 2022 – 30 October 2023	14	0	194
BP9: 31 October 2023 – 30 October 2024	9	0	203
BP10: 31 October 2024 – 30 October 2025	6	10	199
TOTAL	209	10	199

Table 17: Associations on the custom and self build register

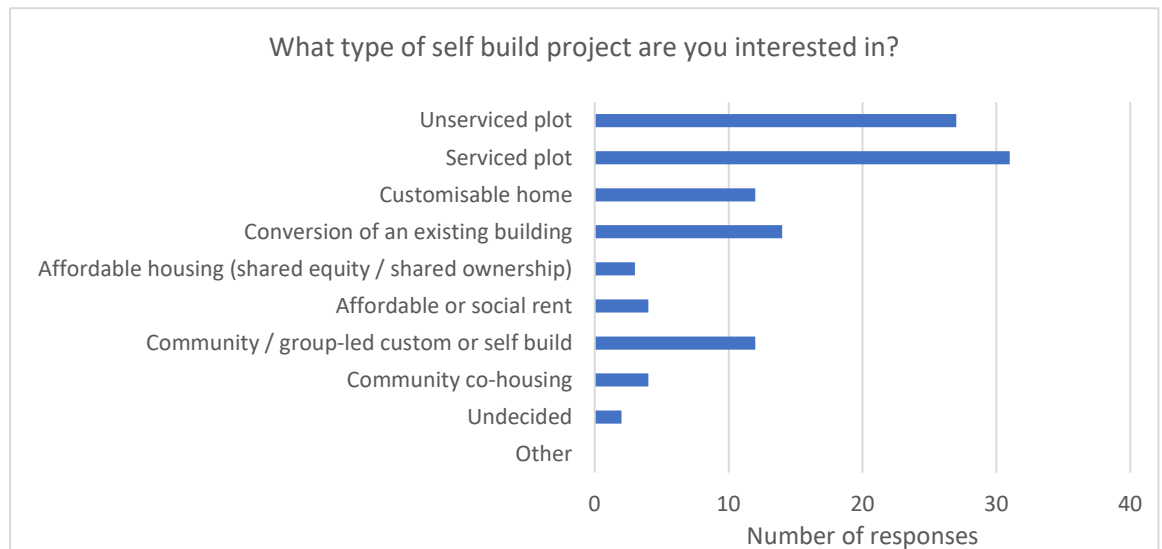
Base period	Associations added	Associations removed	Total at end of period
BP1: 1 April 2016 – 30 October 2016	0	0	0
BP2: 31 October 2016 – 30 October 2017	0	0	0
BP3: 31 October 2017 – 30 October 2018	1	0	1
BP4: 31 October 2018 – 30 October 2019	0	0	1
BP5: 31 October 2019 – 30 October 2020	0	0	1
BP6: 31 October 2020 – 30 October 2021	0	0	1
BP7: 31 October 2021 – 30 October 2022	1	0	2
BP8: 31 October 2022 – 30 October 2023	0	0	2
BP9: 31 October 2023 – 30 October 2024	1	0	3
BP10: 31 October 2024 – 30 October 2025	0	1	2
TOTAL	3	1	2

- 4.89. In January 2025 the Council carried out a review of the register and contacted all registered individuals and associations to ask if they wish to be removed from the register, and for further information about their requirements. As a result 9 entries were removed from the register, and a further 2 duplicate entries were identified and removed. These removals from the register are shown in the tables above.
- 4.90. As of 30 October 2025, a total of 209 individuals had registered on the self build register, of which 10 had been removed. A total of 3 associations had registered, of which 1 had been removed. All of the associations on the register are seeking a single plot site.
- 4.91. 33 people responded to the request for additional information about their requirements. This identified the following:
- Most were very interested and expected to be in a position to start their custom or self-build home within the next 12 months.
 - Respondents would consider purchasing a self-build plot across all parts of the Borough, although interest was lowest in Radcliffe.
 - The majority of respondents wanted to build a detached home, with most seeking to build a 3 or 4 bedroom property.
 - Respondents were asked to identify what type of plot they were interested (and could select more than one answer). A single plot was of

interest to most (30 responses), although 19 respondents were interested in a plot on a larger scheme and 16 were interested in community / group led self or custom build.

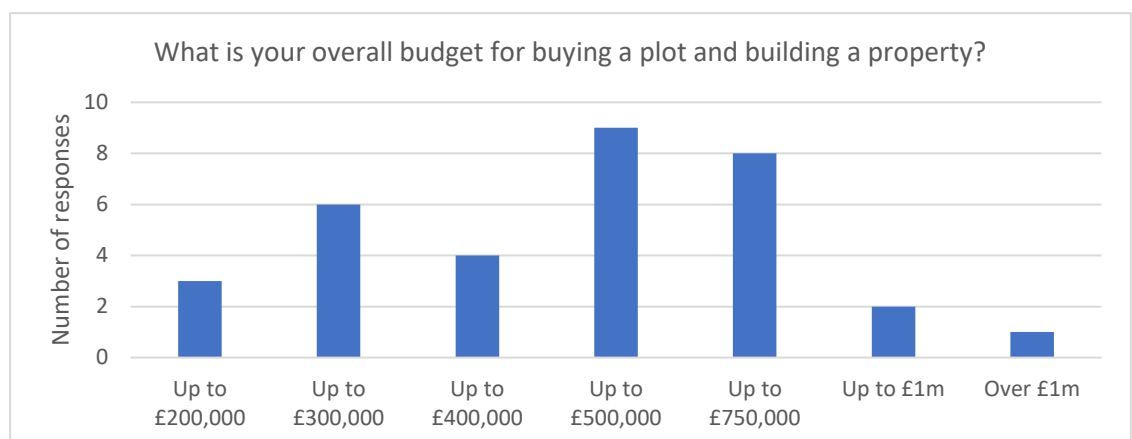
- Serviced and unserviced plots were of greatest interest to respondents.

Figure 6: Type of self build plots



- 70% would consider a self-build plot or custom home that was part of a larger new build development, 18% responded maybe / don't know and only 12% would not consider it.
- Budgets ranged from up to £200,000 to over £1m.

Figure 7: Overall budget for self-build



- The most common reasons for interest in self-build were that it was a lifelong dream and higher environmental performance.
- 30% of respondents were signed up to registers in other local authority areas.

- 4.92. The Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016 and the Levelling Up and Regeneration Act 2024) requires Local Planning Authorities to give development permission for the carrying out of self-build and custom housebuilding on enough serviced plots of land to meet the demand for self-build and custom housebuilding in the authority's area in respect of each base period.
- 4.93. The first base period begins on the day on which the register (which meets the requirement of the 2015 Act) is established and ends on 30 October 2016. Each subsequent base period is the period of 12 months beginning immediately after the end of the previous base period. Subsequent base periods will therefore run from 31 October to 30 October each year.
- 4.94. At the end of each base period, relevant authorities have 3 years in which to permission an equivalent number of plots of land for self-build and custom housebuilding as there are entries in that base period. Any unmet demand from previous base periods must also be taken into account.
- 4.95. Table 18 sets out the number of permissions granted in each base period. Please note, figures are provisional and subject to change following further review of applications. The current analysis may undercount the number of permissions as historically evidence of self build has not always been provided by applicants or agents at the planning application stage. Following the introduction of biodiversity net gain and the exemption for self-build, the Council has seen an increase in the number of applications providing confirmation that they will deliver self-build units, which has aided the Council in identifying plots. However, the Government has proposed to remove the self-build and custom-build exemption and bring in a new 0.2ha area-based exemption.

Table 18: Self-build and custom housebuilding permissions

Base period	Number of permissions	Number of plots
BP1: 1 April 2016 – 30 October 2016	2	3
BP2: 31 October 2016 – 30 October 2017	8	9
BP3: 31 October 2017 – 30 October 2018	9	9
BP4: 31 October 2018 – 30 October 2019	13	13
BP5: 31 October 2019 – 30 October 2020	21	25
BP6: 31 October 2020 – 30 October 2021	11	11
BP7: 31 October 2021 – 30 October 2022	13	13
BP8: 31 October 2022 – 30 October 2023	16	16
BP9: 31 October 2023 – 30 October 2024	11	14

Base period	Number of permissions	Number of plots
BP10: 31 October 2024 – 30 October 2025	11	11
TOTAL	115	124

- 4.96. Sufficient permissions have been granted to meet the demand arising up to the end of Base Period 5 (31 October 2019 – 30 October 2020), and part of Base Period 6 (31 October 2020 – 30 October 2021). A total of 124 plots have been granted approval compared to a total number of 201 current entries on the register (212 including entries removed). This indicates a current shortfall of 77 plots. Over the plan period, additional entries will be added to the register, resulting in a continuing need for additional plots.
- 4.97. It is therefore considered appropriate to require 5% of dwellings on developments of 200 or more plots to be provided for self-build and custom build housing, with flexibility to allow these plots to revert to market housing if they remain unsold following a period of marketing.
- 4.98. The 2025 SHLAA includes 11 sites with an identified capacity of 200 or more dwellings, two of which already have planning permission. Five of the sites are in Bury Town Centre, and are likely to include a high proportion of apartment development. The other four sites are the PfE Allocations at Elton, Walshaw, Simister and Bowlee and Heywood Pilsworth (Castle Road). Other sites for 200+ homes may come forward over the plan period.

Housing Needs for Gypsies, Travellers and Travelling Showpeople

- 4.99. There are currently 3 Gypsy and Traveller sites in Bury providing a total of 29 pitches. The Greater Manchester Gypsy and Traveller Accommodation Assessment (GTAA) 2024 provides the latest available evidence to identify the accommodation needs of Gypsies and Travellers across the 10 Greater Manchester Local Authority areas.
- 4.100. The 2024 GTAA has assessed the need for sites for gypsy and traveller pitches across Greater Manchester up to 2040/41. It identifies the following needs for Bury:

Table 19: Need for Gypsy and Traveller Pitches

Timescale	2023 - 2028	2028 - 2033	2033- 2038	2038- 2041 *	Total
Bury pitch need	0	3	2	0	5

* The study confirms that there is no further need arising in Bury in 2041/42.

- 4.101. The 2024 GTAA was published prior to the 2024 changes to the Planning Policy for Traveller Sites but did take into account needs from all households identifying as Gypsy and Traveller and living on sites in the Borough and not just those with a nomadic habit of life. The Bury Housing Need and Demand Assessment 2025 (paragraph 4.59) states that it is reasonably assumed that the numbers would not increase through the changed PPTS 2024 definition which refers to all other persons with a cultural tradition of nomadism or of living in a caravan.
- 4.102. As a general guide, the GTAA suggests that the minimum pitch size is 0.0625 hectares, or 0.075 hectares where larger household units are to be accommodated. On this basis, to accommodate 5 pitches a site of circa 0.3 to 0.4 hectares would be required.
- 4.103. As part of the Bury Housing Needs and Demand Assessment (2025) an updated assessment of Travelling Showperson need was carried out. There is currently one Travelling Showpersons site providing ten authorised plots within Bury, one of which was found to be vacant in July 2025. The age profile of residents is: 13% under 18, 31% 18 to 24, 6% 35 to 49, 19% 50-64 and 31% 65 and over.
- 4.104. The HNDA identifies a five-year need 2025/26 to 2029/30 **for three additional plots for travelling showpeople**. As there are currently no children on plots under the aged of 14, there is no evidence at this time for any longer-term plot need from households currently residing on the yard. The analysis does not factor in household dissolution which over the plan period may result in the availability of three plots. The HNDA recommends that the Council has a criteria-based policy in place through which any applications for yards can be assessed.
- 4.105. The 2018 Greater Manchester GTAA assumes that each one acre would support 10 plots, therefore to accommodate 3 plots a site of circa 0.3 acres (0.12 hectares) would be required. The Showmens Guild has also published model standards with respect to the layout of new sites used by showpeople.
- 4.106. A call for sites has been carried out but no sites have been put forward for Gypsy and Traveller or Travelling Showpersons provision. In the past 10 years, 17 new pitches for gypsies and travellers have been provided on windfall sites (1 site accommodating 15 pitches was completed in 2019/2020 and 1 site for 2 pitches was completed in 2020/21), demonstrating that pitches have been delivered in the Borough without the need for specific site allocations.

- 4.107. In view of this and the low levels of need, and in accordance with the recommendations provided in the HNDA, a criteria based approach will be used to assess planning applications for sites for gypsies, travellers and travelling showpeople.
- 4.108. The 2024 GM GTAA also considers the **transit requirements** of Travellers. Rather than the provision of specific transit sites, it recommends developing a flexible approach to unauthorised encampment activity using negotiated stopping arrangements.
- 4.109. Negotiated stopping is a voluntary agreement for Gypsies and Travellers to use suitable unused land as a temporary stopping place for a specific length of time. Terms would need to be agreed between the Gypsies and Travellers and the Council (and other landowners) including the amount of time they can stop on the land and services to be provided by the Council (for example water, sanitation and rubbish disposal), along with obligations on the travellers (such as agreeing to leave sites clean). There are currently no negotiated stopping arrangements in place within the Borough, however subject to limits on the length of stay (no more than 28 days per year), this approach is unlikely to require planning permission and would be outside the scope of the Local Plan.

Houses in Multiple Occupation

- 4.110. HMOs form part of the Borough's housing supply and contribute to meeting housing needs. They can provide a cost-effective form of accommodation for younger people and those on low incomes. They also provide flexible accommodation for people with short-term housing requirements, and a social environment for those seeking to live with other people. They can be home to young professionals, people on low incomes, students and those on short-term contracts.
- 4.111. It is important to ensure that HMOs provide suitable living standards for future occupants. This includes having regard to the Council's HMO licensing requirements, internal layout of the property, as well as the appropriate provision of outdoor amenity space.
- 4.112. Most HMOs in Bury are well managed and provide decent homes, but poorly managed or located properties and over concentrations of such properties have the potential to lead to issues for both occupants and neighbours. Some of the most common concerns in relation to HMOs relate to:
- Negative changes to the character of the area;
 - Negative impacts on the physical environment and streetscape;

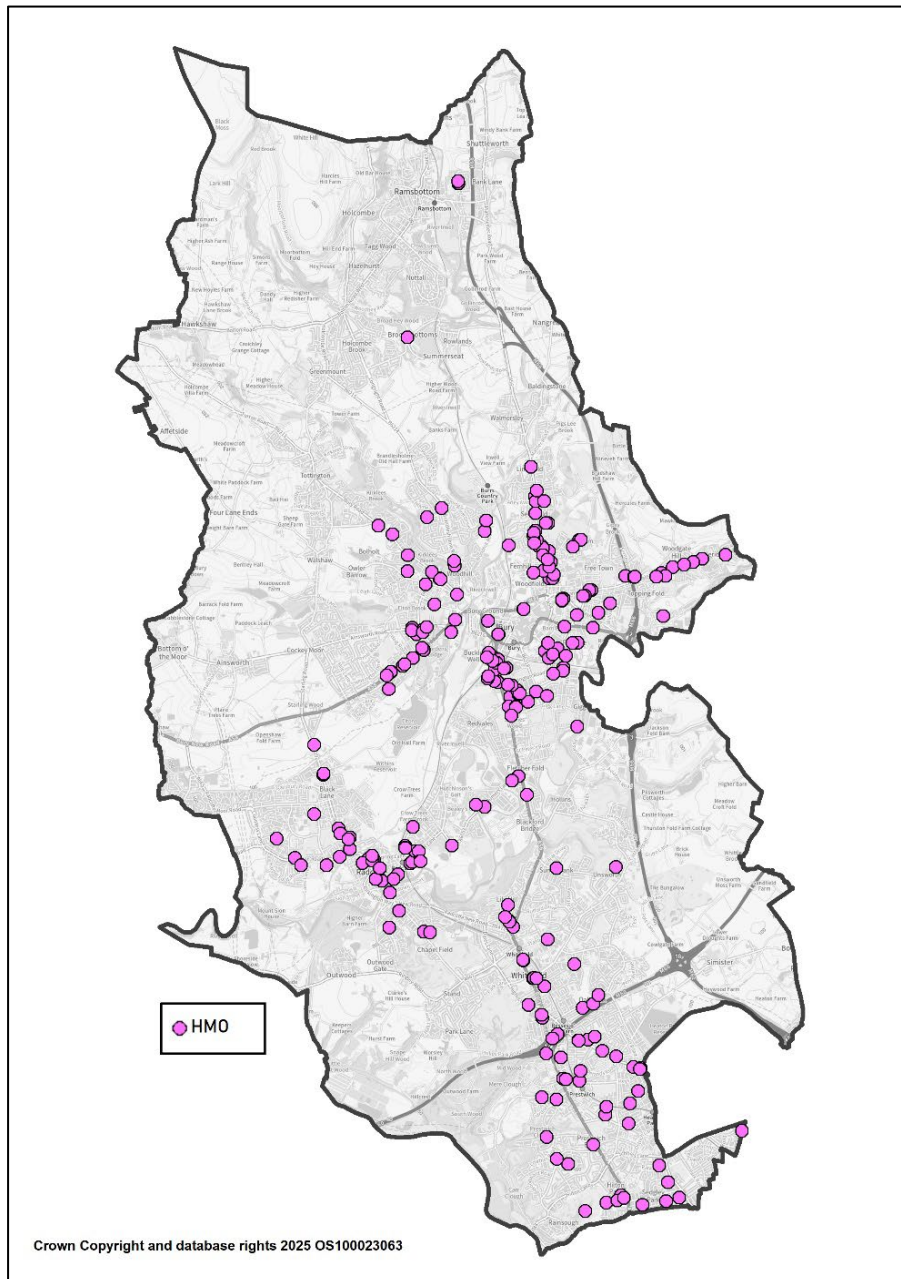
- Increased noise and disturbance;
- Pressure on parking provision;
- Waste storage and litter;
- Imbalanced and unsustainable communities, with higher levels of transience and less sustainable local services;
- The loss of family housing; and
- The provision of inadequate living accommodation for occupiers.

4.113. With regard to matters of amenity, it is unlikely that small scale HMOs, on an individual basis, would lead to detriment to the surrounding area. Indeed, there are existing HMOs in the Borough which have no adverse impact on their surroundings. However, a concentration or concentrations of properties in HMO use has the potential to result in undue disturbance to residents of neighbouring and nearby dwellings. In particular, this could be through increased noise levels, an increased number of comings and goings and general disturbance caused by patterns of use which are more intensive than could normally be expected at a C3 dwellinghouse.

4.114. An Article 4 Direction to remove permitted development rights for the change of use from Use Class C3 dwellinghouses to Use Class C4 small Houses in Multiple Occupation for up to six people came into effect on 16 July 2026. The Article 4 Direction does not apply retrospectively, and as a result of previous conversions through permitted development rights, and the fact that licences are not required for HMOs housing less than five residents it is not possible to determine the exact number of existing small HMOs and their distribution within the Borough.

4.115. In order to establish as good an understanding as possible of the number and distribution of HMOs, data has been collected from various sources, including data on licensed HMOs, reports to the Private Rented Sector enforcement team, Council Tax data, planning application data, and Local Land and Property Gazetteer data, and is illustrated in Figure 9 below:

Figure 8: Locations of known HMOs (2025)



4.116. The 2025 Housing Need and Demand Assessment provides the latest available evidence of housing needs across the Borough. The HNDA does not specifically identify the need for HMOs. It does, however, identify that in terms of bedroom numbers, the lowest level of need is for 1-bedroom properties (10-15%). The greatest needs are for 3-bed properties (35-40%), followed by 2-bed (30-35%) and 4+ bed (15-20%). Overall, the HNDA identifies a need for 50-60% of new properties to be built in the Borough to be three or four+ bedroom properties, illustrating the strong need for family housing. For market housing specifically (which HMOs would be classed as), the HNDA indicates a need for only 2-5% 1-bedroom properties, compared to 30-35% 2-bed, 35-40% 3-bed and 20-25% 4-bed.

5. Summary of Key Issues

5.1. The Key Issues for the Local Plan are as follows:

- The need to meet the Places for Everyone housing requirement of an average of 452 homes per year over the plan period.
- A need for a range of house types and sizes to meet needs evidenced by the Housing Need and Demand Assessment, with the greatest need being for 3-bed houses.
- An affordable housing need of 1,017 affordable homes per year. The HNDA recommends an affordable tenure split of 30% social rent, 30% affordable rent and 4% affordable home ownership, but the LPVA found a more flexible approach to tenure (particularly the proportion of social rent) would support viability. It is important to recognise that affordable housing needs cannot be met through planning policies alone.
- The need to meet the housing needs of an ageing population, and ensuring homes and neighbourhoods are designed to support older people to live well in later life.
- Ensuring that people with disabilities have access to suitable housing, including specialist and supported housing where appropriate, to help them to live safe and independent lives.
- There has been recent growth in use of residential homes for children in care, although there is no reason to believe that the number of homes required for Bury children in care is likely to change substantially in the short term. There has been an increase in the number of children from other Local Authorities placed in the Borough - overall, Bury is a net importer of children in care, with greater residential capacity in the borough than is currently needed for Bury children. There is also a need to address the accommodation requirements of care leavers.
- Additional self-build plots are required to meet the demand for self-build and custom housebuilding in the area, with reference to the number of entries added to the register.
- There is an identified need for 5 additional pitches for Gypsies and Travellers and 4 plots for Travelling Showpeople.
- There are notable concentrations of licensed HMOs in part of the Borough, which may result in changes to the character of these areas.

Bury
Council