BURY EMPLOYMENT LAND REVIEW (PART A)
CONTEXT AND LOCAL ECONOMIC PROFILE

April 2013








www.bury.gov.uk

Bury COUNCIL

Contents

1 Introduction

1.1 Bury's Employment Land Review (ELR) forms part of the evidence base for the Borough's Local Plan. In terms of informing the Core Strategy, the ELR's primary purpose is to establish future needs for employment land to 2029, assess the suitability of existing employment land and to ultimately identify a supply of land that is suitable in both quantitative and qualitative terms to meet the identified needs and which is considered to have a realistic prospect of coming forward during the plan period.

1.2 This 2012 revision to the ELR comprises three component parts:

- Part A: Background and Context;
- Part B: Employment Land Needs and Supply; and
- Part C: Existing Employment Land and Premises.

1.3 This Part A of the ELR provides contextual information relevant to the Borough's local economy. This includes a description of Bury's role within the regional and sub-regional context, highlighting the economic links. It provides a review of key policies, plans and strategies and sets out a detailed local economic profile and the issues, problems and challenges facing the Borough.

1.4 Part B of the ELR focuses on opportunities for new and additional employment growth and assesses the future needs for and potential supply of employment land.

1.5 Part C of the ELR draws together appraisals of existing developed sites that were primarily undertaken in conjunction with the 2009 ELR. These appraisals will mainly be used to inform development management decisions on proposals to change the use of such sites.

1.6 For further information on the Bury Employment Land Review, please contact:

David Wiggins (Principal Officer: Development Planning)
Tel: 0161-253-5282
Email: d.i.wiggins@bury.gov.uk

2 Spatial Context

2.1 The Borough of Bury is situated in the North West of England. The North West region consists of the two metropolitan areas of Greater Manchester and Merseyside and the three shire counties of Cheshire, Cumbria, and Lancashire.

2.2 Bury forms part of and has strong links to Greater Manchester. Regional priorities for the north west highlight Manchester and Liverpool and their surrounding towns as being the prime areas when making provision for development. As an integral part of Greater Manchester, Bury has an important role to play in accommodating the spatial priorities for the north west region.

2.3 In addition to its role within Greater Manchester, the Borough also has strong links northwards into Lancashire via the M66 corridor and Irwell Valley.

2.4 Bury's position within the context of the north west region is shown in Figure 1.

Figure 1 – Bury within the North West

Bury: Part of the Manchester City Region

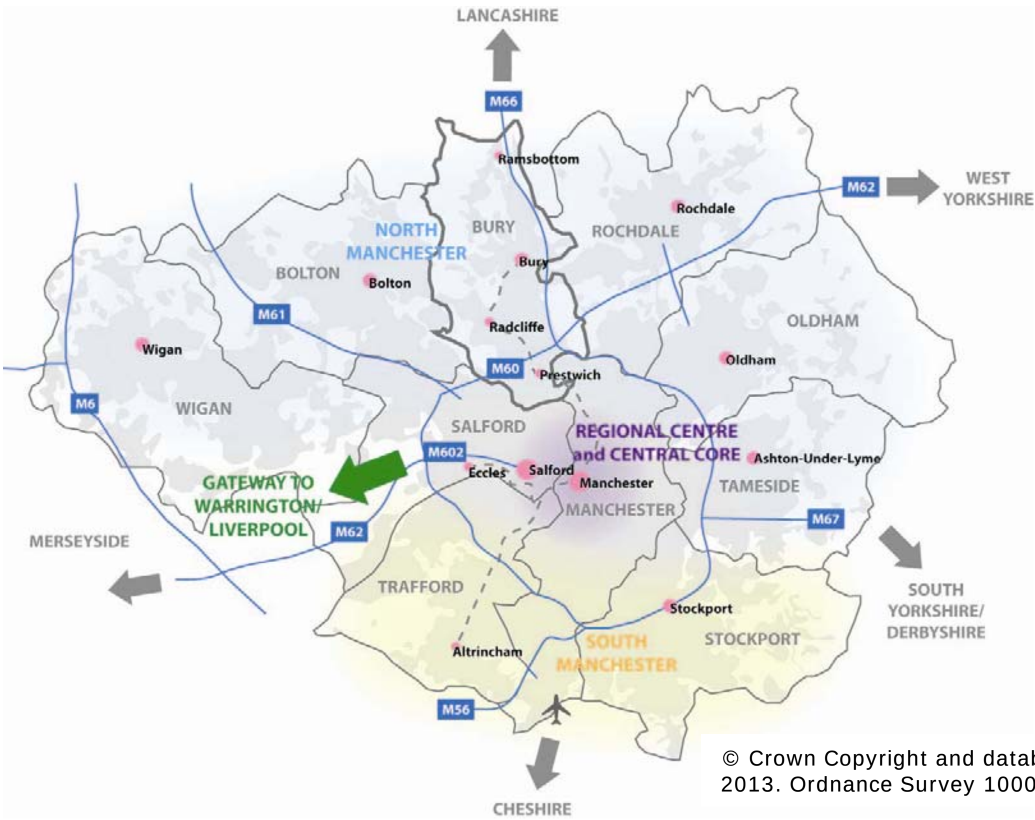
2.5 Bury forms an integral part of the Manchester City Region which is the commercial, financial, educational and cultural capital of the north and is home to the UK's strongest economic centre outside London and the South East.

2.6 Within the Manchester City Region itself, there are notable disparities in social and economic performance. Whilst the City Region is host to numerous success stories, such as a thriving city centre, Manchester airport and the more successful economies in the south of the sub-region, it also faces a number of challenges including the need to address the problems associated with significant areas of deprivation in some of its inner areas and the need to modernise and improve the economic performance of the northern areas.

2.7 Bury is centrally placed within the north of the Manchester City Region which also includes Wigan, Bolton, Rochdale, Oldham, Tameside and those parts of Manchester and Salford that are outside the Regional Centre, Inner Areas and south Manchester areas. This northern area tends to have a greater dependency on traditional manufacturing industries and has greater needs for local economic transformation, community regeneration and environmental enhancements.

2.8 Bury's position in respect of the Manchester City Region is set out in Figure 2.

Figure 2 – Bury within the Manchester City Region



Economic Links

2.9 The Manchester City Region is considered to have substantial potential for enhancing economic performance in, not just the North West, but in the north of England as a whole as well as representing the greatest opportunity to close the gap between the north and the south of England.

2.10 In 2009 the Manchester Independent Economic Review (MIER) was published. MIER provided a fresh economic narrative to both inform and raise the level of debate regarding the economic future of the Manchester City Region.

2.11 The MIER's fundamental conclusion is that outside London, the Manchester City Region is the city region which, given its scale and potential for improving productivity, is best placed to take advantage of the benefits of agglomeration and increase its growth.

2.12 However, in order to achieve this potential the Review has lots of challenging implications for policy makers – including recommending a greater focus on early years skills, urban agglomerations and a more unified, market-led regime for housing and planning policy.

2.13 From an economic perspective Bury can support the objectives of the MIER by playing an integral role in developing the wider economic success of the Manchester City Region. In particular, the Borough can, in conjunction with other north Manchester districts, seek to modernise its own local economy with a greater focus on office-based, knowledge-intensive employment and seeking to break into the private sector, back-office market.

2.14 Complimentary to the objectives of the MIER, one of the fundamental aims of regional and sub-regional strategies is to ensure that the northern part of the Manchester City Region secures improvements that will enable the area to compete more effectively for economic investment and to achieve the same levels of economic output as the south of the city region. Bury can play an important role in helping to achieve this aim.

2.15 The Work Foundation recently produced a typology of the local authorities in the area, marking Bury out as an area that is dependent on the city of Manchester. The primary cause for this is that a large number of Bury's residents commute out of the area, particularly high earners, which perpetuates this dependency. However, in economic terms, Bury would benefit from a more 'interdependent' relationship with Manchester involving more of a two-way flow of commuters both into and out of the Borough and creating a high quality local economy that provides opportunities for local residents to work closer to home.

2.16 Bury's position within Greater Manchester is not necessarily a disadvantage, with many of the area's highly skilled residents being able to access suitable employment opportunities in the conurbation core that are currently limited in Bury. Indeed, looking forward, Bury is well placed to play a significant role in achieving the objective to modernise the economy of the north of the city region, both spatially as well as having the right conditions to attract a more modern and knowledge-based economy by virtue of the Borough's highly skilled residents, good transport links, high quality living environment and good quality sites that are currently being brought forward for new development.

3 Key Policies, Plans and Strategies

3.1 An important part of the Employment Land Review process is to establish the direction of key policies plans and strategies at the national, regional and local levels. The following describes what are considered to be those with specific relevance to this Review:

National Planning Policy Framework

3.2 In March 2012, the Government issued the National Planning Policy Framework (NPPF) which replaced the previous framework of Planning Policy Guidance and Planning Policy Statements. Central to the NPPF is the Government's objective of achieving sustainable development and it highlights that the planning system has a number of roles to play in achieving this fundamental objective, namely:

- **an economic role** – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- **a social role** – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
- **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.

3.3 The NPPF states that one of the core planning principles is to **proactively drive and support sustainable economic development** to deliver business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of business communities.

3.4 The NPPF expresses **the Government's commitment to securing economic growth** in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.

3.5 It specifies that **the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth**. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore **significant weight should be placed on the need to support economic growth** through the planning system.

3.6 To help achieve economic growth, the NPPF specifies that local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century and that in drawing up Local Plans, local planning authorities should:

- set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;
- Achieving sustainable development;
- set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
- support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
- plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

3.7 Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. Land allocations should be regularly reviewed.

3.8 In terms of Local Plans and their supporting evidence, the NPPF specifies that local planning authorities should use the evidence base to assess:

- the needs for land or floorspace for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period; and
- the existing and future supply of land available for economic development and its sufficiency and suitability to meet the identified needs and should include a reappraisal of the suitability of previously allocated land.

Manchester Independent Economic Review (MIER)

3.8 The Manchester Independent Economic Review (MIER) consisted of a Commission of prominent economists and business leaders, supported by a Policy Advisory Group and Secretariat, with responsibility for commissioning high quality evidence-based research to inform decision-makers in Manchester. The Review provides a fresh economic narrative which will both inform and raise the level of debate regarding the economic future of the Manchester City Region within the economic development community.

3.9 The findings of the Commission were published in April 2009 and it reveals that investment in skills is vital from an early age to raise productivity in the city-region and ensure that Manchester realises its long-term economic potential. In particular MIER concluded that:

- the MCR, due to its size, skills base, talent pool, connectivity and political and business structures, is 'best placed' to complement London and the South East compared to other major cities thereby helping the UK to realise its long term economic growth.

- MCR firms do not take advantage of accessible links between sectors as effectively as firms elsewhere in the UK. As a result, their productivity is lower than should be expected given the size of MCR's economy.

- in light of the ongoing regional skills gap, national and regional economic, social, transport, planning and housing policies need to be reassessed.

Prosperity for All: the Greater Manchester Strategy

3.10 On 31 July 2009 the AGMA Executive Board approved the Greater Manchester Strategy (GMS). This is AGMA's overarching document which sets the strategic direction up to 2020.

3.11 The GMS is based around a series of priorities – eleven in total – which can help to deliver prosperity for all and a higher level of sustainability and quality of life for the city region. These priorities are the things that need to be addressed to achieve the vision of long term sustainable economic growth based around a more connected, talented and greener city region where the prosperity secured is enjoyed by the many and not the few. By doing this on a much wider scale, the GMS will add value to the work already underway across the city region.

3.12 The strategic priorities of the GMS are:

- Early years: Radically improve the early years experience for hard to reach groups, particularly in the most deprived areas.
- Better life chances: Improve life chances in the most deprived areas by investing in lifelong skills development and other forms of support so that people can compete in the modern labour market.
- The highly skilled: Increase the proportion of highly skilled people in the city region.
- Attracting talent: Attract, retain and nurture the best talent.
- Transport: Significantly improve transport connectivity into and within the city region.
- The economic base: Expand and diversify the city region's economic base through digital infrastructure.

- International connectivity: Increase the international connectivity of the Manchester city region's firms, especially to the newly-emerging economies.
- A low carbon economy: Achieve a rapid transformation to a low carbon economy.
- The housing market: Creating quality places to meet the needs of a competitive city region.
- Effective governance: Review city region governance to ensure effective and efficient delivery mechanisms.

Greater Manchester Employment Land Position Statement, August 2009

3.13 In August 2009, Nathanial Litchfield and Partners (NLP) completed a Position Statement on behalf of the Association of Greater Manchester Authorities that primarily examines the sub-regional employment land requirements set out in RSS Policy W3. In doing so, NLP examined the derivation of the requirement, assessed current economic trends, such as increases in both development and job densities and analysed the economic aspirations of the GM districts.

3.14 Ultimately, the Statement recommends an amount of employment land that should be provided for at the district level to 2028 and for Bury this recommendation was for provision to be within the range of 77-92 hectares which was reflective of the identified needs set out in the Bury Employment Land Review at that time.

Bury Knowledge Economy Action Plan, April 2011

3.15 In recognition of the benefits that can be accrued from creating a more knowledge-intensive local economy, the Council has commissioned the Bury Knowledge Economy Action Plan. The Audit undertaken as part of the Action Plan has identified a number of strengths, weaknesses, threats and opportunities to the economy of Bury.

3.16 The Action Plan specifies that Bury should not rely on the Manchester: Knowledge Capital (MKC) Initiative alone to create renaissance in the north and south of the conurbation alike. Bury's own goals for the knowledge economy, beyond increasing prosperity generally, are to diversify the manufacturing base and stem the tide of out-commuting knowledge workers with local employment opportunities. In order to achieve this, Bury is developing its own clear knowledge economy strategy that dovetails with the general initiatives of the MKC agenda and works from its momentum, but that provides an action plan that references Bury's particular circumstances and economic position.

An Economic Strategy for Bury 2010-2018

3.17 Bury's Economic Strategy aims to ensure that the local economy – and the people and businesses that create it – makes a significant positive contribution to the ambitions of the Community Strategy and to achieve this, the Economic Strategy's vision is 'To foster a vibrant and dynamic

Bury, building on our entrepreneurial culture to enable residents to take advantage of a well-connected knowledge-based economy'.

3.18 In order to meet this challenge the Strategy seeks to create the circumstances whereby Bury can embrace a continuing move towards a knowledge-based economy by improving skills, tackling worklessness and reducing the dependency that Bury currently has on Manchester – particularly in terms of the provision of high quality jobs and the impact that this has on the level of out-commuting.

3.19 These broad aims are refined into nine strategic objectives based on three themes:

Theme 1: Harnessing the Creative and Entrepreneurial Potential of Bury's People and Communities

1) Promoting new business formation, survival and growth
2) Encouraging skills development to address Bury's and GM's economic needs
3) Strengthening Bury's cultural and tourism offer to grow the visitor economy
4) Attracting and retaining talent

Theme 2: Strengthening Bury's Economic and Environmental Infrastructure

5) Building the digitally networked Bury
6) Developing the retail, leisure and office sectors to unlock the economic potential of the Borough's town and district centres and key employment sites
7) Creating a sustainable and low carbon Bury

Theme 3: Empowering Bury's Social Economy and Neighbourhoods

8) Tackling worklessness, inequality and poverty
9) Improving neighbourhood level quality of life

Bury Employment Opportunities Study, December 2006

3.20 The Council has commissioned King Sturge to undertake an Employment Opportunities Study for Bury in order to guide the Council's approach towards economic development and economic planning policy in the Bury Local Plan. This Study was finalised in December 2006.

3.21 The Employment Opportunities Study reviews the state of the local economy, reviews appropriate planning policy and assesses the local property market and the availability of employment land and premises in the Borough, in both quantitative and qualitative terms. Against this background, the Employment Opportunities Study recommends changes to planning policy to ensure that there is a supply of quality employment land and premises that are genuinely available to meet the needs of the market and to enable the Borough's economy to continue to grow. In addition, the Study recommends an approach towards dealing with proposals for the redevelopment of existing employment land and premises for other uses, including the use of planning obligations (Section 106 Agreements) to secure compensation for the loss of such employment opportunities that will be used to bring forward employment sites elsewhere in the Borough.

Bury's Community Strategy 2008 - 2018

3.22 The Community Strategy sets out the aspirations for the future of the Borough and is a long-term plan to ensure communities within Bury are sustainable, now and for future generations.

3.23 The overall Vision for the Community Strategy is:

'To make Bury a great place in which to live, work, visit and study'.

3.24 A series of ambitions are also identified in order to provide a clear statement as to how the Borough will be in 2018. These are as follows:

- *The place to live in Greater Manchester;*
- *An area where people feel safe and secure;*
- *The healthiest Borough in the North West;*
- *A popular visitor destination;*
- *Premier retail town in the north of Greater Manchester;*
- *A centre of excellence in the North West;*
- *Each township thriving;*
- *An area with first class services; and*
- *Quality jobs for Bury People.*

3.25 The ambition to ensure quality jobs for Bury people is particularly relevant to the Employment Land Review. The Community Strategy specifies that it wants the people of the Borough to have the right skills to enable them to access quality jobs wherever they are. It recognises that although Bury has low rates of unemployment, many jobs within the Borough are part-time and lower paid. The Strategy also has the ambition of improving local job opportunities and to create the right conditions for more highly skilled, knowledge-based jobs to locate in the Borough.

4 Local Economic Profile

Introduction

4.1 Although there are many facets to Bury's local economy, this Employment Land Review covers the more traditional employment uses that fall within Business (B1), General Industrial (B2) and Warehousing (B8). This section provides an examination of the main influences on, and challenges for, the Borough's local economy in connection with these uses. Many, if not all, of these issues are interrelated and the most fundamental and challenging are considered to centre around the following:

- Employment composition;
- Bury's Knowledge Economy;
- Job density;
- Skills;
- Occupations;
- Earnings;
- Commuting;
- Economic inactivity;
- Levels of earnings;
- Levels of deprivation;
- Employment land availability; and
- Existing employment sites.

4.2 Bury's rate of unemployment has risen from 4.6% in 2007 to 8.7% in 2012, and is above the national and regional average. The Borough also has a declining manufacturing sector, is vulnerable to public sector cuts, has the highest levels of out-commuting in Greater Manchester and generally accommodates low waged, low skilled jobs. Those with higher skills commute to the better paying jobs outside the Borough, mainly in Manchester city centre. To start to address this situation it is imperative that the Borough creates and attracts better quality and paying jobs with a more robust private sector employment base. This is important if the economy is to be diversified and modernised.

4.3 One of the Borough's characteristics is that its urban area is tightly bounded by the Green Belt and, as a result, it is constrained in terms of being able to identify large, new, high quality sites. To a large extent, the focus has to be on employment land within the existing urban area. This difficulty is compounded by the current lack of suitable and genuinely available sites for employment uses within the urban area.

Employment Composition

4.4 As with other economies in the north of Greater Manchester, Bury grew up around the textile industry, resulting in a heavy economic concentration on manufacturing. The borough developed and still has an expertise in the textiles industry. However, as manufacturing declined over the last 50 years, Bury's economy has restructured to a predominately service based economy.

4.5 Figures 4 and 5 set out the employment composition of both the Borough's residents and of jobs within the Borough.

4.6 Manufacturing remains a significant sector in Bury, but between Jan-Dec 2004 and Jan-Dec 2012, the number of manufacturing jobs in the Borough declined by 23%, with the sector now accounting for just 11.8% of jobs. The number of the Borough's residents employed in manufacturing fell by 36% over the same period, and the sector now accounts for just 9.0% employment for the Borough's residents[1]. Growth in the public sector has replaced manufacturing as the traditional mainstay of Bury's economy.

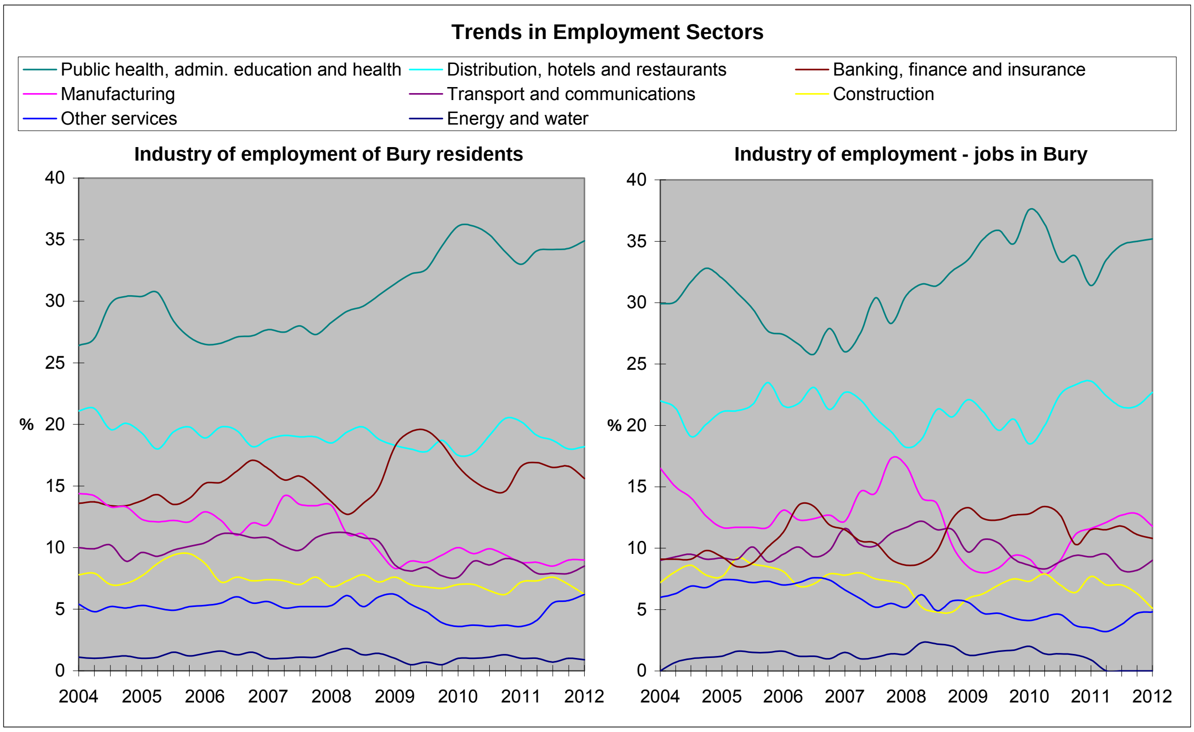
4.7 Although the employment in the manufacturing sector is forecast to decline further it is, and will continue to be, an important sector within the Borough's local economy. However, advances in manufacturing technology mean that this is likely to be a less labour-intensive sector.

4.8 Bury's employment composition is dominated by the public sector. The Borough has the highest proportion of public sector employment in Greater Manchester, with 16,700 jobs making up 26% of total employment in the Borough.[2] This is well above Greater Manchester and UK percentage of public sector employment. As a result, the Borough may be particularly vulnerable to public sector cuts. Similarly, the public sector accounts for 28% of jobs of the Borough's residents[3].

4.9 Employment within public administration, education and health is the most significant sector, accounting for 35.2% of jobs within the Borough and 34.9% of employment for the Borough's residents. Employment within the distribution, hotels and restaurant sector is the second most significant sector for the Borough accounting for 22.7% of the jobs within the Borough and 18.2% of employment for the Borough's residents. Banking, finance and insurance is also a significant sector within the Borough accounting for 11.8% of jobs within the Borough and 15.6% of employment for the Borough's residents. The trends in various employment sectors are set out in Figure 3.

[1] Source: ONS Annual Population Survey Jan-Dec 2004 and Jan-Dec 2012
[2] Source: BRES 2011
[3] Source: Annual Population Survey Jan – Dec 2012

Figure 3 – Trends in Employment Sectors



4.10 Of particular significance to the Borough's local economy and its residents is the strong reliance on public sector employment which is likely to be impacted on by cuts within this sector. Not only are these factors likely to lead to higher rates of unemployment for the Borough's residents but will also have implications in terms of the Borough's own local economic base.

Figure 4 – Employment Composition of the Borough's Residents

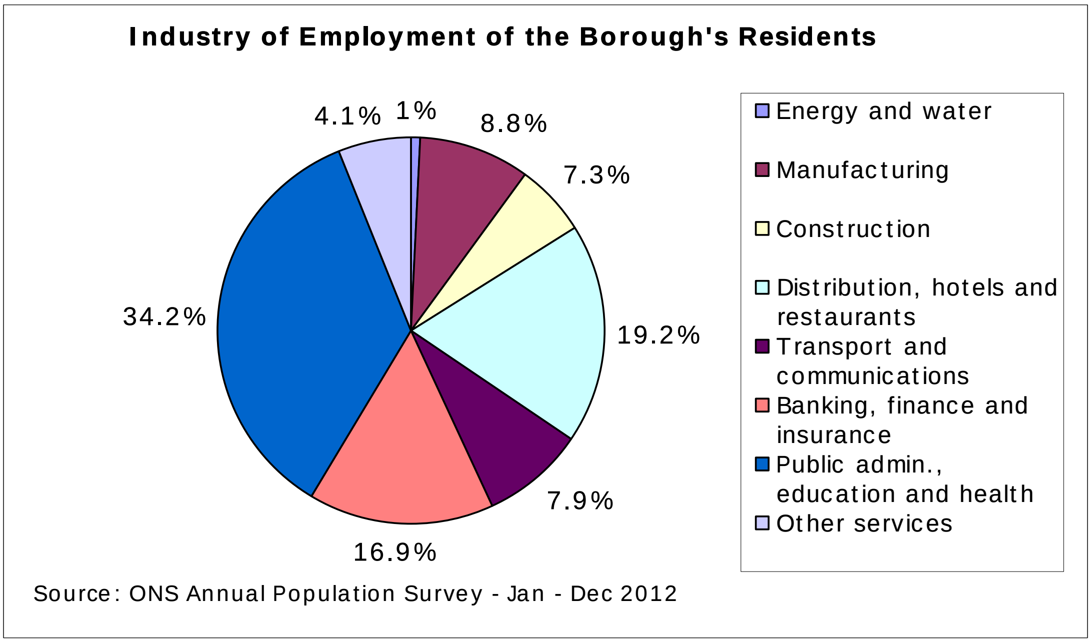
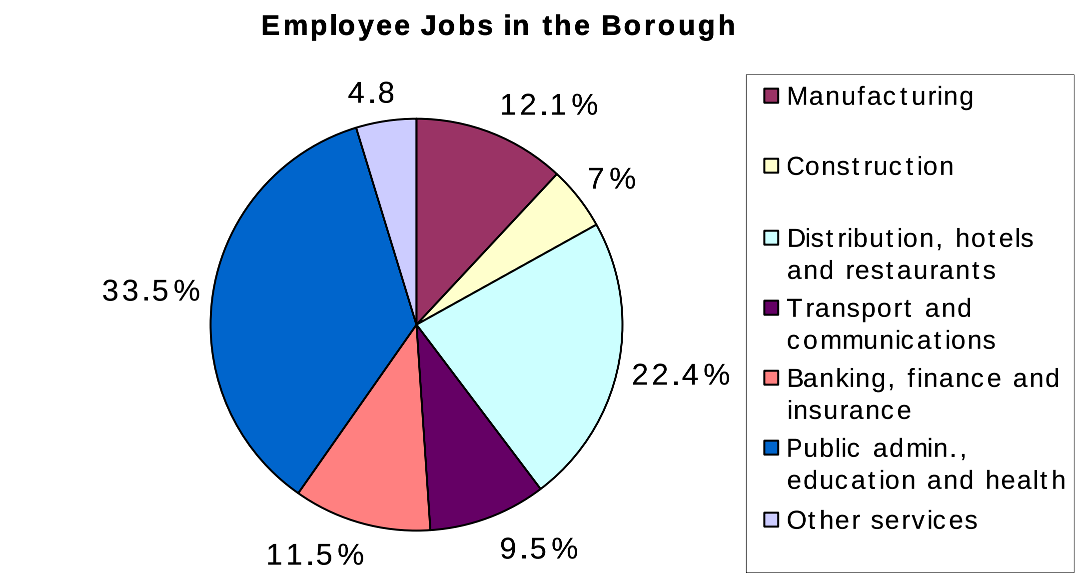


Figure 5 – Employment Composition in the Borough



Source: ONS Annual Population Survey workplace analysis - January - December 2012

Bury's Knowledge Economy

4.11 The knowledge economy is one in which the generation and exploitation of knowledge has come to play a predominant part in the creation of wealth and in developing the competitiveness of the economy.

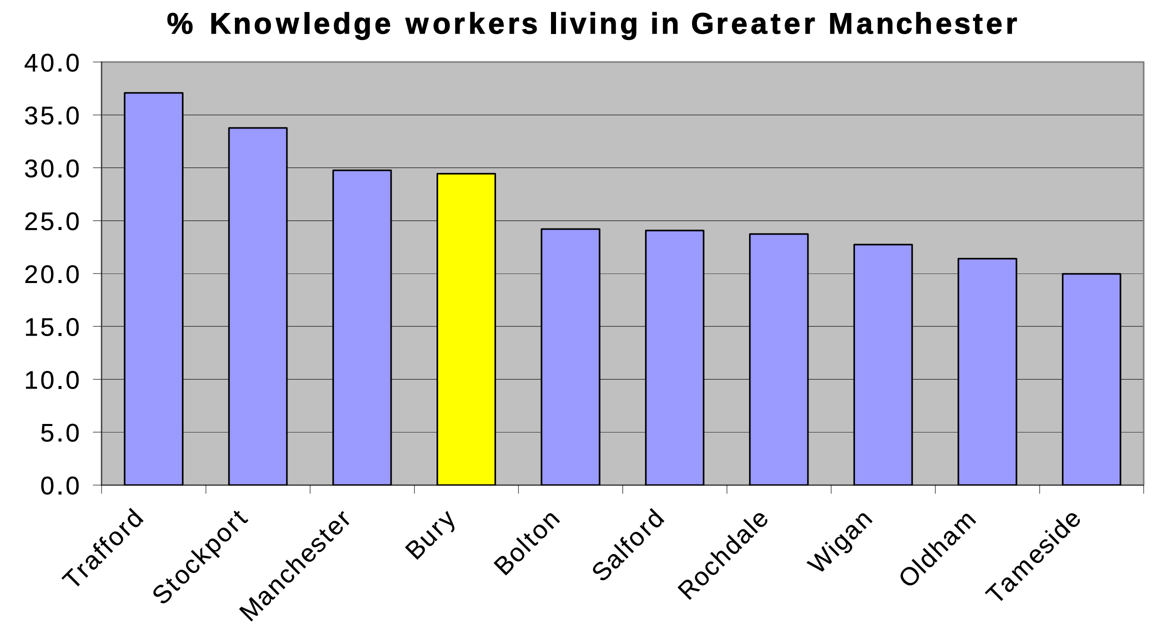
Knowledge Workers

4.12 Knowledge workers – defined as highly-skilled professional, managerial and scientific workers – are the basis for creating successful knowledge-intensive businesses and are therefore a central requirement for a successfully functioning knowledge economy.

4.13 Figure 6 shows the number of knowledge workers that live in Bury in comparison with the other local authorities in Greater Manchester. There are 26,500 knowledge workers resident in Bury, which translates into 29.4% of the total resident working age population in employment. This is above the Greater Manchester average of 27.1%, with only Trafford (37.1% of the employed resident population), Stockport (33.8% of the population) and Manchester (29.8%) outperforming Bury on this measure. This suggests that knowledge workers consider Bury to be a desirable location to live in.

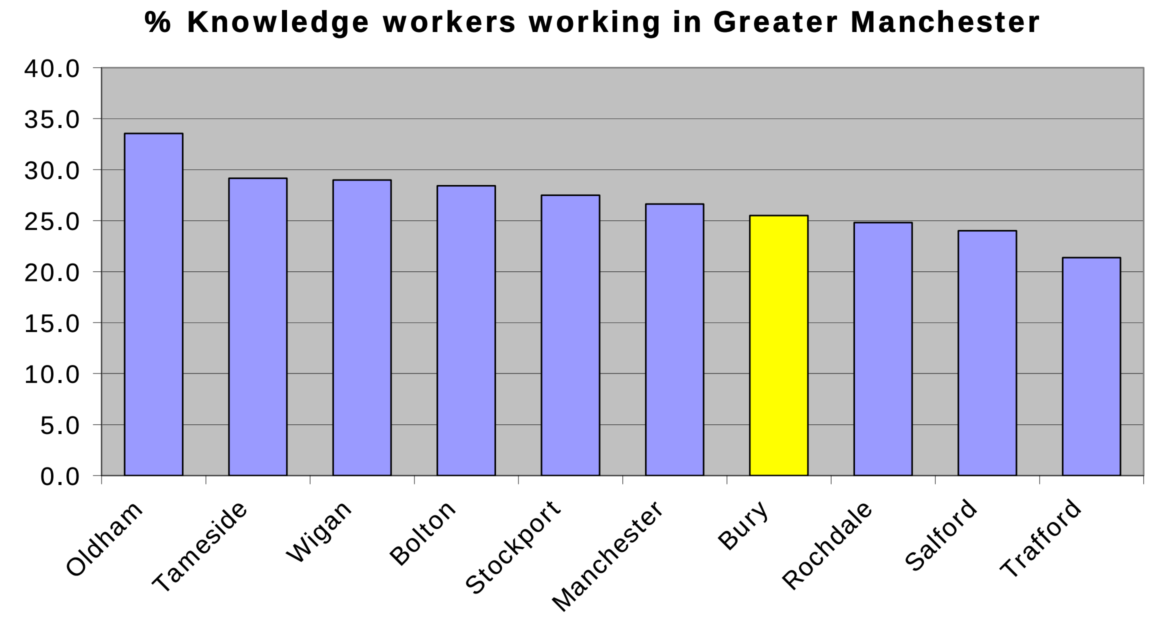
4.14 However, Figure 7 shows that Bury has a low level of knowledge workers actually working in the area, which clearly illustrates the number of knowledge workers that commute to work outside of the area. 17,600 knowledge workers work in Bury, making up 26.6% of the total workforce, compared to the Greater Manchester average of 28.4%. In comparison to other local authorities, Bury has a relatively low percentage of its workforce in the knowledge economy. Other areas are clearly better at creating employment that keeps knowledge workers employed locally as well as attracting outside talent.

Figure 6 – Percentage of Knowledge Workers Living in Bury



Source: Annual Population Survey January - December 2012. Note: Knowledge workers defined as those within Standard Occupation Classification 2010 (SOC2010) codes 1 and 2.

Figure 7 – Percentage of Knowledge Workers Working in Bury



Source: Annual Population Survey January - December 2012. Note: Knowledge workers defined as those within Standard Occupation Classification 2010 (SOC2010) codes 1 and 2.

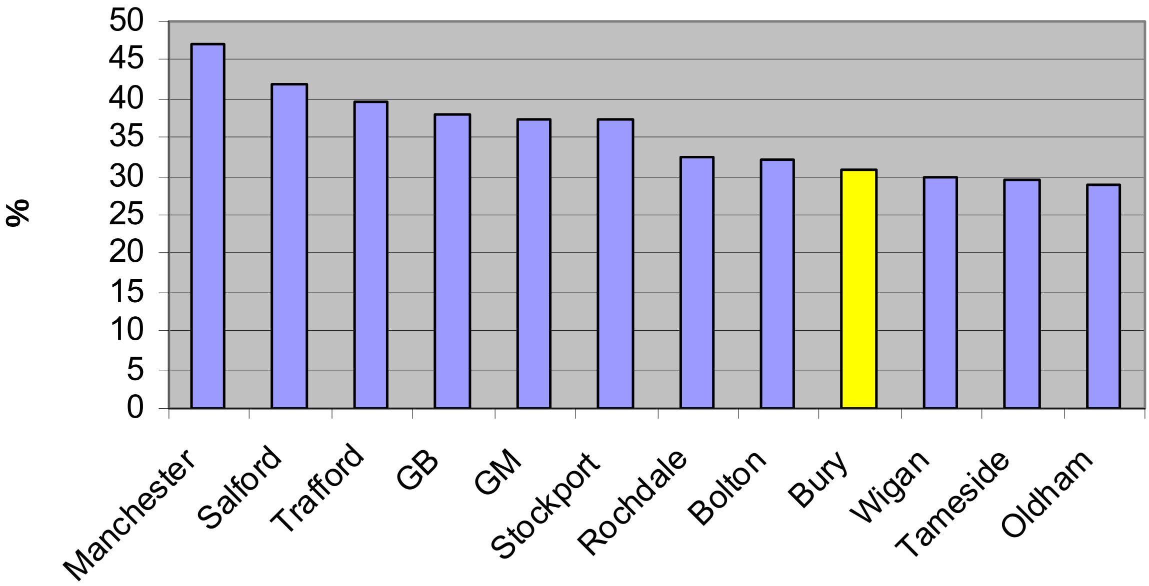
Knowledge-Intensive Businesses

4.15 Knowledge intensive businesses are the building blocks of the knowledge economy. For the purposes of this analysis these have been defined as those businesses where 40% or more of staff have a qualification of NVQ Level 4 (broadly equivalent to degree level) and above.

4.16 Figure 8 shows that Bury has a low level of knowledge intensive businesses compared to the rest of Greater Manchester. Bury is in the middle of a cluster of local authority districts that have a relatively low number of knowledge intensive businesses, made up of Rochdale, Bolton, Wigan, Tameside and Oldham. This is clearly another important issue in Bury's bid to develop its knowledge economy credentials.

4.17 Bury has 19,200 knowledge intensive businesses, which is the lowest absolute number in Greater Manchester (unsurprising given the relative size of Bury's total business base). These businesses make up 30.5% of the total businesses in Bury, which is the fourth lowest level in Greater Manchester and behind both Bolton (31.7%) and Rochdale (31.9%), areas that Bury outperforms in most other metrics (such as educational attainment and business starts ups). This suggests that knowledge workers and the knowledge economy in Bury is concentrated in a few key businesses, as opposed to the more diffuse knowledge economies in Greater Manchester's high performers like Manchester and Salford.

Figure 8 – Percentage of Knowledge-Intensive Businesses



Source: Annual Business Inquiry 2008

4.18 Most of Bury's knowledge-intensive businesses are in the business services sector, which is in line with the rest of Greater Manchester. The other important sectors are health, which has the second largest number of businesses, and ICT.

4.19 Healthcare, in particular, is an important sector for the Bury knowledge economy. Health is one of Bury's largest employers, with around 11,500 employees making up 68.1% of employment in the area's knowledge economy.

4.20 The size of Bury's public sector knowledge economy presence is clearly one of the area's strengths that can be built on, although the sustainability of this sector is questionable given the future likelihood of public sector spending cuts. However, the lack of private sector employment of knowledge workers suggests that Bury's knowledge economy requires considerable development before private enterprise can replace the public sector as the main knowledge employer in the area.

4.21 The attraction of knowledge-based employment opportunities within the Borough is seen as a vital component in improving the quality of job opportunities, addressing the issue of out-commuting and avoiding extensive expenditure leakage.

Job Density

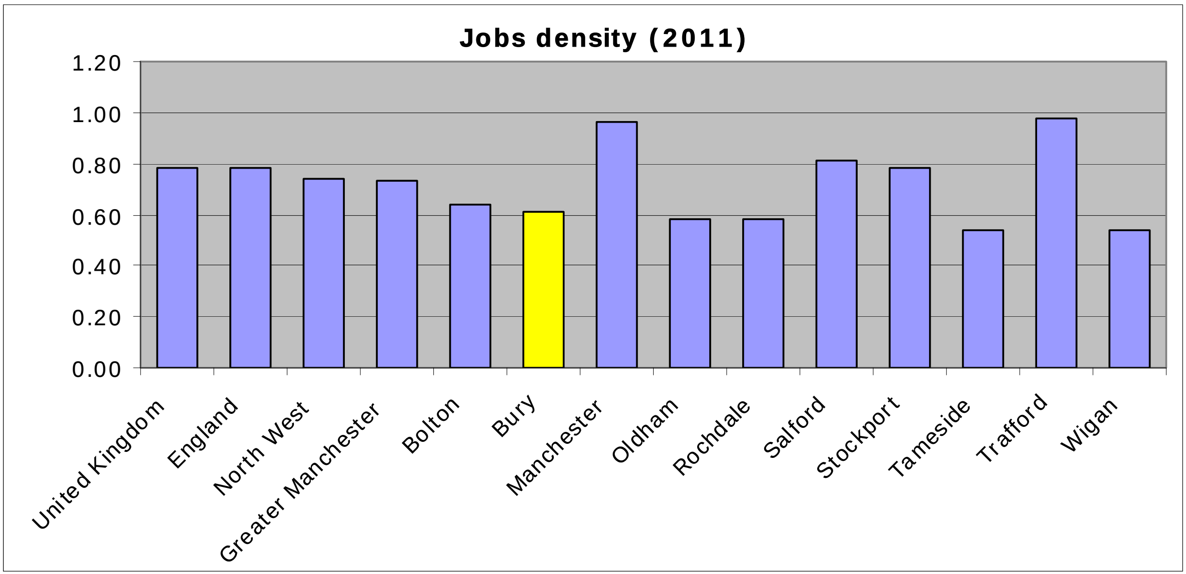
4.22 The number of jobs available within the Borough means that there are only 0.61 jobs per resident of working age[4] - a lower job density than many of the other Greater Manchester authorities, the North West and UK as a whole (see Figure 9 and 10). The jobs density is a ratio of the number of jobs in the Borough per working age resident. The low levels of unemployment in the Borough would not be possible without high levels of out-commuting, as there are insufficient jobs in the Borough to provide work for the resident working age population.

Figure 9 - Jobs Density (2011)

Area	Job Density
UK	0.78
North West	0.74
Greater Manchester	0.73
Bolton	0.64
Bury	0.61
Manchester	0.96
Oldham	0.58
Rochdale	0.58
Salford	0.81
Stockport	0.78
Tameside	0.54
Trafford	0.98
Wigan	0.54

[4] ONS Nomis Jobs Density 2011

Figure 10 – Jobs Density (2011)



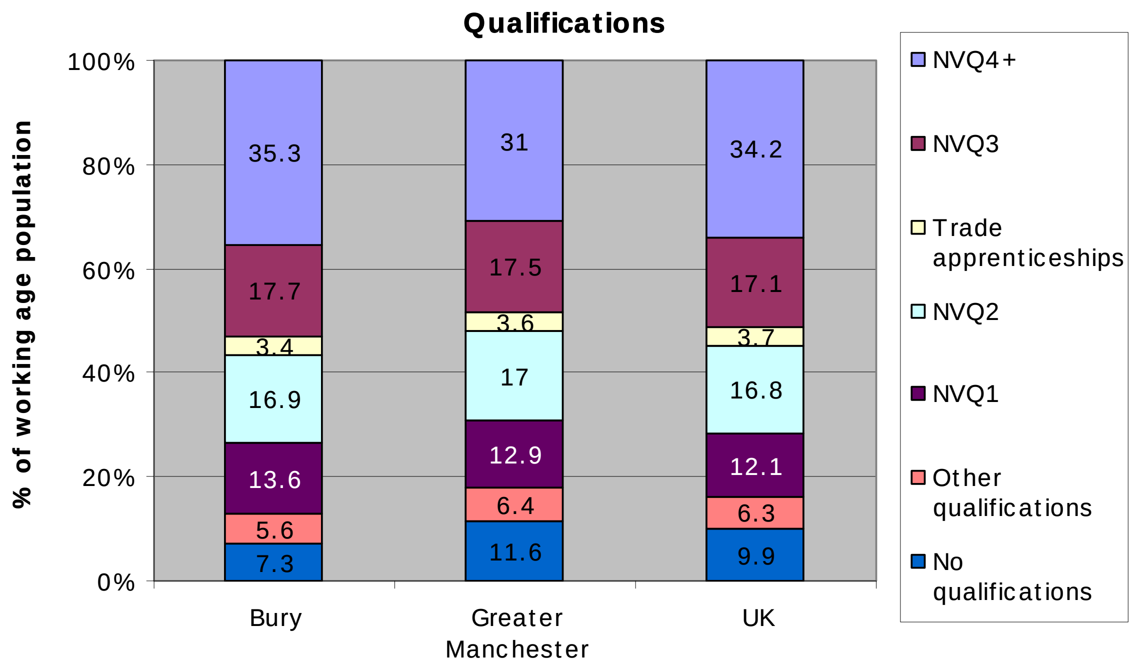
Source: ONS Nomis Jobs Density 2011

Skills

4.23 Figure 11 shows that One of Bury's main strength's lies in the skills of its residents, with the Borough being the location of choice for many of Greater Manchester's high-level workers, making it an essential part of the success of the conurbation. 35.3% of working age residents have NVQ4+ qualifications, which is the highest proportion in the north of the conurbation and above the Greater Manchester average (31.0%) and national average (34.2%).

4.24 The Borough has a higher proportion (73.4%) of residents with NVQ2+ qualifications - at least 5 GCSEs at A* to C – than the Greater Manchester average (69.2%). The borough also has the lowest proportion of residents with no qualifications (7.3%) compared to the other Greater Manchester districts and the Greater Manchester (11.6%) and UK (9.9%) averages.

Figure 11 – Skills Profile of Working-age Residents 2012



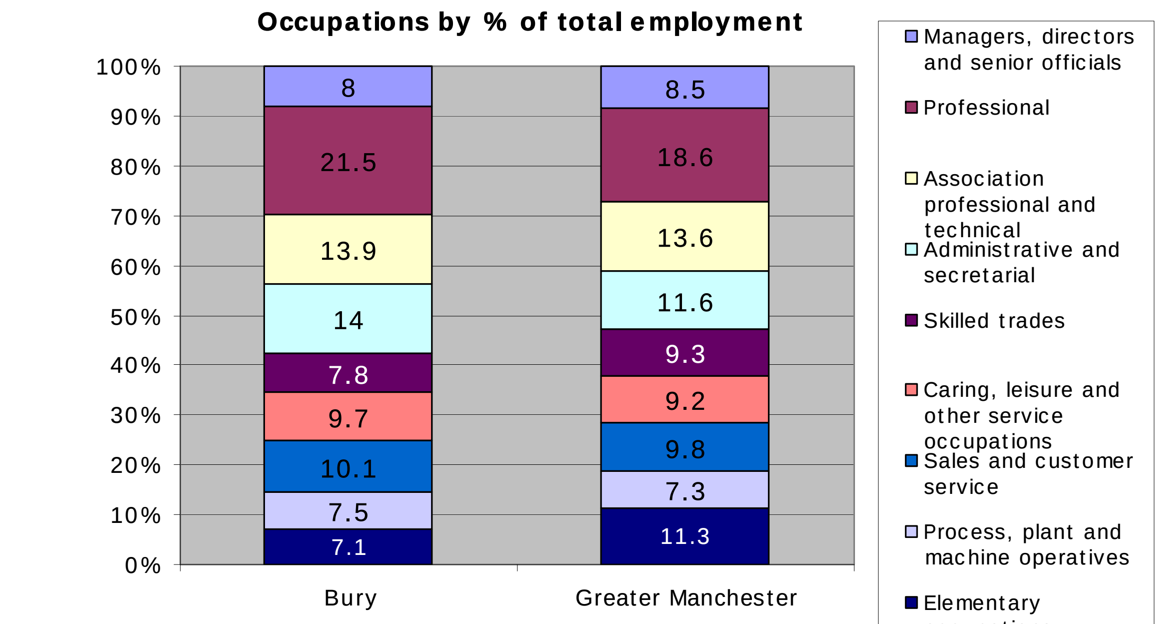
Source: ONS Annual Population Survey Jan - Dec 2012

4.25 A large part of the reason for the success Bury has had in creating small and micro businesses lies in the fact that Bury's residents have good levels of basic and higher-level skills compared to the rest of Greater Manchester. Further improving skills levels will also help to increase the borough's competitiveness.

Occupations

4.26 Residents of Bury tend to work in higher-skilled and better-paid jobs than the average across Greater Manchester as a whole. This is reflected in Figure 12 which shows that 29.5% of the Borough's residents are employed in professional occupations or as managers and senior officials. This compares to 27.1% across Greater Manchester.

Figure 12 - Occupations of Bury Residents in Comparison to Greater Manchester by percentage of total employment



Source: ONS Annual Population Survey January - December 2012

Earnings

4.27 Figures 13 and 14 show the average weekly earnings for employees in 2012. The tables allow a comparison to be made between the earnings of people working in the Borough and people living in the Borough who may be working elsewhere. The average gross earnings for people living in the Borough are £46.20 per week higher than those working in the Borough. On average, people working in the city of Manchester earn £75.90 more per week than people working in Bury.

4.28 The average amount paid by jobs within the Borough is also lower than the averages for Greater Manchester, the North West region and across England and Wales. These income gaps indicate that the quality of jobs on offer within the Borough is lower.

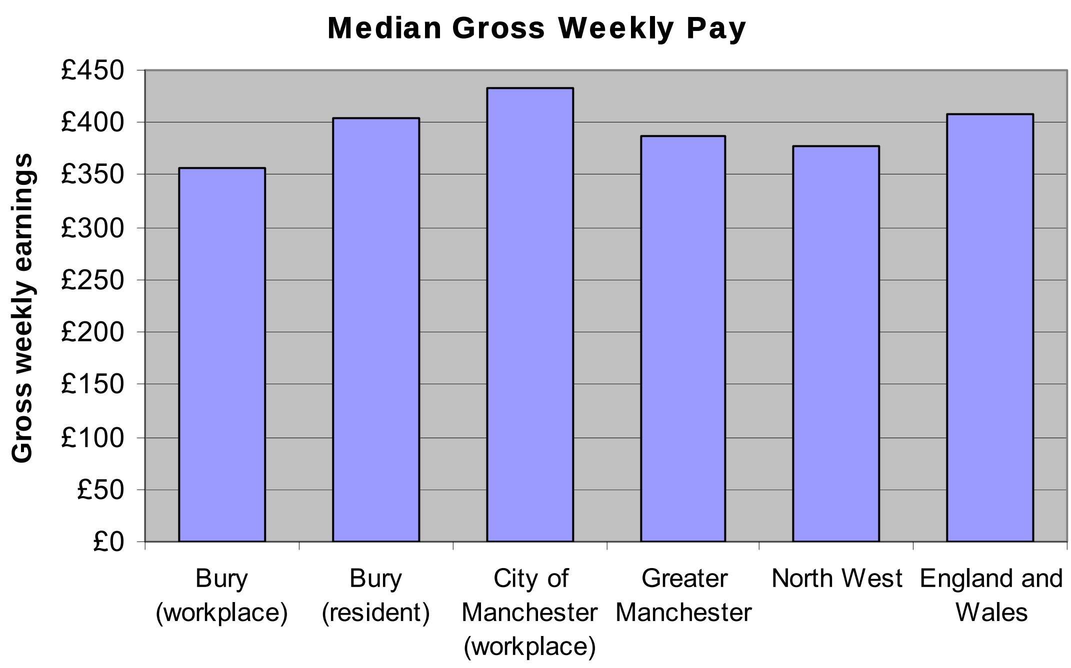
4.29 The lower paid employment opportunities within the Borough can be linked to the high levels of out-commuting, pockets of deprivation and the number of residents that are dependent upon income support.

Figure 13 - Comparison of Median Gross Weekly Pay (All Employees)

Bury (workplace)	Bury (resident)	City of Manchester (workplace)	Greater Manchester (workplace)	North West	England and Wales
£357.50	£403.70	£433.40	£387.80	£378.00	£408.20

Source: ONS Annual Survey of Hours and Earnings 2012 ©

Figure 14 - Comparison of Median Gross Weekly Pay (All Employees)



Source: ONS Annual Survey of Hours and Earnings 2012

Commuting

4.30 Figures 15 and 16 show the workplace destination of Bury's residents in employment. They show that Bury has very high levels of out-commuting which can no doubt be linked to the high skills base of the Borough's resident population coupled with low job densities and lower quality and lower paid job opportunities within the Borough.

4.31 Furthermore, a good quality environment and housing offer and a high standard of education provision has added to the attractiveness of the Borough, helping to bring in highly skilled, high paid residents and making it a location of choice within Greater Manchester.

4.32 The Work Foundation typology of local authorities in Greater Manchester categorised Bury as 'dependent' on Greater Manchester, with one of the highest out-commuting rates in the country, with strong flows to the conurbation core of Manchester and Salford.[5] With relatively high skill levels, Bury residents are well suited the high level jobs available in these areas, as shown by the high proportion of managers and professionals among Bury residents and the relatively high wages that people in the Borough earn.

4.33 Figure 15 provides information about where the Borough's residents work.

[5] The Work Foundation, *City Relationships: Economic linkages in Northern City Regions*, November 2009, pp 7-12

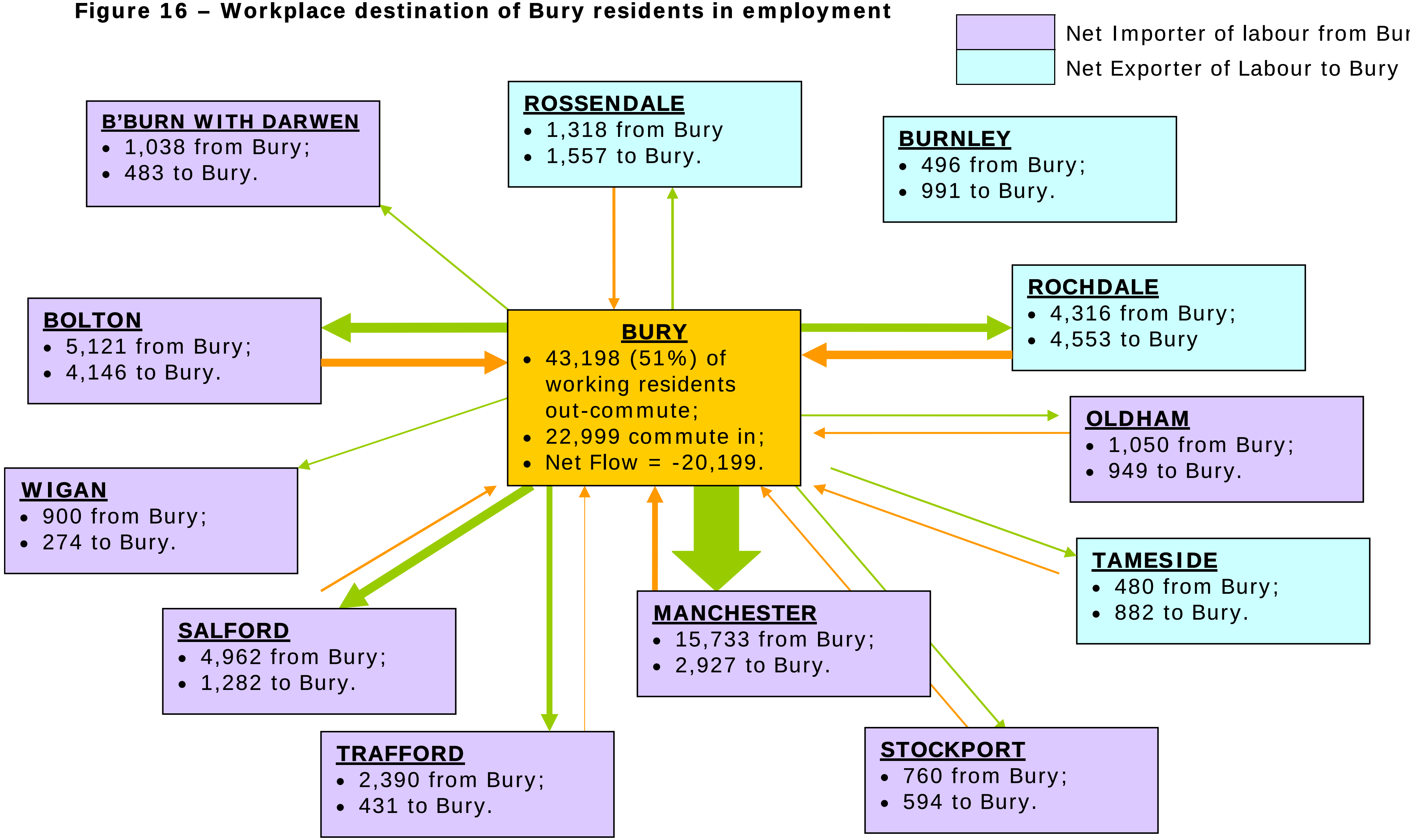
Figure 15 - Workplace destination of Bury residents in employment

Origin	Destination	No. Residents aged 16-74 in employment	%
Bury	Bury	42,220	49.4
Bury	Manchester	15,733	18.4
Bury	Bolton	5,121	6.0
Bury	Salford	4,962	5.8
Bury	Rochdale	4,316	5.1
Bury	Trafford	2,390	2.8
Bury	Rossendale	1,318	1.5
Bury	Oldham	1,050	1.2
Bury	Blackburn with Darwen	1,038	1.2
Bury	Stockport	760	0.9
Bury	Other Destinations	6,510	7.6
ALL BURY RESIDENTS IN WORK	ALL DESTINATIONS	85,418	100.0
Out-Commuters		**43,198**	**50.6**
Live and work in Bury		**42,220**	**49.4**

Source: ONS Annual Population Survey – APS Commute 2011.

4.34 In addition, it can be seen in Figure 16 that the Borough also draws in workers from surrounding districts – most notably from Rossendale, Bolton and Rochdale. However, on balance, levels of out-commuting by far exceed those travelling into the Borough to work.

Figure 16 – Workplace destination of Bury residents in employment



Source: ONS Annual Population Survey – APS Commute 2011.

4.35 Figure 17 summarises the modes of transport used to commute out of the Borough and also shows the travel methods used by those that live and work in the Borough as a comparison, based on the 2001 Census.

4.36 This shows that although Bury has relatively good linkages to the Greater Manchester conurbation and beyond (including Metrolink), a large majority (82%) of out-commuting uses the private motor vehicle.

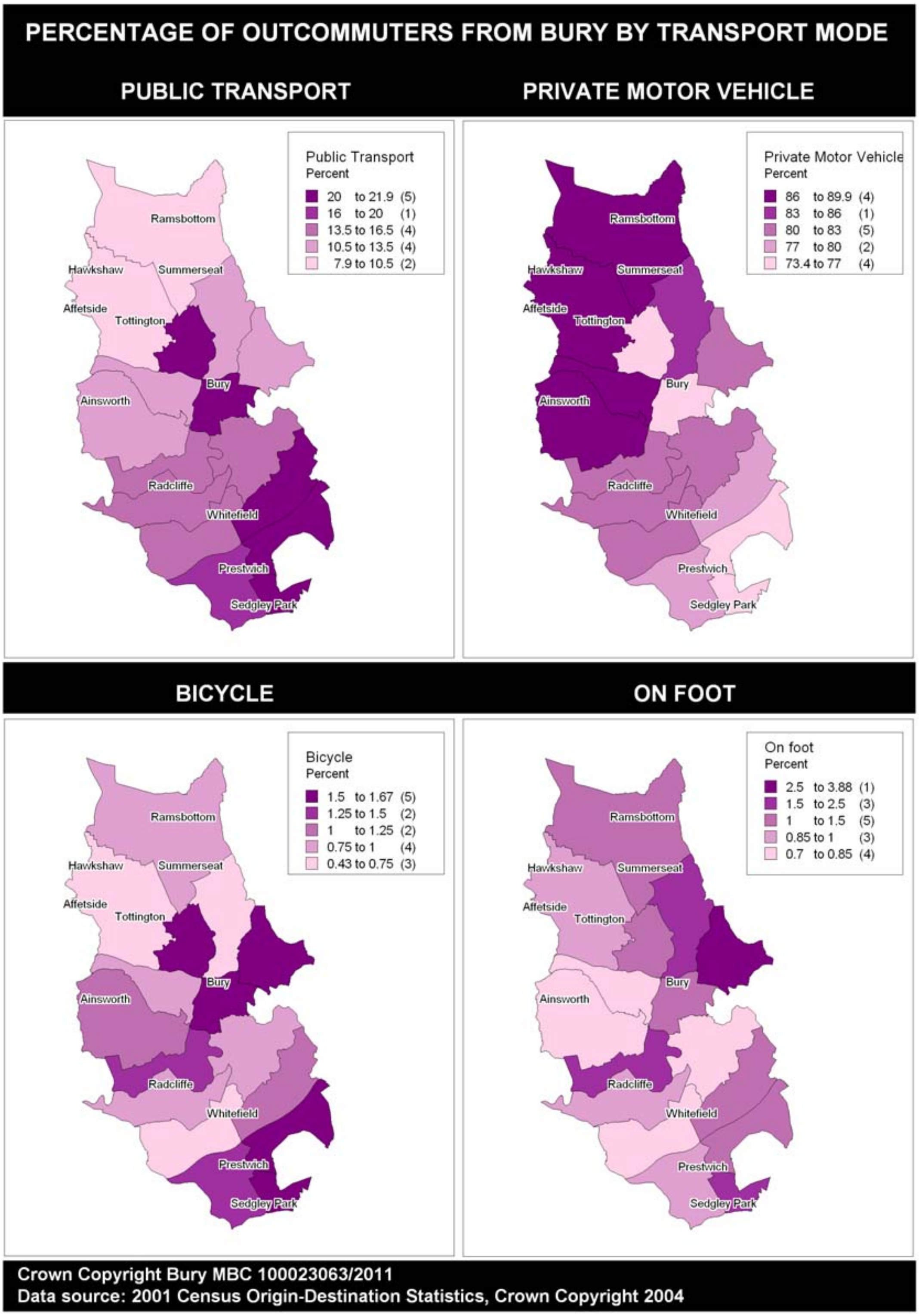
Figure 17 – Modes of Transport of Out-commuters (Census 2001)

	All people[6]	Public transport		Private motor vehicle		Bicycle / on foot		Other	
		Count	%	Count	%	Count	%	Count	%
Live and work in Bury	36,510	3,883	10.64	25,498	69.84	7,006	19.19	123	0.34
Manchester	13,635	4,073	29.87	9,306	68.25	218	1.60	38	0.28
Salford	5,633	616	10.94	4,856	86.21	151	2.68	10	0.18
Bolton	4,418	399	9.03	3,921	88.75	89	2.01	9	0.20
Rochdale	4,002	261	6.52	3,564	89.06	171	4.27	6	0.15
Trafford	2,718	301	11.07	2,382	87.64	25	0.92	10	0.37
Oldham	1,593	85	5.34	1,449	90.96	54	3.39	5	0.31
Rossendale	1,222	38	3.11	1,148	93.94	36	2.95	0	0.00
Stockport	852	58	6.81	791	92.84	3	0.35	0	0.00
Tameside	615	65	10.57	545	88.62	5	0.81	0	0.00
Warrington	523	18	3.44	502	95.98	3	0.57	0	0.00
Wigan	515	25	4.85	484	93.98	6	1.17	0	0.00
Other Authorities	4354	275	6.32	3852	88.47	124	2.85	103	2.37
Total[7]	**40,566**	**6,218**	**15.33**	**33,273**	**82.02**	**894**	**2.20**	**181**	**0.45**

[6] Excludes people who work from home in Bury
[7] Excludes people who live and work in Bury

4.37 Figure 18 also shows that, in spatial terms, out-commuters residing in the north of the Borough are less likely to utilise public transport and are more likely to make use of the private motor vehicle on their journeys to work.

Figure 18 – Percentage of Out-commuters from Bury by Mode of Transport



Economic Inactivity.

4.38 19,500 people (16.7% of the population aged 16-64)[8] in the Borough are classed as economically inactive. Economic inactivity is a definition used to describe those people who are not in work but do not satisfy all the criteria for unemployment. This includes those who want a job but who have not been seeking work in the last four weeks, those who want a job and are seeking work but are not available to start and those who do not want a job.

4.39 This contrasts with the unemployment rate of 8.7% (8,600 people)[9] of the economically active population. The definition of unemployment covers people who are not in employment but want a job, have actively sought work in the last four weeks and are available to start work in the next fortnight, or, those who are out of work and have accepted a job which they are waiting to start in the next fortnight.

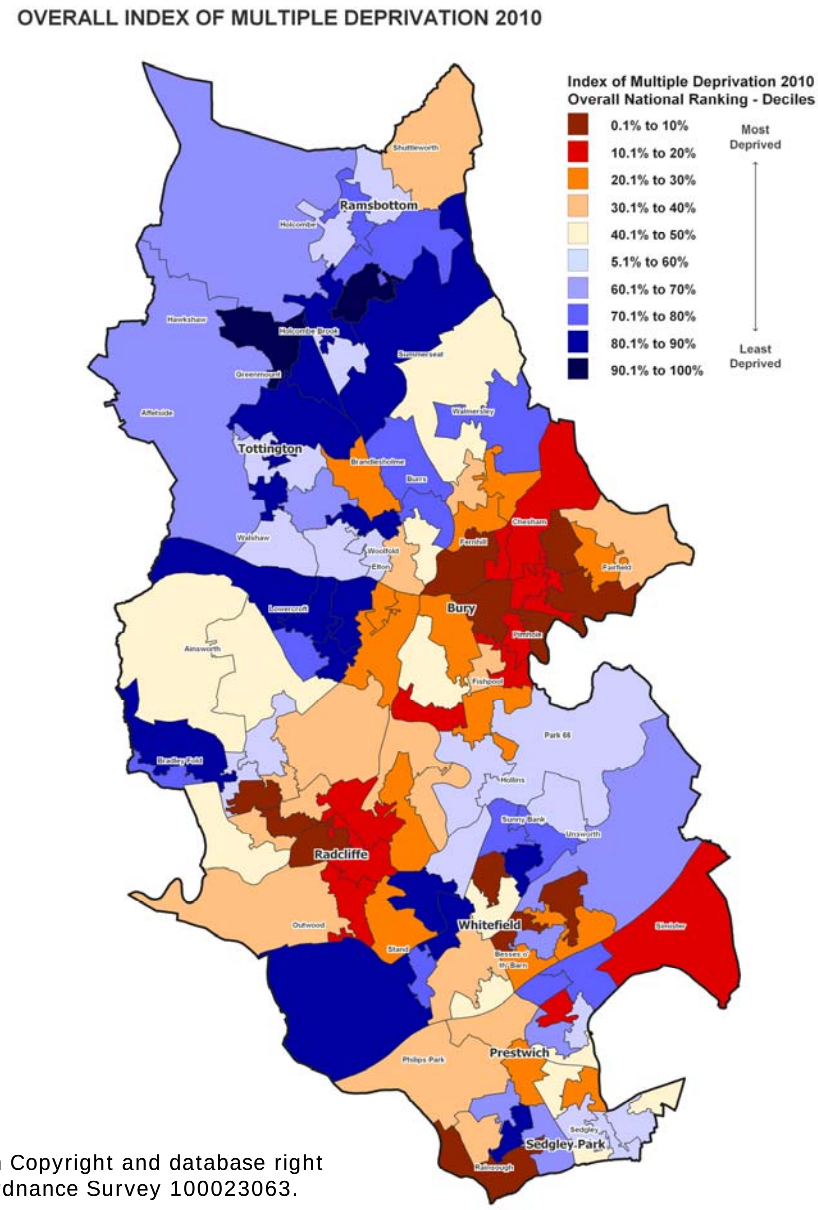
Levels of Deprivation

4.40 The 2010 Index of Multiple Deprivation shows that the main concentrations of multiple deprivation in the Borough (i.e. within the 10% most deprived areas nationally) are in parts of East Bury, inner Radcliffe, the Besses area of Whitefield and the Rainsough area of Prestwich.

4.41 Figure 19 reflects the overall levels of deprivation throughout the Borough.

[8] ONS Nomis Annual Population Survey Jan – Dec 2012
[9] ONS Model-based estimates of unemployment Jan – Dec 2012

Figure 19 – Overall Levels of Deprivation in the Borough 2010



Employment Land Availability

4.42 Part B of this Employment Land Review examines the quantity and spatial distribution of the Borough's existing supply of employment land in more detail.

4.43 It is clear that the Borough's existing supply of employment land is restricted not only in terms of quantity, but also in terms of quality and geographic dispersal.

Existing Employment Sites

4.44 Government policy guidance advocating development to take place on previously-developed land is resulting in many of the Borough's existing employment sites coming under considerable pressure from higher value uses, such as residential and retail, and many are being lost. The most intense pressures have been on the more isolated pockets of employment land and premises that sit outside the Borough's Employment Generating Areas.

4.45 Given the Borough's industrial heritage, there is a significant amount of older industrial premises. Although such sites may not necessarily represent high quality, prestigious employment opportunities they do, nevertheless, fulfil a role in providing for more affordable land and premises that would be attractive to the local market and, in this respect, play an integral role in strengthening the local economy. In addition, such sites also offer the opportunity for people to work close to where they live, thus potentially reducing travel distances and reliance on the private car as a way of travelling to work.

4.46 Part C of this Employment Land Review provides a detailed assessment of all existing employment land and premises in the Borough as well as a more general appraisal of the Borough's Employment Generating Areas in order to determine which sites are no longer suitable for continued employment use.

5 Market Overview

5.1 As part of the contextual element of this Employment Land Review, it is considered important to include a market appraisal in order to describe trends in and examine the longer-term prospects for Bury's the office and industrial sectors.

5.2 Nolan Redshaw had undertaken market appraisal work previously in conjunction with earlier versions of the Employment Land Review and this included site-specific appraisals of each individual employment site within the Borough as well as a general market overview of the Borough's Employment Generating Areas.

5.3 However, a review of this work in association with this October 2012 update of the Employment Land Review has reassessed the appropriateness of this approach as a means of determining the **longer-term** deliverability of sites throughout the Local Plan period i.e. to 2029. The conclusion of this reassessment is that although such appraisals can prove useful indicators in the short-term, they are, nonetheless, a 'snap shot' view based largely on market conditions prevailing at that time.

5.4 As has been widely publicised, recent years have seen the world's economy witness significant deceleration following the financial crisis that first erupted with the US sub-prime mortgage collapse in August 2007. The UK economy, like many other countries, is in the midst of a recession which has had direct consequences for the property industry and business performance. As a result, property market activity has seen a marked decline which goes to show that market activity can fluctuate significantly over relatively short periods of time.

5.5 As a result, Nolan Redshaw have been commissioned to provide updated market evidence to support the Employment Land Review and, in particular, the needs for employment land over the period of the Local Plan i.e. to 2029.

5.6 The updated evidence[10] recognises the current economic downturn and the effect that this has had on the commercial property market and the development industry in general. The report specifies that the market will, no doubt, improve in future years, albeit there is, as yet, no indication as to when this will happen. Consequently, it is recommended that it would be sensible to consider how the supply of land will respond in an upturn in the national economy and the consequential improvement in the property market, both nationally and locally. The report by Nolan Redshaw can be found in Appendix 1.

[10] Overview of Current and Anticipated Medium to Long Term Market for Employment Uses in Bury (Nolan Redshaw, September 2012)

6 Key Issues, Problems and Challenges

6.1 The local economic profile, described in the previous Chapter, highlights a number of key issues, problems and challenges facing the Borough's economy. The key issues are considered to be as follows:

- **Forecasted decline in manufacturing employment and vulnerability to public sector cuts.** Although the Borough's economy has responded to the increased influence of the service sector, the declining manufacturing sector still accounts for 7,800 jobs in the Borough which represents 11.8% of total employment[11]. In addition, manufacturing is also a significant source of employment for the Borough's residents with 9.0% employed within this sector. Furthermore 26% of jobs within the Borough and 28% of the Borough's resident workforce are connected to the public sector which makes the Borough susceptible to the impact of public sector cuts.

- **The need to develop the Borough's knowledge economy.** The lack of private sector employment of knowledge workers suggests that Bury's knowledge economy requires considerable development before private enterprise can replace the public sector as the main knowledge employers in the Borough.

- **Low job density.** The relatively low levels of unemployment amongst Bury residents is reliant upon people travelling outside the Borough to work as there are only 0.61 jobs per resident working-age population[12].

- **Well educated resident workforce.** The Borough's resident population is well qualified with 35.3% being educated to NVQ4+. The Borough also has a high proportion of residents educated to NVQ2+ level (73.4%).

- **Residents working in higher-skilled and better-paid employment.** 29.3% of the Borough's residents are employed in professional occupations or as managers and senior officials. This is higher than the Greater Manchester average (27.1%).

- **Low quality and low paid employment opportunities in the Borough.** On average, people working in the City of Manchester earn 21% more than people working in Bury. Similarly, on average Bury residents earn 13% more than the average pay of jobs within the Borough.

[11] Annual Population Survey Jan – Dec 2012
[12] ONS Nomis Jobs Density 2011

- **High levels of out-commuting.** The Annual Population Survey shows that over a half of the Borough's working population travel outside the Borough to their place of work and a majority of these travel to Manchester. This figure is the one of the highest out-commuting rates in the country and is the highest of any of the Greater Manchester districts. Although the south of the Borough is particularly well served by public transport via Metrolink, the northern and western areas are not as well served and, in general, a high proportion of residents in these areas travel to work by private motor vehicle.

- **Rising levels of worklessness.** The relatively low level of unemployment can disguise the fact that 16.7% of the working age population are economically inactive. This includes people who want to find employment but do not satisfy all the criteria in order to be officially classed as unemployed.

- **Pockets of deprivation in East Bury, Inner Radcliffe, Besses and Rainsough.** The 2010 Index of Multiple Deprivation shows that the main concentrations of multiple deprivation in the Borough are in parts of East Bury, inner Radcliffe, the Besses area of Whitefield and the Rainsough area of Prestwich.

- **Limited existing supply of employment land.** One of the most fundamental requirements for securing inward investment is the availability of an adequate supply of available employment land in terms of both quantity and quality. The Borough's existing supply of land is considered to be deficient in terms of availability, quantity and quality which is considered to have 'held back' the prospects economic growth in the Borough. In addition, the supply of land is heavily skewed towards Bury and Radcliffe with very little provision in the north and south of the Borough.

- **Significant pressures to redevelop existing employment land and premises.** Given the Borough's industrial heritage, there is a significant amount of older industrial premises that have, in recent years, come under significant pressure for redevelopment to higher value uses.

- **Potential market demand but a lack of suitable sites and premises to meet all requirements.** From a market perspective, it is considered that a lack of suitable and available land and premises has constrained demand for and investment in private offices, research and development and larger-scale general industrial and warehousing.

7 Vision

7.1 Bury's Economic Strategy aims to ensure that Bury's economy - and the people and businesses that create it - makes a significant positive contribution to all of the Community Strategy's Ambitions (as set out in paragraph 3.24 of this report).

7.2 Planning has an integral role in developing a competitive and diverse local economy and, to this end, shares in the Vision set out in Bury's Economic Strategy which is:

> **'To foster a vibrant and dynamic Bury, building on our entrepreneurial culture to enable residents to take advantage of a well-connected knowledge-based economy'.**