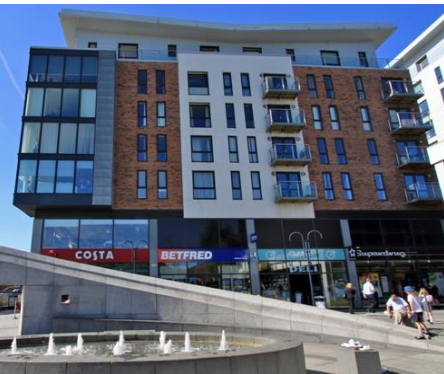
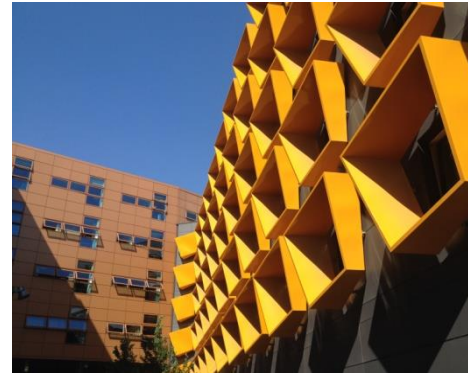


Bury

Brownfield Land Statement



July 2018

Foreword

This Brownfield Land Statement updates a previous version that was produced in 2010 and reaffirms our commitment to the regeneration of brownfield sites.

Bury has a strong track record in the regeneration of brownfield land. Many of Bury's brownfield sites have already been brought back into use for residential development. As such, the Borough does not suffer from the extensive blight that other towns do from having huge swathes of derelict land that show no signs of coming forward.

Nevertheless, there are still a relatively small number of brownfield sites throughout the Borough that are vacant or underused. Some have been vacant and remained undeveloped for a number of years and it is important that we work alongside landowners and developers to help bring these sites back into active use.

The update to this Statement has been largely driven by the need to take account of the changing focus of national planning policy and, in particular, a requirement for local authorities to ensure that sufficient land is identified to fully meet local development needs.

The Council's Growth Plan reflects our objective to deliver managed growth and development in Bury that meets the housing and employment needs of an increasing population, including the delivery of affordable housing.

This updated version of the Statement reinforces the importance of prioritising resources to bring forward the development of brownfield land in order to reduce the amount of additional land that is needed to meet the Borough's longer term development needs.

It sets out the key methods by which the Council will continue to identify brownfield sites, to understand the key constraints that are preventing them coming forward and to assist in bringing them back into beneficial use.



Councillor Eamonn O'Brien
Cabinet Member for
Finance and Housing

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1 Introduction

- 1.1 The Council is committed to bringing forward new development on brownfield land to help deliver regeneration within the Borough and to reduce the amount of greenfield land that is required to meet longer term development needs.
- 1.2 Brownfield land is effectively land that is, or was, occupied by a permanent structure at some point in time and where the remains of that structure is still evident.
- 1.3 In planning terms, brownfield land is often referred to as 'previously-developed land' and there has been various legal challenges through the planning courts as to whether land is brownfield or not. In order to avoid such disputes, the National Planning Policy Framework (NPPF) provides the government's definition of previously-developed/brownfield land. For the purposes of this Statement, all references to brownfield/previously developed land will be defined as set out in the NPPF:

'Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.'

- 1.4 The NPPF definition is quite technical and there may be some ambiguity around certain sites in the Borough. However, for the most part, it will be obvious whether a vacant site is a brownfield site as opposed to greenfield as it is likely that there will still be some remnants of its previous use (e.g. vacant and derelict buildings on the site, hard standing, rubble, access points etc.).
- 1.5 This Brownfield Land Statement underlines the importance that the Council gives to the regeneration of brownfield land and sets out the Council's commitment to using its powers and influence to bringing back vacant brownfield sites into a viable use.
- 1.6 Each brownfield site will have its own specific constraints and issues which may be preventing them from coming forward in a timely manner. Some of these constraints will be physical, such as flood risk or contamination, whilst others will have ownership problems or lack of developer interest.

Understanding and addressing these issues can be the catalyst to help regenerate underperforming urban areas and provide the infrastructure and amenities integral to the creation of sustainable communities.

- 1.7 This Brownfield Land Statement sets out the Council's continued commitment to getting a better understanding of the constraints that are acting as a barrier to the redevelopment of the Borough's key brownfield sites and to exploring the various mechanisms that can help to bring these sites back into beneficial use.

2 Background and objectives

- 2.1 This chapter sets out the background to Bury's Brownfield Land Statement and identifies the key issues in terms of common barriers to the redevelopment of brownfield land. In response to this, it then goes on to identify what are considered to be the key objectives for the Brownfield Land Statement.

The drive behind the Brownfield Land Statement

- 2.2 The drive behind this update of the Brownfield Land Statement is the same as when it was first produced in 2010. The Statement was originally produced to translate and support the National Brownfield Strategy (produced by the Homes and Communities Agency), which sought to encourage widespread engagement in the process of returning brownfield land to beneficial use and ensure, where possible, a supply of land for a variety of hard and soft uses. The guidance for local authorities at the time was that local Brownfield Land Strategies (LBFs) should deliver a similar purpose, namely to:

'identify those sites that can be returned to beneficial uses, for hard and soft end uses, the timescales against which this can be achieved and the actions needed to achieve the site specific goals'.

- 2.3 There is no longer a National Brownfield Strategy and much of the associated guidance and bodies tasked with implementing this work no longer exist. However, the sentiments remain and there is still a need to concentrate local efforts in improving our understanding of brownfield land in the Borough and tackling the obstacles that may be preventing such land from being redeveloped.
- 2.4 This is vital in helping to avoid the common problems that are often associated with vacant and derelict brownfield land, including:
- **Vandalism and anti-social behaviour** – as these sites are often unoccupied, security is often an issue and buildings and land can attract anti-social behaviour if there are no security measures put in place;
 - **Visual blight** – vacant land and buildings are often derelict and this can have a knock on impact on market values and investment in an area;
 - **Rundown neighbourhoods** – often caused by market/housing failure, with little no interest in regeneration without substantial public funding, leading to economic costs such as loss of jobs; and
 - **Health risks from contaminated land** – contaminants can remain largely invisible for months or even years after cessation of activities on brownfield sites. These can cause health issues if not treated appropriately through the redevelopment and remediation of land.

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- 2.5 Bringing brownfield sites back into use will often lead to significant local benefits including the delivery of new and affordable housing, job creation, social regeneration, environmental improvements and the provision of new community facilities and green spaces. Directing development towards brownfield sites is a well-established approach within national planning policy and the local planning authority has a key role in implementing this.
- 2.6 Brownfield land is an obvious location for new development. Building new homes and other land uses on suitable brownfield land reduces the pressure for development on open land. As such, the key objective of this Brownfield Land Statement is to help maximise the amount of brownfield land that can be brought forward to meet immediate and longer-term development requirements.
- 2.7 It should be noted that this is not a new approach in Bury and the preference to bring forward brownfield land for development has long been engrained in our approach to meeting housing and employment needs. Bury Council published a first Brownfield Land Strategy in 2010 to help provide the strategic vision for concentrating new developments on brownfield land. The success of our approach to date is clearly illustrated later in this document, where it shows that over 95% of Bury's recent new homes have been delivered on brownfield land. As a result, the Council has, in recent years, been in a position whereby it has been able to safeguard the Borough's important green spaces in and around the urban areas.
- 2.8 Taking a proactive approach, as set out in this Brownfield Land Statement, will help to avoid these issues before they become a problem or help to address them where dereliction has already occurred.

Common barriers to delivery

- 2.9 It should be noted that bringing forward brownfield land can be a complex and time consuming process. No two sites will ever be the same and some sites can have a multitude of constraints that need to be removed before they can come forward.
- 2.10 There are a number of common barriers that may act as a constraint to delivering brownfield sites for development. It is unlikely that one specific constraint would prevent a site from coming forward but it is likely that difficult sites would face a number of the common constraints, namely:

Physical constraints

2.11 Physical constraints can take many forms and can be unique to certain sites but the more common types that can impede the delivery of a site include:

- Ground instability which has been brought about through the legacy of historic activities such as mining;
- Major underground obstructions such as old foundations and machinery bases;
- The lack of adequate services infrastructure (e.g. water, drainage, power and communications) and the costs of putting such services in;
- Topography and levelling issues;
- Poor access and local road networks (including the capacity of the road network);
- The cost of remediating heavily contaminated land can often prevent sites from coming forward; and
- The cost of demolition (including asbestos removal) can often restrict sites from coming forward.

Regulatory constraints

2.12 Some of the key regulatory constraints that can impact on the delivery of brownfield sites include:

- Planning applications can be time consuming, e.g. in appeals process or in promoting a site allocation through a Development Plan;
- Planning designations such as Sites of Biological Interest, Scheduled Ancient Monuments, conservation areas and listed buildings can all act as constraints and there often needs to be practical solutions to overcome restrictive designations;
- Requirement to provide suitable infrastructure beyond delivery of Section 106 agreements, can inhibit planning permission for particular types of uses;
- Lack of certainty in respect of policy, strategic, legislative and regulatory frameworks (particularly as these can all be subject to change at short notice);
- Timescales and associated costs for obtaining relevant consents can significantly delay sites from coming forward (planning consents/licences etc.);
- Rigidity of conditions for public sector funding schemes e.g. European structural funding can reduce viability by removing the flexibility of the project scope or timescale;
- Public opposition in respect of land use/proposals for sites can sometimes thwart sites from coming forward; and
- Satisfying European legislative requirements such as the Environmental Impact Assessment (EIA) and Integrated Pollution Prevention and Control (IPPC), Waste Framework Directive and Landfill Directive.

Market/financial constraints

- 2.13 As with any business, developers will only pursue a development if they are able to adequately fund the works and sell their product on, achieving reasonable profit margins in the process. However, there are a number of issues that can affect their ability to achieve this:
- Land assembly can often be a problem for proposals that extend beyond more than one ownership;
 - The cost of buying land can often act as a major show stopper (e.g. if a landowner does not wish to sell in the short term or places an unrealistic 'hope value' on the site);
 - Some sites can simply not be viable to develop as the cost of bringing the site forward is not covered by the proposed development value;
 - General lack of market demand (e.g. if the area is not seen as an attractive area for development; and
 - Bank and institutional funding can be difficult to obtain and can therefore attach more risk to a project (developers may struggle to secure affordable finance if they cannot convince lenders that there is a low risk – the cost of lending is often prohibitive on high risk proposals
- 2.14 The above constraints are often intrinsically linked and often combine to prevent or delay the re-use of derelict or vacant brownfield land. The same issues may also prevent the recycling of land or property already occupied but where there may be some potential for redevelopment or re-configuration. It is clear that in the current economic climate 'market constraints' have had a significant influence on the development of all land but particularly brownfield land, which is deemed to be more difficult to develop and more risky.
- 2.15 On some sites, the combined economic and environmental costs of redevelopment are such that it is simply not viable to bring them forward. In such circumstances, there may need to be public intervention to help bring the land forward if there is good reason to do so.

Key objectives

- 2.16 In the light of the above, the key objectives of the Brownfield Land Statement are to:
- Set out the policy context on which the Brownfield Land Statement is based;
 - Provide an overview of the Council's success in bringing forward vacant brownfield land in recent years;
 - Provide an overview of how the Council will continue to investigate the issues and constraints affecting remaining vacant brownfield land in the Borough;

- Set out the ways in which the Council will work with landowners and partners to bring vacant brownfield land back into use;
- Provide an overview of the various powers that the Council may use, where appropriate, to help bring brownfield land back in use;
- Provide an overview of the various Planning tools that the Council is looking to bring forward to help deliver regeneration on brownfield sites;
- Provide an indication of the possible partnerships that the Council will consider to help bring forward sites, particularly those within the Council's control;
- Explore funding opportunities to help remove some of the constraints that may be preventing vacant brownfield sites from coming forward; and
- Set out the Council's commitment to prioritising work on addressing the obstacles to developing vacant brownfield land in the Borough.

Chapter summary

This chapter of the Brownfield Land Statement has outlined that the development of vacant brownfield land can be a complex process and sites are often faced with numerous physical, regulatory and financial constraints.

The overall objective of the Brownfield Land Statement therefore is to continue work on building up a picture of these constraints on a site by site basis and to work with landowners and partners in addressing these constraints. The overarching aim is to ensure successful development of the Borough's brownfield sites to aid local regeneration initiatives.

3 Policy context

- 3.1 A lot of the policy and regulatory basis for bringing brownfield land back into use broadly sits within the planning system. Local plans and strategies have to reflect national plans/policies and conform to a legislative framework in order to be enforceable. There are numerous national strategies, policies and regulations that the Council and its partners need to consider in the development process and it is not the intention of this Brownfield Land Statement to provide all the details of these. Instead, this chapter gives a broad overview of the key national planning policies that set the framework for the approach outlined in this Brownfield Land Statement.
- 3.2 Since the previous Brownfield Land Strategy was produced in 2010, there have been significant changes to national planning policy:
- Firstly, a suite of national Planning Policy Statements have been replaced with a single National Planning Policy Framework. This has removed much of the context and details in national planning policy; and
 - Secondly, the 2012 Localism Act revoked Regional Spatial Strategies (RSS) which previously set out the regional and sub-regional priorities for development.
- 3.3 Importantly, these two changes removed the targets for delivering new homes on brownfield land, which had provided some pressure on authorities to ensure that they concentrated efforts on delivering development on vacant brownfield land. Previous national guidance set out that 60% of new homes across England should be delivered on brownfield land.
- 3.4 The RSS for the North West increased this threshold to 70% of new homes to be built on brownfield land, given that there were some areas that had large amounts of vacant brownfield land. RSS also included specific targets for each local authority and Bury's target was for 80% of new homes to be built on brownfield land.
- 3.5 The removal of these policies and strategies means that there is currently no national or regional/sub-regional targets on the amount of development that is needed to be provided on brownfield land.

Current National Planning Policy Framework

- 3.6 The National Planning Policy Framework (NPPF) was published in 2012 and replaced a number of national planning documents that provided detailed advice on a range of planning matters. Whilst it removed the overall national

target for brownfield land, it still emphasises the need to bring forward brownfield land:

- Paragraph 17 states that planning authorities should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
- Paragraph 80 indicates that urban regeneration can be supported through the recycling of derelict and other urban land;
- Paragraph 111 states that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed, provided that it is not of high environmental value; and
- Paragraph 111 also states that and that local planning authorities may consider whether it is appropriate to set a local target for the use of brownfield land.

Housing White Paper

- 3.7 In February 2017, the government published a white paper on the future delivery of housing in England. This set out the government's continued drive to ensure that more homes are delivered to meet the country's needs.
- 3.8 In doing so, the White Paper indicated that there should be a presumption that all brownfield land should be regarded as being suitable for housing unless there are clear and specific reasons to the contrary. The suggestion was that more vacant, unviable and unused employment land would be brought into use by introducing new rules for retaining employment land.
- 3.9 On top of the proposals put forward in the Housing White Paper, the government has introduced other measures to help deliver new homes on brownfield land:
- **Statutory brownfield registers** - requiring all local authorities to indicate which brownfield sites are suitable for housing. The registers are intended to remove any ambiguity around the principle of residential development on sites and give greater clarity on the use of land for landowners, developers and communities;
 - A wide range of **new permitted development rights**, which give permission for specific forms of development – such as converting office, retail and agricultural buildings into residential use; and
 - Seeking to designate 26 **Housing Zones** with the potential to deliver up to 44,000 new homes on brownfield land.

Draft National Planning Policy Framework

- 3.10 In March 2018, the Government released a new draft version of the NPPF for consultation. This incorporates many of the changes proposed in the Housing White Paper along with Written Ministerial Statements that were published

between 2012 and March 2018. Emphasis on developing brownfield land is retained within the draft NPPF, which includes:

- Paragraph 39 advises local authorities to use brownfield registers to secure developments that will improve the economic, social and environmental conditions of the area;
- Paragraph 117 recommends that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic plans should contain a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed land;
- Paragraph 118 states that planning policies and decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated and unstable land;
- Paragraph 119 states that local planning authorities should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development needs, such as sites included on brownfield registers or held in public ownership, using the full range of powers available to them; and
- Local authorities having to examine all other reasonable options for meeting its identified development needs before releasing Green Belt land.

Meeting development needs

- 3.11 Whilst there an emphasis on bringing forward brownfield land in the current and emerging national planning policy, this needs to be considered in the context of other elements of government policy within these documents.
- 3.12 The overarching emphasis of the current NPPF is to ensure that **local authorities meet their local development needs**:
- Paragraph 14 states that local planning authorities should positively seek opportunities to meet the development needs of their areas and that local plans should meet objectively assessed needs;
 - Paragraph 47 states that local authorities should boost significantly the supply of housing by meeting their full objectively assessed needs for housing; and
 - A requirement to ensure a continuous five year supply of housing land, sitting alongside longer term land identified for housing.
- 3.13 This strong policy emphasis on meeting needs is designed to tackle the national housing crisis as the country is simply not building enough homes to meet the demands of a growing population. The effect of this is that house

prices are continuing to soar and that young people and families are struggling to get on the property ladder.

- 3.14 Consequently, local authorities across the country (including Bury) have struggled or failed to get up-to-date local plans in place as they have not identified enough land to meet their local housing needs.
- 3.15 The emphasis on delivering enough land to meet development needs is set to continue and is retained in the revised draft NPPF:
- Paragraph 60 refers to the government’s objective of significantly boosting the supply of homes, which should reflect the government’s emerging methodology that identifies the level of housing that is needed;
 - In addition to ensuring that there is a five year supply of deliverable housing land, the government intends to introduce a new Housing Delivery Test to determine whether districts are building enough homes to meet needs; and
 - Plans will need to cover a 15 year period on adoption.
- 3.16 The government’s emphasis on meeting both the short and longer term development needs of an area as set out in NPPF is an important consideration for this Brownfield Land Statement and the emerging development plan. Some districts simply **do not have enough brownfield land to meet the needs of their area** and the policy context increases pressure on such authorities to release other land to meet their needs.

Chapter summary

This section has highlighted that there are a range of policies and strategies that the Council has to take into account within this Brownfield Land Statement.

National guidance is aimed at bringing brownfield land back into use in order to meet development needs. Clearly this is good planning and the Council is committed to this as set out in this Statement.

However, it is important to note that the overarching policy emphasis in NPPF is to ensure that sufficient land is released to meet the full development needs in districts.

Therefore, whilst it is important to prioritise resources to bring forward the development of brownfield land, it is often the case that additional land is required to meet longer term development needs. As such, local authorities across the country are increasingly having to make tough decisions in terms of releasing land that is currently protected to meet their development needs.

4 Brownfield land in Bury

Historic context

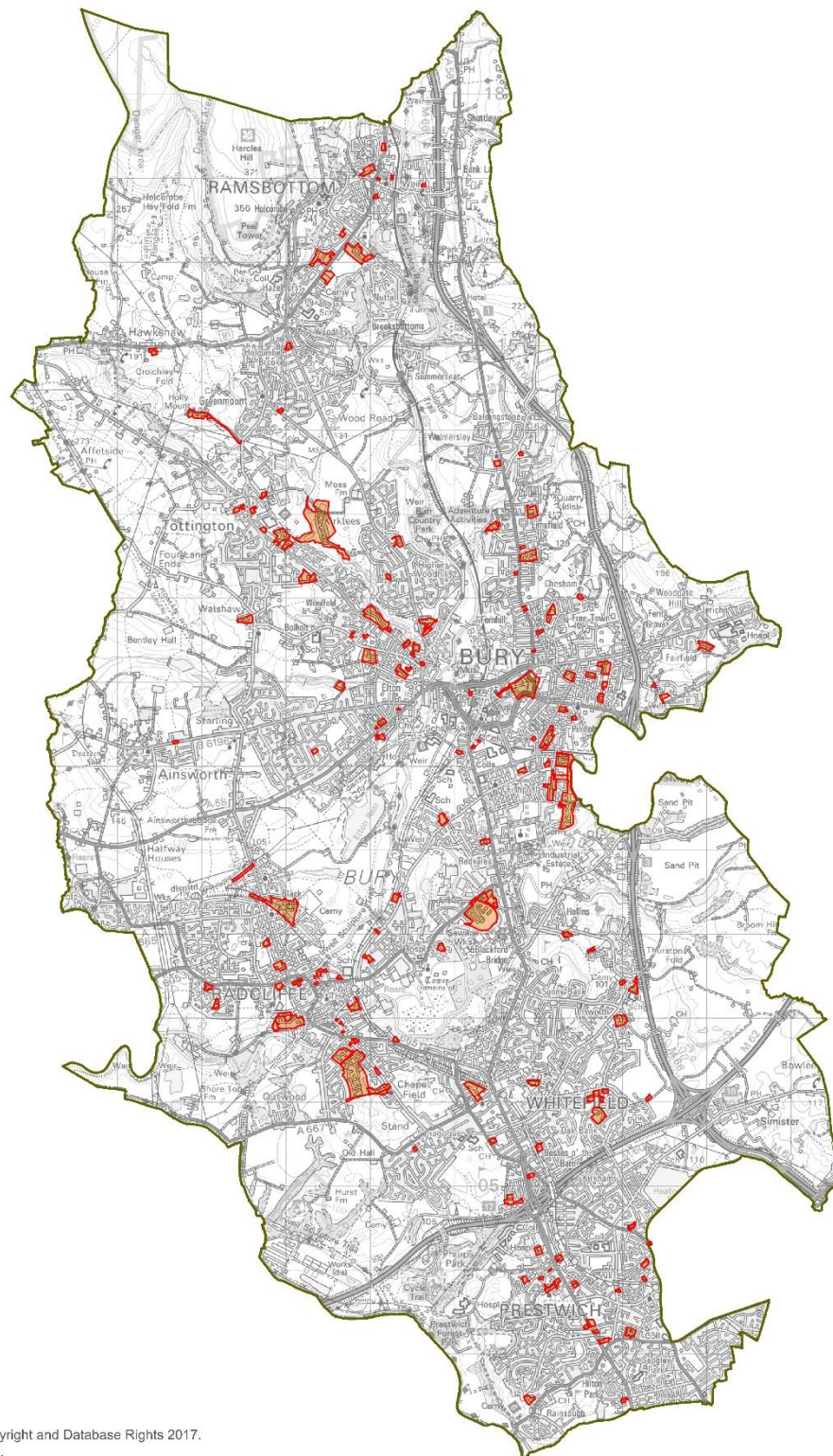
- 4.1 In common with the rest of the North West, Bury has a long industrial heritage which dates back to the industrial revolution. The River Irwell, with its tributaries, the Roch, Kirklees Brook, Holcombe Brook and Bradley Brook were locations for virtually all forms of early industry and the associated canals and railways. In the early 19th century the town's population doubled in size at a time when Bury was gaining importance as a centre for textiles and paper-making both regionally and nationally. This growth was predicated on the arrival of the national canal network with the opening of the Manchester, Bolton and Bury Canal in 1808 enabling international cotton supplies to be brought in from Liverpool and later with the railways linking the town to Manchester and Pennine Lancashire.
- 4.2 The rise of the textile industry in the 18th and 19th centuries was one of the greatest factors to influence the historical landscape development in Bury. Prior to the 18th century, the landscape of the district was primarily agricultural with isolated farms and hamlets. Of the 271 industrial sites recorded in the Bury district in the 19th century there were thirty-seven bleach works, thirty-three dye works and fifteen print works. The Irwell Valley and Kirklees Valley were particularly important locations. By 1780 there were six water-powered mills in the Borough in locations such as Radcliffe, Hinds, Burrs and Summerseat. By the end of the century bleaching, dyeing, paper-making and printing of cotton cloth were the most common aspects of the textile industry in Bury, a consequence of the availability and quality of water in this district. The first mills required large quantities of water, with many industrial sites including arrangements of reservoirs, filter beds and weirs, many of which are still present today.
- 4.3 With the introduction of innovative industrial production systems and cotton processing in the 19th century, the scale of mills increased rapidly together with the construction of large estates of workers' housing, commercial and institutional buildings, and a transport infrastructure of canals, railways and tramways were introduced alongside improvements to the road network. A number of textile towns developed in the Borough, including Radcliffe, Ramsbottom and Tottington.
- 4.4 Bury's early wool and cotton industries could be considered to be of national importance in the context of the 18th and 19th century industrial revolution, and of regional significance for their influence on northern English social and economic development.

-
- 4.5 The climax of the textile industry in Britain in the 1920s was followed by a period of national decline, resulting in a number of textile mills in Bury becoming redundant. Since then, there has been a decline in other traditional industries in Bury including bleach works, chemical plants, paint works and industries associated with the railway.

Redevelopment of brownfield land in Bury

- 4.6 The decline of heavy industry across the north of the country has left its mark. Many towns in northern England still have huge swathes of derelict brownfield land that have remained untouched and undeveloped for years. This includes many areas within the Greater Manchester conurbation.
- 4.7 However, as discussed previously, Bury Council has always had a strong commitment to developing brownfield land to meet its development needs. Consequently, whilst there remain pockets of vacant land across the Borough, Bury has largely been successful in re-using and redeveloping its former industrial sites and premises that have become vacant or un-used over the past 30 years or so. Many of these sites have been remediated and are now used for residential development. As such, the Borough does not suffer from the extensive blight that other towns do from huge swathes of derelict land that show no signs of coming forward.
- 4.8 Over the past two decades, 79.4 hectares of brownfield land has been brought back into use for residential purposes. Plan 1 provides an illustration of the spread of large brownfield sites that have come forward in the Borough over this period. Many of these sites were old employment sites that were no longer considered suitable for modern day employment uses due to their location and proximity to residential developments that have built up around them.

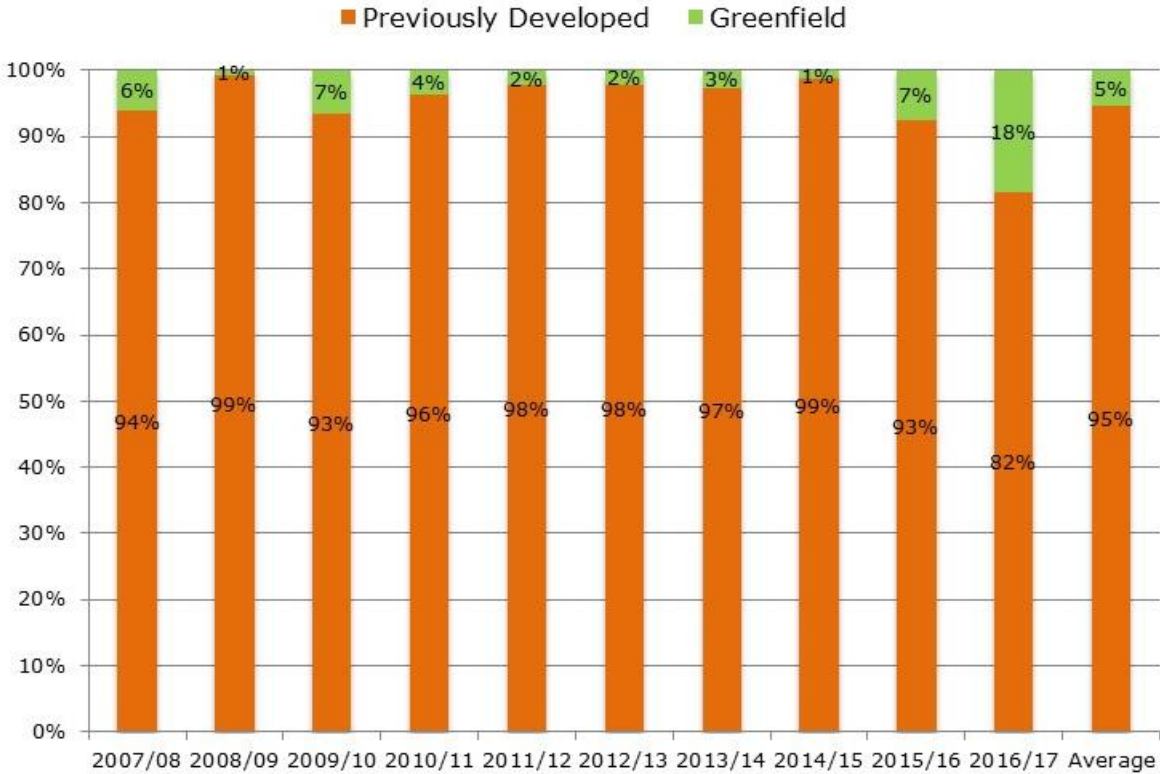
Plan 1 – Large housing completions on brownfield sites 1997 – 2017 (10 units or more)



4.9 In the past 10 years, the vast majority of housing completions have been on brownfield land. As indicated earlier, there was a national target of 60%, regional target of 70% and local target of 80% of new homes that needed to be built on brownfield land. Bury vastly exceeded all of these targets in delivering new housing.

4.10 Figure 1 gives an illustration of the number of net housing completions on brownfield land. It shows that past national, regional and local targets have been met in the last 10 years. In 9 of the last 10 years, over 90% of completions were on previously developed land. Of the 3,115 net dwelling completions since 2007, 2,950 of these were on brownfield land, equating to 95% of new completions.

Figure 1 - Percentage of housing completions on Previously Developed Land



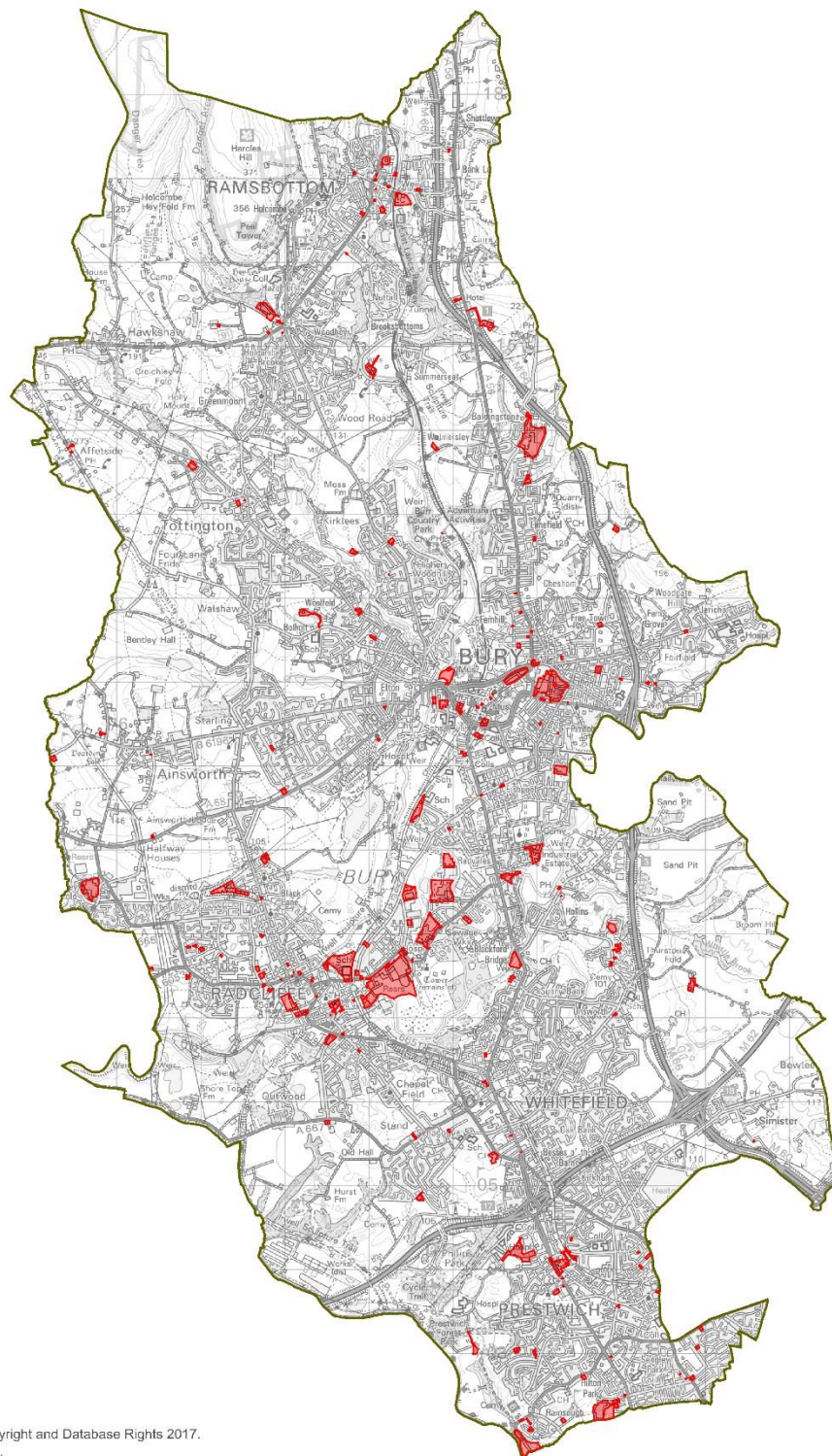
Current brownfield sites

4.11 The result of the successful redevelopment of many of the Borough’s brownfield sites, particularly the Borough’s redundant industrial sites, has meant that the survival of structures from the Borough’s industrial past is piecemeal and a large number of the mills that dominated the townscape of the Borough for so long have been lost. Whilst it is unfortunate that much of the evidence of the Borough’s industrial past has been lost, including significant architectural buildings like Peel Mill, the benefit is that the Borough does not contain large concentrations of derelict land and buildings that

feature across many towns in the north of England, including some of our local neighbours.

- 4.12 Nevertheless, there are still a relatively small number of brownfield sites throughout the Borough that are vacant or underused. Some of these are large sites capable of delivering sizable developments and also in key strategic locations in and around the Borough's town centres. Some have been vacant and remained undeveloped for a number of years and it is important that these are brought back into use to help regenerate the site and its immediate surroundings.
- 4.13 Plan 2 provides an illustration of the location of the current vacant or underused previously developed land in Bury, taken from the information in the Strategic Housing Land Availability Assessment (SHLAA) and monitoring of employment land in 2017.

Plan 2 – Current supply of housing and employment land on brownfield sites



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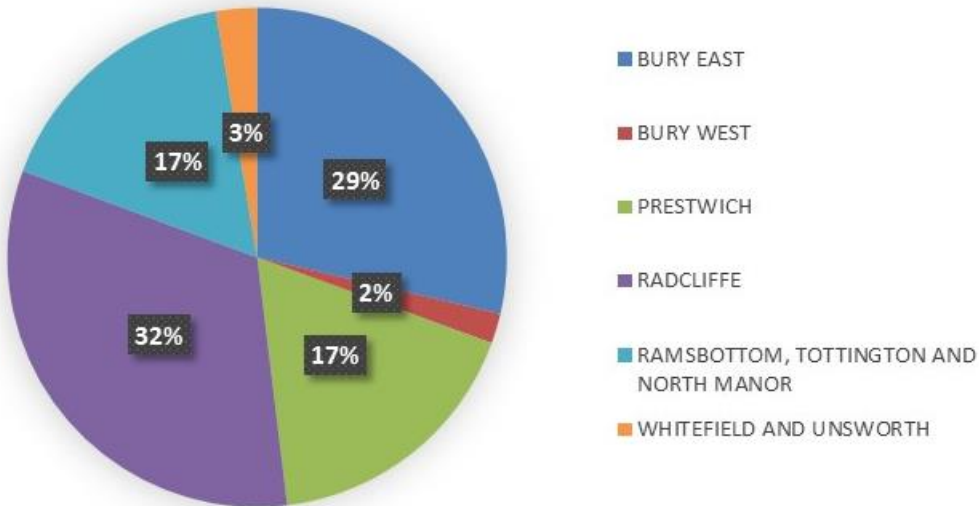
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- 4.14 The total amounts to 129 hectares of brownfield land that is identified as being in housing and employment supply. However, as indicated in the next section, much of this land is in the process of coming forward.

Strategic Housing Land Availability Assessment

- 4.15 The NPPF requires local authorities to undertake a Strategic Housing Land Availability Assessment (SHLAA) for their area to help identify a flexible and responsive supply of housing land for at least 15 years from the date of adoption of the Local Plan.
- 4.16 The Council's original SHLAA was published in April 2008, in full accordance with government guidance on SHLAA's at that time (DCLG, 2007). The SHLAA has been updated on an annual basis thereafter, providing updated information on housing supply and completions.
- 4.17 In the 2017 SHLAA, a total of 248 sites were identified within the SHLAA housing supply with an estimated capacity of around 4,365 dwellings. 3,559 of these or **82%** are on brownfield land.
- 4.18 Brownfield land is a finite resource. The emerging evidence from the latest SHLAA is indicating that the Borough's housing supply on brownfield land is dwindling as sites are delivered and no longer become available. Whilst the average completion rate on brownfield land over the past decade has been 95%, this dropped sharply in 2016/17 (82%). This reflects the current percentage of brownfield land within the supply, which would suggest that future completion rates on brownfield land will remain around 80%. This is simply a reflection of the Borough's success in bringing forward brownfield land as opposed to any shift in policy.
- 4.19 In terms of future needs, the government is in the process of implementing a national methodology that will determine each districts housing needs. This will fluctuate as the data supporting it is updated on an annual basis but, at the time of writing, the local housing need for Bury indicates that the Borough will need to deliver around 10,700 houses between 2017 and 2036.
- 4.20 In light of the national policy emphasis on the need for local authorities to plan to meet their housing needs, there is a considerable shortage of brownfield land to meet the local housing need. With only around 3,100 units being able to be delivered on **current brownfield sites**, this leaves a shortfall of around 7,600 against the housing need.

4.21 Excluding an allowance for windfall development, the total supply in identified in the SHLAA is 4,365 but this still leaves a shortfall in the region of 6,300 against the latest government assessment of Bury’s housing need.

Figure 2 – Housing supply on brownfield land by area.



4.22 Figure 2 illustrates how the brownfield element of the SHLAA land supply is distributed across the Borough. Of the 3,559 dwellings identified in the 2017 SHLAA supply to be provided on brownfield land, it is expected that 63% is to be located in either Bury or Radcliffe. This largely reflects the fact that these two areas of the Borough is where most of the former industrial activity was located.

Chapter summary

The information outlined in this chapter has demonstrated that Bury has had a good record of recycling and returning brownfield land into beneficial use, with over 95% of new homes built in the past decade being on brownfield land.

However, there is still a number of brownfield sites that remain vacant and underused and it is important that the Council continues to prioritise the various work streams outlined in the next section to bring these forward.

The total supply in identified in the SHLAA is 4,365 but this still leaves a shortfall in the region of 6,300 against the latest government assessment of Bury’s housing need.

5 Delivering the regeneration of brownfield sites

5.1 This chapter explores the key tools that are potentially available to the Council to inform and support the regeneration and re-use of brownfield sites and to meet the objectives set out in this Brownfield Land Statement, namely:

- The development plan;
- Town centre initiatives;
- Development briefs;
- The Bury Growth Plan;
- Monitoring brownfield land;
- Key funding mechanisms;
- Development partnerships;
- Contaminated Land Strategy; and
- Compulsory purchase.

Development plan

5.2 Bury's statutory development plan is currently made up of the Bury Unitary Development Plan (UDP) and two jointly-prepared plans dealing with minerals and waste matters that cover the whole of Greater Manchester.

5.3 Work is currently on-going to replace the UDP with two key documents:

- **The Bury Local Plan** – which will cover locally-specific planning policies and site allocations to manage future growth and development in Bury; and
- **The Greater Manchester Spatial Framework (GMSF)** - another jointly-prepared Greater Manchester Plan that will principally seek to address strategic issues around housing and employment.

5.4 In terms of Bury's wider development plan, the Local Plan and the GMSF will be key to the identification and promotion of development on brownfield sites. Both of these documents will need to be in conformity with national planning guidance and both will therefore need to take account of the availability and suitability of brownfield land in considering whether development needs can be met on such land.

Bury Local Plan

- 5.5 Whilst Bury's emerging Local Plan will ultimately need to be tested at a public examination, it will be likely to seek to provide a similar policy framework to the existing UDP in terms of:
- Seeking to meet development needs within the existing urban area as far as possible;
 - Directing development towards vacant brownfield land as a key priority in meeting the Borough's development needs;
 - Promoting the regeneration of areas by identifying development opportunities that bring forward vacant land and/or encourage the redevelopment of underused land within the Borough;
 - Seeking higher densities of residential development in sustainable locations in order to make the most efficient use of land; and
 - Maximising growth in and around the Borough's key centres, where the majority of brownfield land exists.
- 5.6 In terms of specific sites, the preparation of the new Local Plan will also involve:
- Considering existing UDP allocations to determine whether it would be more appropriate for these to be identified for another land use. There are only a handful of vacant site allocations remaining but the Local Plan will need to consider whether they should be re-allocated for an alternative use in order to bring these forward (e.g. if an employment allocation has not been taken up then it may be appropriate for the site to be allocated for another purpose). However, it should be noted that the Local Plan will continue to seek to deliver a sustainable and competitive local economy by protecting suitable employment land;
 - Considering whether areas that are currently designated for particular land uses should be re-designated. Most of the current UDP designations are likely to be rolled forward as they remain relevant. However, there may be instances where changes in circumstances mean that there is a now a need for some designations to be amended. For example, it may no longer be appropriate to continue to designate some Employment Generating Areas where these no longer generate the levels of employment they were intended to protect. The Local Plan will be an opportunity to consider whether designations should be removed or amended to allow for alternative developments to take place in these areas;
 - Exploring whether some allocations and/or designated areas can be reconfigured to provide a more efficient use of space for new development. These opportunities are likely to be limited as occupiers have sought to maximise limited space over the years;
 - Setting out the essential infrastructure requirements over the plan period. This includes physical infrastructure (such as new roads or public transport developments) and social infrastructure (such as new schools or health

- facilities). The provision of new infrastructure can lead to additional investment into areas and help to bring forward brownfield land; and
- Identifying key town centre boundaries and development opportunities within them in order to support the vitality of these centres and to reflect on-going changes to shopping habits and the impacts that this is having on town centre high streets.

Greater Manchester Spatial Framework

- 5.7 The Greater Manchester Spatial Framework (GMSF) will sit alongside Bury's Local Plan, providing a strategic and consistent overview to delivering brownfield land across the conurbation in order to meet Greater Manchester's development needs.

The Council will pursue the introduction of statutory planning policies in both the Local Plan and the GMSF that seek to promote the development of brownfield sites in Bury.

Town centre initiatives

- 5.8 In recent years the Council has produced a number of town centre masterplans. It has also established a Regeneration Task Group for Radcliffe and has plans to establish a similar group for Ramsbottom. Together, these have primarily been focused on bringing forward vacant brownfield and underused sites in and around the Borough's key town centres.

Bury town centre

Bury But Better Masterplan (2009)

- 5.9 Since approval of the updated strategy in 2009 numerous projects, initiatives, and improvements have been realised within Bury town centre.
- 5.10 This includes the completion of the Rock development in 2010, which provided a £350m private sector investment as part of a mixed use development. The development comprised a mix of low end uses which through a targeted programme of land assembly and created a significant redevelopment opportunity within Bury town centre comprising around 600,000 sq. ft. of retail floorspace, 100,000 sq. ft. of leisure facilities and over 400 apartments.
- 5.11 In November 2017, the final phase of the Rock development was completed creating 12,000 sq. ft. of restaurant space at Clerke Street.
- 5.12 The completion of Townside Phase 1, which provided 83,000 sq. ft. of office space (occupied by the Council and Six Town Housing), 56,000 sq. ft. of health facilities, a 115 bed hotel and associated car parking.

- 5.13 The Bury but Better vision also paved the way for the new developments at Chamberhall Business Park including the relocation of the GMP headquarters and the provision of a Community Fire and Rescue facility. It is anticipated that the development of the remainder of the Chamberhall site will commence shortly.
- 5.14 These developments have been brought forward at a time when town centres across the country have been struggling to attract investment. However, despite the considerable success achieved through the vision set out in the Bury but Better masterplan, there remains significant development opportunities within Bury town centre on brownfield sites. As such, the Council is committed to refreshing the vision for Bury town centre to help bring forward a number of sites for appropriate developments including:
- The former GM Police Bury headquarters (which has recently been demolished);
 - The former fire station site;
 - The remainder of Phase I and Phase II of Townside;
 - The former First Bus depot;
 - Opportunities around Bury College; and
 - Other vacant/underused sites in and around the town centre.
- 5.15 Key opportunities on these sites are likely to relate to a number of appropriate town centre uses including:
- Town centre living;
 - Health and wellbeing facilities;
 - Dynamic workspace, reflecting modern ways of working;
 - Culture, food and leisure, together with improving our evening and night time offer;
 - Commercial/knowledge and educational opportunities; and
 - Improvements to the transport network, particularly public transport around Bury Interchange.

Radcliffe town centre

Radcliffe Town Centre Masterplan (2010)

- 5.16 Since approval and adoption of the Radcliffe masterplan in 2010, numerous schemes have been completed in Radcliffe town centre.
- 5.17 A £1 million investment brought forward a comprehensive refurbishment of the **Market Hall** in Radcliffe which was completed in 2014. In June 2018, the market was outsourced to private operators who will be looking to develop an enhanced food and drink based offer with the intention that this will act as an attractor and catalyst for additional town centre activity and investment.

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- 5.18 The masterplan also paved the way for the redevelopment of the **Radcliffe Bus Station**, which opened in December 2015. The new bus station has provided much enhanced facilities in the heart of Radcliffe town centre together with improved public realm. It has provided a more efficient use of the land that has helped provide additional development opportunities on adjacent land.
- 5.19 The new **Lidl** retail development located adjacent to the new bus station opened in February 2018. The store has created an important new attractor for the town centre with potential to draw customers from the Asda store across Pilkington Way into the town centre.
- 5.20 Additional **park and ride provision** has also been delivered by TfGM through an additional deck of parking at Radcliffe metrolink station.
- 5.21 There has also been some private sector investment into Radcliffe that has helped to make more efficient use of existing buildings in the centre. This includes the creation of 150 new jobs following the incorporation of **Dunelm's national call centre** into their existing Green Street store.
- 5.22 The brownfield sites in and around the town centre have also been brought forward for **residential development**, including the former Radcliffe Paper Mill, Allen's Green Works and the former Civic Centre. This has helped to bring an increased population into the town, which should, in turn, increase footfall and help to support retail and leisure facilities in the town centre.
- 5.23 In addition to the delivery of the above, the Council is working with Homes England to bring forward the Borough's largest vacant brownfield development on the site of the former **East Lancashire Paper Mill**. Consultation on the latest proposals for the site ended in February 2018 and this involves the redevelopment of the site for 400 residential units and associated open space. An outline planning application has now been submitted and is due to be determined in Autumn 2018. This development has the potential to bring significant benefits to Radcliffe and should significantly help regeneration efforts in the town centre.

Radcliffe Regeneration Task Group

- 5.24 The Council is committed to driving forward wider regeneration opportunities on brownfield sites in and around Radcliffe town centre. In order to help shape the wider vision for the town and identify opportunities for specific sites the Council has established a **Radcliffe Regeneration Task Group**. This is comprised of local Ward Councillors, Senior Council Officers, local business leaders and key public stakeholders and the role of this group will be to produce an updated vision and regeneration strategy for Radcliffe. In particular, the group will consider the range of opportunities that exist on known vacant and underused land within Radcliffe including:

- The former leisure centre site;
- The remaining part of the Radcliffe High School Site;
- The surplus land in and around the former Coney Green site;
- Opportunities for the regeneration of the town centre itself;
- The land in and around Pioneer Mills;
- Other sites and initiatives that will provide environmental and economic benefits to Radcliffe town centre.

Prestwich town centre

Love Prestwich Village Town Centre Development Strategy (2009)

- 5.25 Prestwich town centre has been showing promising signs of regeneration for a number of years. The completion of **'The Radius'** scheme provided a significant amount of town centre residential living along with new commercial and public realm improvements. This has been supplemented by other development such as the Marks and Spencer food store.
- 5.26 Since the approval of the Prestwich Town Centre Development Strategy, there have been further **residential developments** on other brownfield sites around Prestwich, including the land behind Tescos (currently being completed by Redrow) and on Kingswood Road.
- 5.27 The town centre has also recently seen the completion of the **A56 Prestwich High Street regeneration** scheme following a £2 million investment into the heart of Prestwich. The scheme has resulted in significant improvements to the environment for all users of Prestwich, which should help attract further investment into the centre.
- 5.28 Current activity is focussed on progressing the redevelopment of the existing 1970s **Longfield shopping centre** and its surrounding area, supported by the GM Mayors Town Centre Challenge initiative. This could potentially deliver a comprehensive mixed use development including further residential development alongside additional retail, commercial, health and community hub facilities. These plans are designed to make more efficient use of existing land and buildings, building on the success of the Radius scheme.

Ramsbottom town centre

Ramsbottom Regeneration Task Group

- 5.29 In addition to the Radcliffe Regeneration Task Group, the Council is also committed to establishing a similar group in Ramsbottom to allow effective engagement with local business and community stakeholders. The aim of this group will be to look primarily at initiatives to deliver regeneration and environmental improvements to the town.

- 5.30 Development opportunities in and around Ramsbottom centre are limited as there is not a lot of vacant or underused land. However, the former **Mondi** site at Peel Bridge is a large brownfield site immediately adjacent to the town centre that has potential to be brought forward for a range of uses.
- 5.31 The Regeneration Task Group will help consider how this site can be brought forward, working with the owners to see if the constraints can be overcome, including the site's flood risk constraints.

The Council will continue to build on the success of existing town centre initiatives in bringing forward the redevelopment of brownfield sites by refreshing masterplans, where necessary, and by pursuing opportunities identified through the town centre Regeneration Task Groups.

Development briefs

- 5.32 In addition to area-wide masterplans, development briefs are another useful tool in bringing forward brownfield sites. These tend to be more site-specific than wider masterplans and provide a lot more detail on a site's characteristics, including constraints, policy context, ownership details and design expectations.
- 5.33 Development briefs can provide more detailed guidance on sites identified within a wider masterplan or can be produced to respond to an individual development opportunity that may arise. Whilst briefs can come in different forms and content, their principle role is to promote the site and inform potential developers and other interested parties of the expectations for the redevelopment of a site, thus providing a degree of certainty to prospective developers.
- 5.34 They can be privately or publically produced, or even jointly if there is a shared ownership or common interest in a piece of land. The Council has made use of development briefs in the past, particularly when surplus Council-owned land is being sold for development. These have ranged from small-scale development opportunities on sites such as surplus garage colonies to larger, town centre opportunities such as at Townside. The use of development briefs has been successful in promoting developer interest and securing the delivery of development on brownfield sites.
- 5.35 As part of the wider masterplanning work, the Council will continue to consider whether specific sites will need to have a more detailed development brief produced in order to guide the type and form of development on the site. It is too early to determine the nature of these development briefs but they may be produced:

- **To support the sale of publically-owned land.** The Council and other public bodies are major landowners within the Borough and some of the vacant brownfield sites that exist in the Borough are publically-owned. Part of the Council's consideration for these sites will be whether or not it would be appropriate to simply put these land assets up for sale and for a developer to bring them forward. This route has been favoured in the past by local authorities and it removes a liability, brings in a capital receipt to the authority and often results in the delivery of development. There are many successful examples of this type of land disposal across the Borough, including the recently complete McCarthy and Stone development at Prestwich, which was formally Council-owned land;
- **To attract interest from Registered Providers** (e.g. housing associations) on Council-owned land, where there may be an aspiration to provide a specific housing tenure in an area. Historically, the Council and Registered Providers have delivered a significant amount of affordable housing on publically-owned land. Whilst opportunities for this have dwindled in recent years (due to a lack of surplus land and different funding models within local authorities and housing associations) there may be opportunities as sites come forward; and
- **To set out a development framework for Joint Venture partnership working with the private sector.** Joint Venture arrangements are becoming more common across the country as local authorities seek to retain some control over their assets in terms of when sites are brought forward and the end use/occupier. These arrangements can also prove to be more profitable in the longer term, providing local authorities with annual revenue returns as opposed to a one-off capital receipts received from outright sale option. The Council has already had some success with the Joint Venture route, through the delivery of the Council offices, healthcare and hotel facilities at Townside. The Council will explore whether there are further opportunities for Joint Venture arrangements, which can help to bring forward brownfield land in line with specific development briefs drawn up to reflect the Council's aspirations for a site.

The Council will continue to explore opportunities to prepare detailed development briefs for key brownfield sites in order to promote sites, to guide the scale, type and form of development and to provide increased certainty to prospective developers.

Bury Growth Plan

- 5.36 Approved in November 2017 the Bury Growth Plan sets out a broad and high-level outline of the Council's key priorities for physical, economic, social and environmental growth which will be pursued over the long-term together with key methods of delivery.

- 5.37 It will be supported and delivered through a range of plans, strategies and programmes produced and operated by the Council and its partners that will drive the Borough towards the growth priorities identified in this Plan.
- 5.38 The Growth Plan sets out the key priorities for housing as being to:
- Identify potential residential development land through the planning system to help meet the demands of a growing population, including sites for specialist accommodation;
 - Update planning policies to maximise the provision of affordable housing through private developments; and
 - Maximise opportunities for housing development to meet housing needs in sustainable locations.
- 5.39 The Plan specifically identifies the Bury Brownfield Land Strategy as one of key delivery mechanisms for promoting housing growth.

The Council will monitor performance against the key elements of this Brownfield Land Statement and these will be fed into the wider monitoring for the Bury Growth Plan.

Monitoring brownfield land

- 5.40 There are a number of ways in which the Council monitors the availability of brownfield site in the Borough.

Strategic Housing Land Availability Assessment

- 5.41 One of the key parts of evidence that will support the Local Plan and the GMSF is the Strategic Housing Land Availability Assessment (SHLAA). The SHLAA is a comprehensive document that identifies the existing supply of committed residential sites, including sites that are under construction, have an extant planning permission or benefit from an outstanding development plan allocation. It also identifies potential sites that are suitable for residential development.
- 5.42 The SHLAA is used as a monitoring tool to identify how much housing is expected to come forward in the short, medium and longer term by assessing the likely delivery rates on current and potential sites. Section 4 of this Statement outlined that there is an identified supply of less than 4,500 over the next twenty years or so, with around 80% of this identified supply being brownfield land.
- 5.43 Housing supply never remains static and there are always changes as more sites become available (e.g. land becomes available through the closure of a non-residential building) or as planning applications are submitted that

increase or decrease the amount of development that is expected to come forward on a site.

- 5.44 The Council is committed to monitoring the potential of housing land in the SHLAA on a yearly basis. These yearly reviews will seek to consider any additional brownfield land that may become vacant or underused during the course of the year in order to determine whether or not the land has potential for housing. Landowners, developers and all other stakeholders are invited to put sites forward for consideration in the annual updates.
- 5.45 This annual update is important to ensure that the Council has got an up-to-date database of housing land supply, particularly brownfield land. This information on supply is crucial in informing the preparation of the Local Plan and GMSF in terms of identifying the gap between housing land supply and the housing needs of the Borough. However, whilst it is likely that some brownfield land will continue to come forward over the plan period it is unlikely that sufficient land will come forward to meet the Borough's medium to longer term housing needs.

Through the SHLAA, the Council will continue to compile a list of constraints and get a better understanding of the nature of the Borough's brownfield sites, largely through evidence supplied by landowners and developers. The Council will continue to work with landowners and developers to try and overcome these constraints.

Brownfield Land Register

- 5.46 The Town and Country Planning (Brownfield Land Register) Regulations 2017 require each local planning authority in England to prepare, maintain and publish a register of previously developed (brownfield) land suitable for residential development by 31 December 2017. The government considers that the purpose of the registers is to provide up-to-date and consistent information on sites that local authorities consider appropriate for residential development. Bury's Brownfield Land Register is available here: www.bury.gov.uk/11050
- 5.47 The Register must include all parcels of brownfield land at least 0.25 hectares in size, or capable of supporting at least 5 dwellings, which the Council considers to be suitable and available for residential development and for development to be achievable. Effectively this information has been extracted from the Council's 2017 SHLAA given the close links between the requirements of the register and the production of the SHLAA. As a result, the Brownfield Land Register is a subset of the 2017 SHLAA.
- 5.48 There are currently a total of 66 sites on Bury's Brownfield Land Register – Part 1. A summary is set out in Table 1.

Table 1: Brownfield Land Register Summary (Part 1)

| Status | Site count | Min. net dwellings | Site area |
|------------------|------------|--------------------|-----------|
| Permissioned | 22 | 563 | 16.10 |
| Pending decision | 1 | 10 | 0.24 |
| Not permissioned | 43 | 1,970 | 67.63 |
| Total | 66 | 2,543 | 83.97 |

- 5.49 It should be noted that the Brownfield Land Register presents only a partial picture of the amount of brownfield land that is available, suitable and achievable for new housing in Bury. This is because small sites, sites under construction and those sites that are not wholly brownfield in nature are excluded from the register, as are sites with permission for conversion or change of use above existing premises. The SHLAA continues to remain the comprehensive assessment of future housing land supply in the Borough and includes dwellings on sites that are excluded from the register for reasons set out above.
- 5.50 Part 2 of the brownfield land register is a subset of Part 1. Part 2 will comprise only those sites in Part 1 that the local planning authority has decided would be suitable for a grant of permission in principle for residential development.
- 5.51 Permission in principle is a new planning tool which works alongside existing routes for obtaining planning permission. It can only be granted for residential-led developments and is intended to offer an alternative to obtaining outline planning permission, providing early certainty on the 'in principle' matters of use, location and amount of development. Local planning authorities can enter suitable sites in Part 2 of the brownfield land registers (subject to undertaking the necessary requirements for publicity, notification and consultation) which will trigger a grant of permission in principle.
- 5.52 The permission in principle consent route has 2 stages: the first stage (or permission in principle stage, which is triggered by entry in Part 2 of the brownfield land register) establishes whether a site is suitable in principle for residential development, and the second ('technical details consent') stage is when the detailed development proposals are assessed. The scope of permission in principle is limited to location, land use and amount of development. Other matters should be considered at the technical details consent stage.

- 5.53 No sites have been included on Part 2 of the brownfield land register by the Council at the current time but this is something that the Council will continue to consider if it will help bring forward brownfield land quicker than through the traditional planning application process. The intention is that the brownfield land register will be updated on an annual basis.

The Council will update its Brownfield Land on an annual basis in order to maintain an up-to-date record of brownfield sites in Bury that are suitable for housing.

Employment land monitoring

- 5.54 In addition to housing land, the Council monitors the amount of available employment land supply in the Borough on an annual basis. This identifies anticipated delivery and phasing of these sites in the short, medium and long term.
- 5.55 As of April 2017, the Council has identified a total employment land supply of 32.77 hectares on 29 sites. 24 of these sites totaling 16.85 hectares (51.4% of the supply) is brownfield. This is considered to be a very low supply in terms of attracting employment opportunities into the Borough particularly as some of this land is starting to come forward for development.
- 5.56 The Council will continue to monitor employment opportunities on brownfield land within the Borough and work with landowners and developers to help bring these sites forward. However, this is insufficient to meet the Borough's long term growth aspirations.
- 5.57 In addition to monitoring the availability of employment land for new development, the Council has reviewed all existing employment sites within the Borough in order to identify those that remain suitable for continued employment use and worthy of continued protection and, conversely, those that are no longer considered suitable for continued employment use.
- 5.58 The Council has operated a long-standing approach whereby suitable employment sites will be retained unless it can be demonstrated that there is no reasonable prospect of the site being used for employment purposes.
- 5.59 Those sites that have been considered to be unsuitable in principle for continued employment use have been considered against the SHLAA appraisal process to see if they would be more suitable for residential development. The likelihood is that the majority of these sites will come forward for housing at some point although for now are currently in continuing employment use.
- 5.60 This approach will ensure that existing employment sites will be considered for redevelopment if they are either fundamentally unsuitable or if the continued use of the site for employment purposes can be shown to be unviable. Either

way, the approach will avoid the long-term protection of unsuitable employment sites.

The Council will continue to annually monitor the supply of employment land in the Borough, including assessing the suitability of opportunities for recycling brownfield sites for new employment development.

Key funding mechanisms

- 5.61 There are a number of potential funding mechanisms that can be used to support and enable the delivery of new development on Bury's brownfield sites.

Greater Manchester Housing Investment Fund

- 5.62 Since the housing market crashed in 2008, it's been hard for home buyers to get a mortgage and for developers to find funding meaning that there are far fewer houses being built than what are needed.
- 5.63 Greater Manchester's 'GM Place' initiative in association with the Homes and Communities Agency is a strategic approach to accelerating the pace of new homebuilding across the sub-region. It's a link to the Greater Manchester Spatial Framework and finance opportunities like the new Greater Manchester Housing Investment Fund.
- 5.64 The £300 million Housing Investment Fund (HIF) was established by the Greater Manchester Combined Authority to encourage, accelerate and unlock housing schemes in Greater Manchester over a 10 year period. It provides developers with access to traditional finance to kickstart housing projects that would otherwise be difficult to fund from elsewhere.
- 5.65 To date the HIF has committed over £420m to build over 5,800 units at 23 sites across Greater Manchester. Whilst the Fund has reached its £300m milestone after only two-and-a-half years, it remains open for business through the use of recycled funds and will continue to invest in more homes across the region.
- 5.66 To date, there have been two schemes in Bury that have been supported by finance from the Greater Manchester HIF:
- **Brook Street, Radcliffe** – funding supported the redevelopment of a redundant industrial site for 22 houses; and
 - **Lowes Road, Bury** – funding supported the remediation of a former brick works site and redevelopment for 24 houses.

- 5.67 The Council will continue to promote the Greater Manchester HIF as a potential source of finance for residential developers that might otherwise have difficulty in accessing funding.

Greater Manchester Housing Package

- 5.68 The Greater Manchester housing package supports the government's brownfield first policy as well as helping small and medium size builders to build out small sites.
- 5.69 Greater Manchester is set to receive over £68 million funding to support an ambitious programme of house building by 2035 and boost economic growth across the Northern Powerhouse.
- 5.70 The government package includes:
- £50 million for a Land Fund to help councils in the region to prepare brownfield land for housing development;
 - up to £8 million for capacity funding to boost support for housing delivery across the region;
 - New flexibilities on the existing £300 million Housing Investment Fund to allow more homes to be delivered through loans to developers.
- 5.71 The Council will continue to promote housing sites within Bury and seek contributions from this fund to enable development to come forward.

Greater Manchester Business Investment Fund

- 5.72 The Greater Manchester Business Investment Fund is managed by the Greater Manchester Combined Authority and its aim is to encourage business growth and job creation in Greater Manchester.
- 5.73 Loans are available for eligible companies that are having difficulty accessing traditional forms of finance from the private sector and projects can qualify if:
- They have been turned down by a bank or other lender but can sustain a level of debt repayment
 - There is a funding gap (i.e. the business has secured some financing but needs additional debt support to proceed)
 - They demonstrate a clear link to jobs secured within Greater Manchester. The focus of the programme is on new job creation, but jobs safeguarded will also be considered.
- 5.74 More than £100m has been invested in businesses across Greater Manchester by the Greater Manchester Investment Fund. The fund has helped create and safeguard more than 6,000 jobs and supported over 100 local businesses since it was established. It has also supported the development of 171,921sqft

of commercial floor space and the redevelopment of 23 hectares of brownfield land.

- 5.75 The Council will continue to promote the Greater Manchester Business Investment Fund as a potential source of finance for businesses that might otherwise have difficulty in accessing finance to fund the growth of their business.

Evergreen 2 fund

- 5.76 The Evergreen 2 fund will invest up to £45m of European Regional Development Fund monies. This will be allocated as £30m from Priority 1a of the 2014-20 ERDF Operational Programme, and £15m from Priority 4b.
- 5.77 Under Priority 1a, Evergreen 2 will develop, retain and exploit excellence in GM's science/technology/innovation assets, through investment in the appropriate volume, specification and flexibility of commercial floor-space. This will include investment in the development of new sites, the remediation and redevelopment of brownfield and the development/refurbishment of commercial floorspace.
- 5.78 The Council will continue to promote Evergreen 2 funding opportunities to eligible projects, including those requiring funding to support the remediation and redevelopment of brownfield sites to enable the development of new commercial floorspace.

Growing Places fund

- 5.79 Growing Places offers loans between £0.5m and £5m at commercial rates and is aimed at unlocking property and infrastructure projects. The Fund is available to developments which are financially viable but require funding to assist in scheme delivery. The Fund will not fund land acquisition or refinance existing developments.
- 5.80 The Council will continue to promote funding through the Growing Places project to eligible schemes.

One Public Estate

- 5.81 One Public Estate is an established national programme delivered in partnership by the LGA and the Office of Government Property (OGP) within the Cabinet Office. It provides money to support local authorities and partnerships across England in unlocking development by rationalising public sector land and buildings.
- 5.82 Bury is involved in collaborative working arrangements across Greater Manchester on the One Public Estate programme.

- 5.83 One of the key aims of the programme is to assess the extent of publicly-owned land and property and to determine whether there is scope for consolidation and rationalisation of these assets with a view to growing the pipeline of sites to deliver significant housing and employment growth and regeneration across Greater Manchester.
- 5.84 Phase six, the latest funding window to cover 2017-2018, was launched on 1 August 2017, along with an additional £45 million funding pot from the Department for Housing, Communities & Local Government called the Land Release Fund aimed at remediation and infrastructure projects.
- 5.85 The Local Government Association and Cabinet Office said that by 2019-2020, the One Public Estate programme is targeted with the creation of 44,000 jobs, releasing land for 25,000 homes, raising £615m in capital receipts through land and property sales, and cut running costs in the public estate by £158m.
- 5.86 The Council will continue to work on the One Public Estate programme with a view to identifying and delivering new development on publicly-owned sites.

Planning Delivery Fund

- 5.87 The Planning Delivery Fund recognises that capacity and capability to deliver the scale and quality of housing growth being sought by the government is limited in some key areas. Funding is intended to support ambitious authorities in areas of high housing need to plan for new homes and infrastructure, equipping them with the requisite resources to deliver the agenda set out in the housing White Paper.
- 5.88 This programme of funding aims to support:
- More and better joint working, across local authority boundaries, ensuring that there are the skills and capacity where they are needed to plan strategically for housing growth, and to manage delivery of new homes and infrastructure;
 - A step change in the design quality of new development, as well as design advice and support to local authorities delivering growth; and,
 - Innovation in the planning system, to improve the efficiency and effectiveness of processes and enable the delivery of more high quality homes.
- 5.89 The £25 million of resource funding announced in the housing White Paper, is available for the financial years 2017/18 to 2019/20. This prospectus opens up to £11 million of the Planning Delivery Fund for bidding, equally split over the financial years 2017/18 to 2018/19, to be administered under three dedicated funding streams: a Joint Working Fund, a Design Quality Fund, and an Innovation Fund.

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- 5.90 The Council will explore opportunities to access funding from the Planning Delivery Fund and a way of helping to bring forward new housing and associated infrastructure.

Prudent borrowing

- 5.91 In the absence of other forms of development, a number of local authorities have sought to secure prudential borrowing facilities to support new development within their area. Such facilities may be utilised to provide equity investment, loan finance or gap funding to bring forward projects which would otherwise not be delivered within current market conditions however would require to comply with the appropriate state aid legislation.
- 5.92 The use of prudent borrowing within the current funding market is considered to reduce developer risk for commercial development projects as down side risks are shared with a third party and also note that many developers take confidence from acting in a joint capacity with the relevant Local Authority.
- 5.93 It is important that should prudential borrowing be secured then this should be targeted carefully at specific areas which will have the maximum impact upon the development of brownfield sites and on the local economy. Funding could be utilised to support a programme of site remediation to ensure that sites were immediately available to developer requirements in areas where there is anticipated to be existing levels of demand.
- 5.94 Where appropriate, the Council may consider the use of prudent borrowing to support the delivery of new development in Bury, particularly where this would help to unlock a constrained brownfield site.

Developer contributions

- 5.95 Developer contribution, or planning obligations as they are also known, are negotiated legal agreements between developers and local authorities. They are used to make development acceptable through delivery of affordable housing or infrastructure, or requiring development to be used in a particular way.
- 5.96 Developer contributions should only be sought where they meet all of the following tests:
- necessary to make the development acceptable in planning terms;
 - directly related to the development; and
 - fairly and reasonably related in scale and kind to the development.
- 5.97 The current National Planning Policy Framework specifies that pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject

to such a scale of obligations and policy burdens that their ability to be developed viably is threatened.

- 5.98 To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.
- 5.99 However, the government has recently consulted on a series of reforms to developer contributions in conjunction with the proposed revisions to the NPPF. These reforms are seen as a way of enabling the necessary supporting infrastructure to be built and to continue to support the delivery of affordable housing.
- 5.100 The Council will keep abreast of the proposed reforms to developer contributions and will continue to explore opportunities to use such contributions as a way of enabling the delivery of new development and supporting infrastructure.

The Council will continue to explore opportunities for funding from various sources in order to support and enable the redevelopment of Bury's brownfield sites.

Development partnerships

- 5.101 As opposed to disposing of sites for development, public sector bodies can enter into joint ventures with private sector developers such that land could be vested into development schemes with the returns received upon completion of the scheme and ultimate disposal.
- 5.102 Such an approach enables the public sector to have an element of control over the development process and improves cash flow for the private sector development partner to improve viability and project profitability. This would normally relate to either the private sector undertaking development on public sector land or the public sector joining with an adjoining development scheme to provide a more comprehensive development.
- 5.103 The Council has previously entered into joint venture arrangements in order to secure the delivery of new development as part of the first phase of the Townside development in Bury town centre.

The Council will continue to explore the potential for entering into partnership arrangements for sites, particularly if this would enable development to be delivered on stalled sites.

Contaminated land

- 5.104 The contamination of land has the ability to affect the health and wellbeing of the local community and the need to remediate the land can often act as a significant constraint on bringing sites forward for development.
- 5.105 Although the contamination of land can be naturally occurring, Bury's industrial heritage has left a legacy of brownfield land that has the potential to be contaminated. Land that has become polluted by substances which may be harmful to humans or the environment. This usually happens as a result of, spillages or leakages of chemicals and fuels on past industrial sites or the disposal of rubbish and waste in tips and landfill sites.
- 5.106 The Council has a duty under Part 2A Environmental Protection Act 1990 to identify land that presents an unacceptable risk to human health or the environment and ensure that those who are responsible for the contamination clean it up.

Bury's Contaminated Land Strategy is currently under review but it will set out the Council's approach towards the remediation of contaminated land which will, amongst other things, help to bring forward the redevelopment and re-use of brownfield land within the Borough.

Compulsory Purchase

- 5.107 Compulsory purchase is a power that enables public bodies to acquire land compulsorily. Compulsory purchase is mostly exercised by local authorities to promote schemes for various purposes and is intended as a last resort to secure the assembly of all the land needed for the implementation of projects.
- 5.108 Acquiring authorities should use compulsory purchase powers where it is expedient to do so. However, a compulsory purchase order should only be made where there is a compelling case in the public interest.
- 5.109 The acquiring authority will be expected to demonstrate that they have taken all reasonable steps to acquire all of the land and rights included in the Order by agreement.

As a last resort, the Council may consider the use of its compulsory purchase powers if this is considered necessary to secure development that is clearly in the public interest.

Chapter summary

This chapter highlights that the Council will continue to build on the significant progress that has been made on bringing forward improvement and regeneration on brownfield sites across the Borough. In particular, the Council is committed to building on this success by continuing to explore the suitability of using various mechanisms to support the delivery of development on brownfield sites.

6 Next Steps

- 6.1 As stated, the Council will continue to build on the significant progress that has been made on bringing forward improvement and regeneration on brownfield sites across the Borough by continuing to explore the suitability of using various mechanisms to support the delivery of development on such sites.
- 6.2 A significant part of this commitment will emerge through on-going work on the Greater Manchester Spatial Framework and the Bury Local Plan. Both of these statutory plans will be likely to promote an approach that seeks to bring forward vacant and derelict brownfield land to help meet development needs in sustainable locations and to help the regeneration of local neighbourhoods.
- 6.3 These plans will continue to include policies restraining development on the vast majority of land that is currently protected as Green Belt, recreation land and other types of green infrastructure.
- 6.4 However, as discussed, if the Borough is to accommodate an increased level of employment and is to meet the housing needs of a growing population, there will be a need to release some greenfield land over the next twenty years. There is simply not enough brownfield land to provide for these long term needs.
- 6.5 In the meantime, as outlined in this Brownfield Land Statement, the Council is committed to overcoming barriers to the development of vacant and underused brownfield sites and to help to bring such sites back into a beneficial use, whether it is for a hard-end or soft-end use.