



Planning Statement

**Land to the South East of
Milltown Street
Radcliffe**

**Permission in Principle for the
erection of up to 9 dwellings**

Mr J P Speak

January 2026



CONNOLLYS

Report Drafted By	Report Checked By	Report Approved By
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1. INTRODUCTION

BRIEF

- 1.1 Connollys is instructed by Mr J P Speak (hereafter referred to as “the applicant”) to prepare this Planning Statement in support of an application for Permission in Principle (hereafter referred to as “PiP”) to Bury Council (hereafter referred to as “the Council”) relating to land to the south east of Milltown Street in Radcliffe.
- 1.2 The description of development given in the planning application form is:

“Proposed residential development of up to 9 no. dwellings”

BACKGROUND

- 1.3 Permission in Principle (also referred to as “PiP” in this Statement) is sought for the erection of up to 9 dwellings at this partially developed site, located to the south east of Milltown Street and to the north of Radcliffe New Road (the A665) in Radcliffe. The site benefits from an extant PiP approval (ref – 69420) which remains valid until June 2026. In light of this pending deadline, the applicant wishes to make a fresh application to further allow time for an application for Technical Details Consent to be prepared.
- 1.4 The plot extends to 0.4 hectares in area. It is surrounded by development and built form on three sides, including a development of 14 houses (Holcombe Grove) which was granted permission in 2017 and has now been built out (Bury Council ref – 60723).

PURPOSE

- 1.5 The purpose of this Statement is to consider the primary issues associated with an application for PiP, which is limited in scope to matters of location; land use and the amount of development.
- 1.6 The ability to make an application for Permission in Principle is available under the Town and Country Planning Act 1990 via the Town and Country Planning (Permission in Principle) (Amendment) Order 2017.
- 1.7 The PiP route is a two stage process. The first is to establish whether a site is suitable in principle of the type and quantum of development proposed. The second, referred to as ‘Technical Details Consent’ considers detailed matters associated with the proposals.

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- 1.8 A decision whether to grant PiP in the first instance must be made in accordance with the relevant policies within the development plan, unless there are material considerations, such as those in the National Planning Policy Framework, which would indicate otherwise.
- 1.9 In accordance with Part 2A of the Order, the PiP process does not extend to 'major' development. Therefore it is limited to:
- The provision of less than 10 dwellings;
 - The provision of a building(s) where the floor space to be created is less than 1,000 square metres; and
 - Development carried out on a site having an area of 1 hectares or less.
- 1.10 Applications for PiP must be determined within 5 weeks, beginning on the day immediately following that on which a valid application is received by the Local Planning Authority.
- 1.11 As per the Order, this application is supported by the requisite level of information for the Council to consider the PiP:
- The relevant, completed application form; and
 - A site location plan identifying the land;

2. THE SITE & SURROUNDING AREA

SITE DESCRIPTION AND LOCATION

- 2.1 The site comprises a parcel of undeveloped land, measuring 0.4 hectares in area. It is irregular in shape, but bound on three sides by existing development, as shown the map excerpt below.

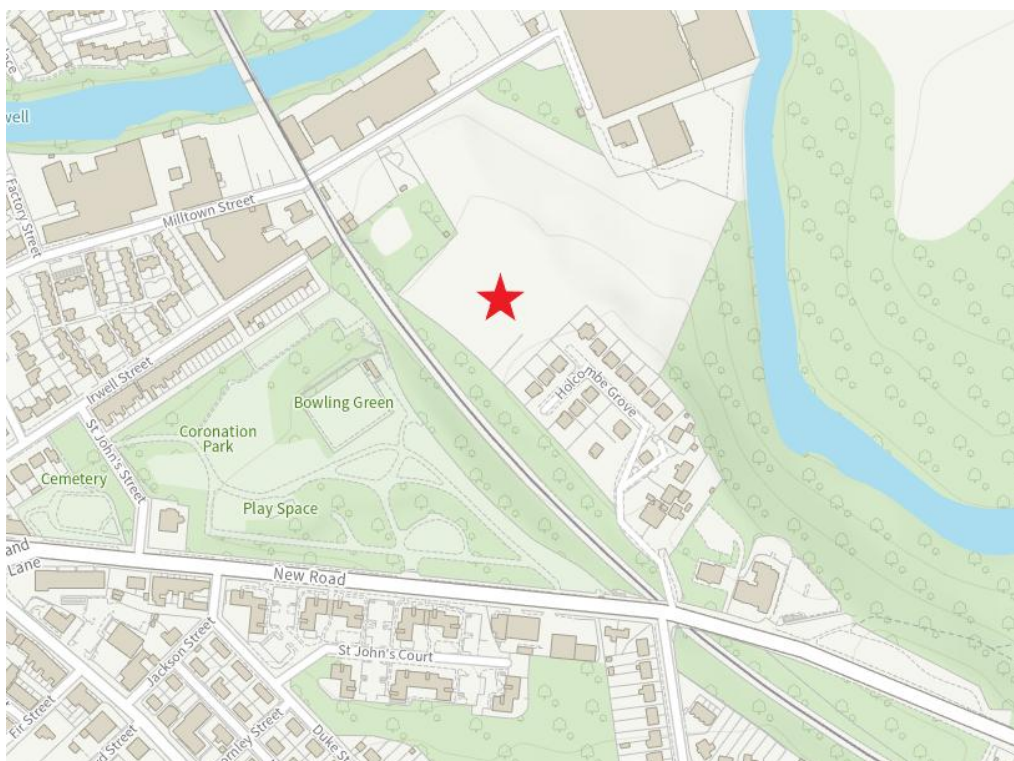


Figure. 2.1– Site Location (denoted by red star)

SURROUNDING AREA AND SUSTAINABILITY CREDENTIALS

- 2.2 The site is located within the settlement of Radcliffe and within walking distance of a number of local services and facilities on Milltown Street itself, with the town centre located just over 500m away. This contains larger scale convenience stores, medical facilities, bars and restaurants, places of worship and leisure centres.

- 2.3 Additionally there are a number of outdoor leisure opportunities in the vicinity, including parks, sports pitches and a public right of way network which leads into the surrounding countryside.
- 2.4 There are bus stops, accessed via a continuous footpath from the site, on Stand Lane which offer regular, daily services to Bury, Manchester and other towns between. The Radcliffe tram stop is also located only 400m north of the site and provides alternative means of transport to the aforementioned destinations, and also Altrincham.
- 2.5 These larger settlements offer a wider range of accessible services owing to their scale and status in Greater Manchester, and can be reached in a matter of minutes owing to the variety and regularity of public transport within Radcliffe.
- 2.6 Accordingly, the site represents a sustainable and accessible location for new housing development.

SUMMARY

- 2.7 In summary the site comprises a highly sustainable, accessible site, which can make a much needed contribution to housing within the Borough.

3. PLANNING HISTORY

- 3.1 This application is a resubmission of an earlier approval at the site, also seeking Permission in Principle, for the erection of 9 dwellings (Bury ref – 69420), granted in June 2023.
- 3.2 The area of land immediately to the south west also benefits from a PiP approval for 9 dwellings (ref – 70334) granted in February 2024.

4. STATUTORY AND OTHER DESIGNATIONS

HERITAGE DESIGNATIONS

- 4.1 There are no known Listed Buildings, Scheduled Ancient Monuments or Conservation Areas on or adjacent to the site which would be affected by the proposed development.

FLOOD RISK AND DRAINAGE

- 4.2 The entirety of the site lies within Flood Zone 1 as shown in the Environment Agency mapping excerpt below (Figure 4.1). Accordingly there is no inherent risk associated with the proposals in this regard.

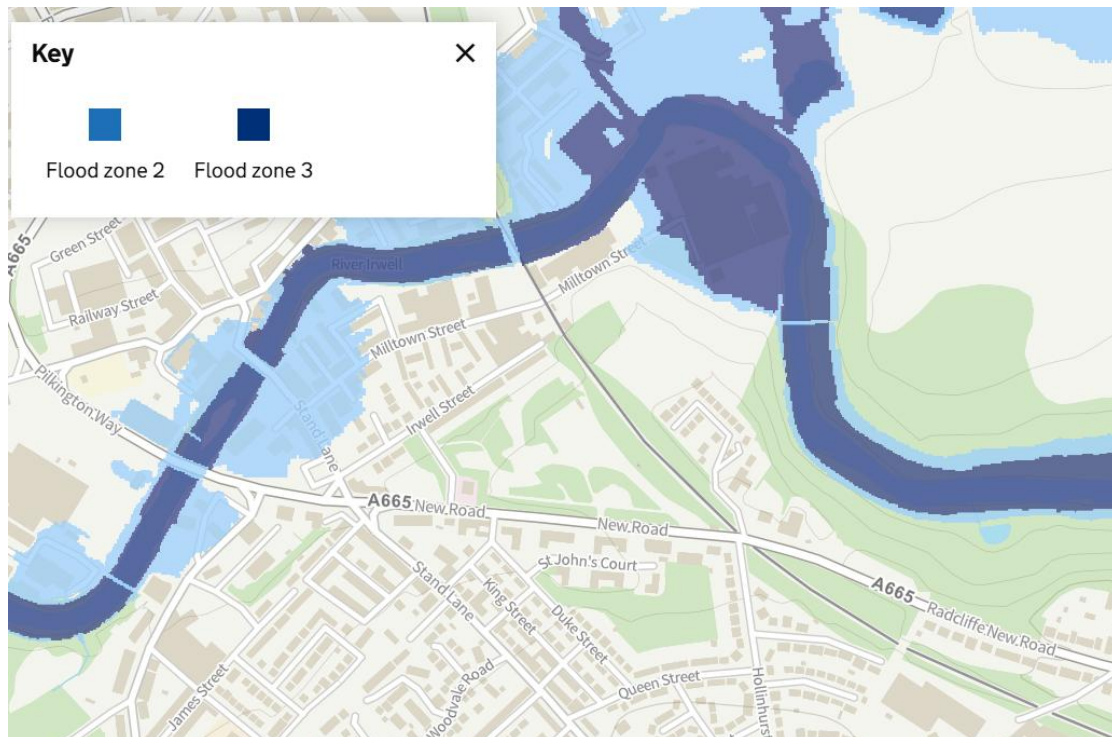


Figure 4.1 – Flood Zone designation (site denoted by red marker)

HIGHWAYS AND ACCESS

- 4.3 Access to the site is available from both Milltown Street and Radcliffe New Road. These matters will be considered in greater detail at the Technical Details Consent stage.

GROUND CONDITIONS

- 4.4 There are no known ground conditions which would preclude future residential development at this site and these matters will be considered in greater detail at the Technical Details Consent stage.

PUBLIC RIGHTS OF WAY

- 4.5 There are no public rights of way on or adjacent to the site which would be affected by the proposals.

TREES

- 4.6 No trees within or adjacent to the site are protected by preservation order, nor do they lie within a conservation area. Any future layout will consider potential impact on existing trees and hedgerows, as part of the Technical Details Consent application.

ECOLOGY

- 4.7 The site is not part of statutorily designated ecological site and any consideration of such issues would be reserved for a future Technical Details Consent application. For completeness, a walkover survey has been undertaken to confirm that no impact would arise with regard to badger sets off-site, but in the wider area.

SUMMARY

- 4.8 The site is not constrained by any local, regional or national statutory or non-statutory designations such that would impact on the principle of future residential development.

5. THE PROPOSED SCHEME

DESCRIPTION OF DEVELOPMENT

5.1 The description of development given in the application forms is:

“Proposed residential development of up to 9 no. dwellings”

PROPOSALS

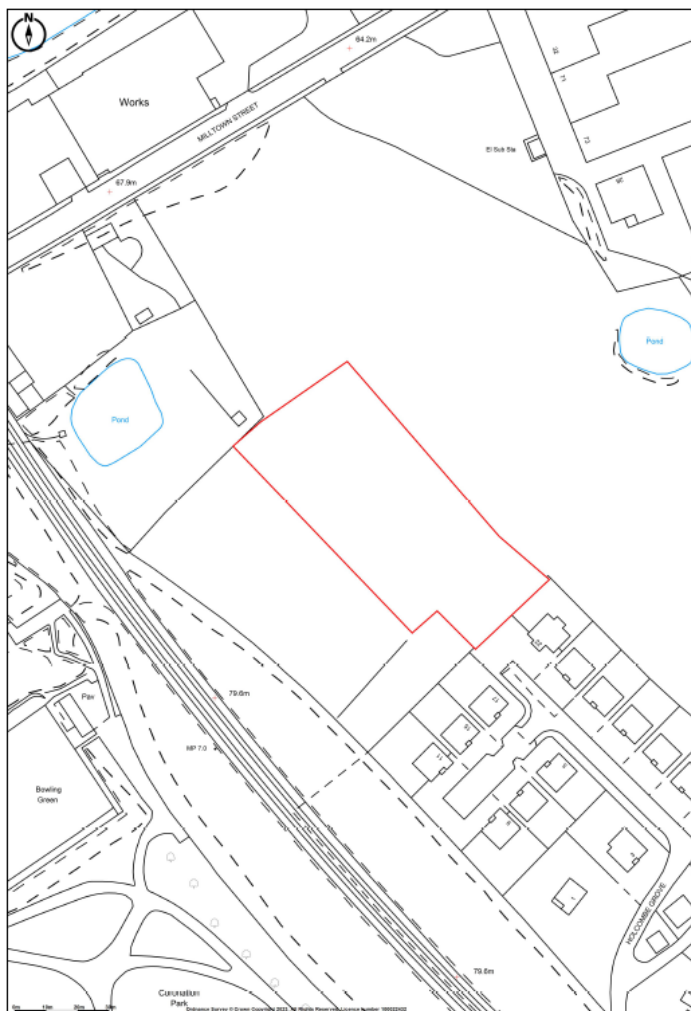


Figure 5.1 Site location plan

- 5.2 It is proposed to erect up to 9 dwellings within the parcel of land shown in Figure 5.1 above. In accordance with the PiP requirements, it is not necessary to provide any further information at this stage, as consideration is limited to matters of location, land use and the amount of development proposed.
- 5.3 The proposals are compliant with the parameters of the 2017 Order by virtue of being for a maximum of 9 dwellings, on an area of land less than 1 hectare in area. The principle of development therefore stands to be considered against the provisions of the adopted development plan and, where relevant, the National Planning Policy Framework.

6. THE DEVELOPMENT PLAN

INTRODUCTION

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

“where in making any determination under the planning Acts, regard is to be had to the Development Plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise”.

6.2 In this instance, the Development Plan comprises:

- The Bury Unitary Development Plan
- Places for Everyone

THE UNITARY DEVELOPMENT PLAN

6.3 The Unitary Development Plan (“the UDP”) was adopted in 1997 and is currently still used in decision making. Preparation of the Council’s emerging Local Plan remains in its infancy and is therefore not afforded any weight in decision making at present.

6.4 Places for Everyone (PfE), a joint strategic plan for 9 Greater Manchester Authorities, was adopted in 2024 and is therefore a material consideration in Bury.

6.5 Within the UDP the application site is shown as white land on the proposals maps and is within the settlement of Radcliffe. Beyond the site boundary, to the east of the River Irwell, the land is designated as Green Belt.

6.6 During the preparation of PfE it had been suggested that the site may be included within a range of Green Belt additions and was shown as a draft designation on this basis. However, during the examination process of the Plan, the Combined Authority conceded that the site (amongst others) did not satisfy the necessary tests for inclusion within the Green Belt and as such the land remains undesignated in this regard and presents no constraint to future development.

UDP - GENERAL POLICY AND GUIDANCE CONSIDERATIONS

POLICY H1 – HOUSING LAND PROVISION

- 6.7 This policy sets out that the Council will seek to deliver the requisite amount of housing over the life of the Plan, however, the information contained within the policy is significantly out of date owing to its age.

POLICY H1/2 – FURTHER HOUSING DEVELOPMENT

- 6.8 This policy states that when considering housing proposals on land which is not formally allocated, the Council will consider a range of factors including the need to direct development towards the urban area; the availability of infrastructure; the need to release peripheral open land; the suitability of the site and any other policies within the development plan.

POLICY H5/1/2 – INNER RADCLIFFE

- 6.9 The policy states that due to high levels of poor housing and poor environment, inner Radcliffe has been identified as a renewal area.

POLICY OL5 – RIVER VALLEYS

- 6.10 The policy states that the Council will maintain and preserve the character of the Borough's river valleys. Subsection OL5/2 states that development within these areas will not generally be permitted unless a defined exception can be met, including limited infilling.
- 6.11 However, a review of this policy and the wider UDP, undertaken in 2013 to check consistency with the newly introduced Framework (at that time) also states:

“However until the Core Strategy is adopted this may be afforded less weight in view of the need to meet the national housing shortage – some recent case law has ruled that policies which protect land which does not have national designations are effectively cancelled out where there is no 5 year supply in place”

SUPPLEMENTARY GUIDANCE

- 6.12 In addition to the aforementioned suite of policies, the Council also have a number of supporting SPD's which are used in the decision making process. SPD7, which relates to managing housing land supply with Bury is partially out of date owing to its age. However, it does confirm that development opportunities within the Borough are limited owing to the tight constraints imposed by land designations such as the Green Belt and River Valleys. As such, there is a clear focus on development within existing urban areas.

PLACES FOR EVERYONE - GENERAL POLICY AND GUIDANCE CONSIDERATIONS

POLICY JP-S1 – SUSTAINABLE DEVELOPMENT

- 6.13 This policy confirms that the presumption in favour of sustainable development is paramount in decision making, in securing maximum economic, social and environmental benefits from new schemes.

POLICY JP-S4 – FLOOD RISK AND THE WATER ENVIRONMENT

- 6.14 The policy seeks to located development in such a way as to minimise the impacts of current and future flood risk.

POLICY JP-H1 – SCALE, DISTRIBUTION AND PHASING OF NEW HOUSING DEVELOPMENT

- 6.15 This policy sets out the housing requirement across the Plan period and establishes both annual and cumulative targets for each LPA governed by PfE.

POLICY JP-H3 – TYPE, SIZE AND DESIGN OF NEW HOUSING

- 6.16 This policy seeks to secure a range of dwelling types and sizes, which comply with the NDSS and are accessible insofar as they meet Part M4(2) of the Building Regulations.

POLICY JP-C6 – WALKING AND CYCLING

- 6.17 This policy supports development which increases the proportion of journeys made on foot or by cycling, by locating and designing proposals in such a way that promotes travels by means other than private car.

ASSESSMENT

- 6.18 In the context of the aforementioned policies and guidance, this Statement will now consider the proposed development and demonstrate compliance with the UPD, PfE and the Framework.

PRINCIPLE OF DEVELOPMENT

- 6.19 The Bury UDP is now almost 25 years old and its review almost 10 years old, yet it is currently still used in decision making. Whilst some aspects of the Plan still reflect the aspirations and requirements of the most recent version of the Framework, a number of policies are silent or out of date.
- 6.20 The Council's emerging Plan remains in the early stages of preparation and is not yet afforded any weight. Similarly, the adoption of Places for Everyone does not alter the suitability of this site for housing and simply reinforces the requirement for the sustainable delivery of new homes across Bury and Greater Manchester.
- 6.21 In addition to this, the Council have experienced significant housing delivery issues over a sustained period. As a result it has failed the Housing Delivery Test. The Council cannot currently demonstrate a 5 year housing land supply and has been unable to for some time. This represents a significant material consideration in the determination of applications and engages paragraph 11 of the Framework.
- 6.22 Paragraph 11 confirms that plans and decisions should apply a presumption in favour of sustainable development. In relation to the subject application, for decision-taking, paragraph 11 d) is relevant. It states that:
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or

- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well designed places and providing affordable homes, individually or in combination

- 6.23 Footnote 7 sets out that the policies referred to at d)i are those in the Framework (rather than those in development plans), relating to a range of factors, none of which are present at this site.
- 6.24 Footnote 8 confirms that the policies which are most important for determining the application can be considered out-of-date, for applications involving housing, where the local planning authority cannot demonstrate a five-year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.
- 6.25 Additionally, paragraph 61 sets out that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. Paragraph 73 also acknowledges the important contribution that small and medium sized sites can make to meeting the housing requirement and that they are often built out quickly. Local Planning Authorities should accommodate at least 10% of their housing requirement on sites no larger than one hectare.
- 6.26 Whilst the site may have been offered some protection by way of Policy OL5/2, the Council acknowledge in their 2013 UDP review that in the absence of an up to date development plan, this policy may carry less weight in the context of a housing shortage. Policy H1/2 also recognises that in such scenarios, it is beneficial to direct additional housing development (outside of allocated sites) towards the urban area.
- 6.27 The Council's Strategic Planning & Infrastructure Team have confirmed, by way of their response to the previous approval, that the principle of development at this site is acceptable, subject to any future development making efficient use of the land in accordance with the Framework (paragraph 125). The proposals would result in a yield of 22.5dph which is comparable to the neighbouring scheme at Holcombe Grove and appropriate for an edge of settlement location.
- 6.28 In addition to this, the application site has a clear and tangible relationship with the built form of Radcliffe and is within the settlement boundary. Residential development of a similar scale has been allowed immediately adjacent, within the river valleys designation. In the context of the urgent, unmet housing

need in Bury, especially in Radcliffe where the existing housing stock is generally poor, the benefits of delivering a highly sustainable and accessible site which can contribute promptly to supply, would still clearly outweigh any harm from a small loss of open land in this location.

- 6.29 The presumption in favour of sustainable development therefore must be applied and permission should be granted without delay.

CONCLUSIONS

- 6.30 It has been demonstrated above that the principle of residential development is wholly acceptable at this site. Accordingly, we now demonstrate that there are other material considerations that indicate planning permission should be granted in the following Chapter.

7. OTHER MATERIAL CONSIDERATIONS

INTRODUCTION

- 7.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

“In principle...any consideration which relates to the use and development of land is capable of being a planning consideration. Whether a particular consideration falling within that broad class is material in any given case will depend on the circumstances” (Stringer v MHLG 1971).

- 7.2 Material considerations must be genuine planning considerations, i.e. they must be related to the development and use of land in the public interest. The considerations must also fairly and reasonably relate to the application concerned (*R v Westminster CC ex-parte Monahan 1989 refers*).
- 7.3 The Courts are the arbiters of what constitutes a material consideration. All of the fundamental factors involved in land-use planning are included, such as the number, size, layout, siting, design and external appearance of buildings and the proposed means of access, together with landscaping, impact on the neighbourhood and the availability of infrastructure.
- 7.4 The Courts have also held that the Government’s statements of planning policy are material considerations which must be taken into account, where relevant, in decisions on planning applications. These statements cannot make irrelevant any matter which is a material consideration in a particular case. But where such statements indicate the weight that should be given to relevant considerations, decision-makers must have proper regard to them. If they elect not to follow relevant statements of the Government’s planning policy, they must give clear and convincing reasons (*E C Grandsen and Co Ltd v SSE and Gillingham BC 1985 refers*).
- 7.5 Emerging policies, in the form of draft policy statements and guidance, can be regarded as material considerations, depending on the context. Their existence may indicate that a relevant policy is under review; and the circumstances which have led to that review may need to be taken into account.
- 7.6 In those cases where the Development Plan is not relevant, for example because there are no relevant policies, or policies in the DPDs pull in opposite directions so that there is no clear guide for a particular

proposal, the planning application should be determined on its merits in the light of all the material considerations.

7.7 In this case the following material considerations are relevant.

NATIONAL PLANNING POLICY

NATIONAL PLANNING POLICY FRAMEWORK

7.8 A revised version of the National Planning Policy Framework (hereafter referred to as the Framework) was published in December 2024. The following extracts are relevant to the scheme in question and are reproduced below for ease of reference together with commentary where necessary:

ACHIEVING SUSTAINABLE DEVELOPMENT

7.9 Section 2 sets out that the purpose of the planning system is to contribute to the achievement of sustainable development. To achieve this, the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) **social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

7.10 The application proposals would deliver sustainable development in the following ways:

Economic The new dwellings would make a meaningful contribution to housing supply and help to vary the housing stock in the area. This would encourage new residents into the Borough who would generate expenditure within the local economy, supporting local shops, services and businesses across a number of sectors.

The development will result in job creation throughout the construction process, with associated expenditure within the local supply chain during the build.

The proposals are fully commensurate with the economic dimension of sustainable development and would represent a welcomed contribution to the economy of the area.

Social The proposals would help to broaden home ownership opportunities and create new, healthy communities within Radcliffe. The proposals would also facilitate the creation of jobs within the local labour pool during construction.

Environmental The proposals provide opportunities for biodiversity gain through the high-quality new landscaping scheme and cause no harm to protected species of habitats.

7.11 Paragraph 11 confirms that plans and decisions should apply a presumption in favour of sustainable development. Accounting for the Council's current 5YHLS position and the findings of their Housing Delivery Test, paragraph 11(d) is engaged. It has been confirmed that no conflict arises with paragraph 11(d)(i) or (ii).

DELIVERING A SUFFICIENT SUPPLY OF HOMES

7.12 Paragraph 61 sets out that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed.

- 7.13 This site represents a sustainable location for new housing, with access to public transport and local services. The scheme would result in the delivery of up to 9 homes, making a valuable contribution to housing in Radcliffe.

DESIGN

- 7.14 The creation of high-quality buildings and places is outlined by the Government to be fundamental to what the planning and development process should achieve. A key element of sustainable development is good design, which should contribute positively to making places better for people. Paragraph 135 of the Framework sets out that planning policies and decisions should ensure that developments:

- a) Function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) Are sympathetic to local character and history, including the surrounding built environment and landscaping setting;
- d) Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- e) Optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses, and support local facilities and transport; and
- f) Create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

- 7.15 Any future development at the site would be controlled through the Technical Details Consent process and a high quality scheme can be achieved, which is appropriate in terms of scale, layout, density and appearance.

ENVIRONMENT

- 7.16 The Framework also requires that development proposals should also prevent new and existing development from contributing to or being put at an unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability.

- 7.17 No unacceptable impacts or risks are known to present on site which would preclude residential development. Any associated assessments would be carried out at the Technical Details Consent stage.

PLANNING PRACTICE GUIDANCE

- 7.18 Planning Practice Guidance (PPG) was launched on 6 March 2014 in its final form and has subsequently been updated on numerous occasions. The PPG replaces some 230 planning guidance documents but results in no amendments to the Framework.
- 7.19 Regarding design, Paragraph ID: 26-001-20140306 reiterates the guidance set out in the Framework; that good quality design is an integral part of sustainable development. Furthermore, the PPG notes that:

“Achieving good design is about creating places, buildings, or spaces that work well for everyone, look good, last well and will adapt to the needs of future generations.”

- 7.20 The PPG makes it clear that planning policies and decisions should seek to ensure the physical environment supports the three strands of sustainable development (i.e. economic, social and environmental) and in doing so issues including the promotion of local character; designing safe connected and efficient streets; incorporating a network of greenspaces; promoting cohesive and vibrant neighbourhoods, should all be given careful consideration.
- 7.21 The PPG also reiterates the guidance set out in the Framework, that both Local Plans and planning decisions should be based upon and reflect the presumption in favour of sustainable development.
- 7.22 This site is located adjacent to existing built form and would offer future residents direct access to a range of services and facilities in the vicinity, contributing to the creation of sustainable, accessible neighbourhoods. As such, the principle of development is acceptable.

SUMMARY

- 7.23 As outlined above, there are a number of compelling material considerations which support the principle of development, enabling it to deliver much needed housing growth in Radcliffe, and Bury as a whole.
- 7.24 Accounting for the Council’s current position with regard to housing supply and delivery, the provision of up to 9 dwellings must be afforded significant weight in the decision making process.

8. SUMMARY OF BENEFITS AND CONCLUSIONS

- 8.1 Connollys is instructed by Mr J P Speak to prepare this Planning Statement in support of an application for Permission in Principle to Bury Council, relating to land to the south east of Milltown St, Radcliffe.
- 8.2 The description of development given in the planning application forms is:
- “Proposed residential development of up to 9 no. dwellings”*
- 8.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:
- “where in making any determination under the planning Acts, regard is to be had to the Development Plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise”*
- 8.4 It has been demonstrated in this Planning Statement that the principle of residential development is wholly compliant with the provisions of the relevant, up to date policies of the Bury UPD, Places for Everyone and the requirements of the National Planning Policy Framework. Additionally, there are other material considerations which support the granting of Permission in Principle, particularly in light of the planning history and the context of an extant permission.
- 8.5 It is set out herein that the proposals represent sustainable development and that there are significant benefits associated with the proposed development with material considerations that significantly and demonstrably outweigh those benefits.

THE BENEFITS OF THE PROPOSALS

- The development of a sustainably located site;
- Notable and positive contribution to general housing supply within the Borough;
- Creating mixed, inclusive and varied communities, which in turn will support the economic, environmental and social wellbeing of the area;
- Improvement and diversification of housing stock within Radcliffe;
- New employment opportunities during construction;

- Expenditure in the local supply chain during construction;
- Expenditure from future residents, supporting local businesses;
- No significant or demonstrable harm caused by the proposals.

8.6 For the reasons set out above we respectfully request on behalf of the applicant that Permission in Principle be granted without delay.