

BURY MARKET MASTERPLAN



PREFACE

This design and access statement has been prepared to accompany a planning application for the proposed new flexible events building, the 'Flexihall' and works to the popular Bury Market to provide a new roof canopy located on Murray Road, Bury, BL9 0BJ.

This document should be read in conjunction with the scale drawings that accompany it:

Site:

- BURMAR-JHA-00-XX-DR-A-0001 - Existing Site Plan
- BURMAR-JHA-V6-XX-DR-A-0112 - Proposed Demolition Plan
- BURMAR-JHA-V5-XX-DR-A-0136 - Existing Market Roof Canopies Demolition Plan
- BURMAR-JHA-V6-XX-DR-A-0145 - Location Plan
- BURMAR-JHA-V6-XX-DR-A-0003 - Proposed Site Plan

Flexihall:

- BURMAR-JHA-V2-00-DR-A-0004 - Flexihall Ground Floor Plan
- BURMAR-JHA-V2-01-DR-A-0005 - Flexihall First Floor Plan
- BURMAR-JHA-V2-02-DR-A-0102 - Flexihall Void Plan
- BURMAR-JHA-V2-02-DR-A-0006 - Flexihall Roof Plan
- BURMAR-JHA-V2-ZZ-DR-A-0007 - Flexihall West Elevation
- BURMAR-JHA-V2-ZZ-DR-A-0008 - Flexihall East Elevation

- BURMAR-JHA-V2-ZZ-DR-A-0009 - Flexihall North Elevation
- BURMAR-JHA-V2-ZZ-DR-A-0010 - Flexihall South Elevation
- BURMAR-JHA-V2-ZZ-DR-A-0042 - Flexihall SW & SE Elevations
- BURMAR-JHA-V2-ZZ-DR-A-0029 - Flexihall Typical External Envelope Sections 1
- BURMAR-JHA-V2-ZZ-DR-A-0038 - Flexihall Typical External Envelope Sections 2
- BURMAR-JHA-V2-ZZ-DR-A-0111 - Flexihall Typical External Envelope Sections 3

Market Canopy:

- BURMAR-JHA-V5-02-DR-A-0013 - Market Canopy Ground Level Plan
- BURMAR-JHA-V5-XX-DR-A-0017 - Market Canopy Roof Plan
- BURMAR-JHA-V5-XX-DR-A-0015 - Market Canopy Sections - Roof 1
- BURMAR-JHA-V5-XX-DR-A-0016 - Market Canopy Sections - Roof 2
- BURMAR-JHA-V5-XX-DR-A-0034 - Market Canopy Elevations Roof 1 - Sheet 1
- BURMAR-JHA-V5-XX-DR-A-0063 - Market Canopy Elevations Roof 1 - Sheet 2
- BURMAR-JHA-V5-XX-DR-A-0035 - Market Canopy Elevations Roof 2 - Sheet 1
- BURMAR-JHA-V5-XX-DR-A-0064 - Market Canopy Elevations Roof 2 - Sheet 2

Please note that drawings which appear in this document may not be to scale, please reference the drawings appended to this submission for to scale drawings.

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BURY MARKET 2040?

How will Bury Market develop over the next 20 years?

The market is thriving but the architecture is decaying.

A sympathetic, future outlook is needed for what is described as the 'jewel in the crown' of Bury Town Centre.

1.0

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INTRODUCTION

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CLIENT & CONSULTATION TEAM

Bury Market is described not only as a national asset, but world famous, hence the interest in developing the town centre as well as the 'famous market'. In 2020, JH Architects won the tender to redevelop this cultural icon and have since been proactive in working with Bury Council to develop a sympathetic future proofing plan for the market.

As the project has been developed to stage 3, credit is owed to the wider project to team that have since informed & offered their professional expertise into the project. This includes:

Architect – JH.A

Client – Bury Council

Main Contractor – Vinci

Structural Engineer – AJP

MEP Engineer - Crookes Walker Consulting

Highways Engineer - WSP

Acoustics Consultant - Sharps Redmore

Landscape Architects - Gillespies

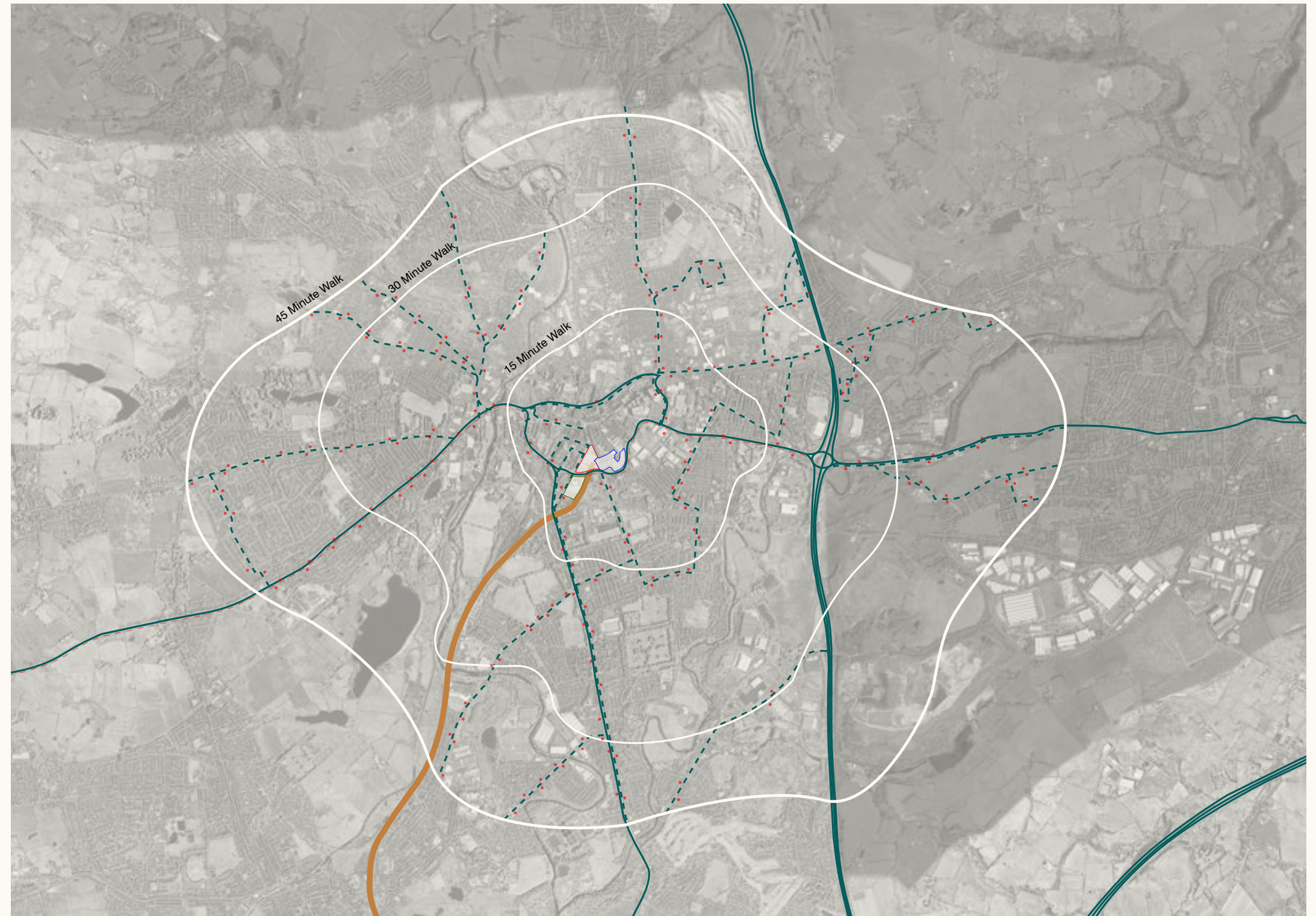
Utilities Consultant - Ameen



INTRODUCTION

Bury Masterplan

Bury Market is identified as a key element of the towns regeneration ambition (Zone B), whilst much of the peripheral site too is earmarked for investment. Zone B is a significant piece in this masterplan puzzle as it marks a significant moment for people arriving into Bury, not only via the tram (within Zone B) but also visitors arriving from main highway and ring road surrounding Bury. As such, Zone B can be characterized as the town's arrival destination, which of course needs "to celebrate Bury as an attractive, thriving and healthy town, which is forward-looking, and one in which people want to live, work, study and visit. It recognises that Bury is a place in which to 'experience more'."



GEOGRAPHICAL LINKS

Regional & National Connectivity

Bury is recognized as a small metropolitan district of North Manchester. The town centre itself is within a 30 min walk from the majority of the town's residential suburbs. "Bury is bound by the boroughs of Rossendale, Blackburn with Darwen, Rochdale, Bolton, Salford and Manchester. Its spatial location means that it forms a gateway between Manchester City Centre to the south, but also with strong links northwards into Lancashire via the M66 corridor and Irwell Valley." As well as boasting great connectivity and transport within the town centre itself (i.e. Tram and Bus Routes), the town's geographical location lends itself to a gateway which funnels the aforementioned neighbouring towns south towards Manchester – access to the motorway network is not only an excellent regional advantage, but nationally too.



VISION & ASPIRATION

The Task Group at Bury were seeking to develop a strategy for Bury Market to ensure that it remains at the heart of the town's retail experience. The drivers were to:

1. Help create a vision for how the Market evolves to meet the changing consumer tastes and preferences.
2. Identify the big investment opportunities that can secure the future of the Market.
3. Identify how the Market can better connect to the wealthier local residents who don't use it.
4. Identify how the market can adapt without alienating its existing customer base.

The Bury Market Task Group Report of March 2020 was analysed to pinpoint the key areas of the brief that needed to be carefully considered when undertaking the masterplan design. These key areas are listed below:

Widen the market and town centre appeal to all residents of the borough

Create flexible space within the existing market estate to host events

Maintain the market as a place of social as well as retail interaction

Adapt the layout of the market to create a more visible and higher profile entrance from key points of arrival

Plan the future of the wider area, including Millgate Shopping Centre

Engage with the younger population and encourage youth markets and younger entrepreneurs to use the market as a start-up point, which will in turn provide younger visitors

Engagement and marketing with the college

Link the market to other development in the town centre

Handle modernisation with care as the appeal of the market is about more than creating a standard retail environment

Proposals should seek to maintain the organic feel of the existing market, but seek to increase wider footfall and diversify the potential customer base

Create an open public space or market square with benches and tables to sit and eat and be all weather provision

Safeguard the existing strengths and current customer base

New flexible space with a stage area, a flexible floor plate to act as an entrance to the market

Large events space with 'pop-up' trading, live venue in the evenings, community events and workspace for small business

Make market more visible at key points of arrival and connect with neighbouring shopping centre and transport interchange

Engage with local schools, colleges, business and community groups

Improve signage and wayfinding

APPLICATION AREA

Although the market is thriving on a commercial level, the buildings are decaying rapidly and are in fact in the last years of their life. A plan is needed to future proof and protect the market traders for many more years to come.



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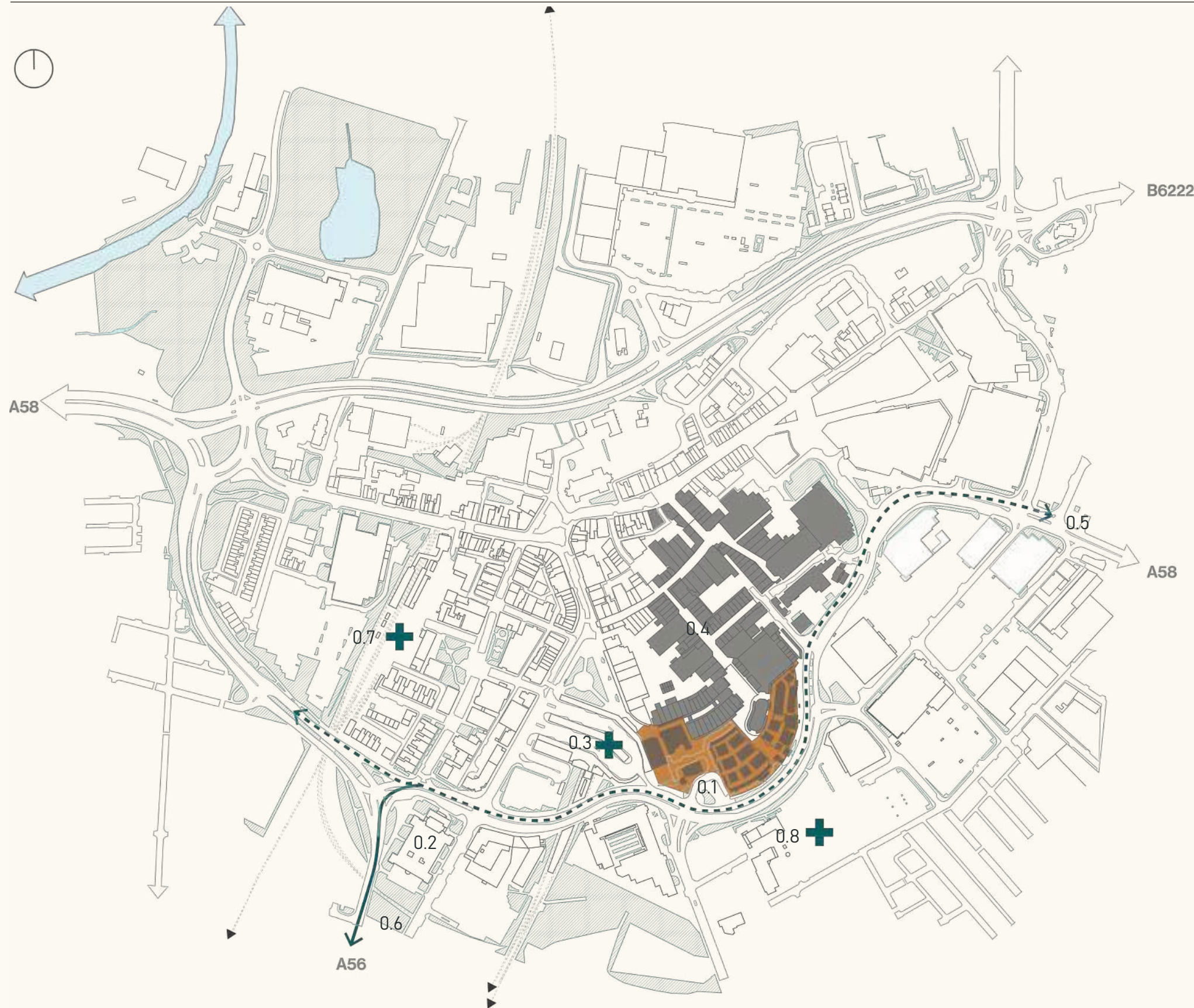
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SITE CONTEXT & APPRAISAL

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SITE LOCATION



The existing townscape is dominated by its western retail district, which is home to both independent and franchise commercial outlets. Regardless, it is Bury's homegrown traders which best characterise the town.

The Market itself is within close proximity to the Millgate shopping centre, Kay Gardens, Bury Interchange and Bury Tram Stop – the latter two of which belong to Zone B of the wider Bury Town Masterplan and are due for redevelopment in the near future.

KEY

- 0.1 Bury Market
- 0.2 Bury Town Hall
- 0.3 Bury Metrolink & Interchange
- 0.4 Millgate Shopping Centre
- 0.5 A56
- 0.6 A58
- 0.7 Bolton Street Train Station
- 0.8 Market Car Park

HISTORIC PATTERNS OF DEVELOPMENT



i 1847

Bury was originally developed as a market town and has retained this characteristic during its entire lifetime dating back to the early 1800's. The town evolved towards the end of the century due to its rapidly expanding textile industry comprising mainly of wool and cotton.



ii 1937

During the turn of the 20th century, the industrial revolution saw the town expand exponentially in size with a large number of mills to facilitate the growing trades – the town remained specialized in textiles.

Key to this development was the improved transport links into the town; namely the new Bolton Street Train Station which linked the town to Manchester, Rawtenstall and Accrington. The canal network too permitted trade between Manchester, Bolton & Bury. Bury was acclaimed as the paper production capital of the world by the end of the 19th century.

Towards the mid-century, Bury's textile industry rapidly declined (as was common with much of the North West), thereby closing an entire fleet of mills which were built just at the beginning of the century.

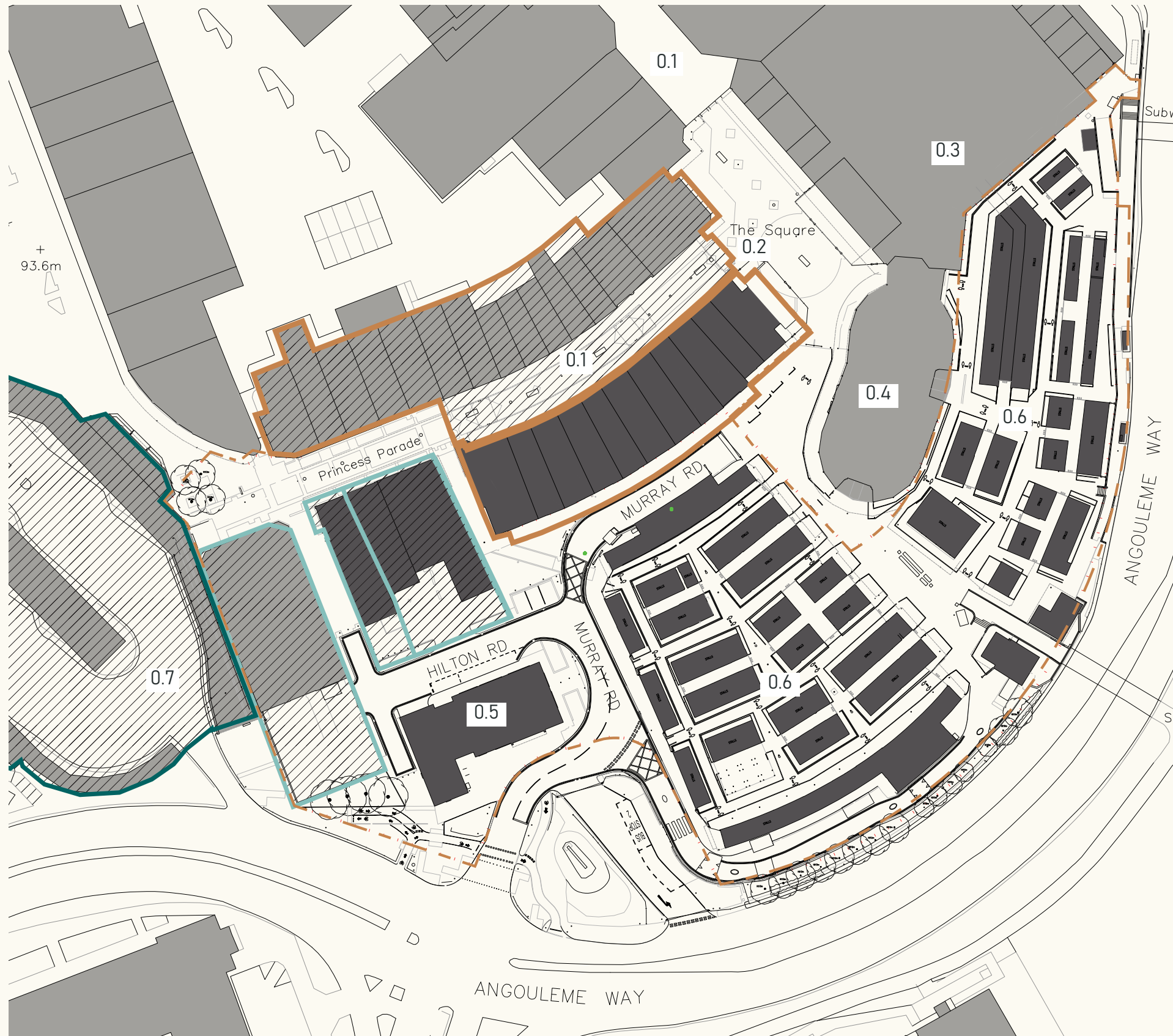


ii 1967

In November 1968 a fire devastated Bury's Market Hall and the building was razed to the ground, but this did not stop trading. Outdoor traders gave up parts of their stalls to indoor traders demonstrating camaraderie by everyone. The Market was rebuilt in a postmodern style years later - a short distance just south of the historic site.

Bury's retail district however remained strong and a popular asset for the town. "The old shopping area around Princess Street and Union Square was demolished in the late 1960s, and a concrete precinct emerged to replace it. This development was replaced by the Mill Gate Shopping Centre in 1995 further removing the former tightly woven street network." Restoration of Bolton Street Station and improved routes to the motorway network saw better accessibility to the town more generally.

THE EXISTING MARKET



Bury is famous for its Market, and the flow of its town is centred around the network of Market stalls, and vendors inside and outside its walls.

The existing Bury Market is partly open air and part of the Mill Gate retail area. Both of these areas are located close together and have a similar synergy. However, despite the importance of the market area it feels constrained and the approaches to it are poor in urban design terms.

The lack of space and availability to grow and evolve has meant that the market area and its immediate environment has stagnated and is framed by poor quality urban environment. The area feels more like a service area despite its primary function as a thoroughfare.

The movement of people demonstrates that these areas are highly used but compromise has arisen from a lack of understanding of the urban environment.

Pedestrians have no real sense of arrival, nor are directed to points of clear reference. Space within these areas has an appearance of service yards and a sense that the public should not be there.

KEY

- 0.1 Millgate Shopping Centre
- 0.2 Millgate Square
- 0.3 Market Hall
- 0.4 Bury Fish & Meat Hall
- 0.5 Market Management Office
- 0.6 Open Air Market
- 0.7 Bury Interchange

PHYSICAL & URBAN CONTEXT



i Active Frontages



ii Connectivity



iii Green Spaces



iv Pedestrian Routes

The site is well placed in that the market canopy is a fundamental and first view into Bury town centre for visitors arriving by vehicle from the most popular southern highway. Equally, visitors arriving via tram first experience Bury Market as their arrival destination into the town.

Bury is fortunate to be connected with the East Lancashire Railway Line, as well as having access to the Greater Manchester Tram Network. Bus Routes are well resourced to Zone B of the towns Masterplan and the town is also well connected to the national motorway network via the A56 & A58.

Key:

P- Pedestrian
C - Car Access
CP - Car Park
B - Bus Route

Although Bury is a rural destination, the town centre is severely deprived of green spaces. Kew Gardens historically has always remedied this aspect to some degree, but insufficiently for the larger townscape. Otherwise, access to larger open spaces are limited to the west of town, where a string of grass margins offer public space along the River Irwell.

Bury town centre is modest in size, but is still excellently well connected within its geographical and regional context (see page 1.3). When reviewing the connectivity of the town centre, the town is dominated by pedestrian routes to the eastern retail district which is a positive contribution to the towns plan for a sustainable future. These are aspects which we wish to celebrate and expand on within in the proposed scheme.

2.5

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BURY MARKET BEFORE



HERITAGE & CONSERVATION

Bury was founded as a Market town in Ancient times. Exchange and commerce have always flowed through the veins of the town's centre and continue as part of its DNA. There is evidence dating back to the Roman Occupation of the UK. The Ancient town was centred around Bury Castle, a fort built in 1469.

The partial remains of the fortress walls were unearthed in the 1970s and are sited north of the Market complex, in a position overlooking the Irwell Valley. Medieval Bury operated as a Market town until Industrial Bury boomed, when its population doubled between the years 1801 and 1830. At this point the town's typology shifted into dominating factories, mines, and foundries, with their spinning machines and steam engines. In a similar vein to the Northwest in general, development was swift in the late 18th and early 19th centuries.

By the early 19th century, cotton was the predominant manufacturing industry, with the Rivers Roch and Irwell providing power for mills and water for the finishing trades. Development was further promoted when the town was linked to the national canal

network by the Manchester, Bolton & Bury Canal, in 1808. Railways followed, increasing Bury's network to smaller mill towns, and linking the town to Manchester, and beyond.

Post-war Bury saw a major decline in the cotton industry and, in common with many neighbouring towns. Bury's skyline and typology were now vastly different. Factory chimneys were pulled down and the associated mills were closing for ever.

The old shopping area around Princess Street and Union Square was demolished in the late 1960s, and a concrete precinct emerged to replace it. This development was replaced by the Mill Gate Shopping Centre in 1995, sitting adjacent to the Market.

Modern Bury stands on its own, but has also become an important commuter town to Manchester boosted by the Metrolink network in 1992. The town was also linked to the motorway network with the opening of the M66, accessed from the east side of the town, in 1978.

Bury Market's history began in 1440 by virtue of a Royal Charter, originally granted to a local Knight Sir Thomas Pilkington.

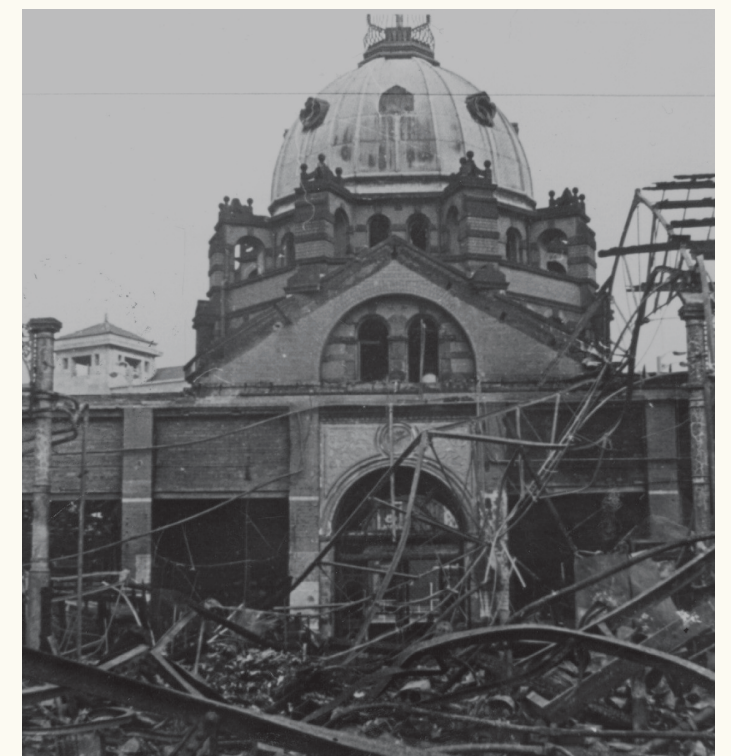
The original Market involved the exchange of farm produce, livestock, and cotton goods as supplied by a local network of mills and factories. The original Market was sited on the curved stone steps of the Market cross in 1559, which is now the site of the Robert Peel statue. As the town expanded and evolved, the old Marketplace became so popular, it was bursting at the seams, inadequate in size, with stalls so close to each other that they obstructed any

flow of shoppers.

In 1839, a new Open Market, set out within a walled triangle, opened on the area of land now known as Kay Gardens. In 1876 Bury council took the Market and began to update and formalise the area, deciding in 1901 to close the Market for safety reasons. A new Market was opened on an adjacent site, on the same day.

In 1971 the old Bury Market had moved to the current site. The New Market Hall was one of the best equipped and most architecturally striking market halls in the UK with its Brutalist winged roof, a nod to Eero Saarinen's JFK airport New York. The final construction phase for Bury Market was completed in 1999 with the opening of the new purpose-built Fish and Meat Hall and the refurbishment of the Outdoor Market including covered walkways and shuttered stalls.

Refer to Purcell Heritage Report for full appraisal.



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INTRODUCTION

BURY MARKET NOW

The lifetime of the existing
postmodern architecture
is due to expire.

POST-MODERNISM

DEMOGRAPHICS

On behalf of Bury Council, the University of Leeds undertook detailed research on 'The Community Value of Bury Market: Shopping Destination'. Their report was issued as a draft in February 2021.

Some 500 users of the Market were interviewed using a variety of methods including focus Groups and interviews with key representatives of the market.

Key findings are:

- 'That the market fulfils an essential function not only as a shopping destination but also as a community hub for the people of Bury'.
- 'The market is predominantly used by people from lower social grades and from older age groups, half living within seven kilometres and 42% having no access to a car'.
- 'The vast majority of Bury Market users are from white ethnic groups (94%)' 'compared to the catchment area as a whole'. 'Asian and Asian British (Pakistani/Bangladeshi) ethnic groups are

particularly under-represented within market users: they make up just 2% of market users but 10% of the secondary catchment area.' 'This research suggests there is a need to explore how the market can better appeal to and welcome local black and minority ethnic (BME) and migrant communities'.

- 'Bury Market draws customers for a variety of reasons, for eating and leisure as well as shopping'.
- 'Both food and drink and the range of other items on sale are highly valued for their quality by market users'.
- 'Many market users are bypassing local supermarkets to shop at Bury Market'.
- 'The market is the primary reason why market users visit Bury town centre'.
- 'The market serves as a vital centre of social life for its users — a place where many either bump into or meet up with friends'.
- Bury Market is highly valued as a place of social interaction, especially for older people and those from vulnerable groups.

*Data taken from Bridget Baker Report, refer here for more details.

Bury Town Centre is Home to:

80,000

Bury is Home to:

190,700

Manchester has total population of:

2,800,000

EXISTING GREEN SPACE

Although Bury is a rural destination, the town centre is severely deprived of green spaces. Kay Gardens historically has always ameliorated this aspect to some degree, but insufficiently for the larger townscape.

Otherwise, access to larger open spaces are limited to the west of town, where a string of grass margins offer public space along the River Irwell. The adjacent Aerial photograph illustrates the density of the urban retail district and the hard materials which dominate the town centre.



i Green Space Bury Town Centre



ii Bury Town Centre Aerial Photograph

TRANSPORT CONNECTIONS & MOVEMENT

The market is fortunate to have a very well served range of public transport options including the Greater Manchester Metro Station adjacent to the site which is soon to be redeveloped as part of the wider Bury town centre masterplan.

The site is also within close proximity to the Bolton Street train station, which connects the market with out of town visitors.

For visitors from within Bury, the market has its own car park which is located on the opposite side of Angeloume Way, easily connected by two pedestrian crossings which bridge the ring road and two subways running beneath the road. Alternatively, the Bury Interchange which neighbours the site has a regular services which connect visitors throughout the town.

Key:

- A. Bolton Street Train Station - 6 minute walk
- B. Bury Interchange (Bus) - 2 minute walk
- C. Bury Metro Station - 2 minute Walk
- D. The Market Car Park - 2 minute walk



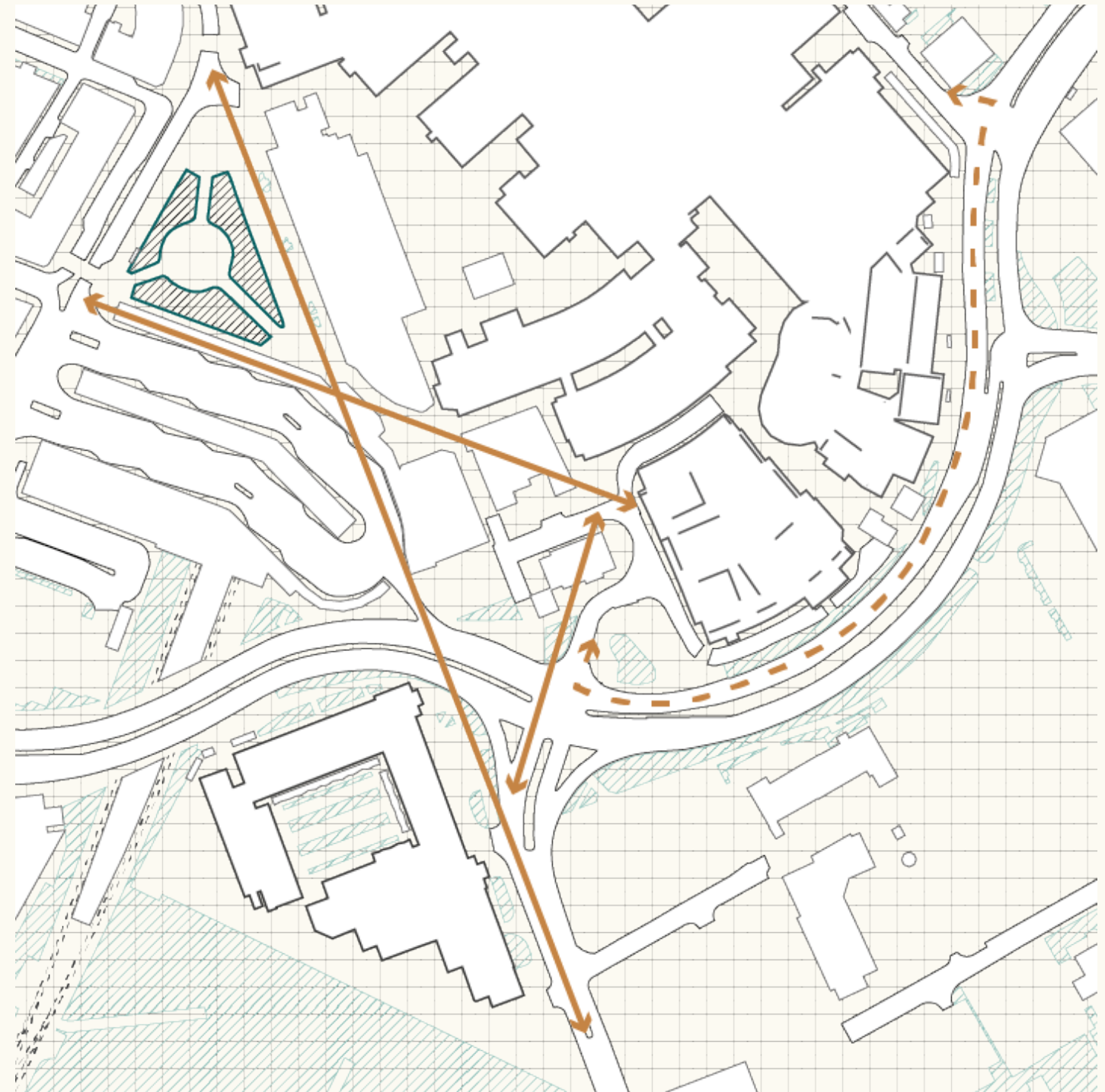
i Local Transport Connections

SITE OPPORTUNITIES

The site historically has represented much of Bury Town Centre, although in recent years, has also been handed opportunities to expand its connectivity with the wider townscape.

Directly to the south of Bury Market is Bury College, first established in the late 1900's following the establishment of the new postmodern Bury Market. The two sites have always been disconnected due to their location either side of Angeloume Way. This has been remediated recently through the upgrade of the crossing point between the two sites, providing greater connectivity for both pedestrians and cyclists.

Bury Market is also the predominant view on entering the town via Market Street and the A34. The perimeter of the market in fact dominates much of the ring road view looking into the town centre from the south.

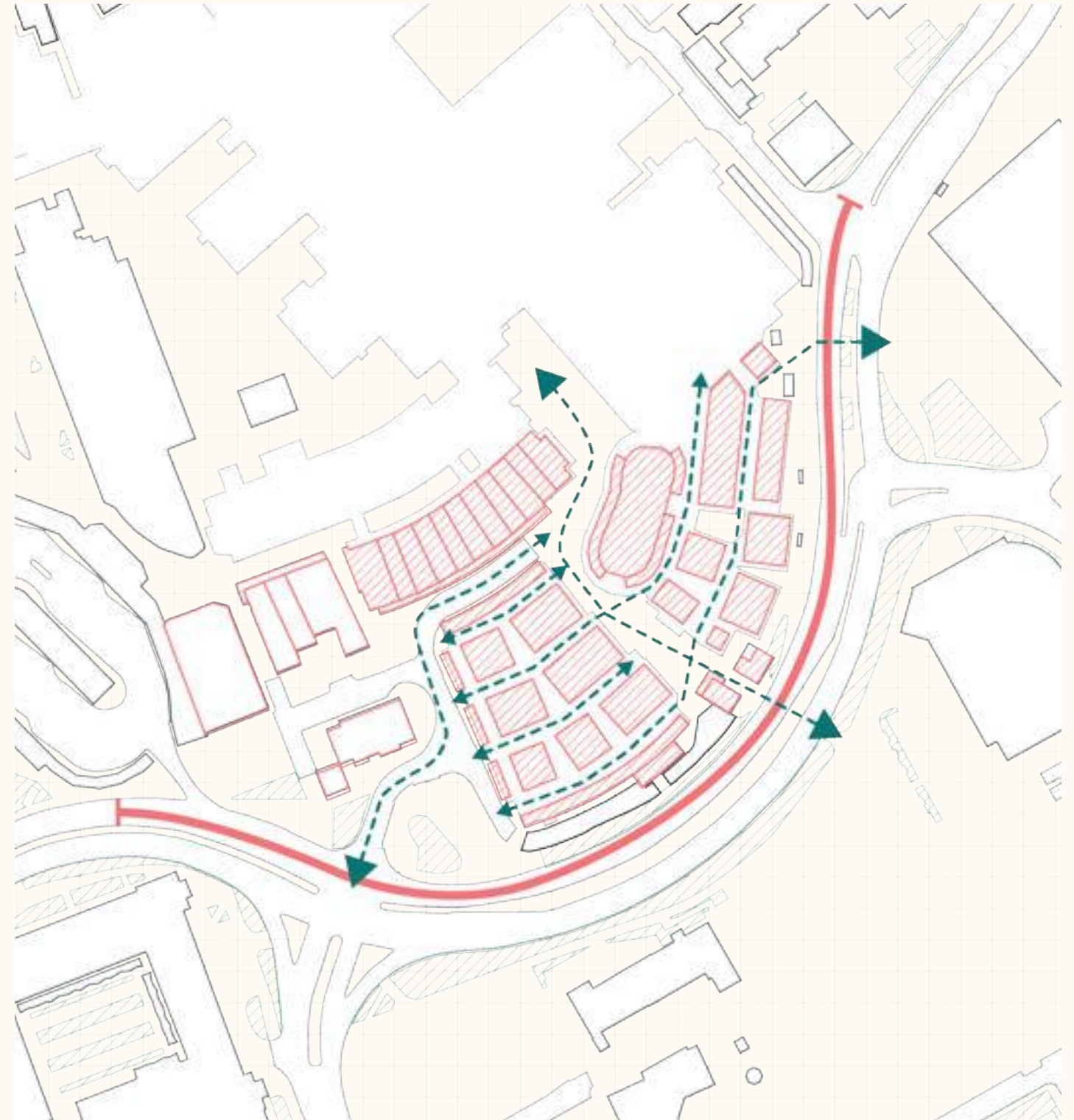
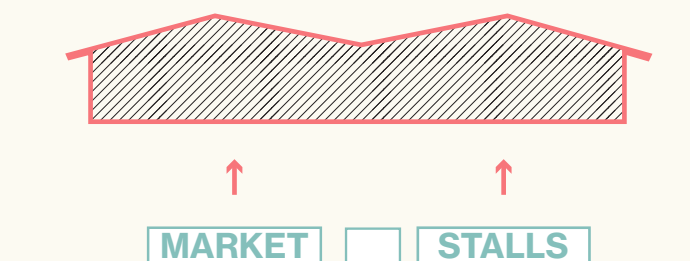


i Desire lines drawn using local context

SITE CONSTRAINTS

The project is designed for the existing market traders and as such, has to consider working around the current urban footprint as set out by the Market stalls.

The current market is highly successful and brings in customers from many different areas. In order to maintain this core customer base, the overarching premise of the proposals was to preserve the atmosphere of the market at ground level whilst providing the infrastructure above to allow the space to develop organically.



i Site Constraints

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PLANNING CONTEXT

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UNDERSTANDING THE MASTERPLAN

As aforementioned, the regeneration of Bury Market comprises of Zone B in the Towns 20 year Masterplan.

Zone B “proposes the creation of an iconic new gateway and focal point for Bury which celebrates the Market and secures its future for generations to come.”

The design of the Flexihall and surrounding landscapes must be read in conjunction with the future proposals for both the Transport Interchange site and the Millgate Shopping Centre, both of which are currently in the early phases of regeneration projects. Unfortunately, the masterplan documents for both of these sites are not available for public view, however, the aspect and geometry of the new Flexihall and surrounding landscaping have been developed in close consultation with the design teams for both of these sites. The new urban open spaces have been detailed to tie in to proposals for the future of both the adjacent areas, with ongoing dialogue ensuring that the sites will flow together, reading as a coherent town centre site.

Adjacent excerpt taken from the Bury Town Centre Masterplan document:

“Through comprehensive regeneration of the public realm and the addition of a new flexi-hall, we can ensure that our historic market is in the best place to thrive, modernise and meet the challenges of today. In addition, the redevelopment of Bury Interchange will provide a modern, attractive and user-friendly public transport hub with better links to the town centre.

The area around Bury Interchange and Bury Market forms an important point of arrival to the town for those using public transport. A key priority is the transformation of the Interchange into a high-quality transport hub with seamless integration into the surrounding public realm. This will include utilising Kay Gardens to its full potential as a place to pass through and linger in, taking advantage of its heritage assets.

The Masterplan seeks to revitalise and reinvent Bury Market in conjunction with key stakeholders. It will accord with the emerging plans for the

Market, including the new Flexi-Hall venue, which has recently secured Levelling-up Funding from Government. This ‘Flexi-Hall’ anchor is a key destination in its own right and will provide a staged area and a flexible floor plate which will act as a music and events space that can support market stalls, ‘pop up’ trading, live performance and community events, as well as the provision of workspace for small businesses and local makers. It will act as a new entrance to the market.

These changes will help the market appeal to a broader demographic, enable it to thrive as a Local Hub, and encourage greater dwell-time.”



PLANNING STATEMENT & CONTEXT

PLANNING POLICY STATEMENT

The Planning Authority will appraise the proposed development against relevant local planning policy, supplementary planning guidance documents, and the National Planning Policy Framework, (NPPF) to determine, on balance, whether the development is acceptable, and if planning conditions are required to ensure acceptability.

The planning policies relevant to the location and development are documented in this section. The Design Team has worked to create a policy-compliant scheme based upon this suite of policies as set out in the pre-application advice provided by Council planning officers.

BURY UNITARY DEVELOPMENT PLAN (UDP)

Planning policy for Bury is set out in the Bury Unitary Development plan (UDP) adopted by the Council in August 1997 and this is supported by supplementary planning guidance notes.

The following policies from the UDP are relevant to the scheme and have been taken into consideration in the development of the proposals:

Policy EN1/1 Visual Amenity - Development will not be permitted where proposals would have a detrimental effect on:

- public views of prominent or important buildings, especially those in areas of architectural or historic interest;

- the visual amenity both within, or viewed from, areas of environmental interest such as the Green Belt, Special Landscape Areas or the river valleys.

Policy EN1/2 Townscape and Built Design -

The Council will give favourable consideration to proposals which do not have an unacceptable adverse effect on the particular character and townscape of the Borough's towns, villages and other settlements. Factors to be considered when assessing proposals will include:

- the external appearance and design of the proposal in relation to its height, scale, density and layout;
- the relationship of the proposal to the surrounding area;
- the choice and use of materials;
- access and other design features for the mobility impaired;
- the design and appearance of access, parking and service provision;
- landscaping, including the use of natural landscape features, and open space provision;
- the use of lighting.

Policy EN1/3 Landscaping Provision -

Development proposals will be required to make provision for incidental open space and landscaping to the Council's satisfaction.

Policy EN1/4 Street Furniture - The Council

will encourage the provision of suitably located and well designed street furniture which satisfies the requirements of pedestrians, shoppers and other users, and enhances the character and appearance of the urban street scene, including open spaces.

In particular, the Council will seek to ensure that the siting and design of street furniture satisfies the following considerations:

- meets the needs of all users including the mobility impaired, in terms of safety and adequacy;
- does not detract from highway safety;
- does not interrupt main pedestrian flows or hinder access for emergency vehicles;
- reflects the traditional design and materials in the locality, is of robust construction and does not detract from the amenity and appearance of the street scene.

Policy EN1/5 Crime Prevention - The Council will encourage development proposals which include environmentally sensitive design features aimed at discouraging crime. In assessing development proposals particular attention will be paid to the:

- use and creation of defensible space;
- creation of opportunities for natural surveillance;
- location and design of street lighting;
- location of footpaths and access points;
- location and design of parking facilities;

- design of landscaping.

Policy EN1/7 Throughroutes and Gateways

- The Council is concerned to improve the quality of development along throughroutes and at gateways, and will require new proposals fronting major throughroutes and at the identified gateways to display a high standard of design and landscaping.

Policy EN1/8 Shop Fronts - The Council will seek to ensure that proposals for new and altered shop fronts properly respect the architectural elements of the building and the character of the surrounding street scene. Proposals which are unsympathetic to the building or its surroundings or which break up a harmonious group of buildings will not be permitted.

Policy EN2 Conservation and Listed Buildings

- The Council will seek to preserve the Borough's built heritage through the control of development, especially that affecting Conservation Areas, Listed Buildings and areas of local historical importance.

Policy EN2/1 Character of Conservation Areas

- The Council will take action as appropriate to preserve or enhance the character or appearance of the Borough's Conservation Areas. The Council will be especially concerned with encouraging and, where appropriate, implementing measures to:

- retain, replace and restore features of historical and architectural interest;
- retain and enhance existing landscape

PLANNING CONTEXT (CONTINUED)

- features including trees, parks and gardens;
- initiate and promote environmental improvement/enhancement schemes such as landscaping, refurbishment of street furniture, traffic management and pedestrian schemes;
- remove dereliction and bring unused land or buildings back into beneficial use;
- prepare and promote design guidelines to ensure sympathetic development.

Policy EN2/2 Conservation Area Control -

Development within a Conservation Area will only be acceptable if it preserves or enhances the special character or appearance of the area.

In considering proposals for development in Conservation Areas, regard will be had to the following criteria:

- the nature of the development in terms of its bulk, height, materials, colour, design and detailing;
- the relationship between the proposed development and the architectural and visual qualities of the surrounding area;
- where demolition is proposed, the contribution of any proposed new building to the character or appearance of the area as compared to the building to be demolished;
- in the case of the re-use of buildings or the introduction of new uses, the impact of the proposal on the character or appearance of

the area and the fabric of the existing building.

Policy EN2/3 Listed Buildings - The Council will actively safeguard the character and setting of Listed Buildings by not permitting works, alterations or changes of use which would have a detrimental effect on their historical or architectural character and features. Proposals for demolition will be opposed and will only be considered where it is demonstrated conclusively that the building(s) cannot be retained.

In considering applications for Listed Building Consent, the Council will have regard to the following criteria: a) the impact of the proposal on the historic fabric of the building;

- the relationship of any extension to the Listed Building in terms of its height, size, design, and roofscape;
- the need to protect the setting of the Listed Building;
- the impact of associated ancillary facilities and infrastructure works.

Policy EN5/1 New Development and Flood Risk

- The Council will not permit new development, including the raising of land and the intensification of development, where such development would be at risk from flooding, would be likely to increase the risk of flooding elsewhere, or would adversely affect river flood defences. When assessing proposals against this policy, the following criteria will apply:

- the impact on the floodplain;

- the increase in surface water run-off as a result of the proposal;
- the impact on fluvial flood defences;
- the incorporation of mitigating works.

Policy EN6 Conservation of the Natural Environment

- The Council will retain, protect and enhance the natural environment of the Borough, particularly in relation to areas of ecological, wildlife and geological importance.

Policy EN6/3 Features of Ecological Value - The effect of land use changes on existing features of ecological or wildlife value will be taken into account when assessing development proposals. Any proposal should seek to retain such features and incorporate them into the development.

Policy EN7 Pollution Control - The Council will seek to control environmental nuisance and minimise pollution levels associated with development by limiting the environmental impact of pollution, wherever possible, in conformity with current legislation and prescribed standards.

Policy EN7/1 Atmospheric Pollution - In seeking to limit atmospheric pollution the Council will not permit development which:

- would result in unacceptable levels of atmospheric pollution; and/or
- is not compatible with the achievement of the Council's long term air quality standards.

Policy EN7/2 Noise Pollution - In seeking to limit

noise pollution the Council will not permit:

- development which could lead to an unacceptable noise nuisance to nearby occupiers and/or amenity users;
- development close to a permanent source of noise.

Policy EN7/5 Waste Water Management - In seeking to limit surface water pollution the Council will not permit development which:

- does not have satisfactory arrangements for the disposal of foul sewage, trade effluent and contaminated surface water;
- will exacerbate existing problems, such as premature or increased frequency of discharges through storm sewer overflows due to inadequate infrastructure or lack of sewer capacity;
- would present an unacceptable risk of spillage or leakage of stored oils/chemicals or other potentially polluting substances.

Policy EN8 Woodland and Trees - The Council will support the retention of trees, woods, copses and hedgerows and encourage natural regeneration and new and replacement tree planting throughout the Borough.

Policy RT3/4 Recreational Routes - In promoting access to the countryside, the Council will seek to establish a network of designated recreational routes to provide access, where appropriate, for

PLANNING CONTEXT (CONTINUED)

pedestrians, cyclists and horse riders. These routes will be safeguarded and any development which would prejudice their establishment or use will not be permitted.

Policy RT4/1 Tourism Development - The Council will encourage and support proposals for the development of appropriate visitor related attractions and facilities throughout the Borough, but particularly in the upper Irwell Valley.

Policy S1/1 Shopping in Bury Town Centre - The Council will protect, maintain and enhance the role of Bury Town Centre as a sub-regional shopping centre and promote the centre as a focal point for further development. In particular, the Council will support the expansion of the centre through the development of additional comparison shopping floorspace, complementary non-food retail warehousing and speciality shopping.

Policy S2/4 Control of Non-Retail Uses in All Other Areas - Outside the main shopping area of town and district centres, changes of use, or redevelopment, from a retail shop (Class A1) to a non-retail use will be permitted.

Policy S2/6 Food and Drink - The Council in considering all proposals which involve restaurants, hot food takeaways, cafes, snack bars, wine bars and public houses, together with any other uses contained within Class A3, will have regard to the following factors:

- the amenity of nearby residents by reason of noise, smell, litter and opening hours;
- whether or not the proposal would result in

an over concentration of Class A3 uses, which could adversely change the nature or character of a centre as a whole;

- parking and servicing provision associated with the proposed development and its effects in terms of road safety, traffic generation and movement;
- provision for the storage and disposal of refuse and customer litter;
- the environmental impact of any ventilation flues and/or ducting.

Policy S3/4 Markets - The Council will encourage and support proposals which seek to consolidate and enhance existing market facilities in Bury, Ramsbottom and Radcliffe Town Centres through environmental and physical improvements.

Policy HT2/4 Car Parking and New Development - The Council will require all applications for development to make adequate provision for their car parking and servicing requirements in accordance with the Council's car parking standards.

Policy HT4 New Development - In considering the location of new or intensified development, the Council will encourage proposals which:

- support the principles of sustainable development;
- assist the implementation of a balanced transportation strategy;
- minimise the environmental impact of traffic

In particular, new development will be encouraged where use can be made of public transport or spare capacity in the existing highway network, provided that this is also in accordance with other policies of the Plan.

Policy HT5/1 Access For Those with Special Needs

- The Council will encourage the provision of satisfactory access to public transport, car parks, pedestrian areas and public and private buildings for the mobility impaired and those with special needs. This will be achieved by proposals which include:

- the provision of specially demarcated car parking spaces;
- ramped accesses in preference to steps in public and private areas;
- greater coverage of the Borough by the "Ring and Ride" and "Localine" services funded by the Greater Manchester Passenger Transport Authority;
- better design of buildings incorporating details such as wider and/or automatic doors.

Policy HT6/1 Pedestrian and Cyclist Movement

- The Council will seek to ensure that pedestrians and cyclists are able to move safely and conveniently. This can be achieved by:

- eliminating points of conflict between pedestrians/cyclists and motor vehicles;
- providing direct and convenient routes;
- ensuring that routes are well lit and clearly

signed;

- extending pedestrian areas, especially in Bury town centre and other district or local centres, where appropriate;
- ensuring that all proposals for development recognise the needs of pedestrians and cyclists;
- making exemptions for cyclists in Traffic Regulation Orders and pedestrianisation schemes, where appropriate;
- providing secure cycle parking and identifying cycle routes, including recommended routes and cycle lanes through busy urban areas, where appropriate.

Policy HT6/2 Pedestrian/Vehicular Conflict

- The Council will take action, as appropriate, to reduce pedestrian/vehicular conflict through measures which include:

- pavement widening/realignment;
- pedestrianisation schemes;
- improved pedestrian crossing facilities;
- proposals designed to reduce traffic speed;
- provision of clearly signed pedestrian routes.

Policy CF1/1 Location of New Community Facilities

- Proposals for new and improved community facilities will be considered with regard to the following factors:

PLANNING CONTEXT (CONTINUED)

- impact on residential amenity and the local environment;
- traffic generation and car parking provision;
- the scale and size of the development;
- where applicable, access to shops and other services;
- if the use is intended to serve a local community, or catchment area, the suitability of the chosen location in relation to that community or catchment area;
- accessibility by public and private transport;
- the needs and requirements of the disabled

Policy TC1/1 Open Space in Town Centres -

Within the Town Centres the Council will protect identified areas of open space which provide:

- an important element in civic design;
- valuable visual amenity;
- important outlets for recreation;
- valuable wildlife habitats; or
- act as buffers between incompatible uses or provide links between other open land areas

Policy TC1/2 Pedestrian/Vehicular Conflict in Town Centres -

The Council will undertake appropriate schemes to reduce the conflict between pedestrians and vehicles in the Borough's Town Centres.

Policy TC2/2 Mixed Use Development - The Borough's town centres will be encouraged to develop as the principal focal points for cultural,

leisure, business, professional services, commercial and retailing activities. Development proposals which would have a detrimental effect on the vitality and viability of these centres will not be permitted.

Area BY6 Central Shopping Area - The Council will encourage and support proposals for retailing and appropriate ancillary retail uses within the town centre's central shopping area.

SUPPLEMENTARY PLANNING GUIDANCE

There are a range of other policies and development direction that can be material to consideration of the application. These are not locally adopted documents with the formality and weight that is attributed to the statutory Development Plan documents summarised above, but they have a bearing on the overall assessment of any given development scheme, when weighed in the balance.

- SPD3 DC Policy Guidance Note 3: Planning Out Crime
- SPD6 Alterations and extensions to residential properties – specifically in relation to separation distances to residential properties.
- SPD11 Parking Standards in Bury

NPPF NATIONAL PLANNING POLICY FRAMEWORK

The updated NPPF was published in 2021 and sets out the Government planning policies for England and how these are expected to be applied. The NPPF must be taken into account as a material consideration in the determination of planning. A

summary of the relevant guidance is summarised below (refer to NPPF for full overview).

Presumption in favour of sustainable development

Paragraph 11 details that at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

Building a strong, competitive economy

Paragraph 81 details that planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.

Ensuring the vitality of town centres

Paragraph 86 states that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

Promoting healthy and safe communities

Paragraph 92 details that planning policies and decisions should aim to achieve healthy, inclusive and safe places. Placing emphasis on spaces that promote social interaction, including opportunities for

meetings between people who might not otherwise come into contact with each other.

Further to this, paragraph 93 attaches importance to provide the social, recreational, and cultural facilities and services the community needs. Stating that planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities and other local services to enhance the sustainability of communities and residential environments. It also emphasises the need to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs.

Promoting sustainable transport

Paragraph 104 details that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health.

Achieving well-designed places

Paragraph 126 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

PLANNING CONTEXT (CONTINUED)

In addition, paragraph 130 details that Planning policies and decisions should ensure that developments:

- a) will 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 landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Meeting the challenge of climate change, flooding and coastal change

Paragraph 152 details that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

Proposals affecting heritage assets

Paragraph 194 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

PRE-APPLICATION POLICY FEEDBACK

Principle - Community facilities - Policy CF1/1 states that proposals for new and improved community facilities will be considered with regard to the following factors:

- impact on residential amenity and the local environment;
- traffic generation and car parking provision;

- the scale and size of the development;
- where applicable, access to shops and other services;
- if the use is intended to serve a local community, or catchment area, the suitability of the
- chosen location in relation to that community or catchment area;
- accessibility by public and private transport;
- the needs and requirements of the disabled.

The proposed development involves the provision of a flexi hall for use in conjunction with the market and to enable the market to host events. The proposed development would have good access to shops and other services and would serve the catchment area of the market well. The site has good access to public transport and there are several car parks nearby. As such, the proposed use would be a community facility and would be in accordance with Policy CF1/1 of the Bury Unitary Development Plan.

Principle - Retail - Policy S1/1 states that the Council will protect, maintain and enhance the role of Bury town centre as a sub-regional shopping centre and promote the centre as a focal point for further development. In particular, the Council will support the expansion of the centre through the development of additional comparison shopping floorspace, complementary non-food retail warehousing and speciality shopping.

Policy S2/4 states that when considering proposals for a non-retail use, the following factors will be taken

into account:

that the proposal is appropriate in scale and character to the requirements of the area and necessary to serve the local needs which would not otherwise be met; that the new non-retail use would not result in an over concentration or grouping of uses which could result in a long term loss of trade from a centre compared with a continued Class A1 use;

- whether or not the locality is adequately served by alternative local shopping facilities within reasonable walking distance;
- that a display window is retained or provided, where appropriate;
- that access is provided for the mobility impaired, where appropriate;
- that adequate provision is made for car parking and servicing.

Policy S3/4 states that the Council will encourage and support proposals which seek to consolidate and enhance existing market facilities in Bury, Ramsbottom and Radcliffe town centres through environmental and physical improvements.

The proposed development would provide a flexible civic space for use in conjunction with the market and a canopy to the existing outdoor stalls. The proposed flexi hall would contain a multi functional space for events, pop up trading, live performance and community events, a cafe, offices for the market and toilets and storage etc. While the proposed development would not be a retail use (now Class E), it would complement the market and the surrounding

PLANNING CONTEXT (CONTINUED)

retail units. As such, the proposed development would not harm the existing retail offer and would enhance the market facilities. Therefore, the proposed development would be in accordance with Policies S2/4 and S3/4 of the Bury Unitary Development Plan.

PLANNING POLICY APPRAISAL & CONCLUSION

A sizable number of UDP policies are relevant to the proposals for the Flexihall and market Canopy. Environmental policies centred around the proposal site being within the hub of the town centre, including townscape, landscaping, gateways, and conservation have been considered, alongside policies relating to the town centre uses such as shopping and tourism and those specifically related to the importance of the use of the area as a market.

Other important policy areas such as standard of design, crime prevention, energy efficiency, access for all, and noise pollution have also all been carefully considered.

The design team have taken a site and context based co-ordinated approach to inform the design of the Flexihall & Market Canopy, and care has been taken to address all of the above policy requirements in the development of the proposals.

This application is supported by a full suite of supporting documentation that demonstrates compliance with the planning policies and documents set out above. This suite of documents, which provide a fuller understanding of the proposals includes:

- Design & Access Statement
- Heritage statement
- Transport statement
- Parking and servicing details
- Air quality report
- Noise report
- Contaminated land report
- Flood risk assessment, including sustainable urban drainage scheme
- Tree survey
- Hard and soft landscaping details & design statement
- Ventilation/extraction details
- Refuse disposal details
- External lighting details
- Statement of community involvement, included within the DAS
- Existing and proposed levels
- Crime impact statement
- Coal mining report

This comprehensive package of documents and drawings seeks to establish that all relevant policies have been complied with in the design and specification of the proposals for the Flexihall, Market Canopy and proposed landscaping and demonstrate that the scheme can be fully supported by Bury Council Planning Authority.

USE OF DEVELOPMENT

The use class for the outdoor market area to receive the new canopy is to remain unchanged.

The Flexihall, but its nature as an event space will have a number of proposed uses, which were identified in a study by Bridget Baker Consulting in May 2021. The estimated source of business for the Flexihall includes:

- Conferences / meetings / training.
- AGMs / business to business networking.
- Banquets / awards dinners / drinks receptions.
- Small trade / public / hobby exhibitions.
- Weddings / private parties / Christmas parties.
- Community use including support groups, hobby groups, indoor sports, wellbeing & public information exhibitions.
- Gigs / tribute nights / dance / boxing matches.
- Festivals / pop-up trading.

This use as a flexible events space will be primarily for a range of commercial and business services, and will include the Market Management Office, carrying out administrative services for the adjacent markets. This informs a Class E use for the building, with occasional Class F use.

4.0

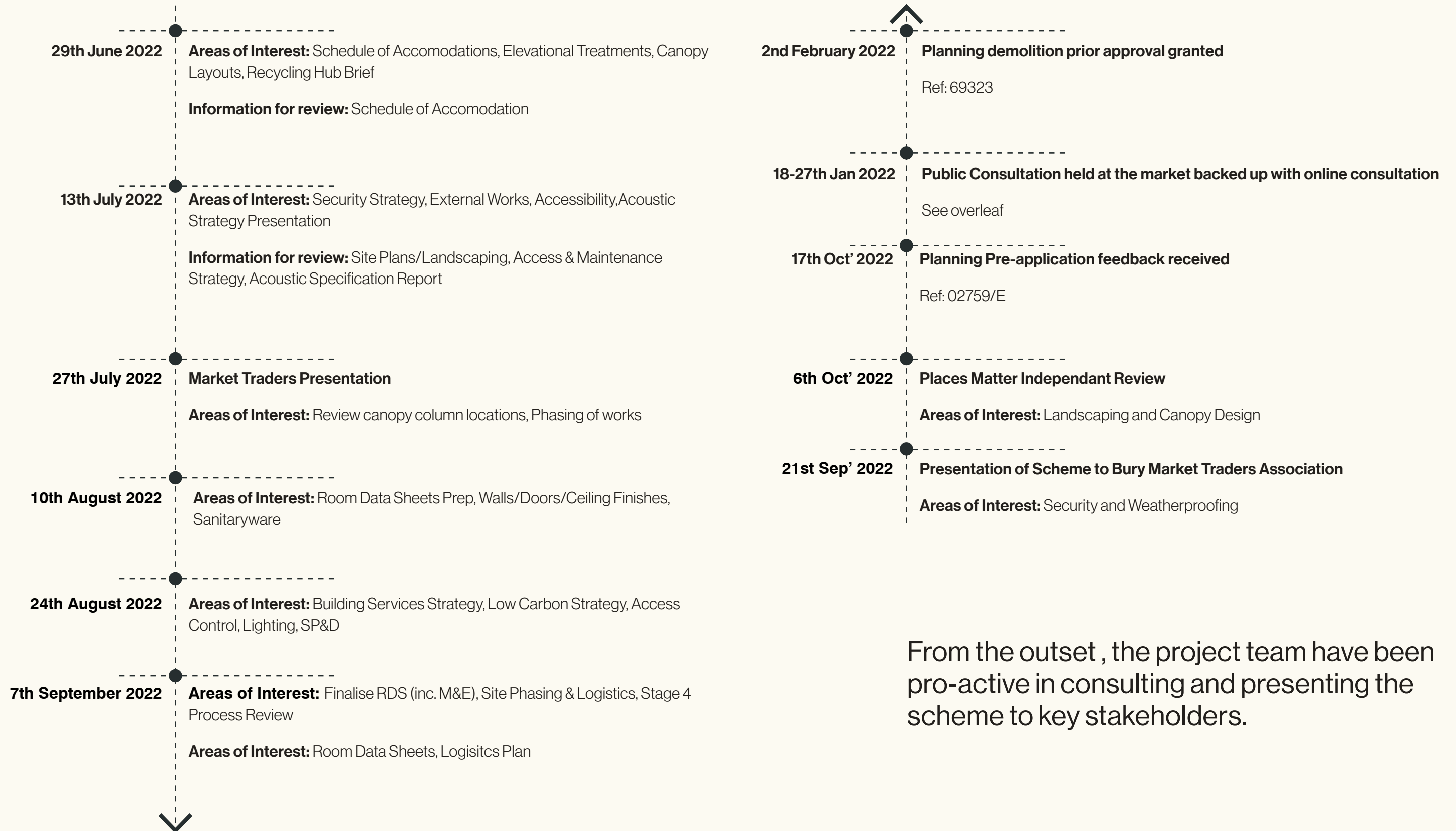
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CONSULTATION

- 4.0 **CONSULTATION**
- 4.1 Consultation Timeline
- 4.2 Public Consultation
- 4.3 Public Consultation Continued

CONSULTATION TIMELINE



PUBLIC CONSULTATION

Public engagement and consultation activities were undertaken by the project team throughout January 2023.

Background

The Bury Market Canopy and Flexi Hall scheme was originally informed and shaped by a range of supporting evidence, engagement, and information, such as the cross-party Bury Markets Task Force, established in 2019, which worked closely with traders to identify concerns and how to address the challenges facing the market.

Subsequently, the two new roof canopies have undergone re-design work following feedback from Bury Market Traders received at the end of September 2022, on issues such as weather protection, security, and natural daylight. This was in addition to feedback received in October 2022 from Bury Council Planning Services and a RIBA 'Places Matter' Design Review, which resulted in substantial revisions to the public realm designs.

The current designs have been arrived at through a comprehensive period of consultation and engagement with key stakeholders. For example, the revised designs of the market canopies were shared by the Bury Markets Service with the Bury Market Traders Association (BMTA) at a committee meeting in November 2022, with proposals now addressing previous concerns about the levels of weather

protection, security, and natural daylight. Similarly, engagement meetings have also taken place during January and February 2023 with neighbouring land interests, in respect to the interface of the Flexi Hall public realm designs and associated materials palette, and the emerging designs regarding plans to regenerate the Interchange and Mill Gate shopping centre.

Engagement Opportunities

Wider stakeholders were given the opportunity to provide feedback regarding scheme proposals as part of a comprehensive public consultation and engagement exercise that ran from Monday 9th January 2023 until Sunday 29th January 2023. This incorporated an array of approaches, including three separate face-to-face 'drop-in' sessions held on each of the 3 Market Days at Bury Market Hall with the project team, press and media releases, and via comprehensive online engagement, such as a dedicated Bury Council "One Community" web page which hosted scheme objectives, in-depth plans and images, and a consultation feedback section.

Alongside these various engagement approaches, direct email communication to stakeholders also took place. Project staff were also invited to attend specific community and stakeholder sessions to share scheme updates and designs, including the Bury Town Centre Advisory Board on 17th January and the Bury East Community Groups meeting on 24th January.

The January 2023 consultation and engagement activities were designed to help maximise the opportunity for wider stakeholders to better

understand the scheme proposals. And also, to participate and share their thoughts and comments with project staff, with a view to helping further shape scheme proposals, and allowing an analysis of feedback prior to the submission of a planning application for the scheme.

Through a combination of website and social media statistics, drop-in visitor estimates, and an analysis of other communication formats, the January engagement exercise reached an on-line audience of at least 60,000 contacts. For instance, a single post made on the Bury Market Facebook page, run by Bury Council Market Operations, reached 54,221 people alone. The One Community page was accessed by 1,700 visitors over the three-week engagement period, and the combined attendance at the three Market drop-in sessions was conservatively estimated at over 325 people (each drop-in session attracting an estimated 100+ people).

Since the January 2023 consultation and engagement period finished, the project team have reviewed all the feedback received.

Online Platforms

Bury Council One Community:

An online page, hosted on Bury Council's One Community website was created to act as a virtual hub for scheme proposals and information. Launched on 9th January 2023, the Bury Market and Flexi Hall One Community page displayed details on 'Why the scheme was needed?', 'What it would deliver?', 'How can you get involved?' and several CGIs and renderings of the new roof canopies, Flexi Hall, public

realm proposals, and a red line site plan were shown and available to download on the website.

A visual overview of website visits can be seen in the below figure.

Visitors Summary



Highlights

TOTAL VISITS	MAX VISITORS PER DAY	
1.7 k	342	
NEW REGISTRATIONS		
5		
ENGAGED VISITORS	INFORMED VISITORS	AWARE VISITORS
55	783	1.4 k

PUBLIC CONSULTATION (CONTINUED)

Survey Responses

A total of 55 survey responses were received from the One Community webpage. Of these, 39 were Bury residents and 14 disclosed that they were visitors from outside the borough.

Bury Regeneration:

Contact was made at the beginning of the consultation period with an array of key stakeholders, including neighbouring land interests and other town centre business partners. This correspondence provided an update on the project and detailed the engagement and consultation activities that were taking place, signposting a link to the One Community website where respondents could complete the survey.

Bury Council Social Media:

The Communications and Engagement Team operate social media accounts on Facebook, Twitter, and Instagram, as a visible presence for the Council on these platforms. Throughout the engagement period, numerous postings were made sharing scheme details, consultation activities, and signposting to the One Community web page and survey.

In addition to this, Bury Market Operations similarly publicised scheme proposals and consultation activities through their Facebook account. Collectively, feedback was received / analysed via the 'like' and 'comment' function that can be utilised by account holders.

In-person engagement

Leafleting Campaign

In the first week of the consultation period (w/c 9th January), 2500 A3 sized leaflets were distributed to key stakeholders, helping to maximise the reach of the consultation to those in the town centre,

highlighting the in-person events, online survey, and providing a brief overview of scheme proposals.

Drop-in sessions

The project team held three 'drop-in' sessions on market days at Bury Market Hall entrance foyer on Wednesday 18th, Saturday 21st and Friday 27th January from 10am until 2pm. The project team were supported by representatives from Vinci Construction, the project's construction contractor, and Just-H Architects, the lead Architectural firm responsible for the designs of the new market canopy and Flexi Hall. The purpose of the drop-in sessions was to present the scheme proposals (e.g., renderings and elevations), in person, via several A0 boards to market visitors and traders, and to also facilitate

informal discussions between the project team and wider community and obtain feedback.

Conclusion

The January 2023 consultation and engagement activities involved a wide range of approaches, both digital and face-to-face, that were able to reach a large audience throughout the area. Lasting over four weeks, the consultation raised significant awareness and further interest in the project and generated meaningful feedback.

Further public engagement and consultation will be undertaken over the course of the 2023 to help shape the project in greater detail and to continue to raise public awareness.



i Photograph taken from public consultation meeting