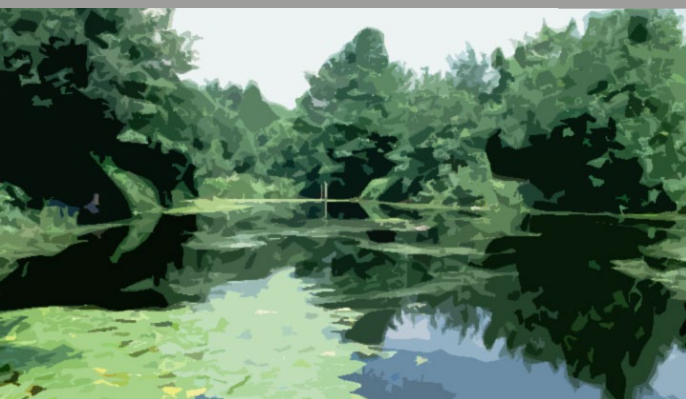




# Bury Local Plan

## Topic Paper 2: Housing

March 2025



# Contents

1. Introduction .....	2
2. Background .....	3
3. Context .....	3
National planning policy and guidance .....	4
Planning Policy for Traveller Sites .....	9
Housing: Optional Technical Standards .....	10
Greater Manchester Strategy 2021-2031 .....	10
Places for Everyone .....	11
Bury's 'Let's Do It!' Strategy .....	15
Bury Housing Strategy .....	15
Greater Manchester Age-friendly strategy (2024-2034) .....	16
4. Local Profile .....	17
Housing Requirement .....	17
Housing Completions .....	18
Housing Delivery Test .....	19
Housing Land Supply .....	20
Brownfield Land Register .....	26
Five Year Supply .....	26
Housing Mix .....	28
Affordable Housing .....	29
Housing for Older People .....	32
Housing for people with disabilities .....	34
Homes for Looked After Children and Care Leavers .....	36
Self-build and custom housebuilding .....	38
Housing Needs for Gypsies, Travellers and Travelling Showpeople .....	41
Houses in Multiple Occupation .....	42
5. Summary of Key Issues .....	45

# 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
  - Green Belt
  - Water and flood risk
  - Air quality, pollution and hazards
- 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 policy, 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)<sup>1</sup> 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 is supported by separate policy documents related to waste<sup>2</sup> and traveller sites<sup>3</sup> as well as more detailed information in Planning Practice Guidance<sup>4</sup>.
- 3.7. 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 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.
- 3.8. 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

---

<sup>1</sup> [National Planning Policy Framework](#)

<sup>2</sup> [National Planning Policy for Waste](#)

<sup>3</sup> [Planning policy for traveller sites](#)

<sup>4</sup> [Planning Practice Guidance](#)



overall aim should be to meet an area's identified housing need, including with **an appropriate mix of housing types** for the local community.

- 3.9. 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.
- 3.10. 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.
- 3.11. Where a need for **affordable housing** is identified, planning policies should specify the type of affordable housing required (including the minimum proportion of Social Rent homes 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.
- 3.12. 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.
- 3.13. Where major development involving the provision of housing is proposed, 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).

- 3.14. The NPPF 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.
- 3.15. 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.
- 3.16. 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.
- 3.17. The NPPF also states that local planning authorities should:
- a) 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, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved;
  - b) See opportunities, through policies and decisions, to support small sites to come forward for community-led development for housing and self-build and custom-build housing;
  - c) Use tools such as area-wide design assessments, permission in principle and Local Development Orders to help bring small and medium sized sites forward;
  - d) Support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes; and

- e) Work with developers to encourage the sub-division of large sites where this could help to speed up the delivery of homes.
- 3.18. 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**.
- 3.19. 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. In doing so, they should:
- a) Consider the opportunities presented by existing or planned investment in infrastructure, the area's economic potential and the scope for net environmental gains;
  - b) Ensure that their size and location will support a sustainable community, with sufficient access to services and employment opportunities within the development itself (without expecting an unrealistic level of self-containment), or in larger towns to which there is good access;
  - c) Set clear expectations for the quality of the development and how this can be maintained (such as by following Garden City principles), and ensure that a variety of well-designed and beautiful homes to meet the needs of different groups in the community will be provided;
  - d) Make a realistic assessment of likely rates of delivery, given the lead-in times for large scale sites, and identify opportunities for supporting rapid implementation (such as through joint ventures or locally-led development corporations); and
  - e) Consider whether it is appropriate to establish Green Belt around or adjoining new development of significant size.
- 3.20. 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.
- 3.21. 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 requirement<sup>5</sup> 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.

3.22. 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:

- 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;
- 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;
- 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.

3.23. 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,

---

<sup>5</sup> 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)

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).

- 3.24. Local planning authorities are under a **duty to cooperate** with each other, and with other prescribed bodies, on strategic matters that cross administrative boundaries, and should prepare or maintain one or more **statements of common ground** documenting the cross-boundary matters being addressed and progress in cooperating to address these.

## 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 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.
  - 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 England<sup>6</sup>. 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 how these would be applied through planning policy<sup>7</sup>. 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.”<sup>8</sup>

## Greater Manchester Strategy 2021-2031

- 3.29. The Strategy<sup>9</sup> is Greater Manchester’s plan for all communities, neighbourhoods, towns and cities which make up the city-region. It is a plan for recovery and renewal following the pandemic.
- 3.30. The Strategy aims to achieve the shared vision of 'Good Lives for All: that Greater Manchester is a great place to grow up, get on and grow old; a great place to invest, do business, visit and study' and how this will be achieved.
- 3.31. The Strategy builds on the work undertaken by the Greater Manchester Strategy - Our People, Our Place (2017), by ensuring that all the people in Greater Manchester have access to safe, decent and affordable transport,

---

<sup>6</sup> [Housing standards review consultation - GOV.UK](#)

<sup>7</sup> [Written statements - Written questions, answers and statements - UK Parliament](#)

<sup>8</sup> [Housing: optional technical standards - GOV.UK](#)

<sup>9</sup> <https://aboutgreatermanchester.com/the-greater-manchester-strategy-2021-2031/>

accelerate plans towards carbon neutrality, creation of greener homes and communities and better jobs and skills.

3.32. The Strategy focuses on three key themes of:

- A greener Greater Manchester – focusing on tackling climate change and working toward our carbon neutral aim;
- A fairer Greater Manchester – addressing inequality and levelling-up, from access to good jobs, to transport, health and housing.
- A more prosperous Greater Manchester – delivering economic growth which is more equitable and socially responsible, bringing opportunities and prosperity to all.

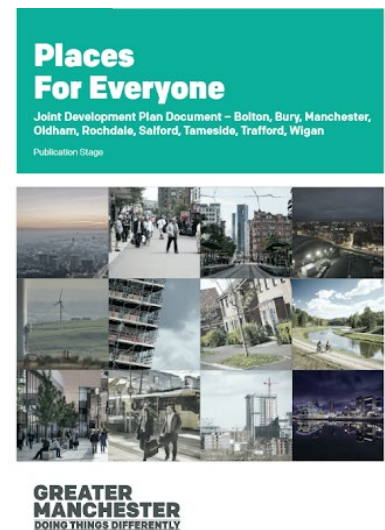
## Places for Everyone

3.33. 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.

3.34. 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.

3.35. 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.

3.36. 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 9 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 9 districts as a whole (although it is important to note that each district will be monitored individually against their own targets):



*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

- 3.37. 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.
- 3.38. 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).
- 3.39. 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.
- 3.40. 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).
- 3.41. 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.
- 3.42. 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.
- 3.43. 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.
- 3.44. 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
- 3.45. 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:

<b>Location (use highest density that applies when a site falls within more than one location)</b>	<b>Minimum net residential density (dwellings per hectare): Within the location</b>	<b>Minimum net residential density (dwellings per hectare): Within 400 metres</b>	<b>Minimum net residential density (dwellings per hectare): Within 800 metres</b>
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			

- 3.46. 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.
- 3.47. 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



- 3.48. Bury's Let's Do It Strategy is a ten-year vision and strategy for the Borough. It seeks to build upon a shared sense of local pride and act as a call to arms for progressing the local vision of achieving *'faster economic growth than the national average, with lower than national average levels of deprivation'*.
- 3.49. It is a single strategy for the council, police, health, other public services, the voluntary, community and faith sector and business communities and some of its key aims are to:
- Develop every township in the borough to be better and stronger than before the Covid-19 pandemic;
  - Tackle the causes of inequality and ensure that our children have a better start in life, with access to improved education and broader horizons;
  - Help every adult to have the opportunity to be their very best through access to high quality, local work and to help our older residents stay connected and independent;
  - Support local businesses as they seek to recover and thrive; and
  - Deliver net zero emissions and a cleaner environment for all.
- 3.50. 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

- 3.51. 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.

## Greater Manchester Age-friendly strategy (2024-2034)

- 3.52. 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.
- 3.53. 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.
- 3.54. 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.
- 3.55. 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 2042, the Bury Local Plan will need to identify a sufficient supply of sites to accommodate an average of 452 homes per year from 2039-2042 and **a total of 9,034 homes**.

*Table 2: Bury Housing Requirement*

District	Annual average 2022-2042	2022-2025 (annual)	2025-2030 (annual)	2030-2039 (annual)	2039-2042 (annual)	2022-2042
Bury	452 (average)	246	452	520	452	9,034

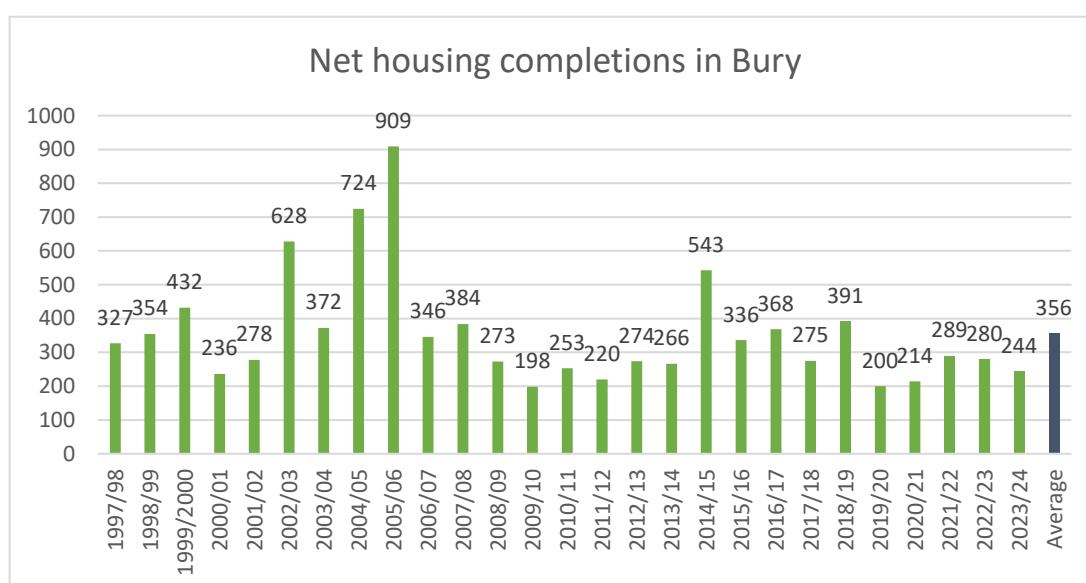
- 4.3. In December 2024 the standard method set out in national planning practice guidance for calculating local housing need was revised. However, the NPPF 2024 transitional arrangements set out in paragraph 234c apply to the Bury Local Plan, because it is a plan which includes policies to deliver the 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 2021). The new Local Housing Need calculated using the new Standard Method is therefore not applicable to the Bury Local Plan.
- 4.4. The local housing need for Bury calculated using the new standard method is set out below for information only, although as stated above, this figure is not applicable to Bury Local Plan:

Step	Calculation	Result
Step 1: Setting the baseline – 0.8% of existing housing stock for the area	Dwelling stock x 0.8% = 85,193 x 0.8% (Based on dwelling stock 2023)	681.5
Step 2: An adjustment to take account of affordability	$\left( \frac{\text{five year average affordability ratio} - 5}{5} \right) \times 0.95 + 1$ $\left( \frac{7.30 - 5}{5} \right) \times 0.95 + 1$ (Based on average affordability 2019-2023)	1.437
Minimum annual local housing need figure	Housing stock baseline x adjustment factor 681.5 x 1.437	<b>979</b>

## Housing Completions

- 4.5. 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 2023/24.

Figure 1: Net housing completions



- 4.6. The completions in Figure 1 show that there has been a net gain of 9,614 units over the last 27 years (since the adoption of the Bury Unitary Development Plan), equating to an average annual completion rate of 356 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 245 over the past 5 years, or 314 over the past 10 years.
- 4.7. The plan period for Places for Everyone starts in 2022, and from 2022-2024 there have been 524 net completions.

## Housing Delivery Test

- 4.8. 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.
- 4.9. The latest published HDT result for Bury is for 2023 and is set out in Table 6 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%

- 4.10. As a result of the 2023 HDT result, the presumption in favour of sustainable development currently applies.
- 4.11. Although the 2024 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%

- 4.12. The results indicate that following publication of the 2024 HDT results, the presumption in favour of sustainable development will no longer apply to

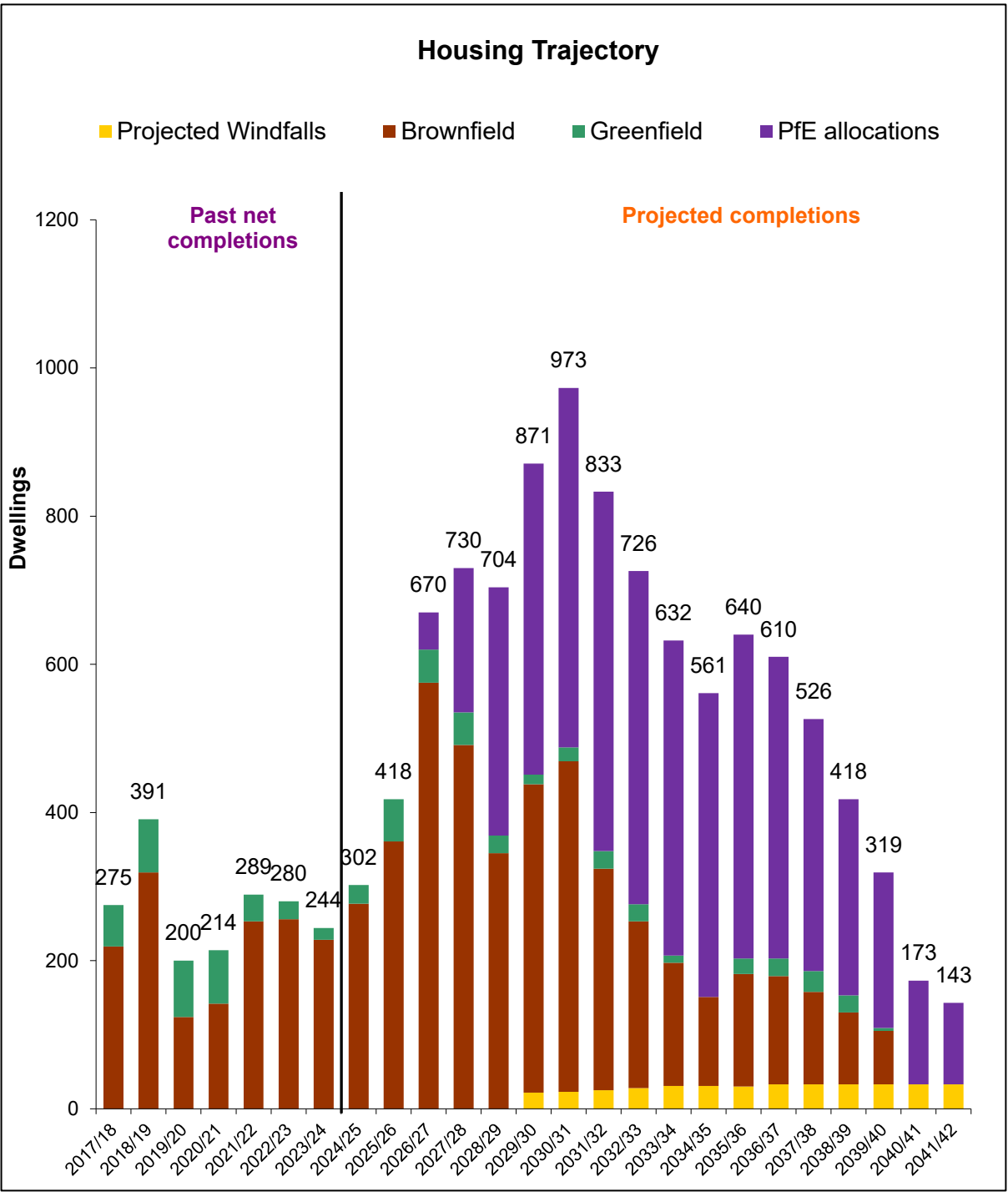


Bury (subject to being able to demonstrate a 5 year supply with an appropriate buffer).

## Housing Land Supply

- 4.13. 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 2024). This identifies sufficient land to accommodate 10,249 homes from 2024 to 2042. This is illustrated in the trajectory below:

Figure 2: Housing Trajectory

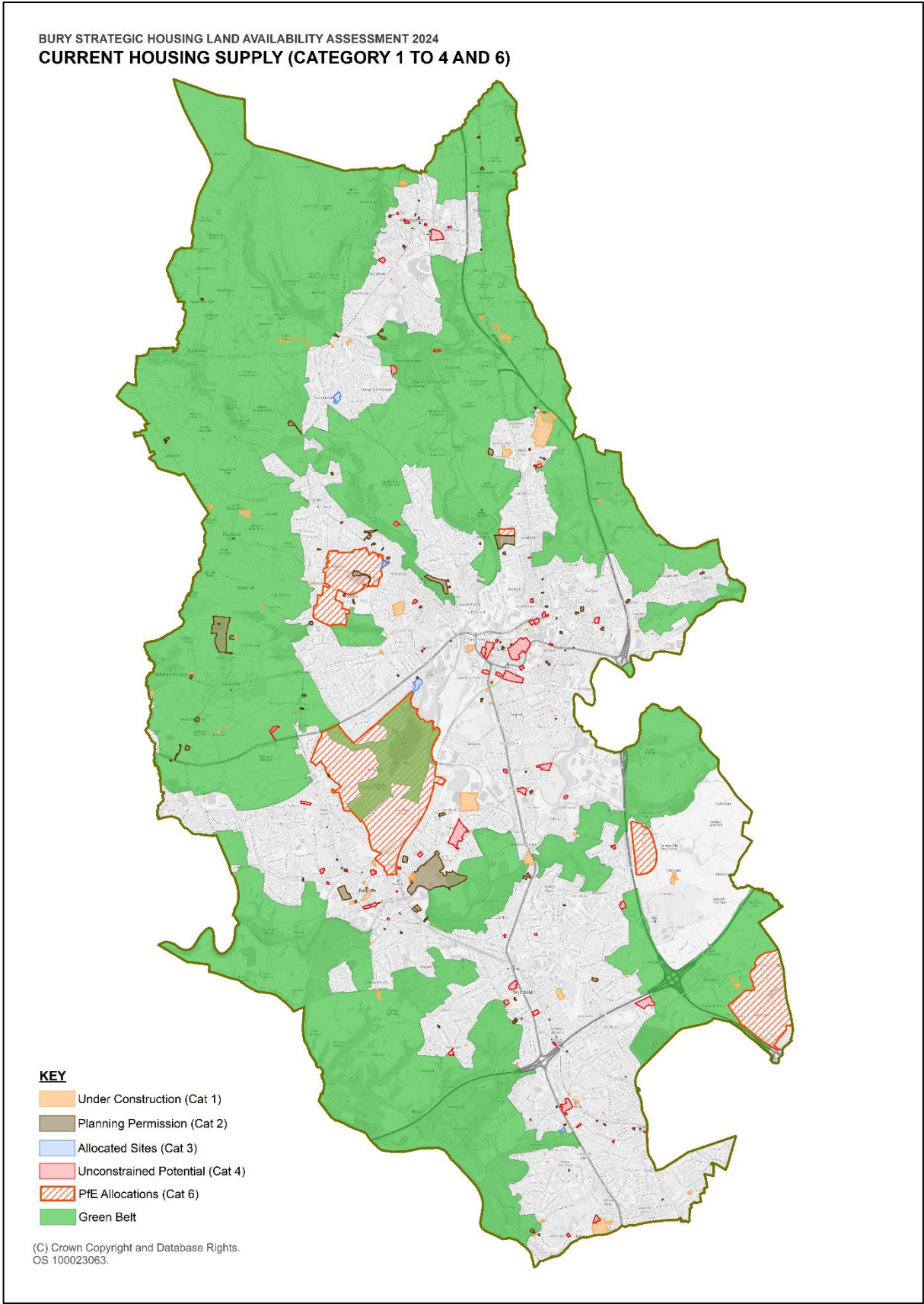


- 4.14. The plan period for the Local Plan runs from 2022-2042. Homes delivered from 2022 to 2024 therefore contribute to meeting the housing requirement over the plan period. An assessment of the housing land supply against the housing requirement is set out below:

Housing supply / requirement	Number of dwellings
Housing completions 2022-2024	524
Housing land supply 2024-2042	10,249
Total housing supply 2022-2042 (Past completions plus future supply)	10,773
Housing requirement 2022-2042	9,034
Flexibility (Supply minus requirement)	1,739
Flexibility (%)	19.2%

- 4.15. 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.
- 4.16. Figure 3 below shows the location of the sites included within the Borough's housing land supply, based on the 2024 Strategic Housing Land Availability Assessment.

Figure 3: Current housing land supply (SHLAA 2024)



- 4.17. 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 5: Housing Land Supply Planning Status*

Category	Number of sites	Capacity 2024-2042
1 – Under construction	71	936
2 – Planning permission	124	980
3 – UDP Allocation	4	75
4 – Unconstrained	64	2,706
6 – PfE Allocation *	5	5,164
Windfalls	Unknown	388
TOTAL	268	10,249

\* Excludes units already granted planning permission. A further 1,190 units are expected to come forward after 2042, with a total capacity on PfE Allocations of 6,354 (excluding dwellings at Seedfield already granted planning permission).

- 4.18. The figures illustrate that the PfE Allocations account for 50% of the total housing land supply over the plan period. 9% of the supply is on sites under construction, 10% is on sites with planning permission, 1% is on sites allocated through the UDP and 26% is on unconstrained sites. The windfall allowance accounts for the remaining 4% of the supply.
- 4.19. The SHLAA sites can also be considered by capacity:

*Table 6: Housing Land Supply site capacity*

Site area	Number of sites	Capacity 2024-2042
Net loss or no net gain	21	-4
1 dwelling	88	88
2 – 5 dwellings	58	175
6 – 10 dwellings	32	248
11 – 25 dwellings	24	405
26 – 50 dwellings	19	652
51 – 100 dwellings	12	800
101 – 250 dwellings	8	1,290
251 – 500 dwellings	2	597
501 – 1,000 dwellings	1	700
More than 1,000 dwellings	3	4,910

Site area	Number of sites	Capacity 2024-2042
TOTAL	268	9,861 (+ 388 windfalls)

4.20. 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).

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

*Table 7: Housing land supply site size*

Site area	Number of sites	Capacity 2024-2042
0.1 hectares or less	125	340
0.1 – 0.25 hectares	55	307
0.25 – 0.5 hectares	39	833
0.5 – 1 hectares	18	423
1 – 2 hectares	16	856
2.5 – 5 hectares	5	389
5 – 10 hectares	4	1,006
More than 10 hectares	6	5,707
TOTAL	268	9,861 (+ 388 windfalls)

4.22. 19% of the total identified land supply (i.e. excluding windfalls) is on sites of one hectare or less, and 58% of the overall supply is on large sites of more than 10 hectares.

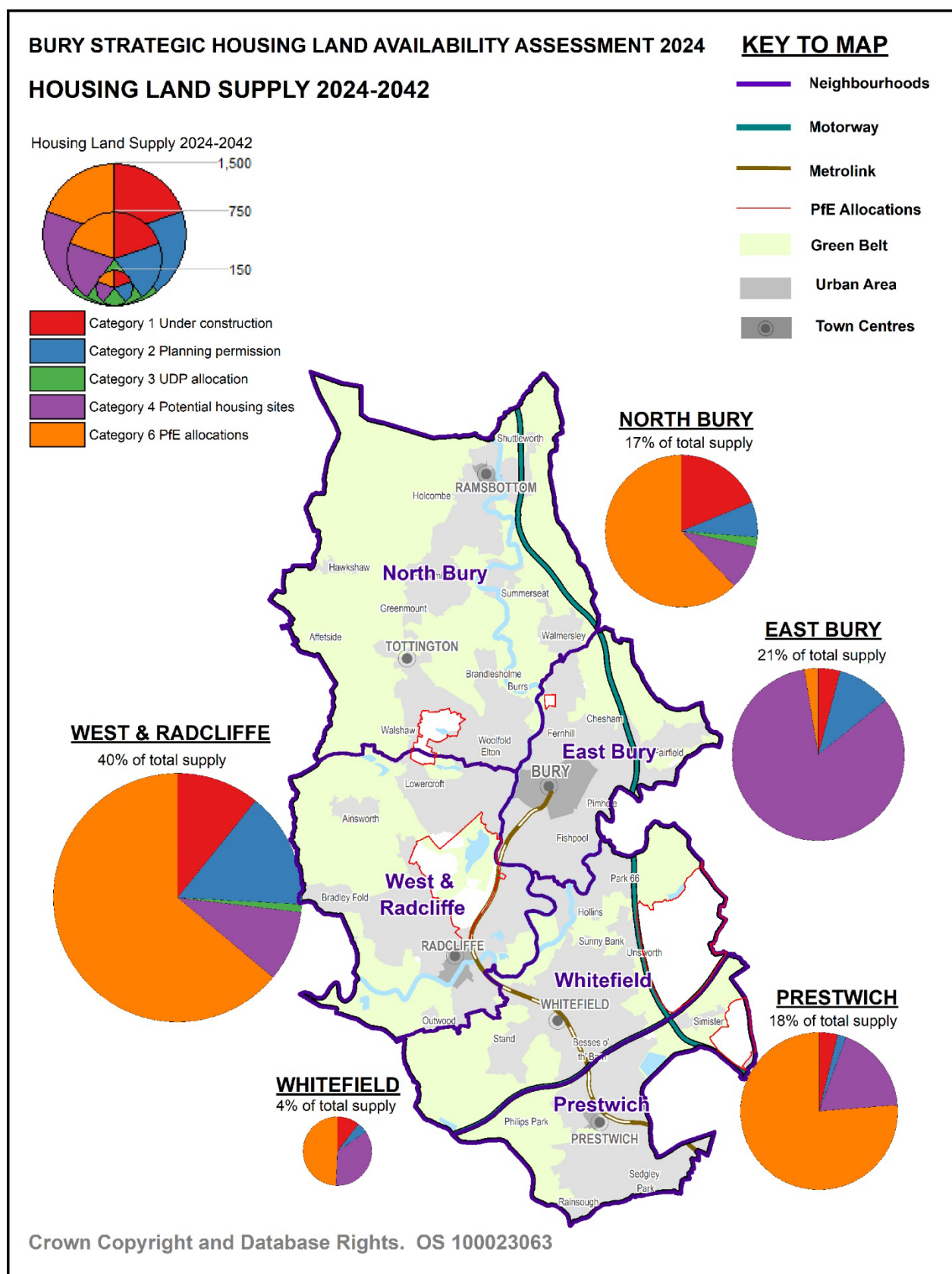
4.23. NPPF paragraph 73 expects local planning authorities to identify land to accommodate at least 10% of the housing requirement on sites no larger than one hectare. In total there are 237 small sites of 1 hectare or less in the supply, with a total capacity of 1,903 dwellings. The housing requirement for 2024-2042 is 8,542 dwellings, therefore this equates to 23% of the housing requirement.

4.24. 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.

4.25. This illustrates that 40% of the supply is in the West and Radcliffe neighbourhood. Just over 75% 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





- 4.26. The SHLAA housing land supply includes an allowance for 388 units to come forward over the plan period on small sites. This figure is based on evidence of based 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

- 4.27. 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 sites with permission for conversion of change of use above existing premises, and 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.
- 4.28. As of December 2024 (based on the 2024 SHLAA) there are a total of 64 available sites on Part 1 of Bury's brownfield land register. A summary is set out below:

*Table 8: Brownfield Land Register summary*

	Site count	Min. net dwellings	Site area
Permissioned	21	701	32.3
Not permissioned	43	2,315	30.4
Total	64	3,016	62.7

## Five Year Supply

- 4.29. 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.

- 4.30. The housing target for 2024-2029 is as set out below:

*Table 9: Five year supply housing requirement*

	Annual PfE requirement	Total requirement	Total requirement (including past over-supply allowance)
2024-2025	246	246	246
2025-2029	452	1,808	1,808
2024-2029	N/A	2,054	2,054
Past over / under delivery	-	-	-21
20% buffer		411	407
Total 5YS requirement		2,465	2,440
Annual 5YS requirement		493	488

- 4.31. Applying a 20% buffer to the five year requirement increases the total five year target to 2,465 dwellings, utilising the adopted Places for Everyone housing requirement. Accounting for the over and under supply in 2022 - 2024 would reduce this to 2,440 dwellings.
- 4.32. 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 10: Five year supply*

	Total requirement	Total requirement (including past over supply allowance)
<b>Total requirement over 5 years including 20% buffer</b>	2,465	2,440
<b>Annual 5YS requirement including buffer</b>	493	488
<b>Supply 2024-2029</b>	2,824	2,824
<b>Years Supply<sup>10</sup></b>	5.7 years supply	5.8 years supply

- 4.33. 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 2024 Strategic Housing Land Availability Assessment.

<sup>10</sup> Five year supply divided by annual 5YS requirement.

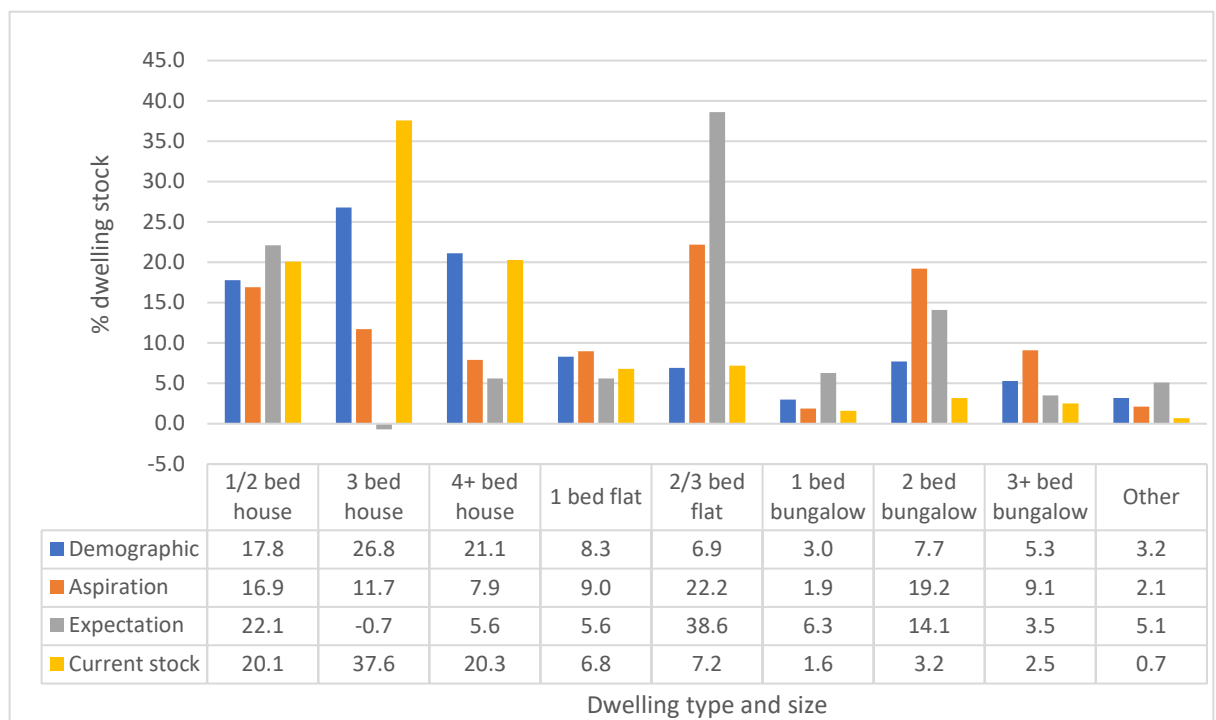
## Housing Mix

4.34. Bury's Housing Need and Demand Assessment (HNDA) 2020 establishes an overall dwelling type, size and tenure mix for the Borough. The analysis considers three scenarios:

- A baseline demographic scenario which assumes the relationship between households and the dwellings they occupy remains the same over the period;
- An aspirations scenario which looks at the aspirations of households by age group and household type; and
- An expectations scenario which considers what households expect to move to by age group and household type.

4.35. The results of the scenarios are then compared with the current dwelling stock profile. Under the baseline demographic scenario, delivery of an increasing proportion of bungalows of all sizes is identified. However, under the aspiration and expectation scenarios, there would also be a marked shift towards flats, which reflects the underlying demographic change which is expected to happen over the HNDA assessment period (2020-2037).

*Figure 5: Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios 2020-2037 (Source: Bury HNDA 2020)*



- 4.36. The key message from the HNDA in relation to dwelling type / mix is that there is an increased emphasis on bungalows / level access accommodation, flats, and dwellings with 2 bedrooms. An updated Housing Need and Demand Assessment is currently being prepared and will feed into the next stage of the Local Plan.

## Affordable Housing

- 4.37. The Bury Housing Needs and Demand Assessment (HNDA) (2020) was carried out by Arc4 to provide analysis of the social, economic, housing and demographic characteristics of the area. The HNDA presents 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 considers the need for affordable housing and the size, type and tenure of housing need for specific groups within the borough.
- 4.38. The evidence base for the HNDA has been prepared in accordance with the requirements of the February 2019 National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG). An update of the 2020 HN&DA is currently in process and will inform the next stage of Local Plan preparation.
- 4.39. The scale of affordable housing requirements was assessed using household survey evidence and modelling in accordance with Planning Practice Guidance (PPG). The HNDA identifies an annual net need for **448 affordable homes per year**. It is important to note that this is based on addressing past backlog over a 5-year period and assuming that no more than 25% of income is spent on rent. The imbalance reduces to 91 if no more than 30% of income is spent on rent.
- 4.40. 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 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.
- 4.41. Gross and net affordable need by sub-area and bedrooms required is summarised in Table 6 below. Overall, at borough level, the bedroom mix needed to meet the unmet need of households is that 33.4% of new

affordable dwellings should have one-bedroom, 28.3% two-bedrooms, 35.4% three-bedrooms and 2.9% four or more bedrooms.

*Table 11: Annual affordable imbalance (%)*

Number of bedrooms	Bury <sup>11</sup>	Prestwich	Radcliffe	Ramsbottom	Tottington	Whitefield	Bury MBC
One	25.9	56.0	28.1	50.1	32.7	28.5	33.4
Two	29.8	18.3	37.6	24.6	29.5	27.6	28.3
Three	41.5	20.7	34.3	17.5	29.5	43.9	35.4
Four	2.8	4.9	0.0	7.8	8.3	0.0	2.9
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Gross Need	529	174	267	81	70	112	1,233
Net Need	235	45	111	15	22	20	448

- 4.42. The affordable housing need can also be broken down by dwelling type, as set out in Table 7 below for the Borough as a whole:

*Table 12: Annual affordable housing need by dwelling size and type*

Dwelling type / size	Bury MBC
1-bed house	2.9%
2-bed house	12.0%
3-bed house	30.7%
4+ bed house	2.9%
1-bed flat	24.1%
2-bed flat	10.6%
3+ bed flat	3.0%
1-bed bungalow	3.6%
2-bed bungalow	5.7%
3+ bed bungalow	1.8%
Other	2.9%

- 4.43. The HNDA goes on to compare the current supply of affordable housing with future need. As Table 8 shows, there is a particular shortfall of 3-bedroom affordable dwellings.

*Table 13: Comparison between current supply and annual gross need*

Number of bedrooms	Current supply	Current supply %	Annual gross future need %	Variance
1-bed	4,803	39.3%	33.4%	5.9

<sup>11</sup> For the purposes of the HNDA, "Bury" refers to the housing sub-area around the town of Bury. Bury MBC is used to refer to Borough-wide figures.

Number of bedrooms	Current supply	Current supply %	Annual gross future need %	Variance
2-beds	4,387	35.9%	28.3%	7.6
3-beds	2,900	23.7%	35.4%	-11.7
4+ beds	124	1.0%	2.9%	-1.9
Total	12,224	100.0		

- 4.44. The HNDA also makes recommendations on the appropriate tenure split of affordable housing, recommending an overall target of 60% social and affordable rented housing and 40% affordable home ownership.
- 4.45. It should be noted that at the time of preparation of the 2020 HN&DA, the NPPF expected 10% of homes on major developments to be provided as affordable home ownership. The HN&DA update which is in preparation will distinguish between social rented and affordable rented tenures, as expected by the 2024 NPPF update.
- 4.46. 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	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	5 year total
<b>Social Rent</b>	<b>1</b>				<b>37</b>	<b>38</b>
Private Registered Provider HE funded					10	10
Private Registered Provider other funding	1					1
Local Authority HE funded					12	12
Local Authority other funding					3	3
Permanent Affordable Traveller Pitches					12	12
s106 nil grant						0
<b>Affordable Rent</b>	<b>1</b>	<b>11</b>	<b>99</b>	<b>34</b>	<b>16</b>	<b>161</b>
Private Registered Provider HE funded	1		99	34	16	150
Local Authority HE funded		11				11
<b>Intermediate Rent</b>					<b>13</b>	<b>13</b>
Private Registered Provider HE funded						0
s106 nil grant					13	13
<b>Shared Ownership (subtotal)</b>	<b>9</b>	<b>15</b>	<b>33</b>	<b>10</b>	<b>16</b>	<b>83</b>
Private Registered Provider HE funded		15	33	10	16	74



Type	2019-2020	2020-2021	2021-2022	2022-2023	2023-2024	5 year total
Local Authority HE funded						0
s106 nil grant	9					9
<b>Affordable Home Ownership (subtotal)</b>	<b>41</b>	<b>7</b>	<b>18</b>	<b>14</b>		<b>80</b>
Private Registered Provider HE funded						0
s106 nil grant	41	7	18	14		80
Other						0
<b>Grand Total</b>	<b>52</b>	<b>33</b>	<b>150</b>	<b>58</b>	<b>82</b>	<b>375</b>

- 4.47. Table 14 illustrates that of the 375 affordable homes delivered over the last 5 years, 102 (27%) 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.
- 4.48. 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

- 4.49. The ONS 2018-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.
- 4.50. The 2018-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+.

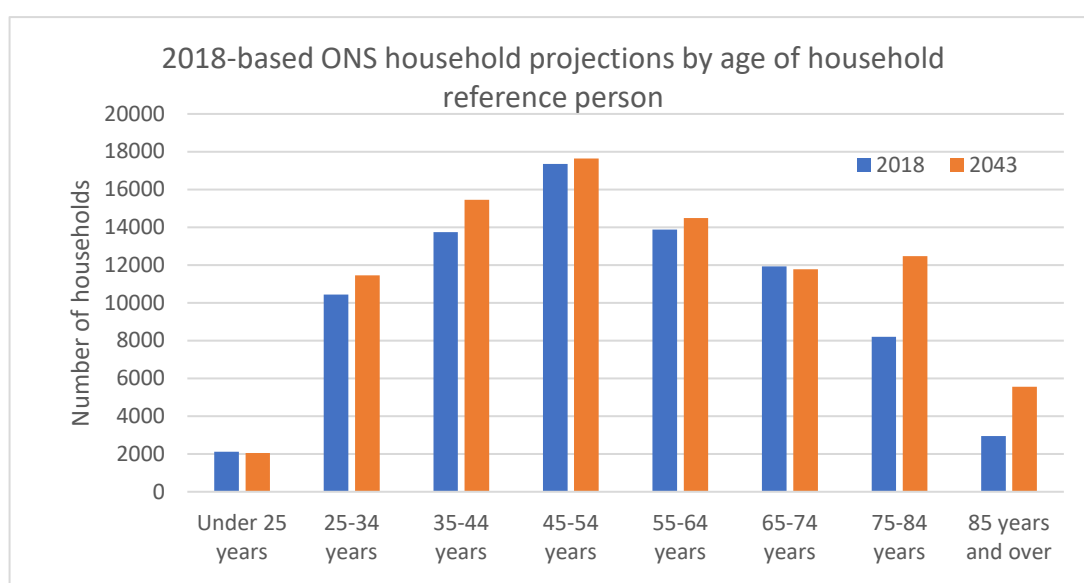
*Table 15: ONS 2018-based population projections by age group*

Age	2022	2042	Change	% change
0-17	43,897	44,310	413	0.9%
18-39	51,733	54,487	2,754	5.3%
40-64	61,822	63,594	1,772	2.9%
65-79	26,454	29,359	2,905	11.0%

Age	2022	2042	Change	% change
80+	9,511	14,578	5,066	53.3%
All ages	193,417	206,328	12,912	6.7%

- 4.51. Figure 3 illustrates the 2018-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 6: Household projections by age of household reference person*



- 4.52. The HNDA (2020) household survey data found that the majority of older people aged 65 and over (70.7%) wanted to continue to live in their current homes with help and support when needed. 14.9% were planning to move in the next five years. Information from the household survey reveals a need to build smaller dwellings, particularly flats for older people in the general market and specialist older persons housing provision.
- 4.53. Across the borough, the HNDA identified that there were around 3,041 units of specialist older persons accommodation. It estimated that an additional 578 units of specialist older person (planning use class C3) and 518 units of residential care (use class C2) will be required by 2037; 1,096 in total. The HN&DA does not specify the precise nature of specialist older person dwellings to be built. This is to allow flexibility in delivery and PPG states that 'any single development may contain a range of different types of specialist housing'.
- 4.54. The Council's [Housing for Adults with Additional Needs Market Position Statement 2021-2025](#) brings together information, data and evidence about the local market so current and prospective adult social care providers

understand the local context, what is likely to change and where opportunities might arise in the future. 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.

- 4.55. The market position statement estimates a net need for housing and accommodation for older people from 2021 to 2035 (some of which will have since been met) for:
- Housing for older people (retirement housing for sale and contemporary 'sheltered housing' for rent): The estimated housing for older people net need to 2035 is c.880 beds/units of which c.440 for social/affordable rent and c.440 for sale.
  - Housing with care (extra care housing): The estimated housing with care net need to 2035 is c.330 beds/units of which c.165 for rent and c.165 for sale.
  - Residential care. The estimated residential care net need to 2035 is c.65 bedspaces.
  - Nursing care: The estimated nursing care net need to 2035 is c.280 bedspaces.
- 4.56. 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.

## Housing for people with disabilities

- 4.57. Regarding housing for people with a health or disability related need, the HNDA 2020 household survey indicates that 25.2% of all residents have an illness or disability. This compares with 19.1% residents having bad/very bad health reported in the 2011 Census. Around 7.6% of households live in dwellings that have either been purpose-built or adapted for someone with an illness or disability. There is expected to be an increase of around 403 dwellings needing major adaptation across all households to 2030.
- 4.58. Given the ageing population of the borough and the identified levels of disability amongst the population, the HNDA recommends that a minimum of 2.7% of new dwellings are built to wheelchair accessible M4(3) standard and all remaining dwellings are built to M4(2) accessible and adaptable standard.

- 4.59. 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.
- 4.60. This acknowledged that accessible and adaptable dwellings that would be built under optional requirement M4(2) can meet the needs of some wheelchair users, given that it requires new dwellings to make reasonable provision for most people to access the dwelling and incorporate features that make it potentially suitable for a wide range of occupants, including some wheelchair users. However not all of the needs of wheelchair users will be met through requirement M4(2).
- 4.61. Although a requirement for some dwellings being built to the M4(3) standard would potentially be justifiable, the financial costs of meeting the standard is high. In 2013 these costs were estimated to be as follows:
- Wheelchair adaptable dwellings: £7,607 to £10,568 per dwelling depending on dwelling type and size
  - Wheelchair accessible dwellings: £7,764 to £23,052 per dwelling depending on dwelling type and size.
- 4.62. If only a small number of homes are built to M4(3) standards then there is no guarantee that they would be available for the households who require them. In addition any requirement for wheelchair accessible homes would be limited to only those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling given the wording of the PPG (i.e. social housing developments by registered providers).
- 4.63. Given the above, the approach taken in the PfE has been to maximise adaptability across the whole stock of new dwellings by requiring all dwellings to be built to the M4(2) standard, with no specific requirement set for the provision of M4(3) dwellings. The issue of whether to introduce a specific requirement for wheelchair user dwellings will be kept under review and it may be appropriate to introduce such a requirement in a future review of the plan, depending on the evidence.
- 4.64. The Council's [Housing for Adults with Additional Needs Market Position Statement 2021-2025](#) provides evidence of the future needs for adults with additional needs.
- 4.65. The market position statement estimates the housing and supported accommodated net need for adults with a mental health need from 2021 (some of which will have since been met) as follows:

- There is an estimated net need of c.185 beds/units of housing and supported accommodation for people with a mental health support need living in Bury, to 2025. Of this net need of c.185 beds/units, c.95 is expected to be for mainstream housing, and c.90 is expected to be for supported housing.
  - There is an estimated net need of c.370 beds/units of housing and supported accommodation for people with a mental health support need living in Bury, to 2030. Of this net need of c.370 beds/units, c.185 is expected to be for mainstream housing and c.185 is expected to be for supported housing.
- 4.66. The following needs for housing and supported accommodation for adults with a learning disability / autism have been identified:
- There is an estimated net need of c.50 beds/units of housing and supported accommodation for people with a learning disability / autism living in Bury, to 2025. Of this net need of c.50 beds/units, c.10 is expected to be for Shared Lives accommodation housing, and c.40 is expected to be for supported housing.
  - There is an estimated net need of c.105 beds/units of housing and supported accommodation for people with a learning disability / autism living in Bury, to 2030. Of this net need of c.105 beds/units, c.25 is expected to be for Shared Lives accommodation housing, and c.80 is expected to be for supported housing.
- 4.67. It is important to note that the Council is currently progressing the delivery of a number of units of supported accommodation, through delivery on Council owned brownfield sites, commissioning and working with Registered Providers. The Local Plan is not the sole means of meeting these needs.

## Homes for Looked After Children and Care Leavers

- 4.68. 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 child or young person who is 'looked after' will have been taken into the care of the council through a court order or with the voluntary agreement of their parent(s). 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.

- 4.69. “Care leavers” are young people aged 16 to 21 and up to the age of 24 if they are in full time education who have spent time looked after by the local authority as a child or young person. To be a care leaver, a young person must have been cared for by the local authority for at least 13 weeks continuously or in total since the age of 14 and at least one day following their 16th birthday. They may have lived in foster care, residential care or with family and friend carers. The care may have been formalised through a legal order such as a Care Order or through a voluntary arrangement under s20 The Children Act 1989.
- 4.70. 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’.
- 4.71. 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.
- 4.72. 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.
- 4.73. 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.



- 4.74. A “Housing need assessment and housing plan for care leavers” is currently in preparation for Bury and will focus on the needs for different types of accommodation amongst children in care and care leavers now and in the future, what the Council will need to do to ensure sufficiency of these housing options for care leavers and the associated accommodation and housing ‘pathway’.

## Self-build and custom housebuilding

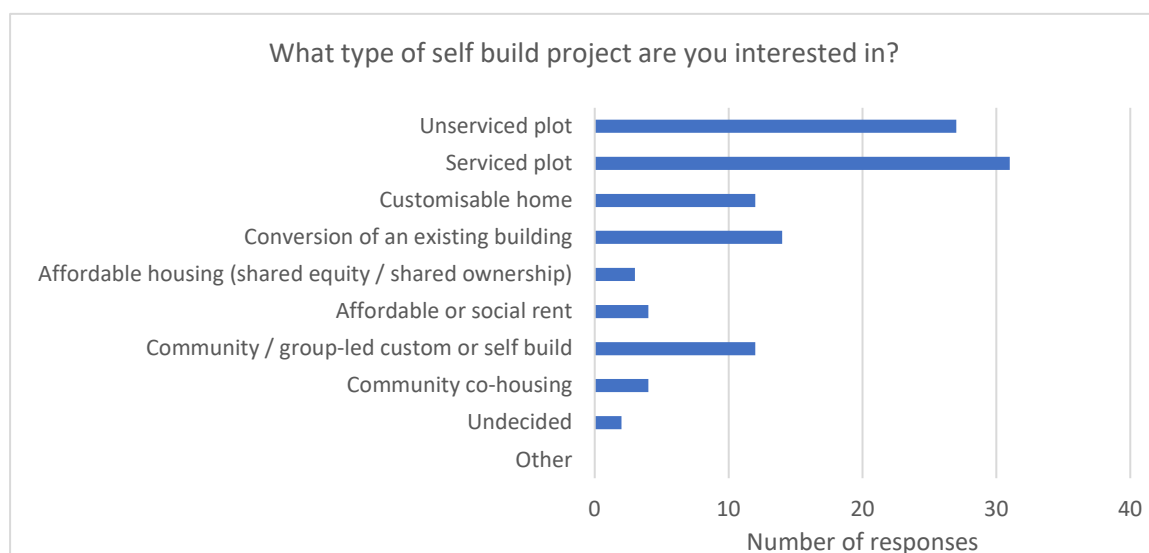
- 4.75. The Self-build and Custom Housebuilding Act requires the Council to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in Bury in order to build houses for those individuals to occupy as homes. The register can offer information on 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.
- 4.76. As of 30 October 2024, Bury had 206 entries in the self-build register, of which 203 are individuals and 3 are associations seeking a single plot site.
- 4.77. The entries were added to the register in the following base periods:

Base period	Individual	Association	Total entries
BP1: 1 April 2016 – 30 October 2016	7	0	7
BP2: 31 October 2016 – 30 October 2017	30	0	30
BP3: 31 October 2017 – 30 October 2018	28	1	29
BP4: 31 October 2018 – 30 October 2019	32	0	32
BP5: 31 October 2019 – 30 October 2020	24	0	24
BP6: 31 October 2020 – 30 October 2021	39	0	39
BP7: 31 October 2021 – 30 October 2022	20	1	21
BP8: 31 October 2022 – 30 October 2023	14	0	14
BP9: 31 October 2023 – 30 October 2024	9	1	10
TOTAL	203	3	206

- 4.78. 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 entries continue to be included in the number of registrations above.
- 4.79. 33 people responded to the request for additional information about their requirements. This identified the following:

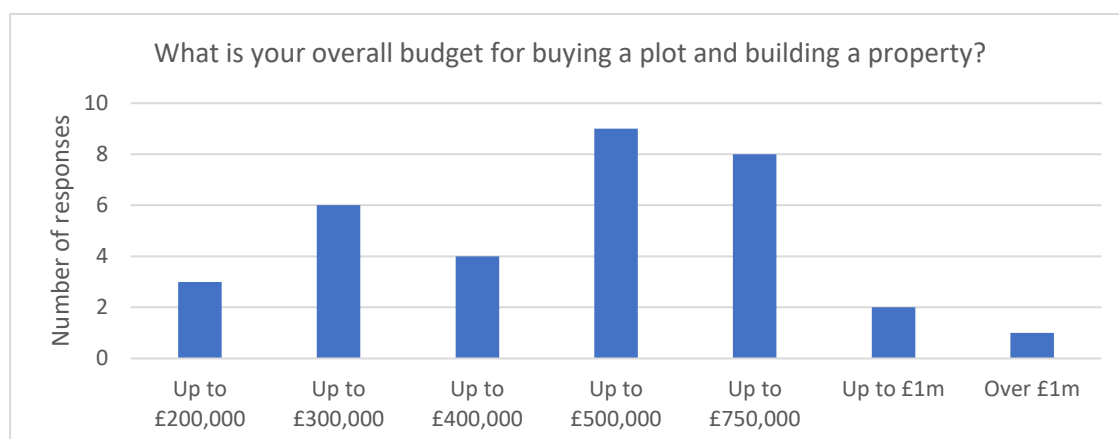
- Most were very interested and expected to be in a position to start their custom or self-build home within the next 12 months.
- Respondents would consider purchasing a self-build plot across all parts of the Borough, although interest was lowest in Radcliffe.
- The majority of respondents wanted to 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 in (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 7: 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 8: 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.

- 4.80. Under 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.
- 4.81. 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.
- 4.82. 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.
- 4.83. The table below 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:

Table 16: 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

Base period	Number of permissions	Number of plots
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
<b>TOTAL</b>	<b>104</b>	<b>113</b>

- 4.84. Sufficient permissions have been granted to meet the demand arising up to the end of Base Period 4, and part of Base Period 5. 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 will aid the Council in identifying plots. The current analysis is likely to 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.

## Housing Needs for Gypsies, Travellers and Travelling Showpeople

- 4.85. 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.
- 4.86. 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 17: Need for Gypsy and Traveller Pitches*

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

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

- 4.87. 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.

- 4.88. As set out in the 2024 GTAA, the needs of Travelling Showpeople are presented in the 2018 GTAA and this remains appropriate evidence for the preparation of local plans.
- 4.89. There is currently one Travelling Showpersons site providing ten authorised plots within Bury, and the GTAA identifies a need for an additional **4 plots** over the period to 2035/36. The GTAA assumes that each one acre would support 10 plots, therefore to accommodate 4 plots a site of circa 0.4 acres (0.16 hectares) would be required. The Showmens Guild has also published model standards with respect to the layout of new sites used by showpeople.
- 4.90. A call for sites has been carried out but no sites have been put forward for Gypsy and Traveller or Travelling Showpersons provision. In view of this and the low levels of need, a criteria based approach will be used to help identify sites for accommodation for travelling communities as well as to assess planning applications on sites that are not specifically identified for that purpose.
- 4.91. The 2024 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.
- 4.92. 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.

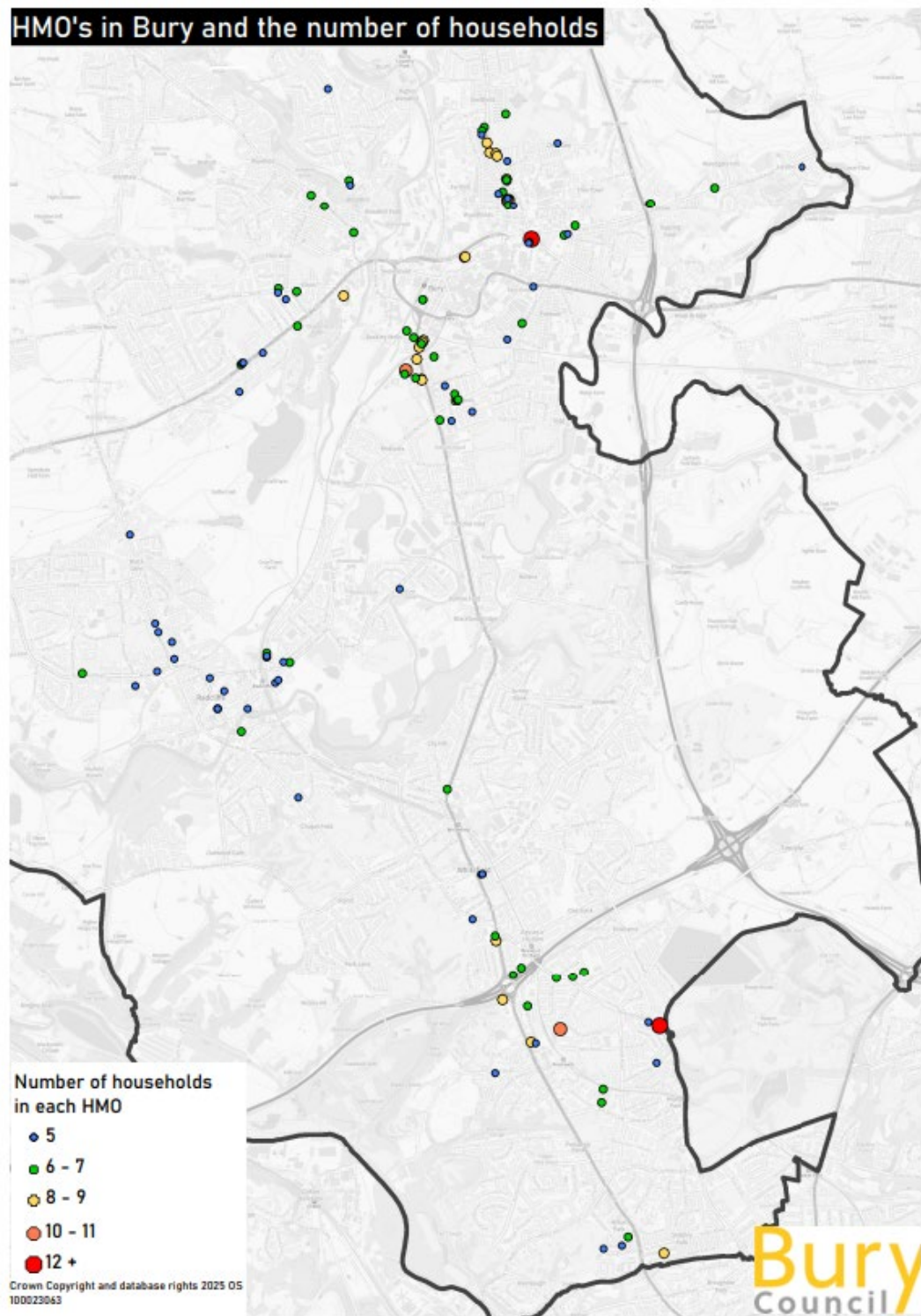
## Houses in Multiple Occupation

- 4.93. HMOs can provide a cost-effective form of accommodation and contribute to meeting housing needs. The council's housing strategy recognises a role for HMOs as they play an important part in the housing market, particularly for people who have limited housing choices or are looking for short stay accommodation, such as migrant workers or young professionals. However such uses require careful control to ensure they do not compromise the residential amenity of the neighbourhood or the amenity of individual dwellings.

- 4.94. Houses in Multiple Occupation (HMO) within the private sector housing market are expected to be managed professionally by the landlords who own them. The Council operates a mandatory licensing scheme in Bury, meaning only larger HMOs require a license to operate within our borough. By definition, a large HMO is one that houses 5 or more occupiers, forming 2 or more households sharing an amenity such as a kitchen or bathroom. Licenses are granted for a maximum period of 5 years. The license includes minimum room sizes and requirements for landlords to provide adequate bins and waste storage. Further details of licensing requirements are available at [Houses in Multiple Occupation licence - Bury Council](#).
- 4.95. There are currently 130 licensed HMOs in the Borough, with the ability to accommodate around 800 households. Figure 3 below shows the location of licensed HMOs in the Borough, with clear concentrations to the north and south of Bury town centre. There are no licensed HMOs in the north of the Borough in Ramsbottom.



Figure 9: Locations of Licensed HMOs



- 4.96. Planning permission is only required for HMOs where they will be occupied by more than 6 persons, therefore those that house 5 or 6 occupiers, would require a license, but not planning permission. Small HMOs housing 3 or 4 people do not require a license or planning permission, however the landlords of these properties are legally required to ensure certain standards are met.

- 4.97. It is important to note that HMOs may not always require planning permission for conversion from a single dwelling, because they may be subject to permitted development rights, or the proposed use may be judged not to be materially different from the existing use. If there is evidence that such changes of use are having a significant negative impact on the character of residential neighbourhoods then the Council has the ability to introduce an Article 4 Direction covering part, or all, of the Borough to remove the relevant permitted development rights.

## 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 448 affordable homes per year (based on meeting past shortfall within 5 years), with a need for 60% affordable and social rented and 40% affordable home ownership. 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 is likely to change substantially in the short term. 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