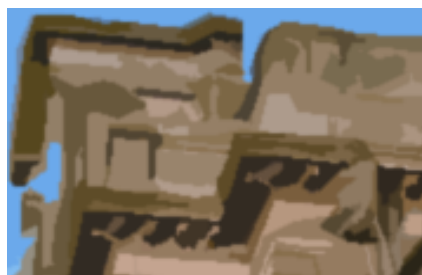
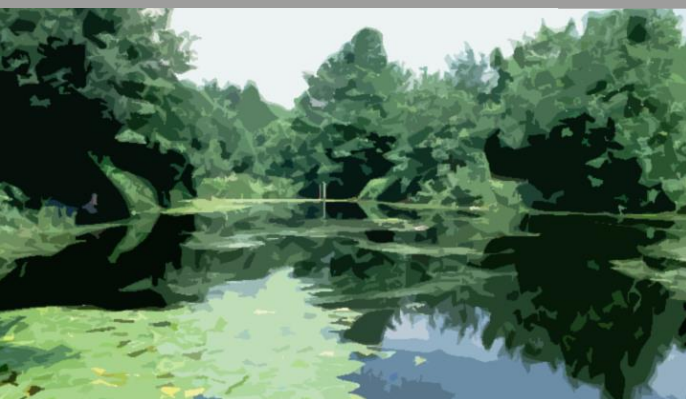




# Bury Local Plan

## Topic Paper 6: Communities

March 2025



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# 1. Introduction

- 1.1. This Topic Paper is one of a series that has been prepared as part of the process of evidence gathering to support Bury's emerging Local Plan. It sits alongside a range of other Topic Papers covering the following:
- Climate change and carbon reduction
  - Housing
  - Centres
  - Tourism and culture
  - 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. Social infrastructure covers a range of services and facilities that meet local needs and contribute towards a good quality of life. Social infrastructure includes health provision, education and community facilities.
- 2.2. Social infrastructure plays an important role in developing strong and inclusive communities. It can provide opportunities to bring different groups of people together, contributing to social integration and the desirability of a place.
- 2.3. The NPPF states that planning policies and decisions should consider and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.
- 2.4. It also states that it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning

authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education.

- 2.5. Policies should also plan positively for the provision and use of community facilities to enhance the sustainability of communities and residential environments and guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

## 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 Health and Wellbeing 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.

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

- 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. Chapter 8 promotes healthy and safe communities, and states that 'planning policies and decisions should achieve healthy, inclusive and safe places which':
- promote social interaction
  - are safe and accessible
  - enable/support healthy lifestyles (e.g. through the provision of green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts to encourage walking and cycling).
- 3.9. This chapter also states that to deliver social, recreational and cultural facilities and services for the community, planning policies and decisions should:

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

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

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

- plan positively for the provision and use of shared spaces, community facilities and other local services to enhance the sustainability of communities and residential environments;
  - take into account and support the delivery of local strategies to improve health, social and cultural wellbeing for all sections of the community;
  - guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
  - ensure that established shops, facilities and services are able to develop and modernize, and are retained for the benefit of the community; and
  - ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.
- 3.10. Paragraph 99 sets out that it is important that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:
- give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and
  - work with school promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted.
- 3.11. To ensure faster delivery of other public service infrastructure such as further education colleges, hospitals and criminal justice accommodation, local planning authorities should also work proactively and positively with promoters, delivery partners and statutory bodies to plan for required facilities and resolve key planning issues before applications are submitted.
- 3.12. Chapter 9 promotes sustainable transport, and it is acknowledged that it can have a positive impact on air quality and public health. The section on 'making effective use of land' covers appropriate densities and the importance of securing well-designed, attractive and healthy places.
- 3.13. Planning practice guidance<sup>5</sup> sets out that the design and use of the built and natural environments, including green infrastructure are major determinants of health and wellbeing. Planning and health need to be considered together in two ways: in terms of creating environments that support and encourage healthy lifestyles, and in terms of identifying and securing the facilities needed for primary, secondary and tertiary care, and the wider health and

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<sup>5</sup> <https://www.gov.uk/guidance/health-and-wellbeing>

care system (taking into account the changing needs of the population) (Paragraph: 001 Reference ID:53-001-20190722).

- 3.14. It defines that a healthy place is one which supports and promotes healthy behaviours and environments and a reduction in health inequalities for people of all ages. It will provide the community with opportunities to improve their physical and mental health, and support community engagement and wellbeing (Paragraph: 003 Reference ID:53-003-20191101).
- 3.15. In terms of hot food takeaways, the guidance states that local planning authorities can have a role by supporting opportunities for communities to access a wide range of healthier food production and consumption choices. Planning policies and supplementary planning documents can, where justified, seek to limit the proliferation of particular uses where evidence demonstrates this is appropriate (and where such uses require planning permission) (Paragraph: 004 Reference ID:53-004-20190722). Planning policies and proposals may need to have particular regard to the following issues:
- proximity to locations where children and young people congregate such as schools, community centres and playgrounds;
  - evidence indicating high levels of obesity, deprivation, health inequalities and general poor health in specific locations;
  - over-concentration of certain uses within a specified area;
  - odours and noise impact;
  - traffic impact; and
  - refuse and litter.
- 3.16. In terms of education and school places, the guidance sets out that plans should seek to meet the development needs of their area, including community facilities such as schools. They should, at the most appropriate level, allocate sufficient suitable land for schools to meet the need anticipated over the plan period, taking into account needs that may cross local authority boundaries. Plan-makers will need to work with local authorities with education responsibilities and developers to coordinate the phasing and delivery of housing growth with the delivery of new school places to ensure that sufficient school capacity is available at the right time (Paragraph: 008 Reference ID:53-008-20190722).
- 3.17. Precise site allocation policies provide clarity and certainty by identifying the total amount of land required for education use. Master planning of large developments with multiple developers can help to inform decisions about the appropriate scale and siting of new or expanded schools.

## Securing Developer Contributions for Education (Department for Education)

- 3.18. The Department for Education (DfE) oversees children's services and education in England. Local Authorities are responsible for making sure there are enough school places available in their area. The DfE provides Basic Need capital grant funding which support local authorities in meeting this statutory duty.
- 3.19. In August 2023, DfE published guidance entitled 'Securing developer contributions for education'<sup>6</sup>. This document acknowledges that housing development should mitigate its impact on infrastructure relating to education. The guidance recommends that developer contributions should be sought for a range of school places, where need arises. This includes places for early years, primary, secondary and those with special educational needs and disabilities (SEND).
- 3.20. At the same time, the DfE also published its guidance on 'Estimating Pupil Yield from Housing Development'. This sets out the recommended approach to calculating pupil yield from housing development for the purpose of securing developer contributions.
- 3.21. Alongside this, the Pupil Yield Dashboard<sup>7</sup> was also published. This data comprises all developments in England that have 10 or more dwelling that were started and completed between 2008 and 2022. From this data, pupil yield figures have been provided at each local authority level. This guidance recommends that these figures can act as baseline pupil yield factors which local authorities can choose to adopt, supplement and update over time. Alternatively, local authorities can produce bespoke pupil yield evidence.

## Sport England Active Design (Creating Active Environments through Planning and Design)

- 3.22. Active Design<sup>8</sup> aims to encourage and promote sport and physical activity through the design and layout of our build environment to support a step change towards healthier and more active lifestyles. The design of the places and spaces in which we live, work and play can have a significant impact on how physically active we are — either encouraging people to be more active, or by designing out the need or ability to be active.

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<sup>6</sup> <https://www.gov.uk/government/publications/delivering-schools-to-support-housing-growth>

<sup>7</sup> <https://explore-education-statistics.service.gov.uk/find-statistics/pupil-yield-from-housing-developments/2022>

<sup>8</sup> [Active Design | Sport England](#)

- 3.23. Active Design aims to create places and spaces which encourage people to move more, with more opportunities for everyone to increase their activity levels and lead healthier lives. It can provide people with choices in how they get active, to ensure activity is enjoyable and to make it easier for people to incorporate activity into their daily lives.

## Health and Social Care Act (2012)

- 3.24. Under the Health and Social Care Act (2012) it became a statutory responsibility of councils and clinical commissioning groups (CCGs) to jointly produce a Joint Strategic Needs Assessment (JSNA) of the health and wellbeing needs of their local area. A JSNA is the means by which local leaders work together to understand and agree on the needs of all local people. It informs the joint health and wellbeing strategy setting out their priorities for collective action. Responsibility for the JSNA rests with the Health and Wellbeing Board.

## The Health and Wellbeing Board

- 3.25. Health and Wellbeing Boards are statutory forums where political, clinical, professional and community leaders from across the care and health system come together to improve the health and wellbeing of their local population and reduce health inequalities.

## Places for Everyone

- 3.26. 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 in March 2024.
- 3.27. 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.
- 3.28. 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.
- 3.29. The most relevant policies relations to Communities include:
- **Policy JP-P1 Sustainable Places** – which sets out that all development, where appropriate, should be socially inclusive, well-connected to other places, particularly by public transport and digital infrastructure enabling

everyone to take advantage of the employment, cultural and leisure opportunities, incorporate high quality and well managed green infrastructure with opportunities for recreation and outdoor play; and be well-served by local shops, services and amenities, including education and health facilities;

- **Policy JP-P3 Cultural Facilities** – which sets out that PfE will proactively develop and support cultural businesses and attractions in our cities and towns through a range of measures including, protecting existing heritage, cultural and community venues, facilities and uses and supporting new cultural venues in town centres and places with good public transport connectivity;
- **Policy JP-P5 Education, Skills and Knowledge** – which sets out that significant enhancements in education, skills and knowledge to benefit existing and new residents will be promoted, including by, enabling the delivery of new and improved accessible facilities for all ages, such as early years, schools, further and higher education, and adult training to ensure our workforce is ready to benefit from new employment opportunities and ensuring the delivery of sufficient school places to respond to the demands from new housing, such as through requiring housing developments to make a financial contribution to the provision of additional school places and/or set aside land for a new school, proportionate to the additional demand that they would generate;
- **Policy JP-P6 Health** – which sets out that new development will be required, as far as practicable, to: maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development; support healthy lifestyles, including through the use of active design principles; and be supported by a Health Impact Assessment. It also states that, where appropriate, the provision of new or improved health facilities be provided as part of new developments (that would significantly increase demand) proportionate to the additional demand that they would generate;
- **Policy JP-P7 Sport and Recreation** – which sets out that a network of high quality and accessible sports and recreation facilities will be protected and enhanced, including by: creating a public realm that provides opportunities for play; setting out more detailed recreational standards and standards for provision for designated play areas in district local plans; requiring new development to provide new and/or improved existing facilities commensurate with the demand they would generate; and locating and designing recreation facilities so that they are accessible to housing; and
- **Policy JP-C1 An Integrated Network** – which sets out that the plan will support the delivery of a pattern of development that minimises both the need to travel and the distance travelled by unsustainable modes to jobs,

housing and other key services and increases the proportion of trips that can be made by active travel. Several other policies within the 'Connected' chapter also support accessibility.

## Greater Manchester Strategy 2021-2031

- 3.30. 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.
- 3.31. 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.
- 3.32. 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, accelerate plans towards carbon neutrality, creation of greener homes and communities and better jobs and skills.
- 3.33. 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.
- 3.34. Supporting and enabling communities is central to achieving the aims of the Strategy.

## Greater Manchester Moving in Action 2021-2031

- 3.35. The document<sup>10</sup> sets out Greater Manchester's shared ambition to achieve a major increase in the number of people engaged in physical activity, in line with Sport England's Strategy 'Towards an Active Nation'. To achieve this Greater Manchester will adopt system-wide changes to address health inequalities and build the resilience of local communities.

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

<sup>10</sup> <https://www.gmmoving.co.uk/about/our-strategy/>

- 3.36. It notes that the increasing physical activity is key to fostering social inclusion, contributing to the Covid-19 recovery, reducing health and economic inequalities, and contributing to environmental sustainability. It states that the design and layout of places across Greater Manchester play a vital role in how active people are. In the future, planners, urban designers, developers, transport planners, housing associations and health professionals will help to design and create environments which help people get more active, more often.
- 3.37. The strategy sets out five commitments for GM between 2021-2031, one of which is Active Places. The priorities for Active Places are:
- Create the conditions within a place to enable active lives for all, involving local people, growing local assets and addressing spatial inequities.
  - Work together in place for active homes, active schools, workplaces, community centres, services, anchor institutions and neighbourhoods.
  - Embed good active design principles and best practice into policy, practice and governance, designing active travel and active living into the built and natural environment.

## Greater Manchester Transport Strategy 2040: Streets for All Strategy

- 3.38. Greater Manchester has adopted a new Streets for All approach<sup>11</sup> which will help to support the ambition for half of all journeys to be made by public transport or by walking, wheeling and cycling. The Streets for All approach will apply to everything we do on our streets. Streets for All places a strong emphasis on reducing traffic and road danger and on improving the environment for pedestrians, cyclists and public transport users.
- 3.39. This people-centred approach to street planning, design and network management is needed to level up the transport network, support growth and productivity and enable us to meet our decarbonisation targets. The Streets for All vision is ‘to ensure that our streets are welcoming, green, and safe spaces for all people, enabling more travel by walking, cycling and using public transport while creating thriving places that support local communities and businesses.’
- 3.40. The new Streets for All approach puts pedestrians at the top of a ‘hierarchy of road users’, those who could do the greatest harm, such as drivers, will have a greater level of responsibility to ensure they reduce the danger they can pose to people walking, wheeling or cycling.

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<sup>11</sup> <https://tfgm.com/strategy/streets-for-all>

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

- 3.41. Bury's Let's Do It Strategy<sup>12</sup> 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'*.
- 3.42. 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.
- 3.43. 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.

## Let's Get Bury Moving Framework (2025)

- 3.44. LET'S Get Bury Moving<sup>13</sup>, is the Council's renewed framework designed to ignite a passion for physical activity and well-being within the Borough. The vision set out within the Let's Get Bury Moving Strategy is to inspire and empower every resident of Bury to embrace an active lifestyle. The prevalence of sedentary behaviour, coupled with the adverse effects of a lack of physical activity, poses significant challenges to public health. 1 in 4 adults in Bury experience inactivity and over half of the children in the Borough are not active enough.
- 3.45. Priority Actions for policy making to incorporate physical activity and sport include:

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<sup>12</sup> <https://www.bury.gov.uk/my-neighbourhood/lets-do-it-strategy>

<sup>13</sup> <https://theburydirectory.co.uk/lets-get-bury-moving>

- Developing a Healthy Place Supplementary Planning Document and
- Incorporating physical activity and sport into relevant policies across the Borough

## Bury Council Wellness Strategy 2022

- 3.46. The Council has identified that a whole innovative approach is required to transform (or pivot) its traditional leisure services through a completely new strategy and approach to the provision of Wellness services in Bury and a five-year development plan<sup>14</sup>. It is a strategy and a movement that will put individual wellness and improved health outcomes at the centre, focuses on every township, with accelerated pace in Radcliffe and East Bury.

## Bury's Joint Strategic Needs Assessment (JSNA)

- 3.47. The JSNA<sup>15</sup> is an assessment of current and future health needs of the local community and has been brought together by partners across Team Bury. The JSNA:
- Provides a shared understanding of the needs of our local communities for health and care;
  - Looks at the health of the population focusing on behavioural risk factors including smoking, diet and exercise;
  - Helps to identify commissioning priorities to improve health and wellbeing priorities and reduce health inequalities;
  - Examines wider determinants of health such as income, education and housing that are now recognised to have a greater influence on health than health care, behaviours or genetics;
  - Provides evidence on the effectiveness of various health and care interventions; and
  - Documents current provision of services and identifies gaps in health and care services to highlight unmet needs.

<sup>14</sup> Bury Council Wellness Strategy. (2024).

<sup>15</sup> <https://theburydirectory.co.uk/jsna>

## Bury Locality Plan

- 3.48. The Bury Integrated Care Partnership - developed a Locality Plan in 2021 and updated it in January 2023<sup>16</sup>. The Locality Plan describes the strategic ambition for the operation and improvement of the health and care system in Bury, and for improved population health and reducing health inequalities.
- 3.49. The Locality Plan builds on a period of transformation and improvement in the operation of the health and care system in Bury since 2021. Progress has been built on high quality partnership working and a shared ambition for better outcomes for our residents. However, there is still more to do.
- 3.50. The Locality Plan describes an ambition for the further reform of our health and care system and for the improved health of all people of Bury. It describes the approach to service delivery with a relentless focus on prevention and early intervention, and with neighbourhood team working at the heart of it.
- 3.51. The high-level priorities for Bury for 2025/2026 as set out in the latest Locality Plan include:
- Population health, Primary Care and the neighbourhoods – delivering the Bury GP strategy, sustainable model of primary care, primary and secondary prevention with particular focus on CVD and Diabetes.
  - Neighbourhood model - Embedding and significantly maturing the model connected to GM live well proposition, across all age including family hubs.
  - Urgent and Emergency Care – demand management, service shaping and connectivity of out of hospital services.
  - Planned care, community services and major conditions – demand management and prevention.
  - Mental health and emotional wellbeing – including prevention, crisis resolution and provider flow issues, and ensuring no remaining gaps in service portfolio compared to other localities in GM.
  - Strengthening community based diagnostic capacity including new opportunities for community-based provision in a town centre.
  - Children and Young People – The first 1001 days and the NHS contribution to improvement of SEND arrangements in Bury.
  - Palliative and End of Life Care – developing new service models to support people to die in their normal place of residence.

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<sup>16</sup> <https://buryintegratedcare.org.uk/what-we-do/>

- Adult Social Care - continued transformation and alignment.
- Enablers - finance, workforce, digital and estates.

## Bury Food Strategy 2020-2025

- 3.52. The Bury Food Strategy<sup>17</sup> and Good Food Charter aims to unite with the national and regional approaches to transforming the food system and tailor these to suit our local population, with a focus on collaboration to improve our food environment. The impact of poor diet on health is well known and understood. However, a poor diet also has wide reaching consequences beyond poor health, for example, on children's educational outcomes, on productivity, on the local economy and on the environment and biodiversity, with food waste accounting for almost one third of global emissions.
- 3.53. The strategy recognises that the built environment in which we live and work influences the choices we make around food. The density of fast-food takeaways in Bury is very high, at 127.3 per 100,000 residents. Taking into account that there are an average of 96 hot food takeaways in England per 100,000 population, the number of hot food takeaways in Bury is an issue.
- 3.54. The Strategy identified that in Bury childhood obesity is a significant challenge, and mirrors trends seen nationally. Almost 1 in 10 reception-age children are obese, and this doubles to almost 1 in 5 children classified as obese by the time they reach year 6. The proportion of adults in Bury classified as either being overweight or obese is also very high, with 2 in 3 adults meeting that definition. In addition, the Strategy also found a positive correlation between deprivation and the number of takeaways in Bury, with more deprived areas having more takeaways than less deprived areas.
- 3.55. As a result, the Action Plan for 2020-2025 sets an aim to promote healthier food environments, through several deliverable actions, including limiting the number of takeaways in the borough.

## Supplementary Planning Document 17: Developer Contributions for Education (2024)

- 3.56. This Supplementary Planning Document (SPD) sets out the Council's approach to seeking developer contributions towards education<sup>18</sup>. It supplements PfE Policy JP-P5: Education, Skills and Knowledge and provides the context and guidance on the provision of education places for

<sup>17</sup> <https://theburydirectory.co.uk/services/bury-food-strategy>

<sup>18</sup> <https://www.bury.gov.uk/planning-building-control/policy-and-projects/planning-policy/supplementary-planning-advice>

children and young people, including those with Special Educational Needs and Disabilities.

## Bury Local Transport Strategy

- 3.57. The Bury Local Transport Strategy<sup>19</sup> is a strategic plan for the development of transport within the Borough, outlining how transport will contribute to and support the longer-term aspirations of the Borough.
- 3.58. The Local Transport Strategy sets out an ambitious vision that “By 2040, the Borough’s Townships will be connected to each other, to Greater Manchester and beyond by an affordable, safe, reliable and well-maintained low carbon transport system. It will be easy to get around by public transport, on foot and by bike. Walking and cycling will be the first choice for short journeys for those who are able to walk and cycle. Investment in transport will help to grow the economy, reduce deprivation and improve the health and well-being of residents”.
- 3.59. This vision aligns with the Borough’s Let’s Do It Strategy, with Greater Manchester’s ambitious plan to deliver the Bee Network, an integrated network composed of bus, tram, cycling and walking routes, by 2030, and with the ambitions set out in the Greater Manchester 2040 Transport Strategy (GM2040)<sup>20</sup> for half of all trips to be made by public transport, walking, wheeling, or cycling by 2040.

## 4. Local Profile

### Health Inequalities

- 4.1. Bury’s population has increased by 4.7% from 185,100 in 2011 to 193,800 in 2021. This is lower than the overall increase for Greater Manchester (6.9%), the Northwest (5.2%) and England (6.6%) over the same period. Nearby areas such as Salford and Manchester have seen their populations increase by around 15.4% and 9.7%, respectively, while others such as Blackburn with Darwen saw an increase of 5.0% and Rossendale saw smaller growth (4.1%).
- 4.2. In 2021, Bury ranked 97th for total population out of 309 local authority areas in England, which is a fall of one place in a decade. Bury was the 10th most densely populated of the North West’s 39 Local Authority Areas in 2021<sup>21</sup>.

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<sup>19</sup> <https://www.bury.gov.uk/roads-travel-and-parking/bury-local-transport-strategy>

<sup>20</sup> <https://tfgm.com/2040-transport-strategy>

<sup>21</sup> <https://blog.ons.gov.uk/>

The Borough's population is projected to increase to 198,241 by 2030 and to 202,568 by 2037, an overall increase of 5.6%<sup>22</sup>.

- 4.3. The Index of Multiple Deprivation ranked Bury 114th most deprived in 2010, 128th most deprived in 2015, and 110th most deprived out of 317 authorities in 2019. Overall, Bury is the 8th most deprived of the 10 GM districts. These changes mean that the Borough has become slightly more deprived since 2015. East and Moorside are the most deprived wards in Borough and North Manor and Tottington are the least deprived wards.
- 4.4. Health is a cross-cutting topic and as such many topic areas explored in this Topic Paper influence health either directly or indirectly. In the 2021 Census, 46.9% of the population of Bury identified themselves as being in very good health and 5.8% in bad health or very bad health. This is below the national average for very good health and above the national average for bad or very bad health. Regionally, it is above the average for very good health and below the average for bad or very bad health.
- 4.5. Approximately 8.5% of people in Bury are disabled under the Equality Act where their day-to-day activities are limited. This number decreased from the 2011 Census where it was 10.1% and is below the regional average (9.1%) but above the national average (7.5%)
- 4.6. There is a need to improve the life expectancy of Bury's residents which is currently below the national average and there is inequality in life expectancy between the most and least deprived areas of the Borough. Bury's life expectancy is 78.7 for males and 81 for females, which is broadly in line with the North West averages (78.3 and 81.9) but slightly lower than the England averages (79.6 and 83.2)<sup>23</sup>.
- 4.7. In addition, unhealthy behaviours and the presence of multiply long-term conditions are overrepresented among Bury's most disadvantaged communities. In 2019/20, 63% of adults were overweight or obese. This is an increase of 4% when compared with 2018/19. Bury does have lower levels of overweight and obesity than the North West average (66.5%)<sup>24</sup>.
- 4.8. In addition, there are issues with child health within Bury– including higher than average levels of obesity for Reception and year 6 age children<sup>25</sup>. Improved access to high quality open spaces can lead to increased participation in sport and physical activity.

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<sup>22</sup> <https://www.bury.gov.uk/housing/bury-housing-strategy?page=92231040-a226-4930-876c-b13b9129a45b#:~:text=The%20borough%27s%20population%20is%20projected,increase%20of%205.6%20per cent%20residents.>

<sup>23</sup> Public Health England, 2019

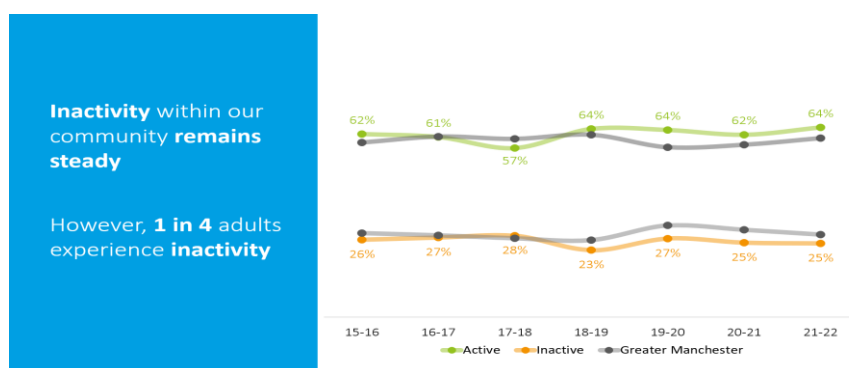
<sup>24</sup> <https://theburydirectory.co.uk/physical-activity>

<sup>25</sup> <https://theburydirectory.co.uk/school-aged-children>

- 4.9. Bury also has an ageing population. There are many benefits of older adults engaging in physical activity, including lower risk of developing a long-term health condition, reduced risk of mental illness/ cognitive decline, help maintain ability to carry out the tasks of daily life, reduced risk of falls, improved mood and self-esteem and fostering social interaction and countering loneliness<sup>26</sup>. As such there is a need to support older people in terms of staying active, as such access to open space provision plays an important role in enabling this.
- 4.10. Action on health inequalities requires action across all the social determinants of health. By addressing deprivation and creating health-promoting environments through appropriate design, we can improve the health and wellbeing of people living within them and subsequently reduce health inequalities.

## Physical Activity

- 4.11. The promotion of new developments which prioritise walking, cycling and public transport has been a long-standing objective of planning policy in the interest of improving air quality and quality of life. However, the major public health crisis of obesity has brought this issue to the fore as it is now recognised that the built environment is one of many complex factors that can influence behaviour and whether or not people are obese or overweight.
- 4.12. Active travel aims to ensure good design and layout principles are followed to facilitate improved access to services and amenities, thereby encouraging physical activity.
- 4.13. Physical inactivity is the fourth leading cause of premature deaths in the UK, causing one in six deaths and contributing to poor rates of healthy life expectancy. In Bury, more than one in four adults are classed as inactive, doing less than 30 minutes of physical activity a week and 18% <sup>27</sup>of adults do not activity at all.

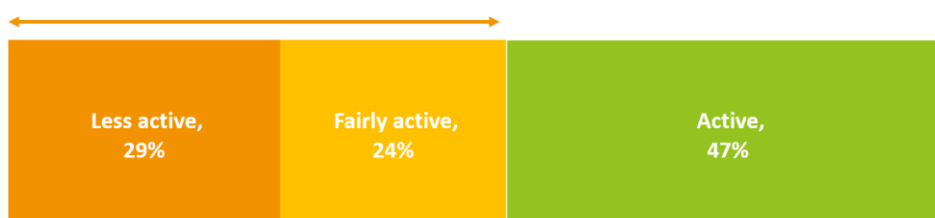


<sup>26</sup> <https://theburydirectory.co.uk/ageing-well>

<sup>27</sup> Sport England Active Lives Survey 21-22 (16+)

- 4.14. A similar percentage of young people are not meeting Chief Medical Officer guidelines for physical activity with over half of our children not being active enough<sup>28</sup>. In addition, too many young people in the Borough are not undertaking active travel to school with 63% of secondary and 41% of primary pupils travelling to school by car or van<sup>29</sup>.

**Over half** of our children (53%)  
are not active enough



- 4.15. Overreliance on car travel, particularly for short journeys, is a main contributor to physical inactivity which is linked to long term conditions such as heart disease and cancer, the biggest causes of premature death. The impact of over-reliance on private cars has huge and damaging impacts on the lives of people who live and work in Bury as well as those who visit<sup>30</sup>.
- 4.16. It is estimated that physical inactivity in our Borough costs of £4.5 million each year. Being physically activity provides a great opportunity to help make Bury a better place to live and work and transport plays an important role in connecting our neighbourhoods and town centres, providing sustainable and active forms of travel.
- 4.17. Bury Moving, the Physical Activity Strategy for Bury has a vision to increase the number of people (of all ages) walking, cycling and moving more in Bury, which contributes towards the Bury Moving Vision of getting 75% of the Bury population moving more by 2025 and supports climate targets for improving air quality and reducing CO2 emissions produced by traffic & travel in Bury<sup>31</sup>.
- 4.18. To assist in this process, it is important that new development and wider place-making is designed in a way that encourages walking, wheeling and cycling and that the Borough's network of walking, wheeling and cycling infrastructure is maintained and improved. For example, ensuring that new development makes provision for convenient, safe and secure cycle parking can be key in seeking to increase cycle use and reduce dependence on private motor vehicles.

<sup>28</sup> Sport England active Lives, Children and Young People Survey 20 00-22

<sup>29</sup> <https://theburydirectory.co.uk/lets-get-bury-moving>

<sup>30</sup> <https://www.bury.gov.uk/roads-travel-and-parking/bury-local-transport-strategy>

<sup>31</sup> <https://theburydirectory.co.uk/lets-get-bury-moving>

- 4.19. National planning policy recognises that the pattern of development needs to make it easy for people to enjoy healthy lifestyles. A balance of uses, high quality public space and clear and legible pedestrian routes are required to encourage continual and safe active use on foot and by cycle. Furthermore, guidance from the Town and Country Planning Association which aims to reunite the planning and health agendas calls for Local Plans to consider in a consistent manner how health issues, such as tackling obesity, or promoting greater physical activity, can be incorporated<sup>32</sup>.

## Healthy Eating

- 4.20. Our local surroundings have a large impact on us, and we live in an environment that can inadvertently encourage unhealthy behaviours – eating more and exercising less. Factors affecting our choices can include access to active travel and availability of green spaces, as well as access to affordable fresh food and the density of fast-food outlets.
- 4.21. Fast food outlets represent a popular, cheap convenient service. They provide an important complementary use in our main and local centres; can attract trade and provide local jobs. Nevertheless, it is also recognised that hot many of our streets can become saturated with fast food outlets, selling food such as chips, burgers, kebabs, fried chicken and pizza. The sheer density of these outlets may make it easier for us to consume too much, too often – and the fact that most outlets have no or limited nutrition information in store can make informed choices difficult.
- 4.22. In seeking to tackle obesity, reducing easy access to calorie-dense food is an important aim. Whilst modifying the environment to ensure less reliance on the private car can help, in ensuring we all live more active lifestyles, many areas of the country, particularly those with high levels of deprivation, are often further disadvantaged by an ‘obesogenic environment’, in particular from an over-prevalence of fast-food outlets.
- 4.23. The Bury Food Strategy vision is for “Bury to be at the forefront of promoting and celebrating good food for all, through a knowledgeable, connected, supported and vibrant food culture. The food system is complex, but by understanding it and addressing potential barriers, we can make real, sustainable change leading to a positive food culture. We want to strive for and shape a fairer food system here in Bury where everyone can thrive”<sup>33</sup>.
- 4.24. The built environment in which we live, and work influences the choices we make around food. The density of fast-food takeaways in Bury is very high at 127.3 per 100,000 residents. Considering that there are an average of 96

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<sup>32</sup> <https://www.tcpa.org.uk/new-guidance-launched-to-help-local-authorities-promote-health-through-local-plans/>

<sup>33</sup> <https://theburydirectory.co.uk/services/bury-food-strategy>

hot takeaways in England per 100,000 population, the number of hot food takeaways in Bury is an issue. This type of food is typically more convenient and cheaper than healthier alternatives, and policies need to be considered on how to improve access to healthier food.

- 4.25. Health inequalities significantly affect individuals and families, through poor health outcomes and life chances. Many inequalities can be reduced by improving access to healthier, better-quality food. There is a national trend for more deprived local authorities to have a greater proportion of takeaway food outlets than less deprived local authorities. The least deprived fifth of local authorities have 20% of places to buy food that are defined as fast food outlets compared with 30% in the most deprived fifth of local authorities<sup>34</sup>. As fast-food consumption is closely linked with an increased risk of obesity, it is likely that this higher availability of fast food is a contributing factor to socio-economic health inequalities.
- 4.26. Planning is a key part of the place based whole system approach that can help improve the local environment and contribute towards addressing the drivers of obesity. The National Planning Policy Framework places a responsibility on local authorities to promote healthy and safe communities. Planning Practice Guidance has encouraged local authorities to use their planning decisions to restrict new fast-food outlets if: they are close to locations where children and young people congregate, there are high levels of obesity in the local area, there is already a high concentration of outlets<sup>35</sup>.
- 4.27. Ensuring health is an important consideration in the planning application process, such as requiring applicants to submit a Health Impact Assessments with their planning applications, is a progressive measure to help shape a healthier environment in Bury.

## Health and wellbeing in the context of the climate emergency

- 4.28. The risks from climate change, such as milder, wetter winters and hotter, drier summers, will impact everyone in Bury, but for those living in poor health the risks are exacerbated. Indeed, regardless of our achievements in relation to climate mitigation (cutting carbon emissions), climate is expected to change in the future due to historic greenhouse gas emissions that have already 'baked in' changes in the climate system.
- 4.29. The impacts of hotter summers and prolonged heat wave events for example have been shown to be particularly threatening for those with pre-existing

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<sup>34</sup> <https://foodfoundation.org.uk/publication/broken-plate-2021>

<sup>35</sup> <https://www.gov.uk/guidance/health-and-wellbeing> (Paragraph: 004 Reference ID:53-004-20190722)

health conditions such as heart and lung disease, as well as the young and the elderly. The ongoing stress that is caused by flooding events, and just the threat of flooding, can be taxing on residents' mental health and this is likely to be a particular issue for those already in poor mental health.

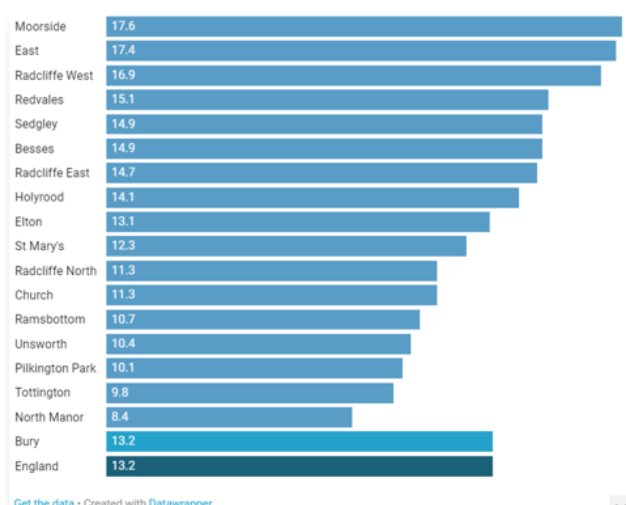
- 4.30. Climate-related risks are further compounded by the particular challenges faced by those living in high socio-economic deprivation. As was evidenced earlier in the topic paper, those living in more deprived areas in the Borough are more likely to be living with worse health and wellbeing thus potentially being at higher risk from stresses related to climate change.
- 4.31. Furthermore, those living in areas of deprivation may have fewer resources (financial and material) to adapt to changing climate, for example finding it harder to afford cooling measures to cope with high heat in the summer, or to pay for insurance that can cover damages during a flood event. There is also the issue that some may be living in poorer quality accommodation, which is ill-equipped to function in future climate.

## Housing

- 4.32. Where we live, the homes we live in, and the stability of our housing situation can have a profound impact on our health. Housing has the potential to reduce or reinforce health inequalities.
- 4.33. The relationship between housing quality and health outcomes is a complex one, poor housing conditions often co-exist with other socioeconomic circumstances which are independently associated with poor health, including the affordability of homes, the quality of homes and the role of the home as a platform for inclusion in community life.
- 4.34. Although the relationship between housing and health is difficult to assess precisely, it has been found that bad housing conditions including homelessness, temporary accommodation, overcrowding, insecurity, and housing in poor physical condition – constitute a risk to health. Poor housing, which presents certain structural or environmental hazards to inhabitants, is associated with increased risk of cardiovascular diseases, respiratory diseases and depression and anxiety.
- 4.35. Cold homes are linked to increased risk of cardiovascular, respiratory and rheumatoid diseases, as well as hypothermia and poorer mental health. The elderly have been found to be particularly likely to suffer ill health in a cold home. Bury has the same level of fuel poverty (13.2%) as England for 2020

and has the fourth lowest rate of fuel poverty when compared to its statistical neighbours<sup>36</sup>.

Modelled estimates of the proportion of households in fuel poverty (%), Proportion - %, Wards in Bury, 2020



- 4.36. Availability of suitable housing is an important social issue as living in overcrowded conditions can have impacts on both physical and mental health. Bury has a significantly better percentage of households that are overcrowded when compared to the proportion in England for 2011 (Bury 5.3%, England 8.7%)<sup>37</sup>.
- 4.37. According to the 2021 census, 66.9% of residents in Bury own their house. 14.9% of households rent from Bury Council or a housing association. This is lower proportion than the England average of 17%<sup>38</sup>. On a national basis, social tenant households live in more deprived neighbourhoods and the self-reported health and wellbeing and limiting long-term conditions of social tenants are considerably worse compared to the general population<sup>39</sup>. Social landlords can promote behaviour change to improve health and wellbeing and could work with local housing partnerships to use their tenant contact to maximise the benefits of a Making Every Contact Count approach<sup>40</sup>.
- 4.38. On a national basis the private rented sector has the highest rates of poorer housing. 17.7% of Bury households are housed in the private rented sector compared to 20% nationally. Nationally rent is nearly twice as high as the social rented sector, but it has higher levels of damp, one in five households are fuel poor and there are twice as many homes in poor condition<sup>41</sup>.

<sup>36</sup> <https://theburydirectory.co.uk/environment>

<sup>37</sup> <https://theburydirectory.co.uk/housing>

<sup>38</sup> <https://theburydirectory.co.uk/housing>

<sup>39</sup> <https://ukhsa.blog.gov.uk/2015/10/21/bringing-together-housing-and-public-health/>

<sup>40</sup> NHS Health Education England, 'Making Every Contact Count'. <http://makeeverycontactcount.co.uk/>

<sup>41</sup> Public Health England, 'Public Health Matters: bringing together housing and public health'. <https://publichealthmatters.blog.gov.uk/2015/10/21/bringing-together-housing-and-public-health/>

## Transport and Access

- 4.39. The effects of transport on health are varied and complex. Transport can impact both positively and negatively on health and are experienced differently by different groups in society.
- 4.40. Transport can:
- Provide access to employment and services
  - Provide opportunities to be physically active and
  - Contribute positively to lively communities and reduce social isolation
- 4.41. However, transport can contribute to:
- poor air quality and noise
  - road traffic collisions
  - community severance and
  - physical inactivity
- 4.42. Transport plays a key role in improving access to health services, particularly for vulnerable groups like older people. Transport can also facilitate social interactions and promote social inclusion. Transport allows access to non-healthcare activities that are beneficial for physical and mental health and for social connection and general wellbeing.
- 4.43. Mode of transport affects physical and mental health. Cars can have a positive impact on physical health when they facilitate access to healthy food suppliers, leisure/recreational activities, education and employment; however, cars are more likely to reduce physical activity and create pollution therefore having a negative impact. Active travel (walking, wheeling and cycling) and increased use of public transport reduces reliance on the car and could therefore mitigate these negative impacts.
- 4.44. Walking, wheeling and cycling are recognised as important components to reducing congestion, improving air quality and supporting better physical and mental health. Integrating walking and cycling as part of the daily routine can inspire active travel as a recreational pursuit and perhaps encourage participation in sporting endeavours. Such provision can be made as part of the same routes as those facilitating a daily routine through using appropriate signage to create named routes or routes of a particular distance, including looped routes, which may encourage park runs.
- 4.45. However, too many short trips in Greater Manchester are made by car. In Bury, 42% of all trips are under 2km and 48% of these are made by car.

Many of these short trips could be made on foot in around 20 minutes or by bike in 8 minutes<sup>42</sup>.

- 4.46. Many people are discouraged from walking and cycling due to high levels of road traffic; a lack of dedicated cycling infrastructure and signage; concerns around road safety and personal safety; and major roads which create severance between neighbourhoods and destinations. Many areas are also blighted by having vehicles parked on pavements, which restricts footway space for people walking.
- 4.47. These challenges are particularly pronounced in areas with dense populations outside Bury's main centres, such as Fishpool and Pimhole. They also impact disproportionately on the 24% of households in Bury that do not have access to a car and rely on making trips by foot, bike and public transport. They also exacerbate the prevalence of environmental and health issues.

## Open Space, Sport and Recreation

- 4.48. High quality open space, sport and recreational facilities can aid in ensuring that Bury is a place where people want to live, work and visit, and can offer opportunities to enjoy healthy lifestyles. As such, there is a need to protect and enhance the areas of open space, sport and recreation that is important to the residents, landowners, businesses and other users in the Borough. New provision is also required, where possible, to meet demand in areas where there are shortfalls, and in turn where new housing development creates additional demand on existing sites.
- 4.49. Protecting open spaces and improving the extent and quality of open spaces can have a direct positive impact on the wider green infrastructure network. Open spaces form a key component of the Borough's green infrastructure network. Supporting the protection and improvement of the Borough's green infrastructure network can have many multi-functional benefits for health and wellbeing, landscape, sense of place/ local pride and also climate change in terms of improving air quality, reducing flood risk (through increasing flood storage and resilience), and sequestering carbon.
- 4.50. The quality of the environment and in particular, access to green space can have a positive impact on health and wellbeing, through increased physical activity and mental health benefits stemming from taking a break from heavily urbanised environments. Healthy environments can also provide opportunities for local food growing which can help promote healthy diets and active lifestyles. Poor air quality can be one aspect of an unhealthy

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<sup>42</sup> <https://www.bury.gov.uk/roads-travel-and-parking/bury-local-transport-strategy/bury-local-transport-strategy-downloadable-documents>

environment and is an important issue in Bury impacts on a range of health problems including asthma and cardiovascular diseases.

- 4.51. New developments should provide appropriate well-designed green space as an attractive and accessible setting which enhances the built form whilst also providing a high-quality resource for people to utilise. Consideration will however be required to be given as to how the open space relates to any adjacent residential uses, whereby measures may need to be taken to minimising disturbance from noise, but such proximity also maximises the opportunity for natural surveillance which will positively impact on the perception of the area being safe.
- 4.52. At its largest scale, the principles of green infrastructure can be used to create multi-functioning parks incorporating biodiversity priority habitats, river corridors, ecological networks and provide routes to connect these spaces. Even at the smallest scale of provision, an early consideration of green infrastructure can enhance the opportunity for improved health and wellbeing outcomes.
- 4.53. The delivery of green space as part of a development should not be seen simply as providing an area free of development. The more effective the design and the increased functionality that can be offered as part of that design, the more reason there will be for people to use that space and the greater the holistic benefit that can be realised.

## Social and Health Infrastructure

- 4.54. Social infrastructure includes a wide range of services and facilities that meet community needs for education, health, social support, recreation, cultural expression, social interaction and community development.
- 4.55. Social infrastructure planning and provision contributes to the development of healthy and sustainable communities by ensuring that population growth is supported by a network of facilities and services that are accessible, affordable and responsive to local community needs. Investment in social infrastructure is considered to be essential for the health, well-being and economic prosperity of communities.
- 4.56. Planning for social infrastructure should give consideration to what the area's wider needs are and provision should attempt to address existing as well as projected needs. New facilities can encourage existing, surrounding residents into a new area to assist with integration and the breaking down of physical and social barriers.

- 4.57. Where social infrastructure is considered after residential development occurs, significant inequities can occur. Some of the key challenges with social infrastructure provision include:
- Meeting the needs of a rapidly growing population.
  - The equity of provision of services and facilities within an area.
  - The impact on existing services and facilities of growth in demand resulting from population growth.
  - The adequacy of services for population groups with specific needs.
- 4.58. The NPPF requires local planning authorities to ensure that health and wellbeing and the health infrastructure are considered during the development of Local Plans and in planning decision making.
- 4.59. The extensive consultation that influences and informs the development of the Local Plan provides a significant opportunity for a range of health partners including CCG's and NHS to use their expertise to ensure that plans reflect national and local health priorities adequately.
- 4.60. There are benefits to all parties in joint collaboration during the Local Plan preparation and development decisions. Collaboration can significantly influence and contribute to improvements in health and reducing health inequalities, as well as assisting future reconfiguration of healthcare services.
- 4.61. In respect of larger housing developments or the cumulative effect of several small developments, a collaborative approach can enable timely and effective resolution of infrastructure issues to support this growth and avoid overburdening existing health provision. New planned housing should therefore be aligned with health infrastructure.
- 4.62. Health partners should also be engaged to discuss how contributions from Section 106 (S106) agreements can be made available for healthcare facilities or other health-promoting infrastructure such as segregated cycle lanes or leisure facilities, where required, in order to cope with the demands from new developments.
- 4.63. With regards to education, compared to the North West and the national averages, Bury has a higher proportion of residents qualified to RQF4 equivalent and above (e.g. HND, Degree and Higher Degree level qualifications or equivalent)<sup>43</sup>.

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<sup>43</sup> <https://theburydirectory.co.uk/education>

- 4.64. Bury has a lower proportion of people with no qualifications than the North West average and a slightly greater proportion than England.
- 4.65. Currently there are sufficient primary and secondary school places to support existing pupils, although some schools are in excess of capacity and other schools have unfilled places. However, there may be a need expand/create new schools to meet project forecasts.

## 5. Summary of Key Issues

- 5.1. This Communities Topic Paper has highlighted several Key Issues that need to be considered in taking the Local Plan forward. These Key Issues are considered to be as follows:

- Inequalities in life expectancy and health and significant levels of obesity and physical inactivity amongst the Borough's residents.
- Pockets of deprivation across the Borough particularly in East Bury, Inner Radcliffe, Besses and Rainsough.
- A sustained decline in the birth rate has had an impact on the demand for school places. However, the impact of falling rolls is not felt consistently across the Borough, with forecast surplus capacity across the Borough showing significantly different impacts.
- A growing and ageing population will put increased pressures on community facilities.
- Some existing facilities are in poor condition and in need of investment.

Bury  
Council