Bury Local Plan

Topic Paper 3

Town Centres and Main Town Centre Uses







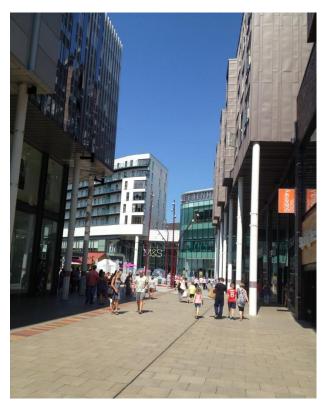


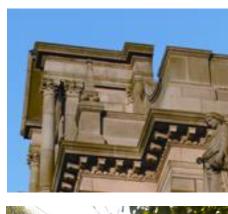
















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1 Introduction

- 1.1 This Town Centres and Main Town Centre Uses 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. The full range of Topic Papers deal with the following:
 - 1 Housing
 - 2 Economy and Employment
 - 3 Town Centres and Main Town Centre Uses
 - 4 Health and Wellbeing
 - 5 Energy and Physical Infrastructure
 - 6 Flood Risk
 - 7 Natural Environment
 - 8 Open Land
 - 9 Built Environment
 - 10 Transport
 - 11 Community Facilities
- 1.2 The principal aim of the Topic Paper is to set out current key policies, plans and strategies relating to town centres and main town centre uses that will form 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 ultimately seek to deal with.
- 1.3 This will subsequently help to shape and influence the direction and focus of the Local Plan's planning policies, designations and site allocations.
- 1.4 It is intended that the Topic Papers will be 'living' documents that can, if necessary, be updated to reflect the most up-to-date circumstances. For example, some of the evidence contained within the Topic Papers has been drawn from evidence that has been developed to support the draft Greater Manchester Spatial Framework (GMSF). Any subsequent amendments to the GMSF and/or its supporting evidence, will be reflected in the evidence supporting Bury's Local Plan.

2 Key Policies, Plans and Strategies

- 2.1 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 will help to inform and influence the direction of the Local Plan. Clearly, there is a need for the Local Plan to be consistent with planning policy at different levels.
- 2.2 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.
- 2.3 Sub-regionally, the emerging Greater Manchester Spatial Framework will establish strategic policies and site allocations across Greater Manchester. This document will, once adopted, form part of Bury's development plan alongside the Local Plan.
- 2.4 There are also a range of other plans and strategies that, whilst not being policy, are considered to be of relevance to the Borough from a retail and town centres perspective.

National Planning Policy Framework

- 2.5 In July 2018, the Government issued the revised National Planning Policy Framework (NPPF). 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 a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - an environmental objective to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural

resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 2.6 The NPPF defines main town centre uses as: retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drivethrough restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).
- 2.7 Maintaining the vitality of town centres is a key element of the NPPF stating that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should:
 - define a network and hierarchy of town centres and promote their long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters;
 - define the extent of town centres and primary shopping areas, and make clear the range of uses permitted in such locations, as part of a positive strategy for the future of each centre;
 - retain and enhance existing markets and, where appropriate, re-introduce or create new ones;
 - allocate a range of suitable sites in town centres to meet the scale and type
 of development likely to be needed, looking at least ten years ahead.
 Meeting anticipated needs for retail, leisure, office and other main town
 centre uses over this period should not be compromised by limited site
 availability, so town centre boundaries should be kept under review where
 necessary;
 - where suitable and viable town centre sites are not available for main town centre uses, allocate appropriate edge of centre sites that are well connected to the town centre. If sufficient edge of centre sites cannot be identified, policies should explain how identified needs can be met in other accessible locations that are well connected to the town centre; and
 - recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.
- 2.8 Local planning authorities should apply a sequential test to planning applications for main town centre uses which are neither in an existing centre

- nor in accordance with an up-to-date plan. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.
- 2.9 When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored.

The Greater Manchester Spatial Framework

- 2.10 Once adopted, the Greater Manchester Spatial Framework (GMSF) will form an integral part of Bury's wider development plan. Consultation on the first draft GMSF ended in January 2017 and there are proposals to issue a second draft for consultation shortly.
- 2.11 The first draft GMSF highlights a number of Strategic Locations that will be the key focus for accommodating future growth and development within Greater Manchester. Main town centres are one such location where growth and development will be channelled and Bury is one of the eight main town centres in the sub-region.

Other Plans and Strategies

Greater Manchester Town Centre Project

- 2.12 The Greater Manchester Town Centres Project was designed to develop innovative, realistic and investable propositions for addressing the challenges and opportunities facing Greater Manchester's eight principal town centres: Altrincham, Ashton, Bolton, Bury, Oldham, Rochdale, Stockport and Wigan.
- 2.13 Conclusions from the project point to the need for a combination of strategic interventions within each of our town centres, developed as a single programme and carefully sequenced to ensure greatest impact. Investment and other forms of support at the Greater Manchester scale can help to speed this process, enabling town centres to restructure in response to changing markets and consumer demand. This should focus on opportunities for transformational change that enable town centres to play a fuller role in the wider economy.
- 2.14 The growth in e-commerce and on-line retailing are identified as a key risk to town centres and it is anticipated that many large, multiple retailers will be seeking to establish fewer but better stores in larger town centres.
- 2.15 The project involved an analysis of each of the eight principal town centres in Greater Manchester. In terms of Bury, the review concluded that there is a

clear strategy for the retail and visitor elements of the town centre economy, demonstrating successful strategic planning and execution over a long period. It needs to maintain the visitor offer and join up its individual attractions to create an offer of GM significance. Strong leadership is needed to unite the town's shopping centres. Key issues include:

- An opportunity to attract more independent evening and leisure businesses around Market Place, strengthening the Bury brand
- The need for a more entrepreneurial role for the council in shaping the future of the Mill Gate centre
- The need to unite the different areas of the town centre, with some physical public realm improvements and a degree of master-planning
- Residential opportunities, with more family based options being possible.

Bury but Better Town Centre Vision and Development Strategy 2009

- 2.16 The Bury but Better Town Centre Vision and Development Strategy was prepared by URBED for Bury Council and was originally published in 2003 before being updated in 2009 to take account of continuing developer interest and the availability of key development opportunities.
- 2.17 The Vision for the 'Bury But Better' Strategy states that:
 - 'Bury will be a vibrant, cosmopolitan town centre that attracts people from far and wide. It will be busy throughout the day and evening due to the improved shopping offer, the wide range of quality leisure and visitor attractions, and many more people working and living in the centre. New development will help the town centre integrate more closely with the surrounding neighbourhoods'.
- 2.18 The Strategy examines Bury's socio-economic profile and market situation and provide a detailed transport assessment. It then examines each of Bury's 'quarters' and discusses the merits of projects that have been implemented and to looks at a number of pipeline proposals and provides a proposals plan for each quarter before setting out a Development Strategy and Masterplan.
- 2.19 The key elements of the strategy for each of the quarters is as follows:
 - Western Waterside To promote a significant regeneration opportunity based on the reopening of the Manchester, Bolton and Bury Canal where it is proposed to redevelop the area as a mixed-use waterside development of primarily residential and office uses and to improve linkages into the town centre itself.
 - Phoenix Quarter To create a more consolidated residential neighbourhood with improved links to the heart of the town centre together with improved facilities and development of uses appropriate to this town centre location.
 - Chamberhall To promote an opportunity to create an extensive and high quality business location on the fringe of the town centre.

- Historic Core To build upon the area's cultural, historical and tourism assets, improve the public realm of the Bolton Street area and introduce new residential and office uses.
- Shopping Quarter To maintain and enhance the retail offer, including Bury Market, and to improve linkage and integration between the Rock development, the Millgate Shopping Centre and the market. Furthermore, the existing Mill Gate Shopping Centre will be supported through the encouragement of retail development within or close to the Millgate.
- Eastern Gateway To regenerate this poor quality transitional area between the town centre and the residential communities in east Bury to create a mixed-use area of predominantly housing, business and potentially retail uses. The area bounded by The Rock and Peel Way is an important gateway into Bury town centre and this area has the potential to accommodate innovatively designed town centre uses.
- Southern Gateway To promote an opportunity to capitalise on existing developments and development opportunities in this area of the town through the introduction of a mixture of uses including educational facilities, offices, healthcare, hotel and leisure uses and residential.

Radcliffe Town Centre Masterplan 2011

- 2.20 Radcliffe is a key town centre within Bury and the council has been working to regenerate the centre for a number of years. The Radcliffe Town Centre Masterplan follows on from the *Reinventing Radcliffe* strategy agreed in 2004 and identifies development opportunities and actions to guide the regeneration of the town.
- 2.21 Central to this is the identification of an opportunity for a new supermarket and retail units in the heart of the town plus potential improvements to the market, a new bus station and potential opportunities to create a new residential neighbourhood. Significant progress has been made against these identified opportunities with a £1m refurbishment of the market hall, the development of a new bus station and planning permission having been granted for a new foodstore in the heart of the town centre.

Love Prestwich Village Development Strategy

- 2.22 The 'Love Prestwich Village' Strategy sets out a proposal to develop and promote the town as a 'sustainable urban village' with a reputation for being a distinctive, ethical and creative place where people live and work and where the 'village' centre provides the focus for the life of the local community.
- 2.23 The key features of the Love Prestwich Strategy are as follows:
 - To strengthen Bury New Road's function as a traditional high street by remodelling the carriageway to allow for public realm improvements including pavement widening, street trees and short-stay parking to improve the environment for pedestrians and shoppers.

- To promote Prestwich as the gateway to areas of parkland by promoting and improving linkages to Heaton Park and the Croal Irwell Valley Regional Park.
- To promote the concept of a Community Hub by supporting the introduction of a range of uses into the town centre that provide for the needs of its surrounding neighbourhoods and local communities in terms of providing a place where people can meet, socialise, access services and shop. This includes enhancing the general vitality and viability of the town centre by consolidating its current retail role within the Primary Shopping Area and capitalising on opportunities for improved provision of supporting leisure and evening economy uses (such as quality restaurants and bars), healthcare and community facilities.
- To regenerate the town centre by prioritising the redevelopment of the Longfield Centre anchored by a new food supermarket and including provision for smaller units to accommodate retail and other supporting town centre uses and community facilities. The Strategy's priority for the regeneration of the Longfield Centre is an approach that is consistent with national policy which gives preference to retail development within a town centre before considering edge-of-centre or out-of-centre locations. Whilst proposals for new retail development in less central locations would be treated on their merits, the Strategy would resist these whilst there remains a prospect of the Longfield Centre being redeveloped. If there is considered to be no reasonable prospect of the Longfield Centre being redeveloped then, in policy terms, development in an edge-of-centre location would be the next best sequentially preferable option, provided that this acted as an anchor to the wider regeneration of the town centre.
- To improve access and provide additional parking by supporting schemes to improve access into the Longfield Centre, to create a more permeable street network and to provide additional parking in order to encourage greater use of the town.
- To improve the public realm within Prestwich by supporting an integrated programme of environmental works that change the appearance of the town and which live it a 'village' feel.
- **To improve community infrastructure** by consolidating and improving existing community facilities to form a cluster of community infrastructure at the heart of the town.
- **To diversify Prestwich** by promoting opportunities for living and working by encouraging the introduction of higher density residential uses and office space in the more central areas.
- To promote the concept of Prestwich becoming a 'low carbon village'

 by ensuring that the significant levels of redevelopment that are central to
 the strategy for Prestwich take advantage of opportunities to deliver new
 energy infrastructure, particularly in conjunction with proposals for the
 redevelopment of the Longfield Centre.

Bury Town Centre Evening and Night Time Economy Strategy and Action Plan

- 2.24 The Bury Evening and Night Time Economy Strategy and Action Plan (March 2016) includes a Vision that 'The Evening and Night Time Economy will enhance Bury Town Centre, helping to create a stimulating destination providing a safe, secure environment ,with a vibrant choice and rich mix of entertainment and activity. The offer will change seamlessly throughout the evening, appealing to a range of age groups, including families, and will be accessible to all, whilst protecting the quality of life for residents and the interests of other businesses'.
- 2.25 In order to achieve the Vision, a number of defined objectives have been identified:
 - Objective 1 Wellbeing A welcoming, clean and safe town centre
 - Safety Visible, effective policing and active surveillance
 - Care Responsible guardianship, customer care and concern for community health
 - Regulation Positive and proactive licensing and enforcement
 - Services Appropriate levels of public utilities
 - Partnership Active involvement of businesses in driving standards
 - Perceptions A valid and positive presentation of the area to customers and investors
 - Objective 2 Movement A secure pattern of arrival, circulation and departure
 - Public Transport Safe, affordable, well managed late night public transport
 - Car Parking An appropriate provision of late night car parking
 - Pedestrian Routes Clear, safe and convenient links within the centre and homewards
 - Crowd Management Policies to deal with overcrowding, congestion and conflict between moving vehicles and pedestrians
 - Information Provision of practical information and guidance to town centre users at night
 - Partnership Business and operator commitment and participation
 - Objective 3 Appeal A vibrant choice and rich mix on entertainment and activity
 - Food & Dining A choice of eating venues and a commitment to good food
 - Pubs and bars Well managed venues, to meet varied tastes, and offering more than just alcoholic beverages
 - Late Night Venues A late night offer that complements the diverse appeal of the centre as a whole

- Early Evening Activity An active early evening period, including lateopening shops
- Public Buildings Creative and imaginative use of public/ civic buildings in the evening and at night
- Arts & Culture A vibrant, inclusive arts and cultural scene
- Objective 4 Place A stimulating destination and a vital place
 - Location Appropriate location, clustering and capacity of venue types
 - Diversity A successful balance of uses and brands
 - Clarity Well designed links and visible signs
 - Animation Attractive, well used public places, active streets and building frontages
 - Design Thoughtful and imaginative design for the night
 - Identity The appropriate use of natural and built features to reinforce appeal

Bury Cultural Economy Strategy

- 2.26 The Cultural Economy Strategy was approved in October 2015. A key theme within the Strategy is to extend the cultural offer to support a diverse evening and night time economy. The Strategy has a number of key objectives:
 - Objective 1 Leadership & Innovation: Building Bury's reputation as a cultural centre.
 - Objective 2 Developing talent and entrepreneurship by working with partners to identify funding and development opportunities to develop the skills needed to grow the local cultural economy.
 - Objective 3 Making the most of the Borough's Cultural Offer by working with partners to achieve sustained growth in the cultural economy.

3 Local Profile

- 3.1 Issues connected to main town centre uses are intrinsically linked with the vitality and viability of town centres being heavily dependent on the attractiveness of these key town centre activities. This section sets out a broad profile of the Borough in terms of its town centres and the key uses that support their vitality and viability. It initially provides a broad overview of each town centre before looking into current and future trends in retailing, leisure and tourism and culture.
- 3.2 Planning Practice Guidance (Paragraph: 001 Reference ID: 2b-001-20140306) states that local planning authorities should assess and plan to meet the needs of main town centre uses in full, adopting a 'town centre first' approach and taking account of specific town centre policy. The identification of

A requirement to assess and plan to meet the need for main town centre uses in full

needs for main town centre uses will be developed as the Local Plan moves forward.

Town Centres

- 3.3 The Borough is host to a diverse hierarchy of centres ranging from the subregionally significant town centre of Bury which acts as the Borough's key focal point, to smaller local and neighbourhood centres which serve the day-to-day needs of their local area.
- 3.4 The Borough's town centres are the most significant centres within the hierarchy. These centres are at the heart of the Borough's communities and represent the Borough's most sustainable locations, being readily accessible by a variety of transport modes. They are host to a wide range of facilities and functions that serve community needs and enable people to access shopping and other services in a single trip. They are an essential and integral part of the Borough's local economy.
- 3.5 Bury, as the sub-regional centre, has managed to attract significant levels of investment in recent years most notably with the Rock development which has elevated Bury to the third highest ranked retail destination within Greater Manchester (behind only Manchester City Centre and the Trafford Centre). Bury town centre is also the only centre within Greater Manchester to have Purple Flag status in

Varying levels of vitality and viability within the Borough's town centres with the most significant problems in Radcliffe and Prestwich

recognition of the management of the evening and night time economy.

- 3.6 Ramsbottom, with its attractive character, has been able to develop and adapt into a strong centre with an element of specialist retailing able to capitalise on the town's assets as a tourist destination. In support of this, the town has seen an increased reputation for food and drink-related businesses although there have been concerns expressed that this has now reached a saturation point and has led to a decline in retail activity in the centre.
- 3.7 Radcliffe and Prestwich town centres have been less successful and have seen their traditional roles eroded to some extent. Notwithstanding, both Radcliffe and Prestwich have both seen encouraging signs of investment and improvement in recent years. However, there is still significant scope for continued regeneration and improvement in these centres.

Retail

- 3.8 Nomis Official Labour Market Statistics for 2017 show that jobs within the wholesale and retail trade and the repair of motor vehicles is the most dominant sector in terms of employee jobs with Bury having 13,000 jobs (19.4%) which is higher than the North West (16.1%) and nationally (15.2%).
- 3.9 Apart from direct and indirect employment, retailing plays a major role in attracting people to town centres, thus contributing to the overall economic vitality of those centres and supporting their role as centres of social and business interaction in the community. It is important therefore that town centres retain retailing as a core function.
- 3.10 However, recent years have seen significant and fundamental changes in retail trends with a number of key factors driving this change.
- 3.11 Discounter food retailers have made significant inroads into the food retail market showing that success is about convenience and simplicity as well as price. This has led to an on-going structural change in UK food retailing.
- 3.12 Online retailing continues to out-perform all other forms of retailing and presents a major challenge to traditional high street as consumers are able to pay for goods online and easily compare prices. The use of mobile devices continues to grow and they are increasingly used as a transactional device as methods of mobile payment continue to expand.
- 3.13 The delivery of goods has also seen significant change in recent years as consumers become more concerned with convenience and cost leading to substantial growth in 'click and collect', locker pick up points and high speed home deliveries.
- 3.14 Research from the Javelin Group forecast that by 2020 there will be 31% fewer non-food stores in the UK, and 21% less floor-space than at present. Growth in e-commerce will increase the need for regional and local distribution centres, as

- well as centres for sales returns; and the introduction of new pick-up points in existing retail centres.
- 3.15 Bury town centre continues to be the key retail destination in the Borough and, particularly since the opening of the Rock to complement other retail assets at the Mill Gate and market, the town centre has raised its sub-regional profile and attractiveness to the point that it is currently the third highest ranked retail destination in Greater Manchester, behind Manchester and the Trafford Centre.
- 3.16 The Rock development resulted in a shift in retail activity within Bury town centre with a number of multiple retailers relocating from the Mill Gate.

 Nevertheless, the Mill Gate has managed to retain high occupancy rates by accommodating more independent retailers.
- 3.17 Ramsbottom town centre has retained a vibrant retail sector largely consisting of independent retailers tailored towards the town's function as a popular tourist destination. Nevertheless, there are concerns that the increase in food and drink activity in the centre has been at the expense of the retail function of the town.
- 3.18 Radcliffe and Prestwich are less successful as retail destinations and have a more local role in serving the needs of their surrounding neighbourhoods. Both centres lack a significant number of multiple retailers and the image and environment of both centres does not help in promoting these centres as particularly attractive retail destinations.

Leisure

- 3.19 Leisure and entertainment facilities include uses such as cinemas, restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling and bingo halls. These uses can be particularly beneficial to the evening and night time economies of town centres.
- 3.20 It is anticipated that the leisure offer of town centres will be increasingly important in complementing and strengthening their retail role, helping to attract and maintain larger multiple retail

housing, civic space and public realm.

brands alongside their other uses such as

The leisure offer of town centres will become increasingly important

3.21 At present, the Borough's leisure sector is primarily focused on Bury town centre and this was boosted significantly by the Rock development which included a multi-screen cinema, bowling alley and a number of restaurants. The positive impact of the Rock on the wider town centre has led to additional growth within the leisure sector with a number of pubs, bars and restaurants opening.

3.22 Ramsbottom has developed a thriving restaurant scene in recent years, capitalising on the town's strength as a tourist destination. Similarly, Prestwich has seen noticeable growth in the number of restaurants operating from the town centre. In Radcliffe, however, the leisure sector has not developed further than traditional town centre pubs.

Town Centre Living

3.23 One of the key ways to support town centres is to enable opportunities for town centre living. This increases the population and spending power within the catchment of the centre, drives footfall and increases vibrancy, supporting the vitality and economic robustness of the centre during both the day time and the evening.

Town centre living can act as a catalyst for the regeneration of town centres.

- 3.24 The Borough has already seen some successful examples of town centre living with some significant residential developments at the Rock in Bury town centre, The Radius in Prestwich and the redevelopment of the former Civic Centre in Radcliffe bringing additional population into the heart of town centres.
- 3.25 In addition to these existing examples, there are considered to be further opportunities for new residential development within and around the Borough's town centres. Capitalising on these opportunities with bring further impetus to the regeneration and improved vitality of the Borough's town centres.
- 3.26 To reflect opportunities for regeneration and the promotion of town centre living, Prestwich town centre has been chosen to take part in the Greater Manchester Mayor's Town Centre Challenge initiative.

Tourism and Culture

3.27 Tourism and culture is an increasingly important element of the Bury economy. At present its key components are the East Lancashire Railway (160,000 visitors per year), the West Pennine Moors, Bury's Market, the Irwell Valley, Transport Museum, the Fusiliers Museum, Sculpture

Bury's tourism sector makes a significant contribution to the wider local economy

Centre and the recently refurbished MET. These assets are supplemented by a programme of town centre events that attract additional footfall.

3.28 Borough-wide visitor spend rose from £238 million in 2009 to just over £302 million in 2012 and numbers employed in tourism increased from 3,546 to 4,074 in the same period. This reflects the fact that tourism is a growing sector within the Borough's local economy.

3.29 Tourism and cultural assets and a vibrant living environment are important in attracting more talented people to reside in the Borough and consequently, in supporting the delivery of a modernised and knowledge-based economy. While

The need to attract and retain a talented workforce

Bury's areas of natural beauty are an asset, there is still scope for improvement in the number and range of cultural and 'lifestyle' amenities in the Borough which hinders the attraction of this talent to some degree.

4 Summary of Key Issues

4.1 This Town Centres and Main Town Centre Uses Topic Paper has highlighted a number of Key Issues that need to be considered in taking the Local Plan forward. These Key Issues are considered to be as follows:

Key Issues for Town Centres and Main Town Centre Uses:

- A requirement to assess and plan to meet the need for main town centre uses in full.
- Varying levels of vitality and viability within the Borough's town centres with the most significant problems in Radcliffe and Prestwich.
- The leisure offer of town centres will be increasingly important.
- Town centre living can act as a catalyst for the regeneration of town centres.
- Bury's tourism sector makes a significant contribution to the wider local economy.
- The need to attract and retain a talented workforce.