

Newbank Garden Centre
Bury Road
Radcliffe
M26 2WW

Supporting Statement

on behalf of

Newbank Garden Centre

June 2026



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1. Introduction

- 1.1. This Supporting Statement has been prepared by Plan A (North West) Limited in support of an application for planning permission for works at Newbank Garden Centre on Bury Road in Radcliffe. The application is submitted on behalf of the garden centre operator (the Applicant).
 - 1.2. This Statement sets out the merits of the proposed development in accordance with national and local planning policy guidance, taking account of all relevant material considerations.
 - 1.3. This Statement adopts the following structure:
 - Section 2: description of the application site and details of the proposed development;
 - Section 3: Planning Statement (incorporating retail policy statement, carbon and energy statement, digital connectivity statement, crime impact statement and ventilation and extraction statement);
 - Section 4: Transport Statement; and
 - Section 5: conclusions.
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2. Development Proposals

Application Site

- 2.1. The application site currently comprises an external sales and display area located centrally within Newbank Garden Centre on Bury Road in Radcliffe. The application site extends to 1,757m² and currently accommodates products stands and shelving for the display and sale of plants and garden related goods, together with an external seating terrace associated with the existing garden centre café/bistro.
- 2.2. The application site is enclosed by existing garden centre buildings to the north east, south east and south west, with the unenclosed sales area extending to the north west. The garden centre car park is located to the north/north east beyond the buildings. Access to the site is taken on its south eastern boundary to Bury Road.
- 2.3. The garden centre is served by an existing customer car park accommodating in excess of 195 parking spaces, to include 7 accessible spaces. Opportunities for cycle parking and motorcycle parking are available throughout the car park.
- 2.4. The garden centre is generally open between 09:30am and 17:30pm, with reduced hours on a Sunday.

Planning History

- 2.5. In January 2017, outline planning permission was granted under reference 60650 for a *'single storey retail and restaurant extension on existing garden area'* amongst other works. This approval sought to enclose/cover an existing external sales area and the garden centre's external seating area.
- 2.6. In addition to the above application, planning permission was granted in December 2013 to erect a canopy over an existing external plant sales area (reference 56880).
- 2.7. Both of the above approvals confirm that the covering of existing external sales floorspace and/or the seating area is acceptable in principle.

Proposed Development

- 2.8. It is proposed to undertake a modest scheme of works to cover and enclose an existing 1,271m² open courtyard sales area. The enclosed area will continue to primarily be used for the sale and display of goods. An area will also accommodate the expansion of the existing café/bistro, providing an extended food preparation area, customer servery and indoor and outdoor seating. It is also proposed to provide new toilet facilities, which will comprise male and female facilities, a fully accessible WC and baby change facilities.
 - 2.9. The proposal will be of portal frame construction, which will have an insulated metal cladding roof and a brick elevation to the north west. The other elevations of the extension will be formed by the immediately adjoining existing elevations of other garden centre buildings.
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3. Planning Statement

- 3.1. The proposed development is assessed, below, against the requirements of specific development plan policies that are applicable to the principle of development, and which set out technical requirements that the proposal to satisfy.

Principle of Proposed Development

- 3.2. The application site is not designated for any particular land use, or subject to any restrictive designations, with the site being outside, but adjacent to the Places for Everyone (PFE) Policy JPA7 allocation at Elton Reservoir for the development of 3,500 new homes. In the absence of any site-specific policies, the proposed development is assessed below on its technical merits.
- 3.3. The application site comprises previously-developed land that is centrally located within an existing garden centre complex that is located in an established urban area that is accessible by a choice of modes of travel (see Transport Statement at Section 4). The proposal will occupy a sustainable location and, therefore, should be acceptable in principle.
- 3.4. This conclusion is supported by the Council's determination of application 60650, which granted consent for a similar form of development on the application site to that hereby proposed.

Retail Policy Tests

- 3.5. The existing garden centre comprises a retail use, with Draft Local Plan Policy LP-TC2 and Chapter 7 of the NPPF being applicable to retail development proposals.

Sequential Test

- 3.6. Draft Policy LP-TC2 requires retail development proposals located outside defined town centres to satisfy the sequential test, whereby first preference will be to deliver the proposal within a town centre, then on the edge of a town centre, and only in out-of-centre locations if no suitable in-centre or edge-of-centre site is available.
- 3.7. Applying this sequential approach to the proposed development, there are a number of significant considerations to take into account:
- i. Paragraph 91 of the NPPF confirms that the sequential test should be applied to proposals for '*main town centre uses*'. The proposed development relates to an existing garden centre, which is not a '*main town centre use*' in accordance with the NPPF definition. The sequential test is not, therefore, applicable; and
 - ii. Paragraph 12 of Planning Practice Guidance on Town Centres and Retail Development recognises that of the application of the sequential test '*should recognise that certain main town centre uses have particular market and locational requirements which mean that they may only be accommodated in specific locations*'. Accordingly, even if a town centre site were available to accommodate the proposed development, it is highly unlikely to be suitable for the type of retail development that is proposed; and
 - iii. The proposal does not seek to create any additional sales floorspace, but to enclose an existing area of sales floorspace. There is, therefore, no new floorspace that the sequential test might encourage to be redirected to a town centre or edge-of-centre site; and
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- iv. The proposed development seeks to enclose an existing external sales area at Newbank Garden Centre, and will support the role and function of the existing garden centre. The proposal is, therefore, inextricably linked with, and cannot be divorced from, the existing external sales area and the existing garden centre as a whole. It is unreasonable and unviable to require the Applicant to redirect the proposed canopy, café/bistro expansion and customer toilet facilities to a site elsewhere.
- 3.8. It is, therefore, clear that the sequential test is not applicable to the proposed development and that, in any event, it cannot be sensibly or reasonably applied to the proposed development.

Retail Impact Test

- 3.9. Draft Policy LP-TC2 requires the retail impact test to be satisfied by proposals that will create 250m² additional gross floorspace or more.
- 3.10. The proposed development will not create any additional gross retail floorspace over and above that which currently exists. Instead, the proposal simply seeks to undertake works to change an area of existing external retail floorspace into an area of internal retail floorspace. No additional retail floorspace will be created.
- 3.11. It can, therefore, be concluded that the proposed development will not create 250m² gross or more new retail floorspace and, therefore, the retail impact test is not applicable.

Design

- 3.12. The design of the proposals is fit-for-purpose and reflects the specific position of the building in the context of other existing buildings within the garden centre complex, which will form three sides of the proposal. The design and choice of materials also reflect this existing context. Further details are provided in the accompanying Design & Access Statement and proposed drawing package.

Carbon and Energy Statement

- 3.13. The proposal has been designed to minimise the use of materials, with the canopy extension utilising existing buildings to enclose the proposed building on three of its elevations. The proposed canopy will also be constructed from a portal steel frame with metal sheet cladding, which are recyclable materials.
- 3.14. The building will be insulated, and roof lights will be installed to allow natural light to illuminate the internal areas. The building will also be constructed to Building Regulations Part L standards.
- 3.15. The Applicant will capture rainwater from the roof of the building to be used to irrigate plants and for general cleaning of the garden centre, thereby reducing water demand.
- 3.16. It is also proposed to install solar panels on the building roof to generate electricity to meet on-site demands.
- 3.17. The proposal, therefore, satisfies the aims and objectives of PFE Policy JP-S2 in a proportionate manner.

Digital Connectivity Statement

- 3.18. The proposed development will be located within the existing garden centre complex and access to the existing digital connections will be available. As a result, customers and staff will have access to Wi-Fi within the application site and throughout the garden centre complex. The aims and objective of PFE Policy JP-C2 will be satisfied.
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Crime Impact Statement

- 3.19. The proposed development will not create 500m² of more new retail floorspace and, therefore, a Crime Impact Statement is not required by the Council's validation checklist.
- 3.20. Nevertheless, the proposed development will have a negligible impact on the potential for crime. The application site is located centrally within the garden centre complex, which, as a whole, is enclosed by an existing tall fence and lockable gates. Existing buildings and further fencing prevent direct access from the car park into the application site, with the site as a whole having a CCTV security system installed. There are no safety issues or risk of crime associated with the existing garden centre.
- 3.21. There is, therefore, negligible potential for the proposed development to result in an increased risk of crime, with existing security measures being more than sufficient to mitigate risk.

Ventilation and Extraction

- 3.22. The development proposals do not include the installation of a commercial kitchen or the extension of the existing commercial kitchen that serves the garden centre café/bistro. Accordingly, no new kitchen equipment will be fitted as part of the proposed scheme of works that requires ventilation/extraction.
- 3.23. The proposed food preparation area will be used to prepare pre-cooked food, meals and drinks, with no actual cooking taking place other than the heating of soups and the toasting of sandwiches, for example. All cooking activities will be undertaken in the existing kitchen using the existing kitchen extraction/ventilation system.
- 3.24. There is, therefore, no requirement for the Applicant to submit ventilation and extraction details.

Waste Management

- 3.25. All waste that is generated by the proposed development will be managed in an identical manner to the existing garden centre facility, with waste being stored within the service yard located at the western end of the site in appropriate containers and disposed of by different contractors for the different waste streams.

Compatibility with Neighbouring Uses

- 3.26. Given the location of the proposed development in the centre of an existing garden centre complex, generally surrounded by existing garden centre buildings, the proposed development will give rise to no adverse impacts upon the amenity of neighbouring occupiers.
- 3.27. Notwithstanding this, the garden centre typically operates between 09:30am and 17:30pm only, and there are no sensitive neighbouring uses located near the site. Adverse noise impacts are, therefore, highly unlikely.

Highways and Parking

- 3.28. Highways and parking considerations are assessed at Section 4 in the Transport Statement.

Conclusions

- 3.29. It has been demonstrated that the proposed development is acceptable in principle and that it also satisfies all applicable technical policy requirements that it engages with. The application should, therefore, be approached with a presumption of support.
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4. Transport Statement

- 4.1. The nature and small scale of the proposed development falls below the threshold for the submission of a Transport Assessment, as set out in the Council's local criteria validation checklist. A proportionate assessment is, nevertheless, set out below in order to present a comprehensive case in support of the proposal.

Existing Situation

- 4.2. The site is located off Bury Road, which is a key local highway route between Radcliffe Town Centre and Bury Town Centre, and which has a 30mph speed limit. A right turn lane assists traffic to access the site from the north (Bury), with all vehicle movements benefitting from a wide bellmouth and clear visibility splays at the access to the garden centre. Street lighting enhances visibility for all users. The garden centre is served by an existing customer car park accommodating in excess of 195 parking spaces, to include 7 accessible spaces. Opportunities for cycle parking and motorcycle parking are available throughout the car park.
- 4.3. A footpath runs along the western edge of Bury Road, which is set back behind a tree lined grass verge. A more informal footpath is located on the opposite side of the road.
- 4.4. On-road cycle lanes run on both sides of Bury Road to the north and south of the garden centre site, but these lanes are unable to be accommodated past the site due to the right turn lane taking up the available carriageway width.
- 4.5. Existing bus stops are located on Bury Road within 300m walking distance to the south of the site access, which provide high frequency services between Radcliffe and Bury Town Centres, within onward connections beyond.
- 4.6. The application site is, therefore, accessible on foot, by bicycle and public transport.

The Proposal

- 4.7. The proposed development essentially seeks to cover an existing external sales area and provide additional facilities to support the function of the existing garden centre. The proposal will not create any new sales floorspace, and will not affect the existing access, servicing or car parking arrangements.

Traffic Generation

- 4.8. The proposed development is unlikely to generate a significant number of new trips to the garden centre. Whilst some new trips are likely, the proposal will primarily increase the dwell time that existing customers are on site, with the enclosed sales area ensuring that the garden centre offers a greater all-weather attraction, and the enhanced café/bistro and customer toilet facilities enhancing the quality and comfort of customer visits.
- 4.9. The number of new customer trips to the garden centre is expected to be limited, and not at a level that would result in a significant change to existing traffic generation. Similarly, the proposed development is unlikely to result in a material increase in deliveries or service vehicle movements.
- 4.10. The existing site access arrangement currently functions within capacity, with Crashmap.co.uk confirming that there is no history of highway safety issues associated with the access. This existing situation is highly unlikely to change as a result of the proposed development.
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- 4.11. Traffic generated by proposed development can be accommodated on the existing network without creating any highway capacity or highway safety issues. This is confirmed by the Council's approach towards granting planning permission in 2017 (ref: 60650) for a very similar form of development to that hereby proposed.

Parking

- 4.12. The Council's car parking standards, as set out in SPD 11: Parking Standards in Bury (June 2025) require retail uses, including garden centres, to provide 1 parking space for every 10sqm gross floorspace in Zone 4 locations, where the application site is located.
- 4.13. The proposed development will enclose existing external sales floorspace and, therefore, will not result in an increase in gross floorspace over and above the existing provision. In the absence of any new floorspace over and above the existing provision, there is no requirement for the proposal to deliver additional car parking provision, and no existing spaces will be lost in order to accommodate the proposal.
- 4.14. Nevertheless, in the Applicant's experience of operating the existing garden centre, the existing car parking offer generally operates well below capacity and is considered to be sufficient to meet future operational needs.
- 4.15. It is noted that the Council has previously accepted this when approving application 60650, which provided for a similar development to that hereby proposed without any increase in parking provision.

Conclusion

- 4.16. The proposed development has been assessed against the requirements of policy and accompanying guidance. It is clear that the proposal is not '*significant*', will not generate '*significant*' amounts of movement, and will not result in a '*severe*' impact. The actual highway impact is likely to be neutral. The proposed parking provision is sufficient to meet the typical operational needs generated by the proposed development. Accordingly, a positive and constructive approach should be adopted towards the proposal in highway and accessibility terms.
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5. Conclusions

- 5.1. It is proposed to undertake a modest scheme of works to enclose an existing external sales area and to provide an expanded café/bistro facility and new toilet facilities at Newbank Garden Centre on Bury Road in Radcliffe.
 - 5.1.1. The proposed development will be delivered centrally within the complex, between three existing garden centre buildings, and will occupy land that currently accommodates an external sales area and an outdoor terrace associated with the existing café/bistro. Therefore, the use of the application site will not change, and it will continue to be used for retail sales and to support the function of the café/bistro, which is ancillary to the function of the garden centre.
 - 5.2. The proposal has been assessed against the requirements of applicable planning policies set out in Bury UDP, the Places For Everyone Joint Development Plan, the emerging Bury Local Plan and the NPPF, and has been found to be acceptable in all regards.
 - 5.3. The Planning Statement demonstrates that the proposal will occupy a sustainable location and will not give rise to any policy conflicts. It will be compatible with its surroundings and will provide an appropriate response towards digital connectivity, waste management, energy and sustainability.
 - 5.4. The Transport Statement demonstrates that the proposal will not give rise to any adverse effects in terms of access, highways or parking, and will generally function in an identical manner to the existing use of the application site.
 - 5.5. The proposals acceptability is further demonstrated by the Council's past approval of application 60650, which granted consent for a very similar development scheme to that hereby proposed.
 - 5.6. The proposal accords with the requirements of all applicable planning policies. The Council is, therefore, invited to adopt a presumption of support and to approve consent for it without delay.
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