

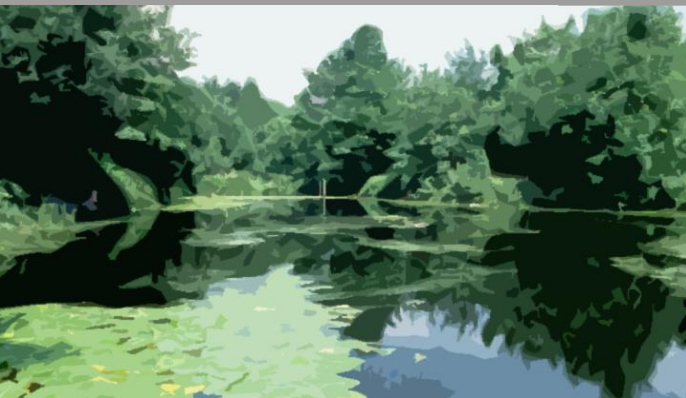


# Bury Local Plan

## Topic Paper 7: Transport



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
  - Economy
  - Centres
  - Tourism and culture
  - Communities
  - 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. The promotion of sustainable transport is one of the key themes of the NPPF and planning should seek to encourage a reduction in the need to travel and make provision for genuine and realistic alternatives to travelling by car. It states that transport issues should be considered from the earliest stages of plan-making and development proposals.
- 2.2. Enhancing and promoting transport modes that are more environmentally friendly than the private car is key to the future delivery of accessible and reliable transport networks and reduce the carbon footprint of the Borough.
- 2.3. The scale of development proposed in Bury will increase pressure on the Borough's transport networks. However, the extent of this can be mitigated by supporting objectives to secure a fundamental shift away from travelling

by private motor vehicle to more sustainable forms of transport, such as walking, wheeling, cycling and public transport.

- 2.4. Bury's Local Transport Strategy sets the strategic direction for travel and mobility within Bury, identifying transport requirements that align with our future growth needs and in response to changing travel technologies. It reflects the Greater Manchester Transport Strategy 2040 (GM2040) which sets out the long-term vision for how transport needs to change across Greater Manchester and the key priorities for achieving this.

## 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 transport 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) 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<sup>1</sup>.
- 3.6. Chapter 9 paragraphs 109-111 of the NPPF discusses the importance of promoting sustainable transport within new developments by setting out key

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<sup>1</sup> <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

issues, planning policy requirements and necessary development proposal assessments.

- 3.7. In assessing sites that may be allocated for development in plans, or specific applications for development it should be ensured that:
- Appropriate opportunities to promote sustainable transport modes have been taken up, given the type of development and its location
  - Safe and suitable access can be achieved for all users.
  - Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on the highway safety, can be cost effectively mitigated to an acceptable degree.
- 3.8. The NPPF also states that “developments should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety or the residual cumulative impact on the road network would be severe”<sup>2</sup>.
- 3.9. Within this context, the NPPF also states that applications for development should:
- Give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second -so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use.
  - Address the needs of people with disabilities and reduced mobility in relation to all modes of transport.
  - Create places that are safe, secure and attractive – which minimise the scope of conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards.
  - Allow for the efficient delivery of goods, and access by service and emergency vehicles.
  - Be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.
- 3.10. Finally, the NPPF states that all developments that will generate significant amounts of movements should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed.

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<sup>2</sup> NPPF, para 109 - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>



- 3.11. Paragraph 112 goes on to say that in setting local parking standards for residential and non-residential development, local planning authorities should take into account:
- the accessibility of the development;
  - the type, mix and use of development;
  - the availability of and opportunities for public transport;
  - local car ownership levels; and
  - an overall need to reduce the use of high-emission vehicles.
- 3.12. The policy on assessing the transport impact of proposals refers to highway safety, as well as capacity and congestion in order to make it clear that government expect that designs should prioritise pedestrian and cycle movements, followed by access to high quality public transport (so far as possible) as well as to reflect the importance of creating well-designed places.
- 3.13. Planning Practice Guidance (Paragraph: 001 Reference ID: 54-001-20141010) highlights the importance for local planning authorities of an assessment of the transport implications when preparing Local Plans. A robust evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so and highlight the infrastructure requirements for inclusion in infrastructure spending plans linked to the Community Infrastructure Levy, S106 planning obligations and other funding sources. It also contains guidance on travel plans, transport assessments and statements in decision taking.

## Strategic Transport Plan (Transport for the North 2024) - Transforming the North

- 3.14. This Strategic Transport Plan sets the vision, strategic ambitions and the North's long term strategic transport up to 2050, creating a consistent framework for our work with government, local transport bodies and delivery bodies.
- 3.15. The plan recognises that future transport investment programmes must deliver transport decarbonisation, inclusivity, greater biodiversity, and sustainable growth in economic productivity.
- 3.16. This Plan sets out how better connecting the key economic centres across the North can transform economic performance, open opportunities for people, businesses, and communities, and facilitate the rapid decarbonisation of our transport network while recognising the impact of our transport choices on the environment.

# Greater Manchester Transport Strategy 2040 (GM2040)

- 3.17. The “Greater Manchester Transport Strategy 2040” (GM2040)<sup>3</sup> describes Greater Manchester’s ambitions for transport in more detail. It outlines how significant investment in sustainable modes of transport, in particular, will be essential to achieving this more sustainable vision for the future.
- 3.18. The Plan sets out how an integrated transport system will be developed across Greater Manchester by 2040. It includes a vision for Greater Manchester to have ‘World class connections that support long-term, sustainable economic growth and access to opportunity for all’.
- 3.19. The four key ambitions of the GM2040 vision are:
- Supporting sustainable economic growth;
  - Protecting our environment;
  - Improving quality of life for all; and
  - Developing an innovative city-region.
- 3.20. The Strategy sets out the ambitions, policies and principles that will be pursued through the delivery of Greater Manchester’s future transport network. The principles to be applied are that the network should be:
- Integrated
  - Inclusive
  - Healthy
  - Environmentally Responsible
  - Reliable
  - Safe and Secure
  - Well Maintained and Resilient
- 3.21. The Strategy is underpinned by an evidenced based ‘Right Mix’ vision for 50% of trips to be made by sustainable modes, with no net increase in motor vehicle traffic, by 2040. This will mean one million more sustainable journeys every day in Greater Manchester by 2040.
- 3.22. The specific transport proposals are set out in relation to five ‘spatial themes’, representing the different types of travel in and around Greater

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<sup>3</sup> <https://tfgm.com/2040-transport-strategy>

Manchester. They cover proposals for residents, businesses (including movement of goods), and visitors to Greater Manchester. They are:

- A globally connected city;
- City-to-city links;
- Getting into and around the region; and
- Connected neighbourhoods.

- 3.23. GM2040 is supported by a Five-Year Transport Delivery Plan, several transport sub-strategies at various stages of development, such as the Greater Manchester Bus Strategy and a Streets for All Strategy and accompanying Streets for All Design Guide and a Local Implementation Plan for each of the ten Greater Manchester local authorities.

## Greater Manchester Transport Strategy 2040 (GM2040): Local Implementation Plans

- 3.24. The refresh of the GM2040 Transport Strategy and Delivery Plan in 2020/21 saw the introduction of a Local Implementation Plan (LIP) for each of the 10 GM local authorities. These were prepared by the local authorities in partnership with Transport for Greater Manchester (TfGM).
- 3.25. Bury's Local Implementation Plan<sup>4</sup> was approved by Council members in November 2020 and appended to the refreshed GM2040 Delivery Plan. Local Implementation Plans focussed on township and neighbourhood priorities and particularly on active travel. LIPs summarised the key local transport issues and opportunities in each local authority, providing an added layer of local detail that was not provided in the 2040 Transport Strategy document.
- 3.26. Bury's LIP sets out four key outcomes that we would work towards by 2026, which are:
- Outcome 1: Increase the number of neighbourhood journeys (under 2km) made by foot and by bike across the borough of Bury.
  - Outcome 2: Enhance connections to/from and within the centres of Bury, Prestwich, Radcliffe, Ramsbottom, Tottington and Whitefield by foot, bike, and public transport.
  - Outcome 3: Create clean, green streets, and relieve local communities from the impacts of congestion.

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<sup>4</sup> <https://tfgm.com/our-five-year-transport-delivery-plan>



- Outcome 4: Improve access to Metrolink for residents, workers and visitors.
- 3.27. LIPs are intended to be 'live' documents, to be updated as local authorities developed their own local strategies, or as planned schemes were delivered, and new ones were developed. The Bury LIP 2021-2026 has informed the development of the new Bury Local Transport Strategy 2040.

## Greater Manchester Transport Strategy 2040 (GM2040): Streets for All approach

- 3.28. Greater Manchester has adopted a new Streets for All<sup>5</sup> approach 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.
- 3.29. 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 seeks '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.'
- 3.30. 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.

## Greater Manchester Transport Strategy 2040 (GM2040): The Bee Network

- 3.31. The Bee Network<sup>6</sup> is Greater Manchester's bold vision to deliver a joined-up London-style transport system, transforming how people travel in and around Greater Manchester and enabling them to travel seamlessly across the city-region on buses, trams and trains, as well as by walking, wheeling or cycling.

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<sup>5</sup> <https://tfgm.com/strategy/streets-for-all>

<sup>6</sup> <https://tfgm.com/>

- 3.32. Buses have been brought under local control through franchising and are now run by the Greater Manchester Combined Authority (GMCA) in the biggest change to public transport in the city-region in over 30 years.
- 3.33. The Bee Network also includes ambitious plans for Greater Manchester to have the largest cycling and walking network in the country, the Bee Active Network, connecting every area and community in Greater Manchester, including in Bury, with more than 1,800 miles of routes and 2,400 new crossings. This ambition is set out in Greater Manchester's adopted Local Cycling and Walking Implementation Plan Change a Region to Change a Nation and is supported by the GM Active Travel Commissioner's Active Travel Mission.
- 3.34. The aspirational Bee Active Network published in 2018 has been reviewed and updated to whether existing infrastructure meets current standards and what is needed to upgrade them, what parts of the network have been delivered and what new routes are needed to connect everything up. This work will help to identify a pipeline of future schemes.

## Greater Manchester Strategy 2021-2031

- 3.35. The Strategy<sup>7</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.
- 3.36. 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.
- 3.37. 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.
- 3.38. 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.

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<sup>7</sup> <https://aboutgreatermanchester.com/the-greater-manchester-strategy-2021-2031/>

- A more prosperous Greater Manchester – delivering economic growth which is more equitable and socially responsible, bringing opportunities and prosperity to all.

## Places for Everyone

- 3.39. Places for Everyone (PfE)<sup>8</sup> 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.
- 3.40. 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.
- 3.41. 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.
- 3.42. Places for Everyone sets out several transport related policies which are set out below. One of the Greater Manchester Strategy’s ten priorities is to deliver an integrated transport network with world-class connectivity that keeps Greater Manchester moving and that drives prosperity whilst protecting the environment, improving air quality and transitioning to a zero-carbon future.
- 3.43. The most relevant PfE policies relating to Transport include:
- **Policy JP-C1: An Integrated Network** seeks to help deliver an accessible, low carbon Greater Manchester with world-class connectivity. One of the Greater Manchester 2040 Strategy’s ten priorities is to deliver an integrated network with world-class connectivity that keeps Greater Manchester moving and that drives prosperity whilst protecting the environment, improving air quality and transitioning to a zero carbon future.
  - **Policy JP-C3: Public Transport** supports a range of measures to help deliver major improvements to public transport. If Greater Manchester’s overall vision is to be achieved then there will have to be an increase in the use of public transport, particularly for medium and longer-distance trips.

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<sup>8</sup><http://www.greatermanchester-ca.gov.uk/what-we-do/planning-and-housing/strategic-planning/places-for-everyone/>

- **Policy JP-C4: The Strategic Road Network** seeks to ensure a co-ordinated approach to the planning and delivery of potential interventions on the SRN and at interfaces with the local street network, as Local Plans, site Masterplans and planning applications come forward in accordance with Department for Transport, National Highways, and other UK Government policy and guidance as applicable.
- **Policy JP-C5: Streets for All** seeks to ensure that streets are designed and managed to make a significant positive contribution to the quality of place and support high levels of walking, cycling and public transport.
- **Policy JP-C6: Walking and Cycling** seeks to deliver a higher proportion of journeys made by walking and cycling. Currently around half of the trips made by our residents are less than 2km in length with 40% of these trips being made by car. There is therefore great potential for increasing cycling and walking in the Plan area which will be fundamental in achieving the city region's overall transport vision.
- **Policy JP-C7: Freight and Logistics** supports the more efficient and sustainable movement of freight. Freight is essential for both our economy and productivity. It supports a broad range of sectors, including manufacturing, retail and waste management. Ideally, more freight should be moved by rail and water, particularly over longer distances, to reduce highway congestion, greenhouse gas emissions and air pollution.
- **Policy JP-C8: Transport Requirements of New Development** requires new development to be located and designed to enable and encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments.

3.44. PfE also includes a number of strategic site allocations that will require transport interventions:

- **Northern Gateway (JPA1.1)** is the most significant proposal in the north of Greater Manchester conurbation and is Bury's largest strategic allocation. Northern Gateway is a nationally significant opportunity for employment development and is made up of two key allocations which fall within Bury and Rochdale and will deliver around 1.2M square metres of employment land and around 2,750 new homes (of which 1,550 are in Bury). A key priority is to ensure that Bury residents can access Northern Gateway and the potential new jobs.
- **New residential developments are also proposed at Elton Reservoir (JPA7) and Walshaw (JPA9).** Elton Reservoir will deliver approximately 3,500 homes along with substantial new transport infrastructure including new significant highways infrastructure, a new Metrolink stop. Walshaw will deliver approximately 1,250 new homes with new transport

infrastructure including new highways infrastructure, public transport and active travel routes.

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

- 3.45. Bury's Let's Do It Strategy<sup>9</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'.
- 3.46. 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.
- 3.47. 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.
- 3.48. Bury's Let's Do It Strategy is the borough's overarching and integrated approach for achieving our vision of tackling deprivation and inequality, whilst securing economic recovery and, ultimately, securing ambitious growth by 2030. The Let's Do it Vision seeks to achieve 'faster economic growth than the national average, with lower than national average levels of deprivation'.

## Bury Local Transport Strategy 2040

- 3.49. The Bury Local Transport Strategy<sup>10</sup> was approved by the Council's Cabinet on 5 October 2023 following a period of public consultation. The strategy is a non-statutory document that sets out a plan for transport investment in Bury

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<sup>9</sup> <https://www.bury.gov.uk/my-neighbourhood/lets-do-it-strategy>

<sup>10</sup> <https://www.bury.gov.uk/roads-travel-and-parking/bury-local-transport-strategy>

for the next twenty years and beyond, covering all modes of travel in the borough.

- 3.50. The strategy aligns with the Council's Let's Do It Strategy and with the transport aspirations of the Greater Manchester 2040 Transport Strategy (GM2040).
- 3.51. The Local Transport Strategy vision is that by 2040, the borough's towns 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.
- 3.52. The Local Transport Strategy vision is not just about getting around more quickly and more sustainably but is also about linking residents to new opportunities and delivering on our inclusive growth ambitions by connecting people to jobs, education, leisure and tourism.
- 3.53. The Local Transport Strategy identifies six strategic objectives to help deliver the vision:
- To support sustainable and inclusive economic growth and regeneration;
  - To reduce the impact of transport on the environment;
  - To support healthy and active lifestyles;
  - To improve connectivity;
  - To provide a well maintained, reliable and resilient transport system; and
  - To provide a transport system that is safe, secure and accessible to all.
- 3.54. The Local Transport Strategy objectives are supported by a series of investment priorities for different types of transport. The Investment Priorities set out the interventions needed to address local transport issues and challenges and are listed below:

## Metrolink

- 3.55. The Local Transport Strategy identifies several Metrolink priorities for Bury. These priorities are designed to help address the key issues on the Metrolink.
- 3.56. The Investment Priorities for Metrolink are:
- A new transport interchange in Bury Town Centre;



- Improvements to the Metrolink stops on the Bury line;
- Strengthened walking, wheeling and cycling connections to Metrolink stops;
- A new Metrolink stop and travel hub/park and ride at Elton Reservoir;
- Travel hubs at other Metrolink stops; and
- A new tram-train link between Bury and Rochdale.

## Bus

3.57. Bus Travel is central to the delivery of Greater Manchester's ambitions to provide a sustainable transport network which is reliable, accessible to all, affordable, high quality and high frequency. We want all Bury's residents to have access to a modern, low-emission, accessible bus system.

3.58. The Investment Priorities for Bus are:

- Better and more reliable bus services in all parts of the Borough;
- A new Bury Town Centre Interchange;
- Bus priority measures on key routes;
- Better bus stops and stations; and
- Bus services to new developments.

## Walking, Wheeling and Cycling

3.59. The GM2040 ambition for active travel is for walking trips to increase by a third and cycling trips doubling and doubling again from 2018 levels. This means getting a significant number of people doing active travel more than they currently are. The ambition in Bury is to create a comprehensive network of on and off-road routes and that will provide the infrastructure that will encourage an increase in the number of short trips made through active travel.

3.60. The Investment Priorities of Walking, Wheeling and Cycling are:

- To create a Boroughwide active travel network;
- Active travel routes to, from and within new development sites;
- Secure cycle parking;
- Better access to bikes;
- Safer routes to School schemes; and
- Connecting Blue and Green Infrastructure Networks.

## Highways

- 3.61. The Local Transport Strategy explores the potential for junction improvements across the Borough that improve road safety, support safer sustainable movements to proposed development and growth sites and reduce congestion. It also looks to define how and where new publicly available electric vehicle charging points are located, looking at both on and off-street locations and key public transport interchanges.
- 3.62. The Investment Priorities for Highways are:
- Address congestion and severance issues;
  - Provide infrastructure to facilitate new development;
  - Deliver road safety improvements;
  - Maintain roads and other highway infrastructure;
  - Develop a Boroughwide Parking Strategy; and
  - Expand the network of publicly available electric vehicle charging points.

## Townships

- 3.63. Local transport issues which need to be addressed within each of the Borough's six Townships (Ramsbottom, Tottington, Bury, Radcliffe, Whitefield and Prestwich) have been identified within the Local Transport Strategy. These include:
- The poor quality of public transport, particularly bus services, which are unreliable and infrequent;
  - Issues around personal safety on all forms of transport;
  - A poor sense of arrival and stop environment at all Metrolink stops along the Bury line but particularly Bury Interchange;
  - Congestion hotspots;
  - Car dominated environments which lead to severance for pedestrians and cyclists travelling into and out of the Townships;
  - A lack of safe and continuous active travel routes; and
  - Poor wayfinding and legibility.
- 3.64. A range of transport interventions will be considered for each Township to support its unique transport and regeneration needs in line with the Strategy's strategic objectives and key investment priorities.
- 3.65. Potential measures include:

- The provision of a new and upgraded Transport Interchange in Bury;
- Metrolink stop improvements that focus on making stop environments feel safer and more welcoming to encourage more people to use Metrolink;
- Improvements to bus services and highways infrastructure to provide more frequent and reliable bus services;
- The development and implementation of a high-quality walking, wheeling and cycling network that provides safe and attractive routes for all ages and abilities in each Township;
- The provision of an expanded network of publicly available electric vehicle charging points;
- Implementation of road safety schemes such as Safer Routes to School; and
- Continued capital investment in highways maintenance, prioritising areas in accordance with highway asset management principles and best practice.

## Strategic Sites

- 3.66. The Council has embarked on significant regeneration and development programmes in its town centres, including Bury, Radcliffe and Prestwich. Transport connectivity is a central part of these aspirations.
- 3.67. Likewise, through Places for Everyone, the Council is seeking to deliver strategic employment and housing sites. These sites will need to be sustainably integrated into Greater Manchester's existing transport network or supported by new infrastructure.
- 3.68. The proposed level of development has the potential to bring extra vehicular traffic to Bury's roads therefore new transport infrastructure will be needed to support this growth in a sustainable manner alongside improved connectivity to ensure Bury residents can access the new employment and housing opportunities.

## Funding

- 3.69. The City Region Sustainable Transport Settlement (CRSTS) and funding for bus service improvements are the main Government funding sources for investment in local transport right now. There is also an Active Travel Fund that is administered for Government by Active Travel England which invites funding bids from local authorities.
- 3.70. The CRSTS programme includes several schemes in Bury such as a new state of the art interchange in Bury Town Centre, funding to develop plans

for a new Metrolink Stop and Travel Hub/Park and Ride at Elton Reservoir and to investigate new tram-train technology between Bury, Heywood, Rochdale and Oldham.

- 3.71. Funding is also available to help improve bus routes so that buses are more reliable and can become a real alternative to the car, with proposals being developed to upgrade key bus routes between the A56 Bury New Road to Manchester City Centre and Bury, Bolton and Rochdale town centres.
- 3.72. The CRSTS programme also includes funding to improve walking, wheeling and cycling routes in Bury town centre and to deliver some of the active travel improvements identified in the Radcliffe Strategic Regeneration Framework and the Ramsbottom Town Plan.
- 3.73. There is also money allocated to invest in resurfacing some of the Borough's main roads and for road safety improvements.

## Let's Get Bury Moving (2025)

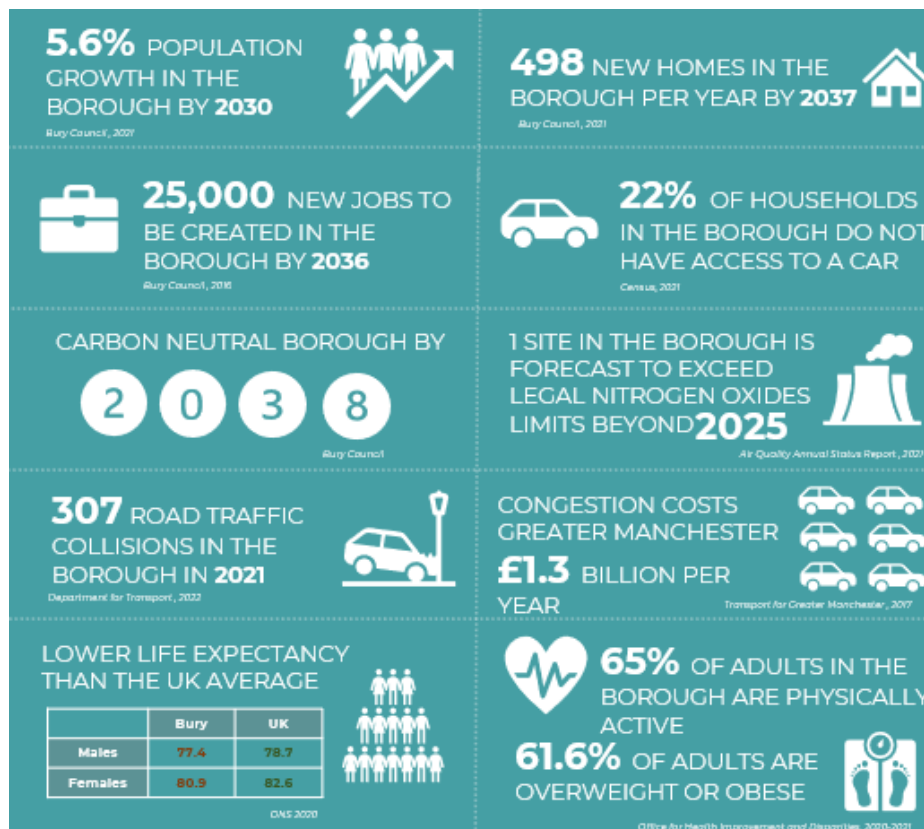
- 3.74. LET'S Get Bury Moving<sup>11</sup>, is the Council's renewed strategy designed to ignite a passion for physical activity and well-being within the Borough. The vision set out within the Let's Get Bury Moving Strategy is to inspire and empower every resident of Bury to embrace an active lifestyle. 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.
- 3.75. Priority Actions for policy making to incorporate physical activity and sport include:
  - Developing a Healthy Place Supplementary Planning Document; and
  - Incorporating physical activity and sport into relevant policies across the Borough.

## 4. Local Profile

- 4.1. Although we are already signed up and committed to achieving the ambitions of the GM2040, we have our own specific transport issues and challenges that need to be identified and addressed if we are to provide a truly integrated transport system that operates for all our residents.

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<sup>11</sup> <https://theburydirectory.co.uk/lets-get-bury-moving>



- 4.2. This section looks at the main influences and challenges to help identify the key issues that the Local Plan will need to address.

## Metrolink

- 4.3. The Bury line has seen significant growth in Metrolink usage and has become an important commuting asset, particularly for those travelling to work in Manchester City Centre. However, there are several issues with the existing Metrolink offer:
- Bury Interchange is outdated and in need of redevelopment to provide an enhanced gateway for Metrolink services coming into Bury town centre, with better connections for buses, pedestrians and cyclists.
  - Services on the Bury line are subject to over-crowding during peak periods.
  - The current Metrolink line only serves the north-south corridor within the Borough resulting in poor east-west connectivity.
  - Anti-social behaviour at Metrolink stops across the borough particularly in areas without much youth provision. The stops are seen as an attractive space to socialise in an antisocial manner, with hotspots of robberies and acquisitive crime.

- The existing line terminates at the Interchange in Bury Town Centre and does not directly serve the townships and more rural areas to the north of Bury town centre.
  - The form and design of Metrolink stops in the Borough, which are largely as they were in the days of heavy rail operation and do not meet current passenger needs in terms of quality, waiting environment, safety or accessibility. They need investment to modernise them make them more attractive to users.
  - The cost of travelling by tram, the reliability of the existing Bury Metrolink service, the overcrowding, particularly at peak times, and the use of the Bury town centre Park and Ride by non-Metrolink users are also issues.
- 4.4. TfGM is currently working on a programme to increase capacity on the network by providing more double trams where they are needed. Additional trams have been added to the fleet and capacity will be matched to predicted demand. This should help improve the reliability of the existing services and resolve overcrowding at peak times.
- 4.5. The Metrolink system does not receive any public subsidy and is a premium form of public transport. This makes it more difficult to reduce the cost of tickets and make it more affordable for users.

## Bus

- 4.6. Investment in bus services is needed to strengthen the attractiveness of travelling by bus and connecting to other public transport modes. This will support the Greater Manchester Bus Strategy target to increase bus patronage by 30% by 2030<sup>12</sup> and the GM 'Right Mix' vision to reduce the overall share of car trips to no more than half of all journeys by 2040. Some of the key issues and challenges for bus services are summarised below:
- Unreliable and infrequent bus connections from Bury town centre to the northern part of the Borough, leading to a large number of local journeys being made by private vehicles (65% of all journeys starting in Bury are made by car or van).
  - Anti-social behaviour at bus stops and on buses and issues with personal safety at bus stops, on routes to bus stops and on the bus.
  - Public transport journeys tend to take significantly longer than the same journeys made by private vehicle, particularly from parts of the Borough such as Tottington and Ramsbottom, which discourages the use of more sustainable modes.

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<sup>12</sup> <https://tfgm.com/strategy/greater-manchester-bus-strategy>



- Poor bus stop and interchange infrastructure across the Borough.
- Improved bus connections to existing and future housing and employment sites such as Elton Reservoir and Northern Gateway will be needed to support sustainable movements.
- Strategic connections to Rochdale and Bolton are poor and rely on a small number of services.
- Bury Interchange is dated and in need of redevelopment to provide an enhanced gateway for the Borough with high quality pedestrian routes, expanded public realm and restricted vehicular access around the interchange.
- Bus journeys are often delayed by general highway congestion. Investment is needed to improve capacity and provide bus priority.

## Highways

### Network Condition and Road Safety

- 4.7. Bury's highway network is one of the key elements underpinning the strong performing economy of the Borough. It connects us all to jobs, commerce, services, schools, health care and communities.
- 4.8. The highway network comprises carriageways, footways, rights of way, street lights, cycleways, signs, drains, road markings, street furniture, structures, verges and highway trees within the publicly maintained highway. The value of these assets is estimated at over £1 billion<sup>13</sup>.
- 4.9. As a Council, we have been investing heavily in improving the condition of the highway network, spending £20million over the last 6 years. However, the cost associated with keeping just our road carriageways in good condition is estimated to be £12 million per year<sup>14</sup>.
- 4.10. It is essential that people are safe and feel secure when travelling. Good progress has been made in reducing the number of people killed or seriously injured on our roads, but road safety challenges still exist across the Borough. The wards with the highest casualty rate per 1,000 residents are Bury East, Unsworth and Holyrood.
- 4.11. We will continue to work in partnership with Transport for Greater Manchester and others such as Greater Manchester Police to reduce the number of casualties on our roads and achieve the Greater Manchester

<sup>13</sup> [Bury Local Transport Strategy downloadable documents - Bury Council](#)

<sup>14</sup> [Bury Local Transport Strategy downloadable documents - Bury Council](#)

aspiration of there being no deaths or serious injuries to close to zero by 2040, known as Vision Zero<sup>15</sup>.

- 4.12. To encourage people to walk and cycle, we will need to provide safe cycle and pedestrian routes, including upgraded road junctions with protected crossing facilities.

### Congestion and journey time reliability

- 4.13. In the last ten years, there has been an increase of 13,400 licensed cars in the Borough, which represents an increase of 15%<sup>16</sup>. As levels of car travel have increased, congestion on Bury's road network has become more prevalent. Congestion has a significant effect on journey times and reliability, which are particularly costly to business and bus users, and increases air pollution.
- 4.14. The locations of several junctions with poor levels of safety, congestion or safety and congestion are reflected on the adjacent map alongside key strategic roads.
- 4.15. Key areas of traffic delay include the A56 and A58 corridors, around the junctions with the M66 (Heap Bridge and Pilsworth) and M60 (at Simister Island and Whitefield), on other routes around and through the Borough's town centres and connecting routes to the M60 and M66 such as A56 Bury New Road/Manchester Road, A58 Rochdale Road and Hollins Brow/Croft Lane, which often suffer additional problems when there are incidents on the M60 and M66.
- 4.16. Investment is needed at key strategic highway junctions across the Borough to alleviate congestion and improve journey times and reliability for public transport. This includes the local highway network as well as the strategic highway network (motorways).
- 4.17. Future developments within the Borough, such as the Northern Gateway, will impact on travel movements in and around the Borough and there will need to be significant investment to accommodate this – both on the highway and public transport.

### Walking, Wheeling and Cycling

- 4.18. 30% of trips under 1km in Greater Manchester are made by car which is the equivalent of just 15 minutes on foot<sup>17</sup>. Walking, wheeling and cycling have

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<sup>15</sup> [Vision Zero - Greater Manchester Combined Authority](#)

<sup>16</sup> [Bury Local Transport Strategy downloadable documents - Bury Council](#)

<sup>17</sup> [Bury Local Transport Strategy downloadable documents - Bury Council](#)

the potential to replace a significant number of short car journeys, as well as contributing to healthier and more active lifestyles and social inclusion.

- 4.19. Although some high-quality cycle and pedestrian facilities have been delivered and others are in-delivery, we need to do more to ensure we have a universally accessible, coherent and connected walking, wheeling and cycling network in Bury. Existing infrastructure may need to be upgraded and joined up with new infrastructure that meets new national LTN1/20 standards as well as Greater Manchester's new Streets for All standards.
- 4.20. Current issues and challenges include:
- The fragmented nature of the existing cycle network. This does not provide the required standard of connectivity, thereby limiting the number of new journeys being made by bike.
  - Existing walking and cycling infrastructure along key strategic routes generally offers a poor environment for pedestrians and cyclists.
  - There is a lack of walking and cycling infrastructure to support safe crossings of busy roads, the railway and the river.
  - Limited or insufficient cycling infrastructure at key public transport interchanges to support cycle movements as part of first-mile and last-mile journeys.
  - New developments such as Northern Gateway, the East Lancashire Paper Mill and Elton Reservoir will need to provide new and upgraded walking, wheeling and cycling infrastructure.
  - Bury town centre is encircled by dual carriageway with Peel Way (A56) to the north; Jubilee Way (A58) to the west; Angouleme Way (A58) to the south; and Rochdale Road/Derby Way to the east. Whilst these strategic routes provide good links to the M66, Rochdale, Bolton and Manchester, they are car-dominant environments which constrain permeability for pedestrians and cyclists.
  - Making sure people are safe and feel safe when walking, wheeling or cycling, in terms of both road safety and personal security.

## Balancing Competing Demands for Road Space

- 4.21. We recognise that we have a big challenge ahead of us if we are to decarbonise travel and meet our target to be carbon neutral by 2038. Alongside the transition to electric vehicles, more of us will need to use public transport and to walk, wheel or cycle instead of using the car for some of our journeys.

- 4.22. If we are to transform the way we travel, we need to make it much easier for people to switch from the car to sustainable travel for some journeys. We need to give people the choice to leave their car at home. The shift from private cars to more sustainable forms of travel will need to be gradual, and by 2040, we are still expecting that half of all journeys in Greater Manchester will be car trips (it's currently around 61%)<sup>18</sup>.
- 4.23. We will need to balance the often-conflicting needs of visitors, local workers, residents and commuters and the needs of different types of transport.
- 4.24. We need to invest in transport in a way that will help to grow the economy, reduce deprivation and improve health and well-being.
- 4.25. We are also required by Government to make changes to road layouts to give more space to pedestrians, cyclists and buses.

## Achieving Modal Shift

- 4.26. The GM2040 ambition is for half of all journeys in Greater Manchester to be made by public transport or active travel by 2040. This is referred to as the 'Right Mix'. This will mean one million more sustainable journeys every day in Greater Manchester by 2040.
- 4.27. According to 2019 data (the latest available), there were 495,000 journeys starting in Bury every day. 66% of them were made by car or van, that's over 300,000 journeys every day, with only 32% being made by sustainable modes (24% active travel and 7% by public transport)<sup>19</sup>.
- 4.28. If Bury was to meet the ambition of 50% of journeys being made by sustainable modes by 2040 that would mean over 79,000 trips switching from car or van to a more sustainable mode every day. That's a big challenge and would need better public transport and cycling and walking infrastructure to be in place for it to happen. Our ambitious growth plans will also lead to more trips, which makes the challenge even harder.
- 4.29. 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>20</sup>.
- 4.30. However, 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

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<sup>18</sup> Greater Manchester Transport Strategy 2040

<sup>19</sup> [Bury Local Transport Strategy downloadable documents - Bury Council](#)

<sup>20</sup> [Bury Local Transport Strategy downloadable documents - Bury Council](#)

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.

- 4.31. 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.
- 4.32. Over a third (36%) of all the journeys that start in Bury each day are to destinations elsewhere in Greater Manchester such as Rochdale and Bolton. For many Bury residents, particularly in areas to the north of the borough, the public transport offer to these destinations is limited leading to 75% of people making these types of trips by car and only 14% using public transport. If we are to get more people using public transport it will need to serve the Borough better than it does now and people will also need to feel safe when using all forms of public transport.

## Supporting Growth and Regeneration

- 4.33. At the heart of Bury Council's growth ambitions is the goal to ensure that the residents of Bury can access family, friends, jobs, education, recreation and health in an efficient, economic and environmentally friendly way.
- 4.34. Growth must be inclusive and create vibrant and thriving communities that are well connected. It is therefore important that infrastructure is delivered alongside new developments to support sustainable neighbourhoods and to create a competitive local economy within a high quality built and natural environment.
- 4.35. The Council has embarked on significant regeneration and development programmes in its town centres, including Bury, Radcliffe and Prestwich. Transport connectivity is a central part of these aspirations.
- 4.36. Through PfE, the Council is seeking to deliver strategic employment and housing sites. These sites will need to be sustainably integrated into Greater Manchester's existing transport network or supported by new infrastructure.
- 4.37. The proposed level of development has the potential to bring extra vehicular traffic to Bury's roads. As such, new transport infrastructure will be needed to support this growth in a sustainable manner alongside improved connectivity to ensure Bury residents can access the new employment and housing opportunities.

## Addressing Social Inequalities

- 4.38. Mobility and accessibility inequalities are highly correlated with social disadvantage. This means that some social groups are more at risk from mobility and accessibility inequalities. Currently households with access to a car face fewer mobility constraints as they can reach more opportunities over longer distances. Lowest income households have lower car ownership levels, primarily due to affordability issues.
- 4.39. On average, access to private vehicles in Bury Borough is slightly higher than in England and Wales as a whole, however, car ownership levels vary significantly across the borough, with some areas, particularly to the north of Bury town centre, having much greater access to private vehicles than areas to the south.
- 4.40. Different transport users have different needs, and it is essential that our transport system is suitable for all, including those with disabilities who may or may not be using mobility aids or vehicles, as well as women, children and those with buggies etc.
- 4.41. If transport is to help to reduce levels of deprivation in support of Bury's Let's Do It! ambition for the Borough to achieve 'faster economic growth than the national average, with lower than national average levels of deprivation' we must improve our public transport offer and cycling and walking networks to ensure that everyone has equal access to the same opportunities and that we connect areas of deprivation to employment, education and other key services.

## Increasing Physical Inactivity

- 4.42. 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. A similar percentage of young people are not meeting Chief Medical Officer guidelines for physical activity. 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>21</sup>.
- 4.43. 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

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<sup>21</sup> <https://theburydirectory.co.uk/services/physical-activity-strategy>



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.

- 4.44. It is estimated that physical inactivity in our Borough costs of £4.5 million each year. Being physically active 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.

## Reducing Carbon Emissions

- 4.45. The transport network is one of the biggest contributors to carbon emissions and this means measures must be taken locally and nationally to reduce vehicle carbon emissions or enable travel by zero emission modes.
- 4.46. Like all the Greater Manchester local authorities, Bury Council has declared a climate emergency and set a target to be carbon neutral by 2038. Adopted in 2021, the Council has devised a strategy for achieving carbon neutrality by 2038<sup>22</sup>. The Strategy has nine key action areas, one of which is transport. The actions in our Local Transport Strategy will help facilitate fossil-fuel free travel by 2038 through promoting active travel, public transport and the transition to electric vehicles.
- 4.47. The use of zero emission vehicles will help to decarbonise transport. Zero emission buses are being introduced across Greater Manchester. We also need to extend Bury's network of publicly accessible electric vehicle charging infrastructure (EVCI) points.
- 4.48. According to the Climate Action Strategy, Bury needs a minimum of 108 public electric vehicle charge points and there are currently only 24. The Council is currently behind the national average for provision of EVCI per 100,000 of the population.
- 4.49. Decarbonising transport can also be achieved if a higher proportion of travel is by walking, cycling and wheeling, particularly for short trips to school, work or transport interchanges with bus and Metrolink. Bury will support and welcome measures to make walking, wheeling and cycling easier, including the Active Bee Network and shared mobility measures such as the Greater Manchester Cycle Hire Scheme in order to facilitate lower carbon journeys.

## Improving Air Quality

- 4.50. Poor air quality damages everyone's health, but it can be particularly significant on the most vulnerable in our communities. Long-term exposure

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<sup>22</sup> <https://www.bury.gov.uk/pests-pollution-and-food-hygiene/pollution/lets-go-green-carbon-neutral-bury/burys-climate-action-strategy-and-action-plan>

to elevated levels of particulates and nitrogen dioxide can contribute to the development of cardiovascular or respiratory diseases and may reduce life expectancy. The main source of nitrogen dioxide is road vehicles (especially older, diesel ones). Reducing these emissions is vital to clean up our air and to prevent people contracting and suffering from serious health conditions.

- 4.51. Bury has declared Air Quality Management Areas (AQMA) across the Borough. The AQMA incorporates the majority of the major strategic roads in the Borough including the A56, A58, M62 and M66.
- 4.52. It is estimated that approximately 5% of deaths in GM are attributable to particulate pollution, the equivalent figure for Bury being 4.5%. Currently, Greater Manchester and Bury are compliant with the legal limits of particulate matter, but because of its impact on health it is important to ensure that it is reduced as much as possible.
- 4.53. Greater Manchester's Clean Air Plan air quality modelling indicates that the A58 Bolton Street, Bury Bridge, is one of 13 points in Greater Manchester where roadside nitrogen dioxide exceedances of legal levels persist to 2025.

## Embracing New Technology

- 4.54. Technology and innovation are becoming more prominent in terms of the role they play in the transport network, and this is likely to increase. Technology enables the facilities that are required to develop, expand and link different modes of transport, such as integrated ticketing that will make it easier for passengers to book and pay for transport with a single transaction, ensure best value for money and support journeys that combine several modes.
- 4.55. Improvements in technology will provide opportunities to better manage our transport network and communication with the travelling public. Making best use of digital connections and technological innovations will be important to the continued success of Bury.
- 4.56. Shared mobility services have the potential to complement Bury's core transport system. Over the next decade, carsharing will become a key alternative to car ownership and will facilitate new patterns of car use, where people can live car-free lives and still have access to a car for essential journeys. In addition, car clubs can be a more affordable way to access a car compared to car ownership.
- 4.57. However, innovative mobility options and their operations need to be safe and secure for everyone and need to allow all Bury residents to benefit from them. Services need to be inclusive to avoid the further exclusion of segments of society with limited or no access to digital services.

- 4.58. Electric vehicles and electromobility options, such as shared electric cars, electric bikes, and electric cargo bikes will also play an important role in the Borough's transport system and in delivering local and regional transport objectives.

## 5. Summary of Key Issues

- 5.1. This Transport 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:

- Traffic congestion at peak periods.
- Air quality issues arising from transport.
- Health issues arising from inactive lifestyles.
- Inadequacies in the capacity and quality of public transport and its supporting infrastructure.
- Walking, wheeling and cycling infrastructure needs to be improved and integrated into new developments so that it becomes the natural choice for short journeys.
- The need to ensure that the infrastructure is in place to help develop a high-quality electric vehicle charging network.
- The need to ensure that jobs and opportunities in the wider city region are accessible to our residents by a public transport network that is reliable, efficient and cost effective.
- New development should be located in accessible locations, with incentives for new residents to utilise public transport.

Bury  
Council