



MARCH 2024

Planning Statement

Former Police HQ, Irwell Street, Bury

Iceni Projects Limited on behalf of
Cairnwell Developments

March 2024

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ON BEHALF OF CAIRNWELL
DEVELOPMENTS

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Planning Statement
FORMER POLICE HQ, IRWELL STREET, BURY

CONTENTS

1. INTRODUCTION 1

2. APPLICATION SITE AND BACKGROUND 4

3. PROPOSED DEVELOPMENT..... 7

4. PLANNING POLICY 9

5. PRINCIPLE OF DEVELOPMENT 13

6. MATERIAL CONSIDERATIONS 15

7. CONCLUSION 26

APPENDICES

- A1. RELEVANT PLANNING POLICIES FROM BURY'S UNITARY
DEVELOPMENT PLAN (UDP)
- A2. RELEVANT PLANNING POLICIES FROM THE PLACES FOR
EVERYONE ADOPTION PLAN (2024)

1. INTRODUCTION

1.1 This Planning Statement has been prepared by Iceni Projects Limited ('Iceni') on behalf of Cairnwell Developments ("the Applicant") in support of a planning application for the construction of two care homes at the Former Police HQ off Lower Bank Street in Bury ('the site'). Cairnwell Developments is the development arm of Exemplar Health Care, a national provider and operator of specialist care homes for those with acute care needs.

1.2 This is a hybrid application with part in full and part in outline with all matters reserved except for access. The proposed description of development is as follows:

"Hybrid application comprising full application for a specialist care home (Class C2) with associated parking, landscaping, and infrastructure; outline application for a care home (Class C2) with all matters reserved except for access."

1.3 The purpose of this Planning Statement is to provide Bury Council with an overall summary of the existing site and surroundings; the relevant planning history for the site and to provide justification for the Proposed Development in the context of Bury's Development Plan and national planning policies. Furthermore, this Planning Statement demonstrates that the scheme detailed in this planning application offers several planning benefits including:

- The provision of a building of high-quality design which positively reflects the surrounding environment, and protects the amenity of neighbouring residents
- The remediation of a brownfield site in a sustainable location in Bury Town Centre
- Making a positive contribution towards meeting an identified need for care home accommodation across the Borough
- Circa 100 new employment opportunities will be created when operational, including several specialist nursing and care positions. As well as job opportunities created through the construction phase
- A significant net gain in biodiversity of over 88%
- The protection of existing wildlife and provision of new opportunities for wildlife, including an increase in tree planting
- The promotion of sustainable forms of transport due to the location of the site in proximity to public transport services, as well as the provision of secure cycle parking facilities

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- The protection of highways and pedestrian safety; and
 - The protection of local air quality

The Applicant

- 1.4 Cairnwell Developments is the development arm of Exemplar Health Care. Whilst the proposals will be constructed by Cairnwell Developments, once complete they will be operated and maintained by Exemplar Health Care ('Exemplar').
- 1.5 Exemplar Health Care is one of the country's leading nursing care providers for adults living with complex and high acuity needs. Their Nurse-led teams are trained to support adults living with complex mental health needs, dementia, neuro-disabilities including brain injuries, Huntington's disease and Parkinson's disease, and physical disabilities including cerebral palsy, spinal injuries and musculoskeletal disorders. They also have a number of services that are registered to support adults living with severe or profound and multiple learning disabilities and/or autism spectrum disorder. Exemplar support adults of all ages. Most are of working age, only a third are over the age of 65.
- 1.6 Exemplar have over 25 years of experience providing these services and operating care homes. They now have over 50 care homes across the country and are continuing to expand, bringing this much-needed high acuity service to more areas across the UK.
- 1.7 Many of the people Exemplar support are deemed to display behaviours that are 'too complex' for mainstream nursing and care providers. They may often have a number of secondary diagnoses, complexities and risks including behaviours of concern, prolonged disorders of consciousness, tracheostomies, ventilators and PEG feeding tubes. Exemplar also provide long-term support for people living with degenerative or life-limiting illnesses. The people Exemplar support would often be in a hospital or higher acuity setting, if not placed with them. Their care enables people to stay in the community and reduces hospital and secure facility admission.

Submission Documents

- 1.8 In addition to the Application Forms and Certificates prepared by Iceni Projects as part of the planning application, the following documents and drawings have been prepared and submitted in support of this planning application:

Document Title	Author
Air Quality Assessment	Stantec
Arboricultural Impact Assessment	Amenity Tree

Bat Roost Assessment	Amenity Tree
Biodiversity Net Gain Assessment	Amenity Tree
Crime Impact Statement	Design for Security
Design and Access Statement	Watson Batty
Energy Statement	Iles Consulting
Landscaping Details	Amenity Tree
Levels	Dudleys
Lighting Strategy	Iles Consulting
Noise Impact Assessment	ENS
Phase 1 Risk Assessment	IGE Consulting
Planning Statement (this document)	Iceni Projects
Preliminary Ecological Appraisal	Amenity Tree
Sustainable Drainage Strategy	Dudleys
Topographic Survey	Survey Solutions
Transport Assessment	Stantec

- 1.9 The following plans, prepared by Watson Batty, are also submitted as part of this planning application:

Plan Title	Reference
Site Location Plan	PL-001-P1
Existing Site Plan with Topographic Overlay	PL-002- P1
Proposed Site Plan	PL-003-P14
Proposed Site Plan with Topographic Overlay	PL-204
Proposed Ground Floor Plan	PL-100-P5
Proposed First Floor Plan	PL-101-P5
Proposed Second Floor Plan	PL-102-P5
Proposed Roof Plan	PL-103-P3
Proposed Elevations Sheet 1	PL-201-P4
Proposed Elevations Sheet 2	PL-202-P4
Proposed Site Sections	PL-203-P3

2. APPLICATION SITE AND BACKGROUND

Site and Surroundings

- 2.1 The Site is to the west of Bury Town Centre south of the junction of Irwell Street and Lower Bank Street.
- 2.2 To the South of the Site is Jubilee Way. To the west are offices within renovated two-storey terraced houses, and further two-storey terraced housing fronting Irwell Street. To the north are two-storey terraced houses fronting Lower Bank Street and Irwell Street, beyond which is the Bury Christian Fellowship Church, and Hilton House medical centre, to the north-west is the Castle Leisure Centre. Directly east of the Site is the car park for the leisure centre.

Figure 2.1 - Site Location Plan



SOURCE: LANDSTACK

- 2.3 The Site itself is brownfield land and comprises approximately 0.62ha. The Site previously comprises the Bury Police Headquarters. This use ceased in 2017 and the building was vacated. In April 2017 Bury Council approved the buildings demolition, which started and were completed in 2018. The Site has been vacant since.
- 2.4 There are some trees to the south and east of the site and some self-seeded scrub within the Site itself. There are existing access points from Lower Bank Street and Irwell Street. The Site is currently bordered by a chain-link fence.

Access and Transport

- 2.5 Access to the Site is made off Bolton Street, via Irwell Street. It is approximately 0.3-miles (approximately a 7-minute walk) from Bury Town Centre, providing access to a wide range of services, facilities, and shops.
- 2.6 There are bus stops on Bolton Street, just 0.1-miles (approximately a 3-minute walk) from the Site, providing regular services into Bury Town Centre, and towards Rochdale, Bolton, Tottington, and Fletcher Bank.
- 2.7 Just 0.1-mile from the Site are the junctions onto Jubilee Way (A58) and Peel Way. From which there are simple connections to the M66, and the M60.

Constraints

- 2.8 The Site is within Flood Zone 1 and therefore has a low risk of flooding. The Site is not within a Conservation Area and there are no Listed Buildings within or in proximity to the Site. There are no ecological designations covering the Site and none of the trees within the Site are subject to Tree Preservation Orders.

Planning History

- 2.9 The Site formerly comprised the Bury Police Headquarters which was demolished in 2018. The plot was then cleared to enable future development. It has since sat vacant and unused.
- 2.10 In 2013 an outline planning application (ref: 56466) was approved for the demolition of several buildings, including the former Police HQ and neighbouring Leisure Centre, and the construction of 130,000sqft of retail floorspace along with a petrol filling station and associated car parking and landscaping. No reserved matters were submitted against this application, and it has since lapsed.

Table 2.1 Summary of relevant applications

Application ref.	Description	Site Address	Status
56466	Outline application (Means of Access to be approved at outline stage) for demolition of existing on-site structures and development of up to 12,077 sq.m (130,000 sq.ft) gross Class A1 retail floorspace (provided by a single large foodstore unit together with the option for unit shops of a maximum	Castle Leisure Centre, Bolton Street, Bury, BL9 0EZ	Approved on 11 th October 2013 – now lapsed

Application ref.	Description	Site Address	Status
	of 1,850 sq.m, this floorspace being part of the 12,077sqm) with Petrol Filling Station, car parking, landscaping and other associated elements		

Pre-Application Discussions and Public Consultation

Tender Process

- 2.11 The land was previously Council owned. Exemplar entered a tender process to redevelop the Site and was the Council's selected bidder. Their bid included the provision of two care homes within the Site.

Pre-Application Consultation with Bury Council

- 2.12 Prior to preparing and submitting this planning application, formal pre-application consultation was carried out with Bury Council. This included a meeting with a Planning Officer on 20th November 2023. Feedback on the proposed development was provided verbally within the meeting alongside written feedback from some consultees.
- 2.13 The principle of development was deemed acceptable, as was the overall scale and massing. Feedback was provided on some technical and design matters, which have informed the evolution of the proposals. How the scheme has evolved from the original conception is detailed in the Design and Access Statement, with relevant comments provided in this Planning Statement.

3. PROPOSED DEVELOPMENT

- 3.1 This planning application seeks hybrid planning permission for the construction of two care homes, one in full, and one in outline with all matters reserved except for access.
- 3.2 It is proposed to split the Site into two land parcels. One to the north of the Site adj. Lower Bank Street (full application), and one to the south of the Site towards Jubilee Way (outline application)¹. Each parcel will comprise a care home with associated amenity space, access, parking, landscaping, and other infrastructure.

Description of Development

- 3.3 The description of development or the proposals is as follows:

“Hybrid application comprising full application for a specialist care home (Class C2) with associated parking, landscaping, and infrastructure; outline application for a care home (Class C2) with all matters reserved, except for access.”

Northern Parcel – Outline Planning Application

Access

- 3.5 A new access point will be created off Irwell Street to serve both care home sites. The new access point will provide vehicle and pedestrian access into the Site.

Layout

- 3.6 The proposed care home will be in an L-shape. The northern wing will run approximately east-west across the Site towards its northern boundary, with the southern wing running north-south towards the eastern boundary. Communal garden areas for residents will be provided along the northern and eastern boundaries of the Site.
- 3.7 To the west of the Site will be the car park. A total of 24 parking spaces are to be provided, three of which being disabled parking bays. There will also be two motorbike spaces. 4no. Cycle parking stands will be provided opposite the main entrance, providing space for up to 8 cycles. A refuse and recycling storage area will be provided to the southern edge of the Site, minimising its visual impact.
- 3.8 Internally, there will be multiple communal rooms on each floor for residents including dining rooms, lounges, and quiet lounges, as well as a hub/visiting room on the ground floor. There will be a therapy
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¹ The delineation of the two sites is shown in the Proposed Site Plan submitted with this application

suite, and consultation rooms for assessing and treating residents. A hair salon will be provided in house. There will be dedicated office space, nurse stations, training rooms, a staff room, and changing rooms and toilets for staff members. There will be an on-site kitchen and laundry room.

- 3.9 All the residents' bedrooms will be well proportioned and have ensuite bathrooms. Some rooms will be provided with specialist equipment, such as hoists, for those that require additional assistance.

Scale

- 3.10 The proposed care home will be part 3-storey (northern wing) and part 2-storey (southern wing) with a pitched tiled roof.

Appearance

- 3.11 The exterior of the building will be a combination of brick and wood cladding, with a pitched tiled roof. Small dormers are provided within the roofscape to break up the roof line, but also to provide additional light and floorspace to accommodation within the roofscape.

Landscaping

- 3.12 Several trees will be planted along the northern and eastern boundaries of the Site, with smaller specimens planted around the car park area. These will provide shade for residents but also improve the biodiversity of the Site.
- 3.13 Within the communal garden areas there will be grassed areas as well as raised planters. Patio seating areas will be provided, and paths will be provided for the length of the garden areas.

Southern Parcel – Outline Planning Application

Reserved Matters

- 3.14 The outline proposals for the southern site have all matters reserved, except for access. Therefore, the layout, scale, appearance, and landscaping details will all be agreed at Reserved Matters stage.
- 3.15 An indicative layout has been provided to demonstrate how a circa 40-bed Care Home could be accommodated within the Site. The indicative proposals are based on a 3-storey, L-shaped building located to the southern edge of the Site. It is currently envisaged that the Site will be accessed via the Northern Site, off the newly created access from Irwell Street. A communal residents garden is shown to the south-east of the proposed building. It is anticipated that the internal facilities provided will be like those proposed for the northern site.

4. PLANNING POLICY

4.1 Section 38(6) of the Planning and Compulsory Purchase Act requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. This section identifies the principal planning policy considerations which have informed the development proposals, and which provide the context for the consideration of this planning application, as well as other material considerations.

4.2 The current development plan consists of:

- The Bury Unitary Development Plan (Adopted 1997)
- Places for Everyone (2024)
- The Greater Manchester Joint Waste Development Plan Document (adopted 2012)
- The Greater Manchester Minerals Plan (adopted 2013)

4.3 Other material considerations include:

- National Planning Policy Framework (2023); and
- National Planning Practice Guidance
- Bury's New Local Plan
- Bury's Supplementary Planning Advice
- Bury Town Centre Masterplan

Local Development Plan

4.4 The Bury Unitary Development Plan UDP was adopted on 29th August 1997. All except one policy (Policy OL7/1) are saved policies.

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- 4.5 Bury's UDP was adopted over five years ago. In the 2022 Housing Delivery Test, the Council achieved a score of 46%. As a result, the UDP policies which are most important for determining the application are out-of-date² and the presumption in favour of sustainable development applies.
- 4.6 According to Bury Council's online policy map, the Site is with the Bury East Ward and is within the Town Centre Policy Area BY1, and it borders Town Centre Policy Area BY3.
- 4.7 The policies most relevant to the determination of this planning application are:
- Policy H4/2 – Special Needs Housing
 - Policy EN10/1 – Derelict Land
 - Policy HT4 – New Development
 - Policy TC1 – Town Centres
 - Policy TC2 – Town Centre Enhancement and Development
 - Policy TC3 – Bury Town Centre
- 4.8 All the Local Development Plan policies relevant to this application are listed in Appendix 2 and discussed in further detail in Sections 5 and 6 of this Planning Statement.

Places for Everyone

- 4.9 Places for Everyone (PfE) is a joint development plan which covers nine of the ten local authority areas in Greater Manchester, including Bury. The nine local authorities have been working jointly with the Greater Manchester Combined Authority and the Mayor of Greater Manchester to prepare the plan. Bury Council adopted PfE on 20th March 2024.

Relevant Policies and Designations

- 4.10 According to the Places for Everyone Policy Map a small portion of the Site to its southeast corner is within an Air Quality Management Area³. It is otherwise adjacent to Air Quality Management Areas.

² NPPF Paragraph 11(d)

³ See accompanying Air Quality Assessment and Material Considerations Section of this Planning Statement for further information.

4.11 The PfE Policies most relevant to this planning application are listed below:

- Policy JP-Strat6: Northern Areas
- Policy JP-S1 – Sustainable Development
- Policy JP-J1 – Supporting Long-Term Economic Growth
- Policy JP-J2 – Employment Sites and Premises
- Policy JP-H1 – Scale, Distribution, and Phasing of New Housing Development
- Policy JP-H3 – Type, Size, and Design of New Housing
- Policy JP-P1 – Sustainable Places

4.12 All the Places for Everyone policies relevant to this application are listed in Appendix 3 and discussed in further detail in Sections 5 and 6 of this Planning Statement.

Material Considerations

4.13 Other material considerations include:

- National Planning Policy Framework (2023)
- National Planning Practice Guidance
- Places for Everyone
- Bury's Draft New Local Plan
- Supplementary Planning Advice

National Planning Policy

4.14 The National Planning Policy Framework ('NPPF') sets out the Government's Planning Policies for England and how these should be applied. The NPPF was originally published in 2012 and updated in February 2019. The NPPF was revised in 2021 and 2023.

4.15 The NPPF must be taken into account when preparing a development plan and is a material consideration in planning decisions.

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- 4.16 The NPPF is supported by several National Planning Practice Guidance (NPPG) documents which provide further detail on certainly policy topics. The NPPGs are updated periodically.

Draft Local Plan

- 4.17 Bury Council are in the process of preparing a New Local Plan. In 2018 the Council held a Consultation on the policy directions for the Bury Local Plan.
- 4.18 The Council has since paused work on the Bury Local Plan to focus on the preparation of Places for Everyone.

Supplementary Planning Advice

- 4.19 The Bury UDP is supported by a suite of supplementary planning documents (SPD) and guidance (SPG).
- SPD 7 – Managing the supply of housing land in Bury
 - SPD 11 – Parking Standards in Bury
 - SPD 16 – Design and layout of new development

Bury Town Centre Masterplan

- 4.20 The Site is within the Bury Town Centre Masterplan which was approved by the Council in March 2022. The Masterplan is to inform new development coming forward within this designated area.
- 4.21 The Site is within 'Zone G: Western Gateway' of the Masterplan. Zone G comprises an area of 2.52ha between Bolton Street and Jubilee Way. It includes the Site and the adjacent Leisure Centre. It is the Council's aspiration that residential uses come forward within Zone G. It is an aspiration of the Council to relocate the leisure centre and redevelop the site for housing. However, this will only take place should a suitable alternative site be found for the leisure centre.

5. PRINCIPLE OF DEVELOPMENT

- 5.1 The Site comprises Brownfield Land. National Policy 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 (NPPF Para 120), and to support development that makes an efficient use of land (NPPF Para 124). The use of derelict and previously developed land for new development is also supported in Places for Everyone (Policies JP-Strat6 and JP-S1) and Bury's UDP (Policy EN1/0). The proposals will make effective and efficient use of a brownfield site within Bury Town Centre, which has been vacant for several years.
- 5.2 The approved Bury Town Centre Masterplan seeks for the redevelopment of the Site and the neighbouring leisure centre for residential uses. This demonstrates that the Council determine this site to be suitably located, and of an appropriate context, to provide residential uses – i.e. those within Class C of the Use Classes Order. The proposed development seeks to provide Class C2 Care Homes within the Site, and therefore accords with the Bury Town Centre Masterplan.
- 5.3 UDP Policy H4 (Housing Need) states the Council will encourage the provision of a range of housing types and tenures as appropriate to the housing needs of the Borough, including Care Homes and people with disabilities (NPPF Para 63). Bury Council published their latest Housing Needs and Demand Assessment in August 2020 (HNDA). The HNDA states that it is estimated that an additional 518 units of residential care (Use Class C2) will be required by 2037, showing an identified need. This scheme will make a positive contribution of 80 care home beds towards meeting this need.
- 5.4 Places for Everyone (Policy JP-H3) and Bury's UDP (Policy H4/2) encourage the provision of specialist housing (which includes where care is provided, such as care homes), and states that such Sites should be conveniently located for local shops, transport, and community facilities, and be well located in relation to health care facilities. It also encourages proposals which will minimise the environmental impact of traffic and where they can make use of public transport (Policy HT4). The Site is in a highly sustainable location within the designated Town Centre, and within 500m of frequent public transport services, as well as a range of shops, services, and community facilities.
- 5.5 In addition, it means there are also opportunities for staff and visitors to visit the site via sustainable modes of transport, such as by bus, tram, cycling, and/or walking. This will reduce reliance on private vehicles and therefore reduce carbon emissions associated with the operational use of the Care Homes.
- 5.6 The proposed scheme will also provide a range of new job opportunities through the construction and operational phases of the development (PfE Policies JP-J1 and JP-J2). This will include a range

of construction jobs, as well as up to 100 anticipated opportunities during the operational phase, this would include nurses, carers, and administrative and management staff.

- 5.7 In accordance with National and Local Policy, the proposals effectively and efficiently reuse brownfield land within an urban area, make a positive addition to an identified housing need within the Borough for specialist housing, are sustainably located in relation to public transport, shops, services, and community facilities; and provide new employment opportunities. Therefore, the principle of providing Class C2 development within the Site is acceptable.

6. MATERIAL CONSIDERATIONS

6.1 The key material considerations for the proposed development are:

- Character and Appearance
- Transport and Highways
- Economic Benefits
- Noise and Air Quality
- Ground Conditions
- Sustainability
- Arboriculture and Ecology
- Flood Risk and Drainage

6.2 Each of the above matters is discussed in turn below.

Character and Appearance

6.3 Bury's UDP encourages good design in all residential development (Policy H2). It does not permit incompatible uses within primarily residential areas (Policy H3), and seeks to protect, preserve, and enhance the character, appearance, and amenity of the Borough's built environment (Policy EN1).

Surrounding Character

6.4 The Site is in a mixed-use area on the edge of Bury Town Centre, with houses, offices, and a leisure centre directly adjacent to the Site. The dwellings and offices are of a typical domestic scale, being two-storeys in height, whereas the Leisure Centre is of a greater scale and massing, being approximately four-storeys in height and comprising a large singular block building. The leisure centre is also located on higher ground to the properties on Irwell Street and Lower Bank Street, giving it a greater prominence.

6.5 A Design and Access Statement (DAS) has been prepared by Watson Batty Architects and is provided in support of this application. The DAS further describes and provides contextual images of the surrounding area. It discusses the evolution of the scheme's design, the proposed materials, and how the proposals would positively contribute to the surrounding context. The DAS should be read alongside this Planning Statement.

Scale and Layout

- 6.6 The proposed scheme within the northern site is a part-two-storey and part-three-storey building. The three-storey element will run east-west along Lower Bank Street, creating a defined building line. The two-storey element will run north-south towards to eastern edge of the Site. As the proposed buildings are between two and three storeys in height, they are of a similar scale to a typical terrace of residential dwellings which is appropriate given the surrounding context of the Site (UDP Policies H2/1 and EN1/2). In addition, the proposed location and scale of the building is such that it will not result in harmful impacts on residential amenity (UDP Policy H2/1). This is apparent from the proposed Site Sections drawing submitted as part of this application.
- 6.7 To the west of the proposed care home will be the car park area, this will include parking for cars, including disabled bays, as well as motorcycle and cycle parking facilities. The disabled bays are located close to the main entrance. Appropriate floor levels and materials will be provided to ensure safe access for all (UDP Policy H2/2).
- 6.8 The scale and appearance of the proposed care home within the southern site will be determined at reserved matters stage. However, the indicative site plan provided is based on a three-storey L-shaped building located towards the southern boundary of the Site, which would create a defined building line adjacent to Jubilee Way.

Appearance

- 6.9 The proposed building within the northern site will have a pitched roof. It is proposed to provide grey tiles to reflect those used on the surrounding dwellings. The materials for the external walls will be a combination of brick and dark wood cladding, which reflect the mostly residential setting of the Site. The elevational drawings submitted as part of this application provide further detail on the proposed materials. In any case, the final materials to be provided can be managed by a suitably word planning condition.
- 6.10 The proposed materials for the southern site will be detailed at reserved matters stage.

Landscaping

- 6.11 A Landscape Plan has been prepared by Amenity Tree and is submitted as part of this Planning Application. The Landscape Plan details the proposed hard and soft landscaping arrangements for the Site. This includes tree planting to the northern and eastern boundaries as well as within the car park area, providing shade and privacy, but also softening and greening this urban context.
- 6.12 Within the communal garden areas to the north and east of the building will be patio seating areas, as well as interactive elements such as a planting / growing area and raised planters. All of which will encourage social interaction as well as providing leisure activities and interest to the residents.

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- 6.13 Boarded fencing will be provided around the perimeter of the communal areas to ensure the safety and security of the residents (see Proposed Boundary Treatments Plan for further detail).
- 6.14 Hard landscaped parking areas will be provided within the front forecourt of the building. Paths will be provided for safe movement around the car park area.
- 6.15 The proposed landscaping is appropriate for the proposed use and the surrounding context (UDP Policy H2/2 and EN1/3). The future occupants of the care home will have access to visually stimulating and interactive landscaping features, and the proposed planting will stimulate local wildlife and biodiversity.

Conclusion on Character and Appearance

- 6.16 The character and appearance of the proposed care home - in terms of layout, scale, massing, materials, and landscaping - will result in a positive addition to the surrounding area and is reflective of and appropriate for the local context in accordance with Bury's UDP and Places for Everyone.

Transport and Highways

Sustainable Location

- 6.17 The Site is in a highly sustainable location on the edge of Bury Town Centre. It is within walking distance to a wide range of local services and facilities⁴ (UDP Policy HT4 and PfE Policies JP-P1 and JP-C1). There are bus stops on Bolton Street just 0.1-mile from the Site which provide regular services into the centre of Bury and towards Bolton, Ramsbottom, and Tottington.
- 6.18 The sustainable location of the Site will encourage staff, visitors, and residents to use sustainable modes of transport, including public transport, when visiting or travelling from the Site (UDP Policies HT3 and HT4).

Access

- 6.19 The Site currently has two access points. One from Irwell Street to the south-west corner of the Site. The other is off Lower Bank Street to the north-east corner of the Site. These accesses served the former Police HQ which previously occupied the Site. Both access points will be stopped up and pedestrian footpaths provided in their place. A new access point is proposed from Irwell Street to serve both the full and outline application sites⁵.

⁴ Section 4, Transport Statement

⁵ Transport Statement drawing ref: 332610688-100-004C

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- 6.20 The provision of a single access point was informed by pre-application consultation with Bury Council and their Highways Department as an efficient design and reducing highway safety concerns.
- 6.21 The proposed access point is located approximately half-way up the western boundary of the Site. Along Irwell Street are on-street parking bays for use by local residents. The requirement for suitable visibility splays in either direction of the proposed access point mean that to provide a safe access point in this location, the on-street parking bays would need to be relocated. It is proposed to relocate them, like-for-like, to Lower Bank Street⁶.
- 6.22 The Proposals will ensure that appropriate levels⁷ and surface materials⁸ are provided throughout the Site to provide suitable access for all, including those with impaired movement or other special needs (UDP Policy HT5/1).
- 6.23 Servicing, refuse, and emergency vehicles may be required to access the Site. Swept Path analysis has been completed which demonstrates that all servicing and emergency vehicles can access the Site, turn, and egress from the Site in a forward gear⁹.

Proposed Trip Generation

- 6.24 The proposed development will introduce additional levels of traffic and vehicle movements from the Site, compared to its existing vacant state. Trip generation analysis has been carried out by Stantec within their Transport Statement (Section 6), assessing both the full and outline sites together on the basis that 80 care home beds will be provided across the two sites.
- 6.25 The trip analysis demonstrates that the proposed development will generate a total of 12 vehicle trips during a weekday morning peak hour and seven vehicle trips during a weekday evening peak hour. This level of trip generation equates, on average, to one additional car every 5 minutes in a weekday morning and approximately one additional vehicle trip per every 8 minutes in a weekday evening peak hour.
- 6.26 It has been assessed that the additional of vehicle trips generated by the proposed development will have a negligible traffic impact on the wider highway network during the weekday peak hour.

⁶ Transport Statement drawing ref: 332610688/100/004C

⁷ See 'External Levels and Works' drawing prepared by Dudleys

⁸ See 'Hardworks and Boundary Treatments Plan' prepared by Amenity Tree

⁹ Transport Statement Appendix A

Parking

- 6.27 All proposed developments are required to make adequate provision for their parking and servicing requirements (UDP Policy HT2/4 and SPD 11). The Proposed Site Plan shows how a total of 44 parking spaces can be accommodated across both the full and outline application sites. As Exemplar would be the owners and operators of both sites, once constructed and operational, parking between the two care homes could be shared.
- 6.28 The full application site provides 24 car parking spaces, including three disabled bays (UDP Policy HT5/1). Additionally, two motorcycle spaces will be provided, along with eight cycle spaces via four Sheffield stands (UDP Policies HT6 and HT6/1, and PfE Policies JP-C1 and JP-C5). As shown on the Proposed Landscaping Plan, three electric vehicle charging points (EVCPs) will be provided (PfE Policies JP-S2 and JP-S5).
- 6.29 The layout of the outline application will be determined at Reserved Matters stage, however, the indicative Site Plan for this site demonstrates how 19 car parking spaces (including three disabled bays), two motorcycle spaces, and eight cycle spaces could be accommodated.
- 6.30 It is acknowledged that the proposed parking levels are above those within Bury's guidance on parking standards¹⁰. However, it is stated within Bury's guidance that parking standards for care and nursing homes will be considered on their own merits and the nature/location of the proposal¹¹. As demonstrated within the Transport Statement (Section 7), the parking levels proposed are commensurate with other Exemplar schemes across the country, with typical parking ratios of between 0.53 and 0.68 spaces per occupant being provided. The full application proposal provides parking at a ratio of 0.60 spaces per occupant, which is within the middle of this spectrum. When considering an overall parking ratio for the two sites, this would fall to 0.55 spaces per occupant, which is at the lower end of the spectrum.
- 6.31 Although all reasonable efforts will be made to reduce the need for staff and visitors to drive to the Site, it is through Exemplar's many years of experience of constructing and operating several care homes across the country, that the level of parking proposed is considered to be required to appropriately accommodate the operational needs of the care home and to prevent parking overspilling onto neighbouring street or the leisure centre car park.

¹⁰ Development Control Policy Guidance Note 11 – Parking Standards in Bury (May 2007)

¹¹ Development Control Policy Guidance Note 11; Table 2

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- 6.32 In conclusion, appropriate material considerations exist for the level of parking provision within the Site to deviate from the Council's adopted guidance (SPD 11 Para 4.4) and parking levels are provided to meet the operational needs of the proposed development (UDP Policy HT2/4).

Economic Benefits

- 6.33 It is an objective of Bury Council to improve employment opportunities and to encourage economic growth within the Borough (UDP Part 2, Chapter 4).
- 6.34 There will be several economic benefits realised through the proposed development. Job opportunities will be created during the construction phases across various construction disciplines. In addition, circa 100 new job opportunities will be created when the two care homes are operational. This will include nursing, care, administrative and management, and maintenance positions. Providing a range of new employment opportunities for those in the local area.
- 6.35 Shift patterns for care working staff will be split over two 12-hour shifts, from 8am to 8pm and from 8pm to 8am. Other staff will typically work over 'typical business hours' during the day, but this will be dependent on the operational needs of the care home.
- 6.36 Additional benefits to the local economy will be provided during the construction phase through procurement from local businesses and the additional footfall using local services and shops.
- 6.37 Therefore, the proposed development will provide a range of economic benefits throughout the lifetime of the development (UDP Part 2, Chapter 4 and PfE Policies JP-J1 and JP-J2).

Noise and Air Quality

Air Quality

- 6.38 An Air Quality Management Area (AQMA) is in place along parts of Jubilee Way to the south of the Site (UDP Policy EN7 and PfE Policy JP-S5). A small portion of the site, to the south-east corner, lies within the AQMA¹². An Air Quality Assessment has been prepared by Stantec in relation to the proposed development (PfE Policy JP-S5). It has been assessed that the road traffic resulting from the proposed development is below the relevant screening criteria and therefore there will be no significant impacts on air quality when operational.
- 6.39 Construction activities have the potential to create dust. Several mitigation measures are proposed within the Air Quality Assessment to appropriately control and minimise the amount of dust created

¹² Air Quality Assessment, Figure 4-1

and dispersed during the construction phase. Subject to these mitigation measures being implemented, the impacts on local air quality will not be significant. The implementation of such mitigation measures can be managed through the requirement to provide a Construction and Environmental Management Plan (or similar) which can be secured through an appropriately worded Planning Condition.

- 6.40 Overall, the Site is suitable for the proposed end use without the need for further mitigation within the building envelope. The details of any extraction equipment associated with the air treatment and ventilation, and kitchen equipment, can be managed by an appropriately worded planning condition. Therefore, subject to appropriate mitigation measures, the proposed development will not result in a significant impact on local air quality through the construction and operational phases of the development (UDP Policy EN7/1 and PpE Policy JP-S5).

Noise Pollution

- 6.41 When assessing the surrounding context, Jubilee Way is determined to be a potential source of noise pollution¹³. Any other noise generators nearby are not considered to provide potential harmful levels of noise. To assess the levels of noise generated from Jubilee Way and whether appropriate mitigation measures could be provided within the Proposed Development, a Noise Impact Assessment (NIA) has been carried out by Environmental Noise Solutions Limited. A copy of their report is submitted as part of this application.
- 6.42 The NIA has assessed both the full and outline sites, however, as the exact layout of the outline site will be determined at reserved matters further analysis of the proposed scheme for that site will need to be completed at that time.
- 6.43 The NIA recommends appropriate standards of glazing to be used, and that mechanical ventilation systems should be included within the proposed building in the northern site. Due to the operational needs of the care home, mechanical ventilation would be provided in any case. The detail of what mechanical ventilation is to be provided within the proposed buildings can be managed by an appropriately worded planning condition.
- 6.44 Subject to inclusion of the minimal mitigation measures recommended with the NIA, the proposed development will appropriately manage and mitigate for anticipated noise pollution from the surrounding environment.

¹³ Noise Impact Assessment, Section 1.2

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- 6.45 The proposed development itself is not anticipated to generate high levels of noise. Any plant machinery will be housed internally and will be appropriately designed to keep noise generation to a minimum to avoid impacting on the amenity of future occupants or neighbouring residents.
- 6.46 As outlined above, and demonstrated through the NIA and proposed plans, the proposed development will appropriately mitigate for any noise generated from the surrounding environment, and appropriately manage any noise generated through the operation of the building, protecting the amenity of future occupants and nearby residents (UDP Policy EN7/2).

Ground Contamination and Pollution

- 6.47 A combined Phase 1 and Phase 2 Ground Investigation Report ('GI Report') was commissioned by Bury Council in 2022. Exemplar have received a letter of reliance in relation to the GI Report. As a result, it can be relied upon as part of this planning application.
- 6.48 The Site lies within a Coal Authority Coal Mining Reporting Area, but there are no outcrops, mine entries or Development High Risk Areas recorded within the Site, and the coal mining risk is deemed to be low.
- 6.49 Two underground storage tanks were recorded in the central-northern are of the site which were encased in concrete. These tanks were removed from the site and the ground appropriately remediated.
- 6.50 Evidence of some contaminants were found within the Site. Due to the type of potential contaminant, remedial measures are recommended within any garden or soft landscaping areas. Potential ground gas sources were identified on-site and in close proximity to the site, as were potential contaminative sources to controlled waters. However, no controlled waters remediation was deemed necessary (UDP Policy EN7/4, PFE Policy JP-S4). Recommended remediation measures include cover systems within soft landscaped areas, and the testing of any imported materials.
- 6.51 Subject to the recommended mitigation measures, the site will be suitable for the proposed care home use (UDP Policy EN7/4, and PFE Policy JP-S1). Mitigation measures can be managed and secured via an appropriately worded planning condition.

Sustainability and Energy

- 6.52 Bury Council declared a Climate Emergency within the Borough in 2019. Coupled with this the Council has set a target for the whole borough to be carbon neutral by 2038. In response, the Council have created a Climate Action Strategy (2021) and Climate Action Plan (2023) to reduce emissions, promote sustainability, improve air quality, as well as the health and wellbeing of our communities.

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- 6.53 According to Bury's Climate Action Strategy, 40% of the UK's total demand for energy comes from domestic energy use. Therefore, a key factor in achieving carbon neutrality is reducing the use of carbon emitting fuels to heat and power buildings. This can be achieved through increasing the use of energy from renewable sources, but also by reducing the overall energy consumption of buildings. For new buildings, this takes the form of a 'fabric first' strategy, improving the thermal efficiency of a building but also ensuring it has suitable natural ventilation. Both factors dramatically reduce the need for heating and cooling systems which are energy intensive.
- 6.54 An Energy and Sustainability Statement has been prepared by Iles Consulting, and submitted as part of this Planning Application, which details the energy saving and sustainability features that are to be included within the proposed care homes to reduce the carbon emissions associated with the development during its operational phase. The key features are summarised as:
- A fabric first strategy which aims to achieve long term reductions in CO₂ emissions
 - Heating will be provided via highly efficient Air Source Heat Pumps (ASHPs). ASHPs have seasonal efficiencies of up to 335% (UDP Policy EN4/2)
 - Hot water will be provided via highly efficient gas fire water heaters
 - Photovoltaic ('PV') Panels shall be provided on the roof (UDP Policy EN4/1)
 - All lighting shall be provided using low energy LEDs
 - Anticipated emissions rates improve on that required by the current building regulations (Part L2A 2021)
 - Glazing areas are lowered to reduce heat loss and possible overheating issues
- 6.55 The inclusion of the above measures will ensure an energy efficient building will be provided, which is future proofed and responds positively to the Climate Emergency within Bury.

Arboriculture and Ecology

Arboriculture

- 6.56 There are collections of trees to the southern boundary and south-east corner of the Site. None of the trees within the Site are subject to Tree Preservation Orders (UDP Policy EN8/1). These trees have been assessed to be of varying value (Arboricultural Impact Assessment prepared by Amenity Tree).
- 6.57 The proposed development within the full application in the northern site will not result in an impact on any of the existing trees within the Site (UDP Policy EN6 and PfE Policy JP-G7). These proposals

include the provision of several trees to the northern and eastern boundaries within the communal gardens, but also some trees to the front of the building within the car park, resulting in an overall increase in tree planting (UDP Policy EN8/2)

Ecology

- 6.58 Bury Council are committed to protecting and enhancing the natural environment within the Borough (UDP Policy EN6 and PfE Policy JP-P1). A Preliminary Ecological Appraisal (PEA) of the Site and proposed development has been prepared by Amenity Tree and is submitted as part of this application.
- 6.59 There are no statutory designations which apply to the Site or its boundaries. The site is located within SSSI Impact Zone for Rochdale Canal SSSI which is located 8100m east of site. The site is located approximately 18km from a Wigan Flashes National Nature Reserve and 1900m from Chesham Woods Local Nature Reserve. The development proposal does not appear to conform to those development types that require the LPA to consult Natural England on the likely risks.
- 6.60 The surveys completed have confirmed that the site does not support a habitat protected under Section 41 of the Natural Environment and Rural Communities (NERC) Act 2006 (UDP Policies EN6/1 and EN6/2).
- 6.61 There is no evidence of protected species on site. There is no evidence of badger, hedgehog, water vole, or amphibians within the Site. The construction of the proposed development will result in the loss of ephemeral habitat. There would be a low-level impact through the loss of vascular plant habitat, and the proposals will result in a low-level impact on reptiles as the Site is largely inaccessible to them.
- 6.62 As the existing trees around the Site could have provided bat roosts or commuting and foraging opportunities for bats, a Bat Roost Assessment (BRA) was completed by Amenity Tree. A copy of the BRA is submitted as part of this application. It was concluded that the existing trees would provide sub-optimal habitats for bats and therefore no further surveys are required (UDP Policies EN6/3 and EN6/4).
- 6.63 Although no evidence of badgers or hedgehogs was found within the Site, the PEA recommends that pre-start checks be made to ensure no badger activity has developed since the site visit was carried out (UDP Policy EN6/3). In addition, measures to provide commuting routes for hedgehogs will need to be incorporated into the scheme (UDP Policy EN6/4). Both matters can be secured and managed through appropriately worded planning conditions.

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- 6.64 The proposed development appropriately protects the existing wildlife and ecological features within the Site and provides opportunities for enhancement in accordance with UDP Policies EN6, EN6/1, EN6/2, EN6/3, EN6/4, and PfE Policy JP-P1.

Biodiversity

- 6.65 Schedule 14 of the Environment Act came into force on 12th February 2024, requiring new major developments to provide a minimum 10% net gain in biodiversity (with a few exceptions). The site and proposals do not meet any of the exception criteria. Places for Everyone (Policy JP-G8) also requires developments to achieve a measurable net gain in biodiversity of no less than 10%.
- 6.66 A Biodiversity Net Gain Assessment for the proposed development has been completed by Amenity Tree. This demonstrates, at para 5.1 that an 88.85% net gain in biodiversity can be achieved by the proposals, which is well in excess of the minimum requirement and therefore providing a significant benefit.

Flood Risk and Drainage

- 6.67 New development proposals must demonstrate that they will not result in an increased risk of flooding within the Site or elsewhere (UDP Policies EN5 and EN5/1, and PfE Policy JP-S4). Flood risk mitigation must factor in risks from external sources (i.e. from rivers, seas, etc.), as well as from sources generated from within the Site (i.e. surface water, foul water, etc.).
- 6.68 The Site is within Flood Zone 1 and therefore has a low risk of flooding from external sources. As the Site is under 1ha in size, a Flood Risk Assessment is not required.
- 6.69 A Sustainable Drainage Strategy (SuDS) has been prepared by Dudleys and is submitted as part of this planning application¹⁴. The SuDS Strategy demonstrates how surface water and foul water will be managed to ensure there are no increased risks of flooding as a result of the proposed development, and that foul water is appropriately managed to prevent water pollution (UDP Policy EN7/5).

¹⁴ Overall Site Drainage Strategy, drawing no. 23389-DCE-XX-XX-D-C-100 P01

7. CONCLUSION

7.1 The proposed development will provide the following planning benefits:

- The provision of a building of high-quality design which positively reflects the surrounding environment, and does not materially impact on the amenity of neighbouring residents
- The remediation of a brownfield site in a sustainable location in Bury Town Centre
- A positive contribution towards meeting an identified need for care home accommodation across the Borough
- Circa 100 new employment opportunities will be created for the operational phase, including several specialist nursing and care positions
- A significant net gain in biodiversity of over 88%
- The protection of existing wildlife and provision of new opportunities for wildlife, including an increase in tree planting
- The promotion of sustainable forms of transport due to the location of the site in proximity to public transport services, as well as the provision of secure cycle parking facilities
- The protection of highways and pedestrian safety, without materially impacting the local highways network
- The protection of local air quality

7.2 As demonstrated through this Planning Statement and the suite of reports and plans making up this planning application, the proposed development accords with the relevant Local and National Planning Policies. As such, it is respectfully requested that this planning application be approved, and planning permission granted for the proposed development.

A1. RELEVANT PLANNING POLICIES FROM BURY'S UNITARY DEVELOPMENT PLAN (UDP)

- Policy H4/2 – Special Needs Housing
- Policy EN10/1 – Derelict Land
- Policy HT4 – New Development
- Policy TC1 – Town Centres
- Policy TC2 – Town Centre Enhancement and Development
- Policy TC3 – Bury Town Centre
- Policy H2/1 – The Form of New Residential Development
- Policy H2/2 – The Layout of New Residential Development
- Policy EN1 – Built Environment
- Policy EN1/2 – Townscape and Built Design
- Policy EN1/3 – Landscaping Provision
- Policy EN2 – Conservation Areas
- Policy EN2/1 – Character of Conservation Areas
- Policy EN4 – Energy Conservation
- Policy EN4/2 – Energy Efficiency
- Policy EN5 – Flood Protection and Defence
- Policy EN5/1 – New Development and Flood Risk
- Policy EN6 – Conservation of the Natural Environment
- Policy EN6/4 – Wildlife Links and Corridors
- Policy EN7 – Pollution Control
- Policy EN7/1 – Atmospheric Pollution

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- Policy EN7/2 – Noise Pollution
 - Policy EN7/5 – Waste Water Management
 - Policy EN8 – Woodland and Trees
 - Policy EN8/2 – Woodland and Tree Planting
 - Policy HT2/4 – Car Parking and New Development
 - Policy HT5/1 – Access for Those with Special Needs
 - Policy HT6/1 – Pedestrian and Cyclist Movement

A2. RELEVANT PLANNING POLICIES FROM THE PLACES FOR EVERYONE ADOPTION PLAN (2024)

- Policy JP-S2 – Carbon and Energy
- Policy JP-S5 – Flood Risk and the Water Environment
- Policy JP-S6 – Clean Air
- Policy JP-S7 – Resource Efficiency
- Policy JP-G7 – Trees and Woodland
- Policy JP-G9 – A Net Enhancement of Biodiversity and Geodiversity
- Policy JP-P2 – Heritage
- Policy JP-P6 – Health
- Policy JP-C1 – An Integrated Network
- Policy JP-C5 – Walking and Cycling
- Policy JP-C7 – Transport Requirements of New Development