

# Public Document Pack

## AGENDA FOR

## CABINET

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**To: All Members of Cabinet**

**Councillors** : M C Connolly (Leader) (Chair), J Smith (Deputy Leader and Cabinet Member - Finance and Corporate Affairs), G Campbell (Cabinet Member - Children and Families), T Isherwood (Cabinet Member - Environment), J Lewis (Cabinet Member - Leisure, Tourism and Culture), R Shori (Cabinet Member - Adult Care, Health and Housing), S Walmsley (Cabinet Member - Communities and Community Safety), T Pickstone (Non-portfolio holder) and I Gartside (Non-portfolio holder)

Dear Member

### Meeting of Cabinet

You are invited to attend a meeting of the Cabinet which will be held as follows:-

<b>Date:</b>	Wednesday, 9 April 2014
<b>Place:</b>	Meeting Rooms A & B, Bury Town Hall, Knowsley Street, Bury, BL9 0SW
<b>Time:</b>	6.00 pm
<b>Briefing Facilities:</b>	If Opposition Members and Co-opted Members require briefing on any particular item on the Agenda, the appropriate Director/Senior Officer originating the related report should be contacted.
<b>Notes:</b>	

## **AGENDA**

**1 APOLOGIES FOR ABSENCE**

**2 DECLARATIONS OF INTEREST**

Members of Cabinet are asked to consider whether they have an interest in any of the matters of the Agenda, and if so, to formally declare that interest.

**3 PUBLIC QUESTION TIME**

Questions are invited from members of the public present at the meeting about the work of the Council and the Council's services.

Approximately 30 minutes will be set aside for Public Question Time, if required.

**4 MINUTES** (*Pages 1 - 4*)

To approve as a correct record the minutes of the meeting held on 19 February 2014.

**5 HOUSING STRATEGY 2013 - 2024 AND ACTION PLAN**  
(*Pages 5 - 74*)

**6 DOMESTIC VIOLENCE AND ABUSE** (*Pages 75 - 86*)

**7 VEHICLE AND PLANT REPLACEMENT PROGRAMME 2013/2014, 2014/2015 AND 2015/2016** (*Pages 87 - 106*)

**8 SCHOOL ADMISSIONS OVERVIEW PROJECT GROUP**  
(*Pages 107 - 120*)

**9 URGENT BUSINESS**

Any other business which by reason of special circumstances the Chair agrees may be considered as a matter of urgency.

**10 EXCLUSION OF PRESS AND PUBLIC**

To consider passing the appropriate resolution under Section 100 (A)(4), Schedule 12(A) of the Local Government Act 1972, that the press and public be excluded from the meeting for the reason that the following business involves the disclosure of exempt information as detailed against the item.

**11 CAPITAL PROJECT STAGE 2 BRIEF - HIGHWAYS CAPITAL MAINTENANCE AND BRIDGE STRENGTHENING PROGRAMMES 2014/2015** (*Pages 121 - 134*)

<b>Minutes of:</b>	<b>CABINET</b>
<b>Date of Meeting:</b>	19 February 2014
<b>Present:</b>	Councillor M Connolly (in the Chair); Councillors I Gartside, T Isherwood, J Lewis, J Smith and S Walmsley
<b>Also in Attendance:</b>	Councillor Heneghan – Deputy Cabinet Member (Children and Families)
<b>Apologies:</b>	Councillors G Campbell
<b>Public attendance:</b>	There were no members of the public in attendance.

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**CA.787 DECLARATIONS OF INTEREST**

Councillor Connolly declared a personal interest in any matters likely to impact on the fact that his partner is employed by Adult Care Services.

**CA.788 MINUTES****Delegated decision:**

That the Minutes of the meeting of the Cabinet held on 5 February 2014 be approved as a correct record and signed by the Chair.

**CA.789 PUBLIC QUESTION TIME**

No questions were asked under the item.

**CA.790 CORPORATE FINANCIAL AND PERFORMANCE MONITORING REPORT – MONTH 9**

The Deputy Leader and Cabinet Member for Finance and Corporate Affairs submitted a report which informed Members of the financial performance of the Council for the period up to December 2013. It also provided projections, based on current trends and information, of the likely outturn at the end of 2013/2014.

**Delegated decisions:**

1. That the financial position of the Council as at 31 December 2013 be noted.
2. That the Section 151 Officer's assessment of the minimum level of balances be approved.

**Reasons for the decision:**

Budget Monitoring falls within the appropriate statutory duties and powers and is a requirement of the Council's Financial Regulations.

**Other options considered and rejected:**

To reject the recommendation.

## **CA.791 HOUSING REVENUE ACCOUNT 2014-15**

A report was submitted by the Deputy Leader and Cabinet Member for Finance and Corporate Affairs and the Cabinet Member for Adult Care, Health and Housing which detailed the proposed Housing Revenue Account for 2014/2015.

### **RECOMMENDATION TO COUNCIL:**

That the report be noted and the Council be requested to consider all matters relating to the Housing Revenue Account 2014/15, the increase in Council House and garage rents and changes to other charges.

## **CA.792 BUDGET 2014/2015 TO 2015/2016**

The Deputy Leader and Cabinet Member for Finance and Corporate Affairs submitted a report detailing:-

- **The Capital Programme 2014/2015 to 2016/2017 (Section A)**

This sets out the draft Capital Programme and a forecast of the available resources for 2014/2015 to 2016/2017. In view of the continued very difficult budget situation the report recommended that the Programme be limited to those schemes that are fully funded from external sources.

- **The Revenue Budget 2014/2015 to 2015/2016 (Section B)**

This examined the position of the Revenue Budget and also outlined other important budget issues including the final Local Government Finance Settlement for 2014/2015, the forecast outturn for 2013/2014, the budget strategy for 2014/2015 and 2015/2016 and the approach to balancing the budget as set out in the Plan for Change 3.

The report also examined the robustness of the assumptions behind the budget forecast and contains an assessment of the adequacy of the Council's balances. The report was prepared on the basis that the Bury element of the Council Tax will be frozen for 2014/15, to be funded (in part) by £0.772m of Central Government grant.

Attention was drawn to the fact that despite the extremely challenging local government finance Settlement, and the resultant savings target, the proposed budget places no reliance on one-off savings options.

### **RECOMMENDATION TO COUNCIL**

That the report be noted and the Council be requested to consider and determine all matters relating to the Budget, the Capital Programme and the level of the Council Tax for 2014/2015 at its meeting on 19 February 2014.

## **CA.793 TREASURY MANAGEMENT STRATEGY AND PRUDENTIAL INDICATORS 2014/2015**

The Deputy Leader and Cabinet Member for Finance and Corporate Affairs submitted a report which set out the suggested Strategy for 2014/2015 in respect of the following aspects of the Treasury Management Function:-

- Treasury limits in force which will limit the Treasury risk and activities of the Council
- Prudential and Treasury Indicators
- The current treasury position
- The borrowing requirement
- Prospects for interest rates
- The borrowing strategy
- Debt re-scheduling
- The investment strategy
- The minimum Revenue Provision Policy

The primary objective of the Council's Treasury Management Function would continue to be the minimisation of financing costs whilst ensuring the stability of the Authority's long-term financial position by borrowing at the lowest rates of interest and by investing surplus cash to earn maximum interest, all at an acceptable level of risk.

The overall strategy for 2014/2015 would be to finance capital expenditure by running down cash/investment balances and using short term temporary borrowing rather than more expensive longer term loans. The taking out of longer terms loans (1 to 10 years) to finance capital spending will only then be considered if required by the Council's underlying cash flow needs. With the reduction of cash balances the level of short term investments will fall. Given that investment returns are likely to remain low (say) 0.50% for the financial year 2014/2015, then savings will be made from running down investments rather than taking out more expensive long term loans.

This approach does have a refinancing risk and it should be noted that with a 2 pool approach to Housing Revenue Account (HRA) and General Fund (GF) debt, whilst the HRA is fully funded, the GF is carrying all of this risk.

All prospects of rescheduling debt will be considered, in order to generate savings by switching from high costing on term debt to lower costing shorter term debt.

#### **RECOMMENDATION TO COUNCIL:**

That the Prudential Indicators Forecast for 3 years; the Treasury Management Strategy 2014/15; the Minimum Revenue Provision Policy for 2014/15 and the Scheme of Delegation and Responsibility as set out in the report be approved.

**COUNCILLOR M CONNOLLY**  
**Chair**

**(Note: The meeting started at 5.30 pm and ended at 5.40 pm)**

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<b>Agenda Item</b>	
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<b>DECISION OF:</b>	<b>The Cabinet</b>
<b>DATE:</b>	<b>9 April 2014</b>
<b>SUBJECT:</b>	<b>Approval of the Housing Strategy 2014-24 and Action Plan</b>
<b>REPORT FROM:</b>	<b>Councillor Rishi Shori, Cabinet Member for Adult Care, Health and Housing</b>
<b>CONTACT OFFICER:</b>	<b>Marcus Connor – Head of Performance &amp; Housing Strategy</b>
<b>TYPE OF DECISION:</b>	<b>CABINET (NON-KEY DECISION)</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This report is within the public domain
<b>SUMMARY:</b>	<p>Whilst it is no longer a Government requirement to submit a Housing Strategy for regulatory purposes, it remains good practice for local authorities to develop a Strategy which sets out local priorities and provides a guide to registered providers and developers on housing requirements within the Borough.</p> <p>Bury's current Housing Strategy was written 10 years ago and is outdated. The new draft strategy (attached) uses refreshed data from Bury's Housing Need &amp; Demand Assessment (2011/12) and other sources to identify 5 key themes for action over the next 10 years.</p> <p>Since the initial draft strategy was considered at Cabinet in September 2013, extensive consultation has been carried out with Elected Members, the public, housing providers and stakeholders. Feedback (the results of which are set out in the attached report), was supportive of the strategy's aims and objectives and has been used to develop the Action Plan so that our aspirations can be translated into reality.</p> <p>The strategy and associated documents have been considered by the Overview and Scrutiny Committee on 14 January 2014. The Committee were also</p>

	supportive of the objectives and have requested a progress update in twelve months.
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<p>Option 1 – Approve the Housing Strategy and Action Plan. This will provide guidance to future housing initiatives in the Borough.</p> <p>Option 2 – Do nothing. This would leave the Borough without an overarching strategy. Although not an essential requirement, a clear strategy assists decision making and enhances the prospects of external funding bids.</p> <p>Option 1 is the preferred option.</p>
<b>IMPLICATIONS:</b>	The Housing Strategy will provide a guide to where housing should be provided in the Borough, helping to obtain a joined up approach and maximising the use of limited resources.
<b>Corporate Aims/Policy Framework:</b>	Do the proposals accord with the Policy Framework? Yes
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	<p>The Strategy is a critical document outlining the future direction of Housing in the Borough.</p> <p>The financial issues / options are outlined at section 6.0 of the Housing Strategy, along with considerations to be taken into account when developing new initiatives.</p> <p>The Strategy mitigates the risks of having an unstable supply of housing, and seeks to ensure best use of available resources.</p>
<b>Statement by Executive Director of Resources:</b>	There are no wider resource implications.
<b>Equality/Diversity implications:</b>	The Equality Analysis for the Housing Strategy and Action Plan shows that there will be a positive impact on people with the following Equality Characteristics: Race, Disability, Age, Religion or Belief, and Caring Responsibilities. It will enhance opportunity by seeking to meet the needs of those with specific characteristics and so avoid them being excluded from the housing options generally available in the Borough. It will also help to foster good relations between those with a protected characteristic and those who do not, such as the integration of schemes for older people into the wider community.
<b>Considered by Monitoring Officer:</b>	Yes JH



<b>Wards Affected:</b>	All Wards
<b>Scrutiny Interest:</b>	Overview and Scrutiny

**TRACKING/PROCESS**

**DIRECTOR: Executive Director of Adult Care Services**

Chief Executive/ Strategic Leadership Team	Executive Member/Chair	Ward Members	Partners
2 September 2013 17 February 2014			
Scrutiny Committee	Committee	Council	
14 January 2014			

**1.0 BACKGROUND**

- 1.1 Government Office used to require all local authorities to produce a Housing Strategy for their area that met set criteria. Bury’s Strategy was last assessed in 2004 and successfully obtained a ‘Fit for Purpose’ rating. The burden of external assessment has since been lifted enabling strategies to be reflective of local needs and circumstances.
- 1.2 With changes in the housing, planning and economic climate over recent years, Bury’s Housing Strategy has become outdated and needs to be refreshed. A Housing Need & Demand Assessment was commissioned in 2011/12 and the outcome of this report together with other data on the local housing market has been used to determine future housing trends, needs and demands. Responding to these issues is essential for effective decision making, guiding the actions of housing providers and ensuring that the Council and its partners maximise their use of resources.
- 1.3 As part of the strategy development process, there has been extensive opportunity to take part in consultation and 88 people have contributed to the feedback. While the numbers responding were not great, representation across all stakeholder groups was excellent covering all aspects of the housing market. Comments received, details of which are attached, were supportive of the draft Strategy and their suggestions have been incorporated into the Action Plan.

**2.0 HOUSING STRATEGY 2014-2024**

- 2.1 The primary aim of the strategy is to achieve sufficiency and suitability of housing within the Borough. This means influencing the market and looking to create conditions which encourage the right mix, of the right type, size and tenure of housing, in the right locations, to meet the needs of the Borough. Part of this is about increasing the number of dwellings available to meet a rising population. But it is not just about numbers. The Council also needs to

take actions which promote quality housing that is both accessible and affordable to residents.

- 2.2 In the current economic climate this will be challenging. However it is expected that over the life of this strategy, conditions will change and the Borough needs to be in a position to respond and take advantage of any upturn. Bury is a popular place to live and the strategy needs to develop that unique selling point.
- 2.3 There is also recognition of the social aspects of housing in terms of:
- Supporting the 'Green Agenda' to maximise energy efficiency and reduce fuel poverty
  - The affordability of property across the townships
  - Identifying the needs of specific groups such as older people, people with disabilities, homeless households
- 2.4 Through the data analysis and knowledge of the market, certain themes emerge which can be categorised under five main headings:
- Objective 1: Delivering a sufficient and suitable supply of housing in the Borough
  - Objective 2: Affordability
  - Objective 3: Fewer empty properties
  - Objective 4: Good quality accommodation
  - Objective 5: Partnership development
- 2.5 These issues formed the basis of the draft strategy and the consultation discussions during October / November 2013.

### **3.0 CONSULTATION**

- 3.1 The views of stakeholders have been sought using a variety of techniques:
- All Elected Members via email
  - Open consultation with the public via the Council's website
  - Consultation with housing providers operating in the Borough, landlords, interest groups and voluntary sector organisations
  - Focus Groups – this included a session specifically for Elected Members
  - Feedback from the Joint Commissioning Partnership, Housing Association Liaison Group and Six Town Housing Board.
  - Homes and Communities Agency
  - Housing Strategy Programme Board
- 3.2 The methods of consultation were varied according to demand and to maximise participation. Full details were sent out to providers, members and interested groups to allow them to comment. More generally, press releases and other media outlets including the Council website were utilised to raise awareness and generate responses from the public and potential customers. Copies of the draft strategy were available on the website and in the main Council offices and alternative arrangements were made for people who had difficulty accessing the document.
- 3.3 The period of consultation ran from 1 October 2013 for 8 weeks. All responses were collated and analysed as set out in the attached report.

- 3.4 The draft Strategy, action plan and consultation analysis were presented to Overview and Scrutiny Committee on 14 January 2014. The Committee discussed the documents in detail and gave their support to their contents. A twelve month progress update has also been requested by the Committee.

### **4.0 EQUALITY AND DIVERSITY**

- 4.1 The strategy aims to provide a framework for housing provision which meets the needs of all residents in the Borough, being mindful of the need to maximise the acquisition and use of limited resources.
- 4.2 The equality analysis has been amended during and following consultation. The final version is attached for information.

### **5.0 RISK**

- 5.1 The main risk at this stage is that we will be raising expectations that cannot be fulfilled. It is accepted that much will depend on the prevailing economic situation but the strategy provides direction to housing providers, identifies the local needs and priorities, and provides support to future funding bids. In these times, focus and cohesiveness take on greater significance in order to achieve better outcomes and an effective use of resources.
- 5.2 A subsequent risk is that the strategy will be ineffective and not shape the market as intended. To mitigate this risk, the Housing Strategy has been written to complement planning and other policies to ensure a consistent and coherent approach to housing in the Borough. Engaging stakeholders through consultation in the development of the strategy and action plan should also mitigate the risk of the strategy being ignored.

### **6.0 CONCLUSIONS AND RECOMMENDATIONS**

- 6.1 Bury's Housing Strategy is old and needs refreshing. Consequently, work has been undertaken to update our knowledge of the local housing market, needs and demand to produce a new Housing Strategy which is intended to take the Borough forward into the next decade.
- 6.2 The strategy has identified a number of key issues which have been grouped under 5 key objectives. To obtain consensus on the issues and engage housing providers and other stakeholders in designing the solutions, a comprehensive consultation programme has been undertaken. This programme not only records people's views on the strategy but has also made a major contribution to developing the action plan.
- 6.3 It is recommended that Cabinet considers and approves the Housing Strategy 2014/2024 and related Action Plan.

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#### **List of Background Papers:-**

Housing Need & Demand Assessment 2011/12

## **Contact Details:-**

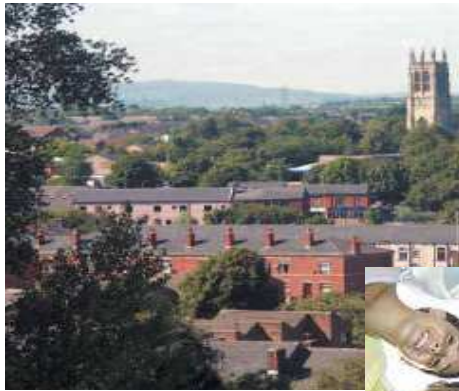
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# Building Bury's Future

*Bury's Housing Strategy – Action Plan*

**2014 – 2024**

**January 2014**



Outcomes & Targets	Actions	Tasks	Lead/Partners	Resources
Objective 1: Delivering a sufficient and suitable supply of housing in the Borough				
<p><b>Meet the objectives of the Core Strategy to deliver 2,000-4,000 new dwellings over the life of the Housing Strategy</b></p>	<p>Maintain a supply of land available for housing</p>	<p>Use of Core Strategy and Strategic Housing Land Availability Assessment to identify suitable areas</p> <p>Identify housing opportunities from the Council's Disposals list</p> <p>Focus on Brownfield sites to protect the Green Belt</p>	<p>Adult Care Services</p> <p>Housing Joint Commissioning Partnership</p> <p>Planning</p> <p>Corporate Property Services</p> <p>Private developers</p> <p>Homes &amp; Communities Agency</p>	<p>Officer time</p> <p>Use of Council assets on the Disposals list</p> <p>Private investment</p> <p>Grant opportunities, such as the Affordable Housing Programme</p>
<p><b>Reduce the number of stalled sites</b></p>	<p>Unlock stalled sites within the Borough</p>	<p>Support bids from registered providers and private developers to AGMA and the Homes &amp; Communities Agency (HCA) to increase housing delivery</p> <p>Identify opportunities/funding through Bury's Housing Joint Commissioning Partnership</p>	<p>Adult Care Services</p> <p>Housing Joint Commissioning Partnership</p> <p>Planning</p> <p>Private developers</p> <p>Homes &amp; Communities Agency</p>	<p>Officer time</p> <p>Private investment</p> <p>Grant opportunities, such as the Affordable Housing Programme</p>

Outcomes & Targets	Actions	Tasks	Lead/Partners	Resources
<p><b>Preserve the mix of housing tenures in the Borough</b></p>	<p>Respond to the findings of the Housing Need &amp; Demand Assessment 2011/12 and other housing assessments</p>	<p>Ensure use of section 106 affordable housing powers to promote mixed developments on new build schemes</p> <p>Target efforts of the Bury's Housing Joint Commissioning Partnership to meet needs of specific groups (such as older people, disabled residents)</p> <p>Develop and support bids so that social housing is maintained at around 15% of the market</p>	<p>Planning</p> <p>Adult Care Services</p> <p>Housing Joint Commissioning Partnership</p> <p>Private developers</p> <p>Homes &amp; Communities Agency</p>	<p>Officer time</p> <p>Private investment</p> <p>Section 106 Affordable Housing funding</p> <p>Grant opportunities, such as the Affordable Housing Programme</p>
<p><b>Ready supply of adapted properties to meet needs</b></p>	<p>Meet housing needs of people with disabilities</p>	<p>Identification of adapted stock across all tenure types</p> <p>Effective allocation and making best use of adapted stock</p> <p>Promote concept of lifetime homes in design of new and refurbished housing</p> <p>Maximise the input of registered providers in meeting adaptation needs including making best use of their stock and maximising their contribution to DFGs</p>	<p>Adult Care Services</p> <p>Housing Joint Commissioning Partnership</p> <p>All housing associations operating in the Borough</p> <p>Planning</p> <p>Finance</p>	<p>Officer time</p> <p>Private investment</p> <p>Section 106 Affordable Housing funding</p> <p>Grant opportunities, such as the Affordable Housing Programme</p> <p>Council borrowing</p> <p>Public health monies</p> <p>DFG funding from DCLG.</p>

Outcomes & Targets	Actions	Tasks	Lead/Partners	Resources
<b>Housing meets the diverse housing needs of the Borough</b>	Identify and respond to demand in the Borough	Address supply issues identified in Housing Need and Demand Assessments through specific sub-strategies  Undertake Housing Need & Demand Assessments to track progress	Adult Care Services  Planning	Approximately £30,000 - £50,000 every three to four years  Officer time
<b>End Homelessness</b>	Address causes of homelessness and rough sleeping in the Borough	Identify priorities and develop proposals to address the issues through a specific Homelessness Strategy	Adult Care Services  AGMA	Government homelessness grant  Officer time
Objective 2: Affordability				
<b>Increase the proportion of housing that is within financial reach of local residents</b>	Promote affordable housing within all townships as part of the overall housing tenure balance in the Borough	Secure 25% (10% in regeneration areas around Bury and Radcliffe town centres) affordable housing units on all large sites with a net gain of 15 of more dwellings through section 106 agreements  Support projects and external; funding bids from Bury's Housing Joint Commissioning Partner to increase the amount of lower cost housing  Maximise Council assets to promote new affordable housing  Promote economic regeneration and other growth initiatives to increase local earnings and improve the choice of housing open to local residents	Strategic Housing, Adult Care Services  Planning  Housing Joint Commissioning Partnership  Finance	Use of Council assets on the Disposals list  Grant opportunities, such as the Affordable Housing Programme  Section 106 Affordable Housing funding  Use of HRA Headroom



Outcomes & Targets	Actions	Tasks	Lead/Partners	Resources
<b>No households live in properties that they are unable to afford or are not suited to their needs</b>	Eliminate over crowding and under occupancy in the rented sector	Support those affected by Welfare Reform to find alternative accommodation	Six Town Housing  All housing associations with stock in the Borough	Officer time
<b>Objective 3: Fewer Empty Properties</b>				
<b>Reduced void properties in the private and public sector</b>	Encourage full utilisation of the housing stock	<p>Encourage and support owners to bring properties back into occupation including use of powers and Council Tax scheme</p> <p>Develop projects to maximise external funding opportunities to tackle empty properties</p> <p>Monitor void levels in the public sector and respond as appropriate to minimise rent loss and increase letting availability</p> <p>Identify priorities and develop proposals to address the issues through a specific Empty Property Strategy</p>	Adult Care Services  Joint Commissioning Partners	<p>Committed sums from affordable housing developments</p> <p>Grant opportunities such as Homes &amp; Communities Agency funding</p> <p>Council borrowing on behalf of STH</p> <p>Staff time</p>
<b>Objective 4: Good Quality Accommodation</b>				
<b>Range of choice and quality of housing available to all residents</b>	Improve quality of housing in the private sector	<p>Reduce number of properties with Category 1 hazards</p> <p>Raise standards in the private rented sector</p>	Adult Care Services  Private sector landlords	Officer Time  Homelessness Grant

Outcomes & Targets	Actions	Tasks	Lead/Partners	Resources
<b>Good quality social housing</b>	Maintain decent homes standards across all registered provider housing stock	Monitoring of standards to ensure 100% decency in Council-owned housing  Work with housing associations to maintain standards	Adult Care Services  Six Town Housing  All housing associations with stock in the Borough	Bury Council's Capital Programme  Capital programmes of housing associations.
<b>Reduce number of people in fuel poverty</b>	Improving energy efficiency of homes in the Borough	Implement GM energy efficiency initiatives in the Borough, e.g. ECO Toasty, energy switching campaigns, Green Deal  Refresh of the Affordable Warmth Strategy and Action Plan  Working with householders to encourage better energy efficiency measures	Adult Care Services  AGMA  Green Deal partners  Six Town Housing  All housing associations with stock in the Borough  Public Health, Adult Care Services	Staff time  AGMA resources  National funding sources eg ECO and Green Deal
<b>Reduction in anti social behaviour</b>	Addressing anti social behaviour and other activities that have a detrimental impact on decent neighbourhoods	Zero tolerance approach to anti social behaviour in Council owned stock  Corporate approach to tackling anti social behaviour  Work with private rented sector landlords, registered providers and tenants to improve the quality of neighbourhoods and the environment	Six Town Housing  Adult Care Services	Six Town Housing Management Fee    Staff time

Outcomes & Targets	Actions	Tasks	Lead/Partners	Resources
<b>Increased supply of housing to more effectively meet the needs of the Borough</b>	Pump prime new housing development and improvement initiatives through HRA Headroom	<p>Identification of schemes to meet specific housing needs</p> <p>Identification of potential sites for development</p>	<p>Adult Care Services</p> <p>Finance</p> <p>Planning</p>	HRA Headroom
<b>Objective 5: Partnership development</b>				
<b>Adequate response to Housing Need &amp; Demand Assessments</b>	Collaborative and partnership working across all sectors to deliver sufficiency and suitability in the housing market	<p>Maintain good working relationships between housing providers and developers</p> <p>Promote strong relationships with multi-agency boards to improve the standard and choice of housing in the Borough</p> <p>Maximise bidding opportunities to deliver the strategy for the benefit of the Borough and local residents</p>	<p>Adult Care Services</p> <p>Planning</p>	<p>Use of Council assets on the Disposals list</p> <p>Grant opportunities, such as the Affordable Housing Programme</p> <p>Section 106 Affordable Housing funding</p> <p>Use of HRA Headroom</p>

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# Building Bury's Future

*Bury's Housing Strategy*

**2014 - 2024**



## 1.0 FOREWORD

Housing is everybody's business. Having a roof over your head is one of those things that you expect in life but for increasing numbers of people it is becoming increasingly difficult to get onto – and then stay on – the property ladder.

At the time of writing, this country is going through a major housing crisis. Too few houses are being built, property prices remain high and the associated costs of accommodation, such as heating and repairs, are increasing rapidly putting a massive strain on household budgets.



**Cllr Rishi Shori**  
Cabinet Member for  
Adult Care, Health &  
Housing

It is against this background that we look to this Strategy to provide some hope and relief to local people. We cannot change the economic situation but by taking decisions and using our influence, we can help shape the local housing market and increase opportunities for our residents. With this in mind, the Strategy has twin aims:

*Sufficiency* – increasing the amount of housing for purchase or let but in keeping with the needs of the Borough. It is not just a question of more properties. Regard has to be paid to the environment and protecting features that build better neighbourhoods and make Bury a great place to live.

*Suitability* – houses that meet people's needs wherever possible in a location where they want, and can afford to live. This means decent homes, whether bought or rented, that are in reasonable repair, affordable and sustainable. Housing that meets these conditions promotes stable communities and decent neighbourhoods.

Delivering these aims will be extremely challenging but the housing market will pick up. We need to look ahead to promote regeneration, position the Borough to take advantage of opportunities that arise and be primed ready to support economic growth in the Greater Manchester City Region as and when that occurs.

I believe this Strategy does just that. It provides an excellent guide for us to respond to current and future housing pressures across all tenure types, and it gives me great pleasure to present our Housing Strategy 2014-24 – Building Bury's Future.

## 2.0 INTRODUCTION

The long term vision of our strategy is:

***"To encourage a sustainable mix of quality housing in the Borough that is suitable and sufficient to meet the needs of our residents"***

This means:

- Encouraging house building – to help meet the demand for accommodation whilst protecting the features that make Bury a great place to live.
- Promoting a balance between different tenure types (owner occupied, private rented, social housing) to maximise residents' choice in where and how they live.
- Promoting affordable housing.
- Working to reduce the number of empty homes in the Borough.
- Working with others to invest in housing, build decent neighbourhoods and improve the quality and sustainability of the housing stock.
- Influencing the market to recognise and support the specific housing needs of older people, people with disabilities and other groups within our communities.
- Supporting the 'Green Agenda' to maximise the energy efficiency of housing.
- Supporting individuals to access housing by providing good quality information, advice and guidance.

The housing picture is more complex than simply a case of supply and demand. With mortgage lending reduced, energy costs growing and income levels less assured, affordability is a big issue. This Strategy recognises these, and the other factors that are affecting demand, in setting out proposals.

The Strategy also takes account of the Council's desired outcomes for the Borough. The priorities identified are fully compliant with the Council's aims of:

- § Reducing poverty and its effects.
- § Supporting our most vulnerable groups.
- § Making Bury a better place to live.

The Housing Strategy has also been shaped by the Council's values. The priorities and action plan clearly:

- '*Put Residents First*' by understanding the needs of the population, identifying what matters to them and putting in place actions that meet their needs.
- '*Empower and Support Communities*' through increasing access to information, advice and guidance on housing resources – and encouraging greater resident involvement in housing projects.
- '*Support People in Greatest Need*' because we have a good understanding of housing need within our communities and the Strategy makes provision for groups (such as older people, people with disabilities) which have specific housing requirements.
- Demonstrate that the approach has been developed in an '*Open and Transparent Way*' through actively listening to people's views and building a robust evidence base to inform our decisions.



## 3.0 CONTEXT

### 3.1 National initiatives

#### National Housing Strategy

In November 2011, the Government launched 'Laying the Foundations: A Housing Strategy for England' which set out a package of reforms to:

- Get the housing market moving;
- Create a more responsive, effective and stable housing market;
- Support choice and quality for tenants;
- Improve environmental standards and design quality.

Key objectives within the strategy included:

- Support to deliver new homes and support aspiration;
- The ability to tackle empty homes; and
- Ensuring better quality homes, places and housing support.

#### Localism Act 2011

A number of the National Housing Strategy reforms were included in the Localism Act 2011. In seeking to shift power towards local people, the Act included new freedoms and flexibilities for local government; new rights and powers for communities and individuals; reform of the planning system and the devolution of some housing powers.

Much of the housing-related issues within the Localism Act 2011 are addressed in Bury Council's Strategic Tenancy Policy 2013-16; the key issues being:

- **Reform of Social Housing Allocations** to allow local authorities greater flexibility on who should qualify to go on their housing waiting lists.
- **Reform of Social Housing** to enable social landlords to offer fixed term tenancies where an increased flow of customers through the sector would assist in meeting local demand and the prevailing housing conditions.
- **Reform of Homeless Legislation** to allow local authorities to use suitable housing in the private rented sector to discharge their homelessness duties.
- **Reform of Council Housing Finance** to end the subsidy system for rent collection and giving local authorities greater freedoms and flexibilities on income received.
- **Establishment of a National Home Swap Scheme** to encourage greater mobility of tenants to move between areas in order to secure employment.

## Affordable Rent

Affordable Rent was introduced as part of the Homes and Communities Agency's 2011/15 Affordable Housing Programme funding round. This form of tenure, where providers can charge up to 80% of the market rent, is intended to shift the balance between grant support and rental income as the means of financing projects. As a result, affordable rent has replaced social rents (which are around 60% of market rents) on future Government-sponsored schemes or projects designed to bring forward affordable housing. Over time, it is also expected that there will be a higher occurrence of conversions from social to affordable rent on existing registered provider stock within the Borough, which will put further pressure on finding accommodation for lower income households.

## Welfare Reform

Welfare Reform and its impact on things such as restrictions on Housing Benefit payable to those under 35 years of age, and under-occupancy charges for those claiming Housing Benefit and living in properties deemed larger than their needs, have both had a significant impact on landlords and tenants. There is increasing demand for smaller properties, placing strain on landlords' abilities to meet the requirements of those in the greatest housing need. At least for the short term, this could lead to a change in the size and type of accommodation that is needed.

## Empty Homes

Empty homes damage communities. Visually, they impact on the environment and give a poor impression of the neighbourhood, often attracting anti-social behaviour and a lack of investment in surrounding properties. Due to the housing shortage, vacant dwellings have become a national priority with funding available through the Homes and Communities Agency to make individual empty properties suitable for occupation, tackle clusters of empty dwellings and convert empty commercial dwellings into residential units. Successful bids have been submitted by Greater Manchester authorities, including Bury, for the early funding rounds and further bids can be expected should additional money become available.

## Green Initiatives

With energy prices rising, 'green' initiatives continue to be championed by Government. This can be seen in terms of a push towards more renewable energy and increased energy efficiency of new housing. The major framework in this respect is 'Green Deal' and energy company obligation (ECO). 'Green Deal' loans have been launched to help households fund energy efficiency measures with costs being recovered through agreed payments attached to electricity bills. Low income households or difficult to heat homes can get extra assistance through the energy company obligation (ECO). Other initiatives including Feed-in Tariff, Renewable Heat Initiative and Energy Performance Certificate requirements will also assist. Living at low temperatures contributes to ill-health, excess winter deaths and a wider range of problems, such as social isolation and poor outcomes for young people. With fuel poverty at a high level (18.6% nationally and 21.7% in Greater Manchester) and projected to rise, principally due to rising energy prices, the message, however, is simple; more needs to be done to enable everybody, particularly our more vulnerable residents, to obtain affordable warmth.

Within Greater Manchester, authorities are actively pursuing energy efficiency measures as part of a commitment to become a low carbon conurbation. These initiatives include a Greater Manchester version of 'Green Deal' in which Bury has invested over £1 million, improving energy efficiency of homes and 'energy switching' whereby residents are assisted to participate in energy auctions to get cheaper energy deals.

## No Second Night Out

With homelessness growing nationally, No Second Night Out is the Government's response to the problem of persistent rough sleepers. Whilst a larger issue for inner cities, all Greater Manchester authorities have signed up to a programme to ensure that no new homeless rough sleeper will be without some form of temporary accommodation after their first night on the street.

## Support for Older People

Supporting increasing numbers of older people, particularly those with dementia, is a major concern for society. With national policy favouring independent living rather than institutional care, new forms of accommodation and services are required to help people to live in their own homes for longer.

The Care and Support Specialised Housing Fund was introduced in 2012 to provide local authorities, registered providers and private developers with the opportunity to access funding to develop such housing with care facilities, particularly for people with dementia. This will enable residents to retain their independence by running their own, self-contained homes but with the reassurance of having support close by if needed.

The lack of specialist housing is, however, only one of the demographic pressures created by an ageing population. Other factors that need to be addressed include:

- § *Under occupancy* - As children grow up and leave the family home, older people frequently live in property that is larger than they need. With changes to the benefits system, this will cause some residents hardship and require them to 'downsize'. This assumes that there are sufficient numbers of smaller properties available to them.
- § *Affordability* - Often linked with under occupancy, the cost of running a home continues to rise and hits those on low or fixed incomes hardest. Many of these individuals are older people who, whilst protected from many of the initial welfare reforms, still face rising prices.
- § *Mobility* - Ageing often brings health issues such as restricted mobility or long term conditions which make living in older, less energy efficient property more difficult to manage. There is an increasing need for self contained, single storey dwellings to meet this demand. There is also a need to make best use of existing stock by providing appropriate cost effective adaptations, improving intelligence around already adapted stock and more effective matching and allocation of adapted properties to people in need of these.
- § *Inter-generational living* - Lifestyles of older and younger residents are different and have led, in some parts of the country, to segregation as 'villages' for older people and 'gated' communities have developed. This polarisation is not conducive to building strong and vibrant neighbourhoods. Balanced communities, which respect the differing needs and expectations of its residents, are essential to protect the character and health of our townships.

## **3.2 Regional Considerations**

In April 2011, the 10 councils within Greater Manchester (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan) created a 'Combined Authority' to co-ordinate key economic development, regeneration and transport functions which includes:

- Delivering the objectives and priorities in the Greater Manchester Strategy and the Greater Manchester Housing Strategy 2010 to drive economic growth.
- Delivering the objectives identified in the Greater Manchester Local Investment Plan. This document sets the direction for the delivery of key aspects of the 'Creating Quality Places' strategic priority of the Greater Manchester Strategy.
- Overseeing and prioritising funding programmes, including the Affordable Homes Programme and bids to address empty homes.
- The GM Domestic Retrofit programme to improve the energy efficiency of homes.

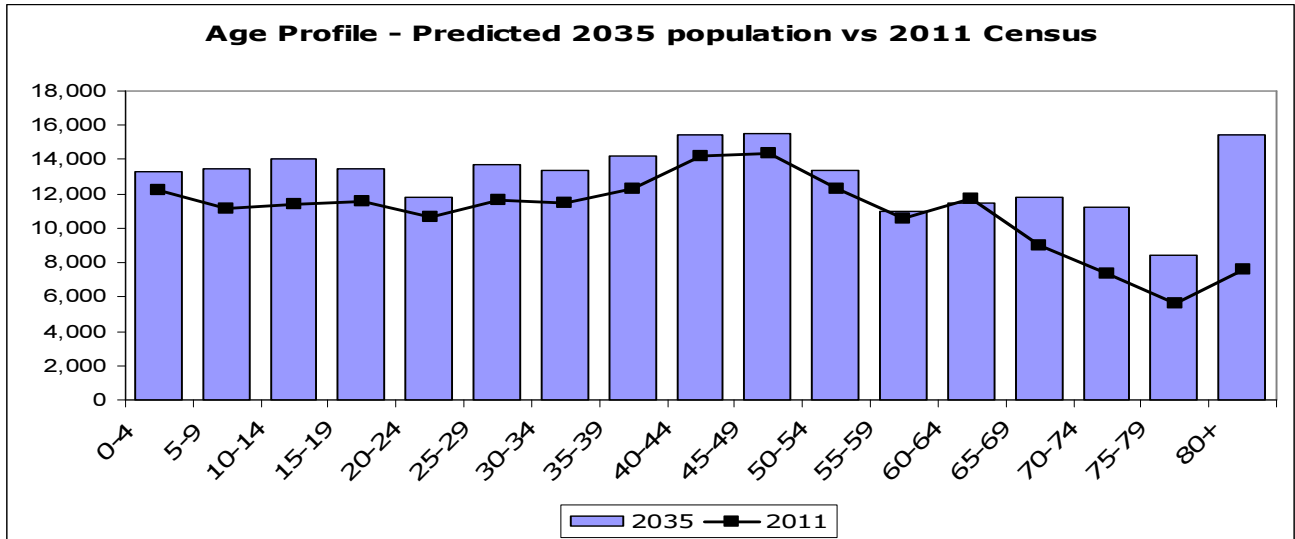
Housing and construction generally plays a key part in the drive for economic growth. The Greater Manchester Strategy highlights the need to ensure the continuing economic development of the region, supported through the provision of adequate housing of the right types, sizes, tenures and location. Bury's Housing Strategy contributes positively to this approach by presenting a thorough analysis of local issues and understanding the needs of our residents.

## **3.3 Key Local Issues**

### Context

Situated just to the north of Manchester, Bury covers an area of 9,919 hectares (24,511 acres). The population of 185,060 is located within six township areas each with their own character and history that the Council is keen to preserve. Overall, Bury is one of the more prosperous districts within Greater Manchester although the 2010 Index of Multiple Deprivation (IMD) shows a mixed picture across the Borough. Some parts of East Bury, inner Radcliffe, Whitefield and Prestwich are within the 10% most deprived areas nationally. This is also reflected in public health where the Borough's Joint Strategic Needs Assessment shows a 10 year gap in male life expectancy between the most deprived areas and parts of the Borough which are least deprived.

The Borough’s population has grown at a steady pace over the years and is set to rise from 185,060 to around 221,000 (or 20%) in a generation. However, this hides a major shift in the age profile. The proportion of older people will increase from 15% to over 20% of the population with particular emphasis on the very elderly where there is expected to be 8,000 (60%) more people over the age of 80 than the 2011 Census.



Age seldom comes alone. This is confirmed by the Joint Strategic Needs Assessment which suggests that nearly 1 in 5 people will have a limiting long term condition – conditions which account for 52% of GP appointments, 65% of out patient appointments and 72% of hospital in-patient bed days. The links between health, social care and housing are strong; more appropriate accommodation would make a significant impact on health and social care budgets.

Another demographic factor requiring consideration is that the Housing Need and Demand Assessment 2011/12 estimates that over 25,000 people are in single households. This equates to 30% of Borough’s housing stock being sole occupied.

In the 2011 Census, 89.2% of the Borough’s population is white, with Pakistani being the single largest ethnic group at 4.9%. This ethnic mix is set to change in the coming years as the school census showed the proportion of non-white children increasing from about one in seven to one in five between 2006 and 2012. The Borough also has a mix of religious groups. Christians make up 63% of the population, followed by Muslims (6.1%) and Jewish (5.6%).

The changing demographics have major implications in terms of both the sufficiency and suitability of homes. In addition to normal supply and demand pressures the ageing population will require more accessible accommodation and housing with care; a growing population requires more homes to be built – some of which will need to be of a size and in geographical locations to match the needs of ethnic and faith communities; whilst the anticipated increase in single person households raises questions of under occupancy and affordability especially with the introduction of welfare reforms from 2013.

### Housing profile

The 2011 Census recorded 81,423 residential dwellings in the Borough of which 78,113 were occupied by one or more resident. Of the total housing stock, 8,188 of these were Council-owned, social rented housing and 4,225 belonged to housing associations. 69,907 dwellings or 85.8% of the total housing stock are houses or bungalows, with most occupied properties being either 2-bedroom (23,682) or 3-bedroom (34,249) in size. Given that there is an estimated 25,000 single person households in the Borough, under occupancy could soon become an issue as housing costs and the impact of welfare reform increases demand for smaller properties. With only 7,042 (9.0%) 1-bedroom, occupied dwellings identified, of which 3,257 are Council-owned rented dwellings, major pressures on the market are anticipated unless a greater number of smaller units – at affordable cost – become available. At the other end of the spectrum, the demand for larger dwellings from the BME and Jewish communities is likely to put pressure on the 13,140 (16.8%) 4-bedroom plus dwellings; a problem further highlighted by the fact there are only 98 Council-owned dwellings of this size in the Borough.

In addition to under-occupation, under use is an issue. The Census records 3,310 vacant dwellings at the time of the survey and, whilst it is a snapshot, we need to get a better understanding of these properties and the circumstances behind why they are vacant.

As regards stock condition, the local authority and housing association accommodation is of a high quality, with all dwellings meeting the decent homes standard. Conditions in the private sector are more varied as the LAHS (Local Authority Housing Statistics) return 2012/13 indicates that there are 14,526 dwellings with Category 1 hazards as measured by the Housing, Health & Safety Rating System (HHSRS).

Improving the quality of private sector housing – which makes up over 80% of the Borough’s housing stock – is critical to well-being and promoting the Borough as being the place to live.

How these issues impact at local level and how we intend to use the evidence to shape the future housing market is considered in more detail in the following sections.

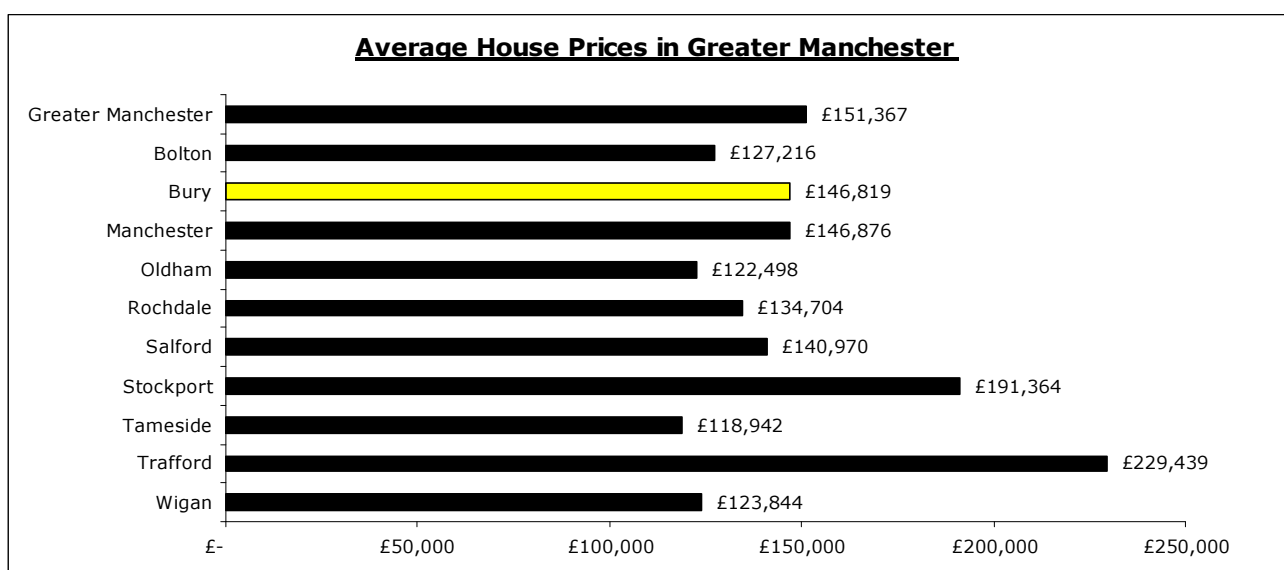


## 4.0 HOUSING NEED AND DEMAND

### 4.1 Sufficiency of Housing

#### Housing market demand

Bury is a popular place to live and this drives house prices in the Borough. Compared to the other ten local authorities in Greater Manchester, Bury has the fourth highest average house price and ranks third highest in terms of the number of properties sold as a proportion of population in 2011/12 (Quarter 3).



Source: Land Registry

In terms of where people want to live, the Housing Need and Demand Assessment 2011/12 indicated a high level of parochialism and self containment in each township. Closeness to family and friends, employment, amenities, quality of area and types of housing available are frequently cited as the reasons for future location preference.

Area of Residence	Location Preference						Total
	Ramsbottom	Tottington	Bury	Radcliffe	Whitefield	Prestwich	
Ramsbottom	413	160	86	32	117	32	840
Tottington	126	247	188	0	104	40	705
Bury	146	606	1,385	223	610	102	3,072
Radcliffe	245	306	285	827	619	264	2,546
Whitefield	51	255	471	72	925	203	1,977
Prestwich	90	66	275	31	607	1,104	2,173
<b>Local moves</b>	49.2%	35.0%	45.1%	32.5%	46.8%	50.8%	11,313

Source: Bury Housing Needs and Demand Assessment 2011/12

The survey also suggested that contrary to conventional wisdom, not everybody aspired to live in the north of the Borough. Whilst feedback showed that Tottington remained popular, the majority of respondents saw the townships of Bury and Whitefield being the key locations. Accessibility, property choice and transport links to the city region appearing to be prime factors in the decision.

Location	Existing Households		Concealed Households	
	Nos. Implied	% households	Nos. Implied	% households
Ramsbottom	732	20.0	227	28.6
Tottington	1,118	30.6	126	15.9
Bury	1,798	49.2	221	27.8
Radcliffe	596	16.3	138	17.4
Whitefield	1,493	40.9	384	48.4
Prestwich	1,083	29.6	311	39.2

Source: Bury Housing Needs and Demand Assessment 2011/12

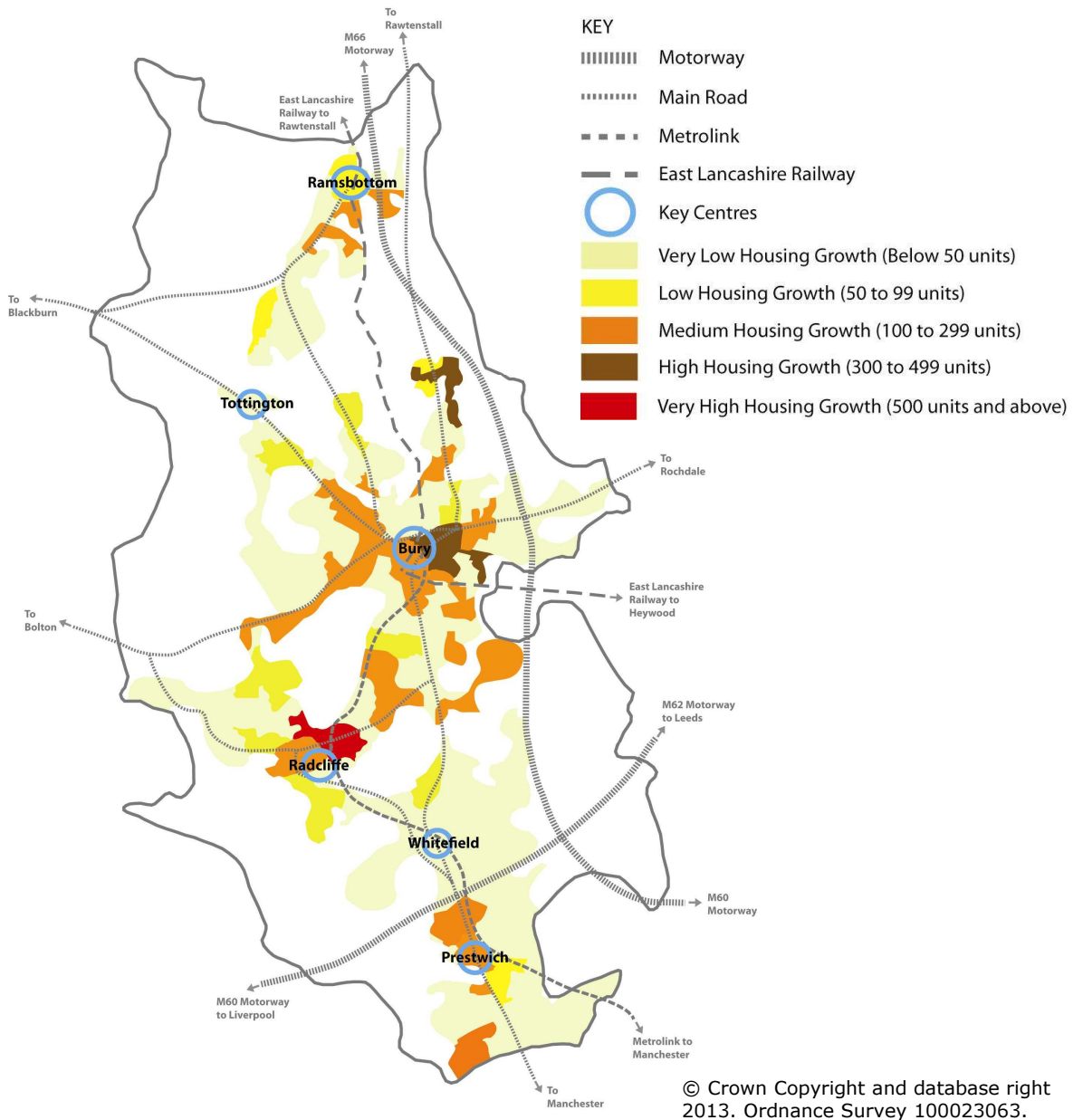
### Housing supply

Bury’s emerging Local Plan recognises the need for housing growth and proposes an increase of 6,800 dwellings (net) between 2012/13 to 2028/29 (an average of 400 dwellings per annum). Sufficient land has been identified for this purpose.

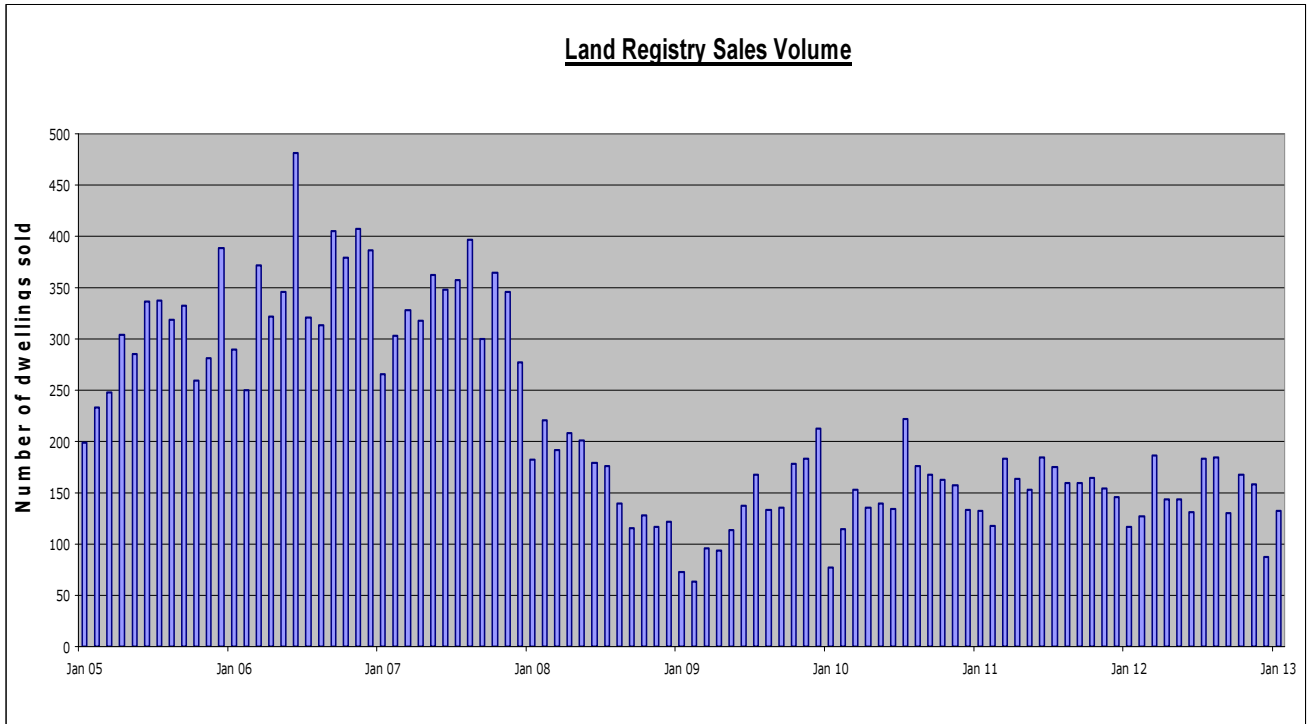
The vast majority of these additional housing units are likely to be delivered by the private sector and the Spatial Strategy allows for housing growth across all the urban areas. The focus on development however is on townships where housing land is already available or where the Council wants regeneration. The distribution of housing development as set out in Figure 1 reflects this ambition with ‘very high’ housing growth concentrated in the townships of Bury and Radcliffe. Areas of ‘medium to high’ housing growth are also prominent in the immediate areas around these two centres.

The lowest areas of growth are focused in Tottington in the north and Whitefield in the south of the Borough. Whilst these are preferred areas for people to live, it is important that they are not over developed, and housing growth in these areas is constrained by the Green Belt boundaries. The Council needs to ensure that the features which make the areas popular are protected and issues facing other areas of the Borough such as Radcliffe and Prestwich are addressed in order for the Borough to achieve its goal of becoming a prosperous, sustainable Borough fit for the future.

**Figure 1 – Anticipated Distribution of Housing Growth as at April 2013.©**

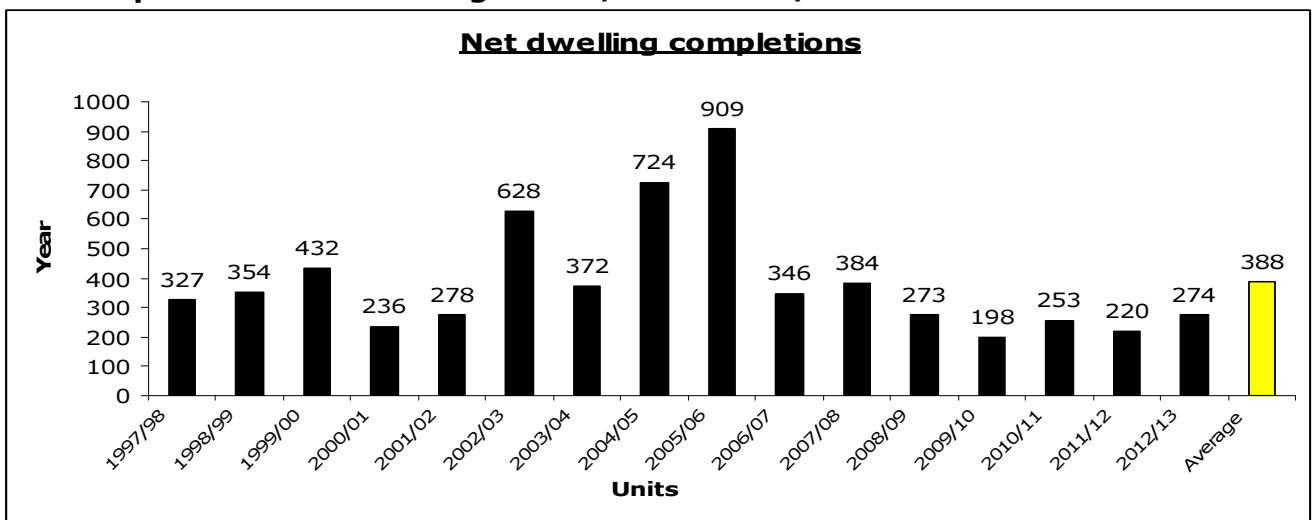


The market however is slow. Fewer buyers, coupled with tighter mortgage conditions, has seen activity fall since 2008, as can be seen in Land Registry sales statistics:



Although there is demand for housing, the lack of affordable finance for both developers and potential purchasers has resulted in a marked reduction in the number of new homes being built in the Borough (which is reflective of the housing market across much of the country). Only 274 units were completed in 2012/13 compared to 384 in 2007/08 before the banking crisis and the emerging target of 400. The difference is even greater when compared to the peak of 909 in 2005/06.

**Net Completions in the Borough 1997/98 to 2012/13**



At the 1<sup>st</sup> April 2013, there were extant planning permissions on 148 sites within the Borough that could accommodate 3,166 housing units. Some of these sites are currently under construction and others are showing signs that they are coming forward imminently. It is likely that the other sites, together with new sites, will be brought forward as the housing and financial markets improve. It is considered that the recent fall in house completions has been a result of economic reasons rather than land availability.

<b>Availability</b>	<b>No. of Sites</b>	<b>No of Units</b>
Site Under Construction	51	801
Sites with Planning Permission	97	2,365
<b>Total</b>	<b>148</b>	<b>3,166</b>

Government initiatives have provided finance to developers to complete stalled sites ('Kick-start') and prospective purchasers ('Homebuy') but these have yet to significantly stimulate growth in the sector. The 2013 Budget has also put forward a further range of options aimed at supporting house buyers, the details and impact of these initiatives will be seen in the future. It is thought that these new measures will help to stimulate the housing market as finance will become more affordable to a greater number of potential purchasers, thus enticing developers to build their sites. However, there are some concerns that these measures could increase house prices resulting in a growing disparity between prices and household incomes. Guaranteeing lending and/or subsidising borrowing costs is not sustainable and risks a return to sub-prime lending – which created the banking crisis in the first place.

**Key Issues**

- Finding ways to unlock stalled sites
- Improving the ability to access housing in a way that is affordable and sustainable for residents
- Maintaining a supply of land availability for housing for when the market improves

## Empty Properties

It is anticipated that over 95% of the housing that will exist in 30 years time has already been built. Satisfying demand is therefore not just an issue of building more; we also have to make best use of what already exists.

According to the 2011 Census, 3,300 homes in the Borough were vacant. There are many reasons for this from properties in the process of being sold or let to those that have been vacant for many years because of legal issues or the high cost of repair. Whatever the cause, properties that are vacant for any length of time have to be tackled to remove the negative impact they have on individuals and communities. Some schemes, including the Council-led pilot project in Radcliffe, are in place to bring more houses back into occupation and further schemes are needed to maintain this momentum. Empty properties will represent a high risk issue for many years until the economic situation improves and confidence returns.

### ***Key Issues***

- Reducing the number of properties that are empty, or are at risk of becoming empty to maintain vibrant and attractive townships
- Encouragement for owners to maintain properties
- Exploring innovative solutions and external funding sources to reduce the number of empty properties and regenerate parts of the Borough

## Affordability

Finding affordable housing – to rent or buy – is a challenge for many households. House prices are high compared to local wage rates as earnings have remained static (or fallen) for many people in recent years.

Average cost for property purchases in the six townships (as at August 2011) is set out in the following table of entry level sales.

Property Type	Ramsbottom	Tottington	Bury	Radcliffe	Whitefield	Prestwich	Borough wide
1 bed flat	79,950*	105,000*	79,950	64,950	72,950	69,950	74,950
2 bed flat	80,000	130,000*	80,000	84,950	94,950	89,950	89,950
2 bed terrace	109,950	115,000	94,950	82,500	110,000	102,000	99,750
3 bed terrace	130,000	129,950	100,000	96,999	114,950	122,500	109,995
2 bed semi	124,950	109,950*	95,000	109,950	100,000	107,500	105,000
3 bed semi	144,950	139,950	134,000	132,000	134,950	137,500	134,950

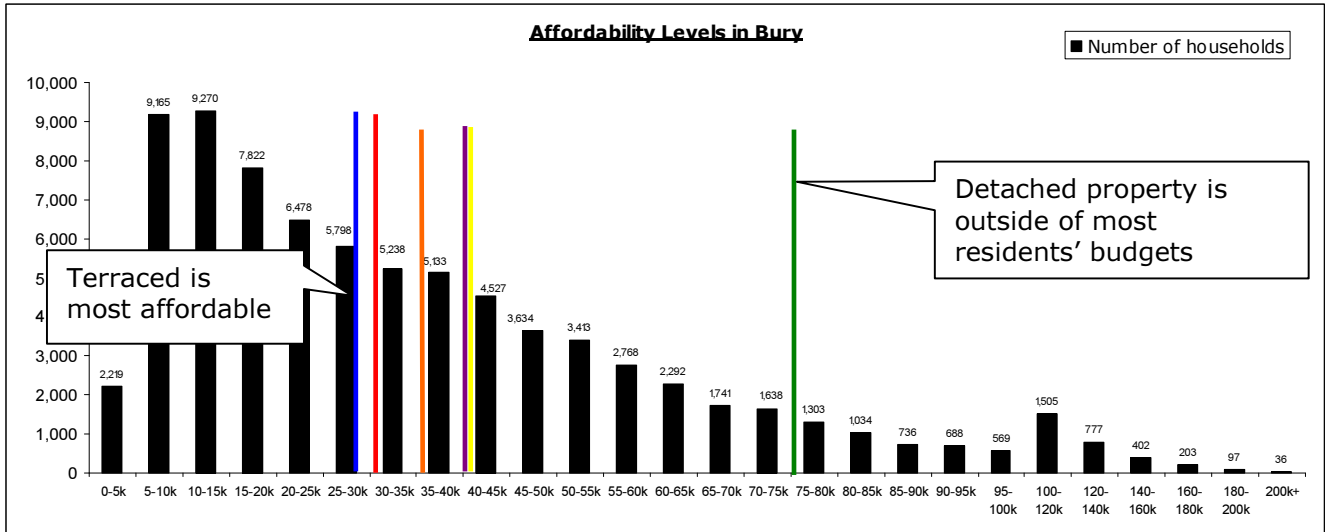
\* Low sample

Source: DCA House Price Survey August 2011

Based on CACI 2012 data, average gross income in the Borough is £28,045 although there are dramatic local variations from £20,678 in Moorside Ward to £33,764 in North Manor. In addition it is estimated that over 60% of households have less than £5,000 in savings.

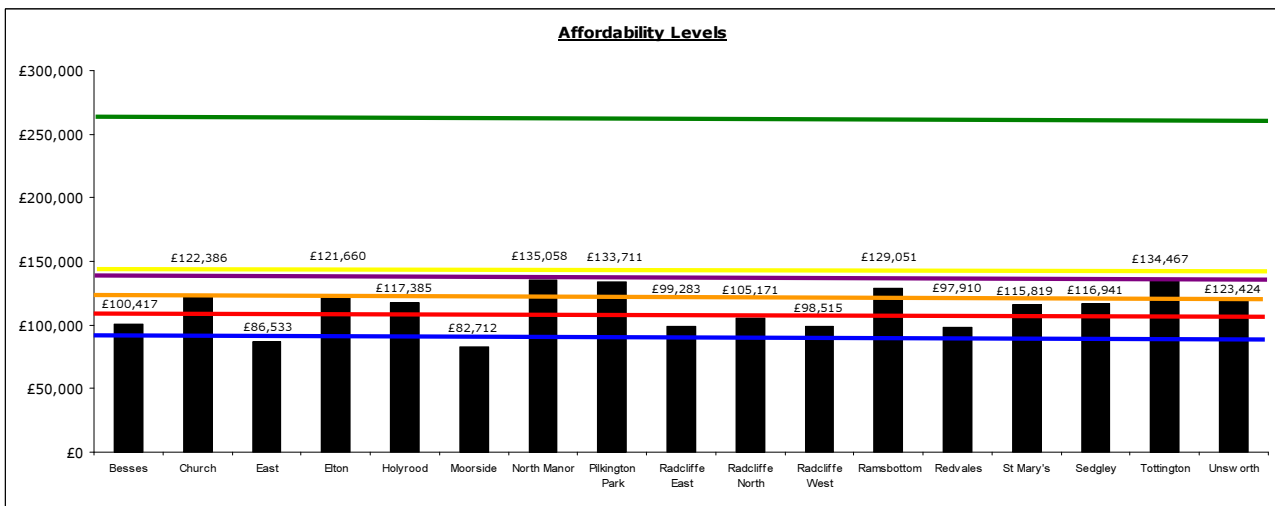
Low earnings coupled with mortgage lenders requiring deposits of up to 25% of the value of the property are pricing many residents out of the market. The data suggests that up to 52% of residents cannot afford to get on the property ladder and that most purchasers will be restricted to terraced property, flats or new build accommodation in that order.

Type of property	Average Price (Bury)	Household income needed to obtain a mortgage at 3.5 times wages	Deposit Required (15%)
Overall	£ 146,819	£ 41,948	£ 22,022
Terraced	£ 95,867	£ 27,391	£ 14,380
Flat	£ 106,806	£ 30,516	£ 16,020
New Build	£ 129,985	£ 37,139	£ 19,497
Semi-detached	£ 143,463	£ 40,989	£ 21,519
Detached	£ 264,661	£ 75,617	£ 39,699



Source: CACI 2012 and Land Registry

The pattern is replicated across the Borough indicating that most housing types in nearly all wards are unaffordable.



To help address this situation, the Council introduced a planning policy in 2004 where 25% of units on larger developments have to be made available at affordable levels. In most cases this means at a discounted sale price. Since 2004, 215 affordable units have been built although in recent years, the slow down in the market has resulted in fewer large schemes being built (and therefore fewer affordable housing units are becoming available).

Demand for these properties is high with 946 live applications as at December 2012. Around two thirds of applicants would prefer to buy although 50% would settle for rent / shared ownership properties. On balance most people are looking for smaller properties as demonstrated in the following table:



Size of property required	Numbers on the Affordable Housing waiting list (December 2012)
1 bed property	123
2 bed property	465
3 bed property	300
4 bed property	57
5 bed property	1

Source: Bury Council Affordable Housing Database

In terms of property type, houses remain the first choice for many. Some applicants will however consider more than one type which is reflected in the figures below:

Property Type Applied for	Numbers on the waiting list (December 2012)
House	854
Flat	382
Bungalow	239
Maisonnette	98

Source: Bury Council Affordable Housing Database

But it is not just those starting out on the property ladder that can have affordability issues. Repossessions are running at 271 per year. Where the lender is in agreement, the Council can intervene under the Mortgage Rescue Scheme – a process that has supported 33 eligible households to remain in their home since 2009.

Neither is affordability restricted to owner occupation. Private sector rent levels are also out of reach for many households in Bury and changes in Government policy to require 'affordable' rents (up to 80% of market rent) in all new public sector schemes as opposed to the more traditional 'social' rent (at around 60% of market rent) is pushing up the cost of social rented housing to households. With market rents being generally higher than the Local Housing Allowance, many low earners are effectively being priced out of the rental market (because the benefit levels are less than the cost of housing). For this reason, private rented property cannot be seen as a substitute for a reducing social housing stock.

This shift towards rented property comes at a time when welfare reform is seeking to cap housing costs and introduce measures which have the effect of penalising under-occupancy. As 87% of public rented stock (including Council housing) consists of one or

two bedroom houses, the impact of welfare reform in the Borough compared to other districts is to some extent mitigated – although this is no comfort to over 900 people affected by the introduction of the new rules. Efforts will be made to support those households, prioritising those that need to find more affordable accommodation as a result of changes in benefits. The Council will also support households in the future whose benefit position becomes altered as a result of a change in circumstances.

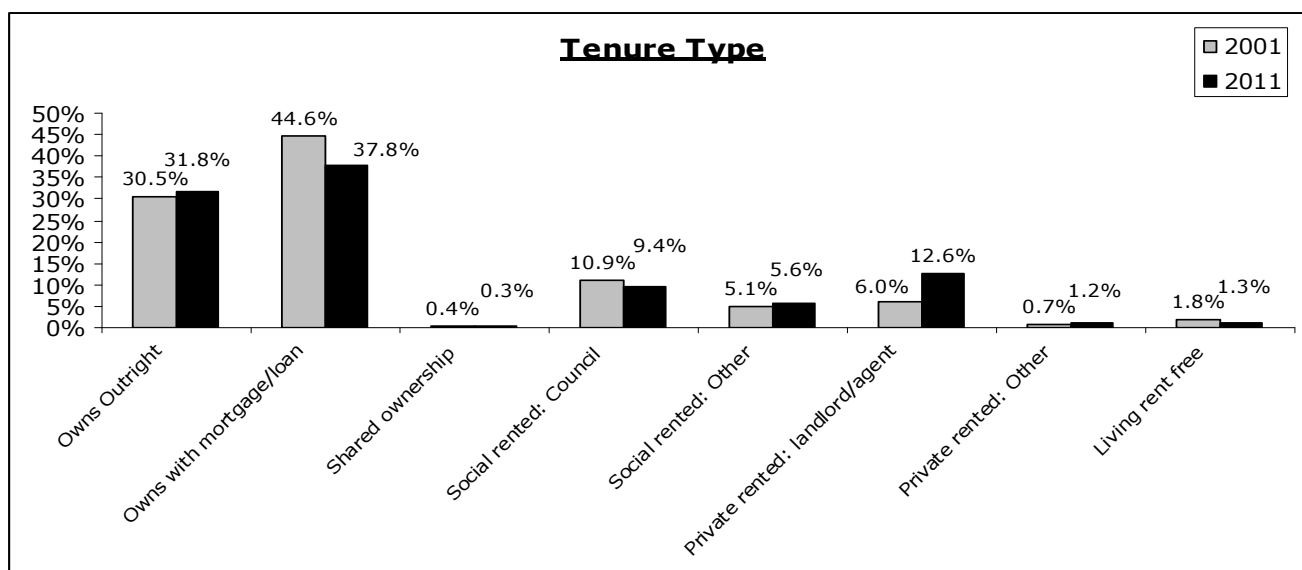
The inability of people to afford housing in the Borough risks creating a more transient population and an increase in the number of 'concealed' households – people that would otherwise live as separate households but because of mainly financial reasons are forced to live with family or friends. There is some evidence that it has become a reality for some young, single people who cannot afford to leave home but the scale of the problem, and the impact it will have on future housing needs (and property size), is unknown. The Housing Need and Demand Assessment 2011/12 recommended a 40/60 split between larger and smaller properties respectively on future developments but it is an area for further research.

### ***Key Issues***

- Working with developers to increase the number of affordable houses built
- Matching housing provision with household needs to avoid over crowding and under occupancy
- Research into the longer term implications of affordability on housing needs, house sizes and well being

### Tenure mix

Compared to other metropolitan areas, the Borough has a higher than average share of private sector ownership. Owner occupation remains the single most popular tenure type and whilst actual numbers are down on 2001, 91% of the estimated 4,500 households looking to move still aspire to purchase a property. The significant movement in tenure since 2001 has been in rented property with a 14% fall in Council housing over shadowed by a 100% increase in private rented accommodation. This growth reflects the mortgage situation although there are also indications that it is supporting younger households whose personal circumstances or employment patterns are more flexible.

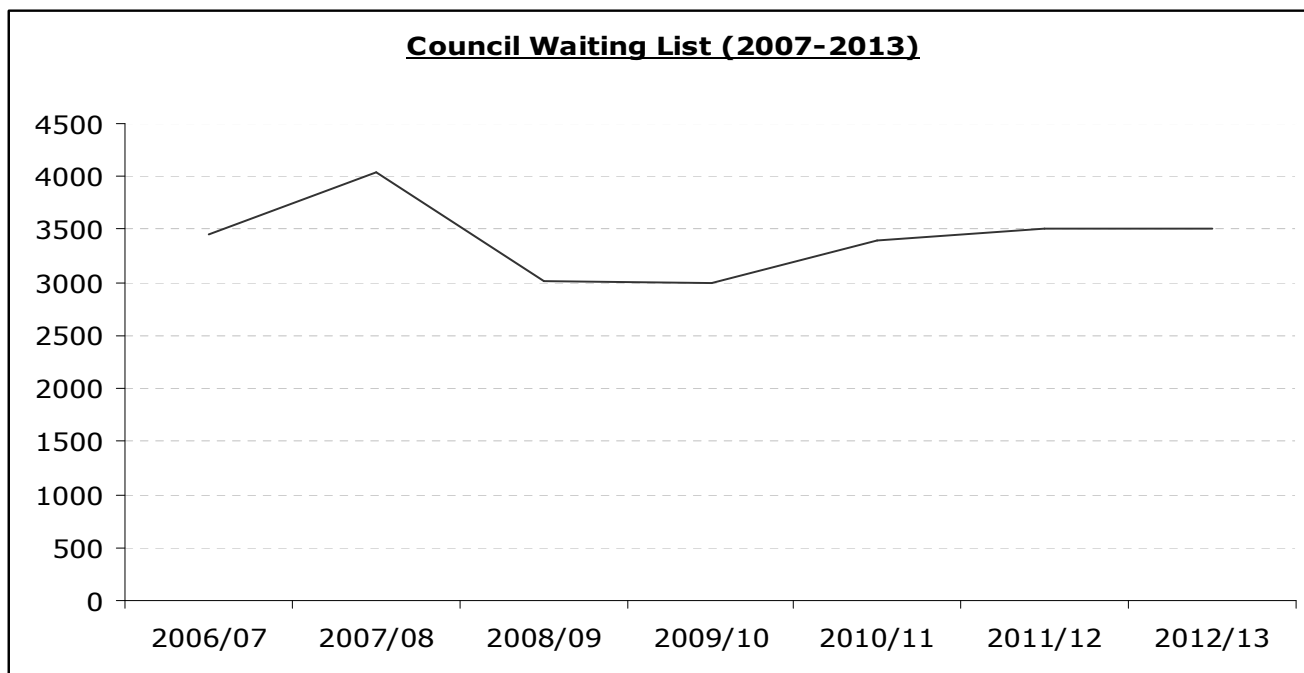


Source: ONS Census 2011

Overall, an increase in private rented property is a positive addition to the range of housing options although it also carries some risks. In addition to the affordability issue referred to earlier, tenancies in the private sector are less secure than social housing and this can result in a higher turnover of tenants. This lack of continuity coupled with downward pressure on rental income can tempt some landlords to scale back on repairs and other obligations. The Council will not tolerate breaches in housing regulations. We will work with landlords by providing advice and promoting good practice including accreditation but enforcement powers will be used as required to ensure tenants are treated correctly and that houses are maintained to the proper standards. We will also work with private sector landlords and bring forward initiatives which help ease the pressure on social housing and provide viable alternatives through the private rented sector. Additionally, we will seek to influence development of the sector where possible to help meet housing need and the Council’s wider economic objectives.

To create a better balance between affordability, flexibility and security, a wider range of products (e.g. shared ownership, low cost housing, self build opportunities, rent to buy, etc) needs to be developed. This segment of the market is under represented in the Borough at 0.3%, whereas a figure of between 1-2% (approximately 1,000 properties) would be more in keeping with the scale of affordable housing opportunities needed to reflect the different circumstances and needs of the population.

At just under 10% of tenure type, Council housing remains a popular choice and demand continues for this type of housing as evidenced in Council house waiting list figures:



These figures show a slight rise in recent years although overall numbers have remained fairly constant around 3,000 - 3,500. With only 800 properties let each year, people in the lower bands can expect to spend some time until obtaining an offer of a property although those in greatest need (Band 1) are housed relatively quickly spending an average 9 weeks on the waiting list.

The Allocation Policy approved by the Council in March 2013 recognised the need to focus scarce resources on those that need – rather than would like – the Council to help them with housing. As a result, the waiting list is expected to reduce in future years as most enquiries will be met with information and advice rather than offers to join the Council waiting list. Also to be determined is the amount of stock that the Council wants to hold. With increased Government efforts to promote a tenant’s Right to Buy, Council housing numbers are reducing and, unless replaced by new stock, there will come a point when it is no longer viable to operate as a separate entity. In the interests of tenants and the Council, the future holding has to be determined before the housing management contract is renewed in 2017.

## ***Key Issues***

- Maintaining the balance between ownership and renting
- Working with private landlords on meeting housing needs, rent levels and property standards
- Future size and organisation of the Council's housing stock

## **4.2 Suitability of Housing**

### Quality

Quantity of housing is not enough; residents also want quality. It is known that the condition of Council housing is generally good. All Council housing has met the 'Decency Standard' since December 2010 and an asset management strategy is in place to maintain that level and work towards a higher 'Bury Standard' as and when resources permit.

The picture in respect of the private sector and stock held by other registered social housing providers is less comprehensive. The last house condition survey indicated that about half the stock required some form of remedial action to address issues of disrepair, energy efficiency shortcomings or potential hazards (such as steep stairs, trip hazards, etc). As building regulations and modern expectations continue to change, the survey needs to be updated on a regular basis to ensure that efforts are targeted effectively.

## ***Key Issues***

- Maintaining decent standards of social housing
- Improving our intelligence of private sector housing
- Working with communities, housing providers and landlords to promote decent neighbourhoods
- Investigate opportunities to improve the quality of private sector housing through regeneration and partnership working

### Affordable Warmth

All authorities within Greater Manchester are committed to reducing carbon emissions. As housing is a major contributor to carbon levels through developing land, production of construction materials and heating methods, a number of projects have been initiated to

cut emissions and reduce costs. At national level, the major focus has been renewable energy and reducing dependence on fossil fuels. Locally, and across Greater Manchester, the approach has been to improve the energy efficiency of property. This has led to projects to raise awareness of measures (Toasty, AWARM), subsidised insulation for hard to treat properties through ECO (the Energy Companies Obligation) and 'Green Deal', whereby residents in suitable properties can access a loan to pay for energy efficiency measures which is then paid back through a levy on electricity bills.

Efficient heating improves the well-being of all residents. Apart from added comfort in cold weather, warm homes reduce the health risks associated with limiting long term conditions and safeguard other vulnerable people, especially the elderly, from the severe cold. Well insulated homes are also more cost effective by saving money on fuel bills.

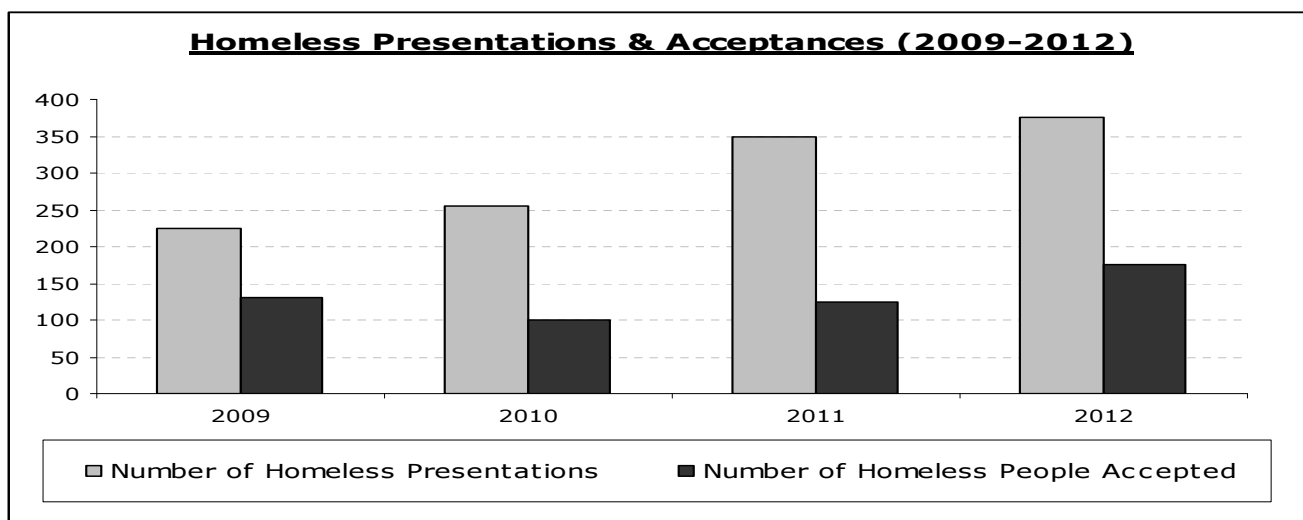
With energy prices rising, more people are at risk of falling into fuel poverty (whereby the cost of heating is in excess of 10% of household income). In addition to driving initiatives to improve the energy efficiency of the housing stock, the Council has become involved in energy switching schemes which help residents to access lower energy costs. Early indications have been positive with participating residents saving around £250 per annum on average retail prices but more needs to be done to focus efforts on lower income neighbourhoods and houses that are less energy efficient. This requires better knowledge, particularly around private sector house conditions, to enable such targeting to take place.

### ***Key Issues***

- Supporting measures that make homes more energy efficient
- Working with public health and other agencies to reduce the health effects of poor housing

### **4.3 Homelessness**

Homeless presentations have increased significantly in recent years. The number of cases being accepted is also showing signs of growth, reflecting the economic situation but also improvements in data recording.



People find themselves without accommodation for many reasons. Affordability, health problems and changes in personal circumstances all have a part to play although the single biggest cause of homelessness in the Borough is relationship breakdown with a number of these cases being accompanied by domestic violence.

The aspiration for the Borough is to end homelessness – primarily through prevention but, where it does occur, to provide a prompt, quality pathway back into housing. To this end, nobody is placed in bed and breakfast accommodation, hostel living has been replaced by community resettlement and cold weather provision offers rough sleepers a temporary, warm place to stay whilst establishing contact with a traditionally hard to reach group so that their health and housing needs can be assessed.

Priority at national and Greater Manchester level has been to tackle rough sleeping. The Council supports this approach although locally the issue is less about people on the streets (regular rough sleeper counts put this in low single figures) rather than people with no fixed abode. ‘Sofa surfing’ and staying with friends is perceived to be a bigger problem although the hidden nature of this activity makes it difficult to get an accurate picture.

With welfare reform and a growing housing shortage, different patterns of living are expected to develop as children stay at home with parents for longer and house sharing becomes more prevalent. Affordability remaining an issue for many years to come, the risk of overcrowding, falling property standards and increases in the number of relationship breakdowns, all add pressure to existing typical causes of homelessness.

The Homelessness Strategy will include further analysis of these issues and detail the actions to be taken around:

- § Preventing homelessness
- § Accommodating people who are homeless or who are at risk of homelessness
- § Providing a range of support for people to help them through homelessness
- § Avoiding rough sleeping
- § People with no priority need such as the young, single homeless
- § Developing relationships with partner agencies to provide this support
- § Expanding the range of housing options available to homeless applicants

### ***Key Issues***

- Supporting homeless people across the Borough in line with the Council's statutory duty
- Temporary accommodation to be of a good standard; no bed and breakfast
- Create options for all homeless people including those with no priority need
- Improving intelligence around homelessness and living patterns in Bury

## **4.4 Specialist housing**

A common theme running through this strategy is that no 'one size fits all'. Location, cost and size are primary considerations but individual needs can also play a major part in determining suitability. Demographic data highlights four specific client groups that will require some form of specialist housing:

### Older people

The resident population is ageing; as well as there being more people over the age of 65, these individuals are also living longer with significant growth anticipated in those aged over 80 in future years. In addition, the Housing Need and Demand Assessment 2011/12 predicts that more older people will be moving into the Borough to be closer to family, particularly as their care needs increase.



Age seldom comes alone and older people can face other factors such as frailty, long term health conditions and under occupation caused by children leaving the family home. Addressing these issues will take time, although some good work has already taken place. Between 2010 and 2013, more affordable housing units for older people have been built, sheltered accommodation has been upgraded and new schemes such as the Red Bank extra care facility have opened. These are helping to cater for older people's needs but more needs to be done to meet current and future demand particularly as dementia is expected to rise by 50% over the next 10-15 years.

The demographic challenges from this customer base and the actions required are set out in the Housing Strategy for Older People.

### People with disabilities/health issues

As medical science develops, more people with limiting long term conditions are looking to live independently. With nearly one in five people falling into this category, demand for accessible housing can be expected to increase. Traditionally the solution has been to adapt properties if possible but with many older properties lacking the space needed, alternative solutions will be required to meet growing demand. Areas to be explored include assisting people to relocate to more suitable properties, encouraging lifetime homes which are designed to be more flexible and commissioning affordable homes for people with disabilities.

Difficulty in accessing housing is not always about physical layout. Mental health issues, learning disabilities or substance misuse can give rise to problems around managing a tenancy, controlling finances or looking after the home. Settled accommodation for such individuals can only occur with support otherwise the risk of these individuals becoming homeless or institutionalised increases. Efforts are needed to improve co-ordination across health, housing and social care to deliver a more holistic service and reduce the human and financial cost of failure.

### Travelling communities

The Council has a specific responsibility to meet the accommodation needs of travelling communities and show people. Council provision is through a travellers' site (currently at Fernhill). Although the travelling community is small, the Council will continue to maintain a site and monitor future needs by participating in Greater Manchester-wide research.

## BME/faith groups

The Borough is becoming more diverse with sizeable Asian and Jewish communities in the east and south of the Borough respectively. Geographical and cultural preferences feature strongly within these communities and the Council needs to continue meeting with representative groups to understand these needs so that appropriate provision can be made in future housing plans.

### ***Key Issues***

- Increasing the housing stock suitable for older people
- Meeting the needs of people with disabilities
- Better co-ordination of health, housing and social care services
- Recognising the needs of all sectors of society

## **4.5 Decent Neighbourhoods**

The emphasis of this strategy is on housing needs and supply but property does not exist in a vacuum. Quality housing is inter-dependent on the quality of the neighbourhood and surrounding environment.

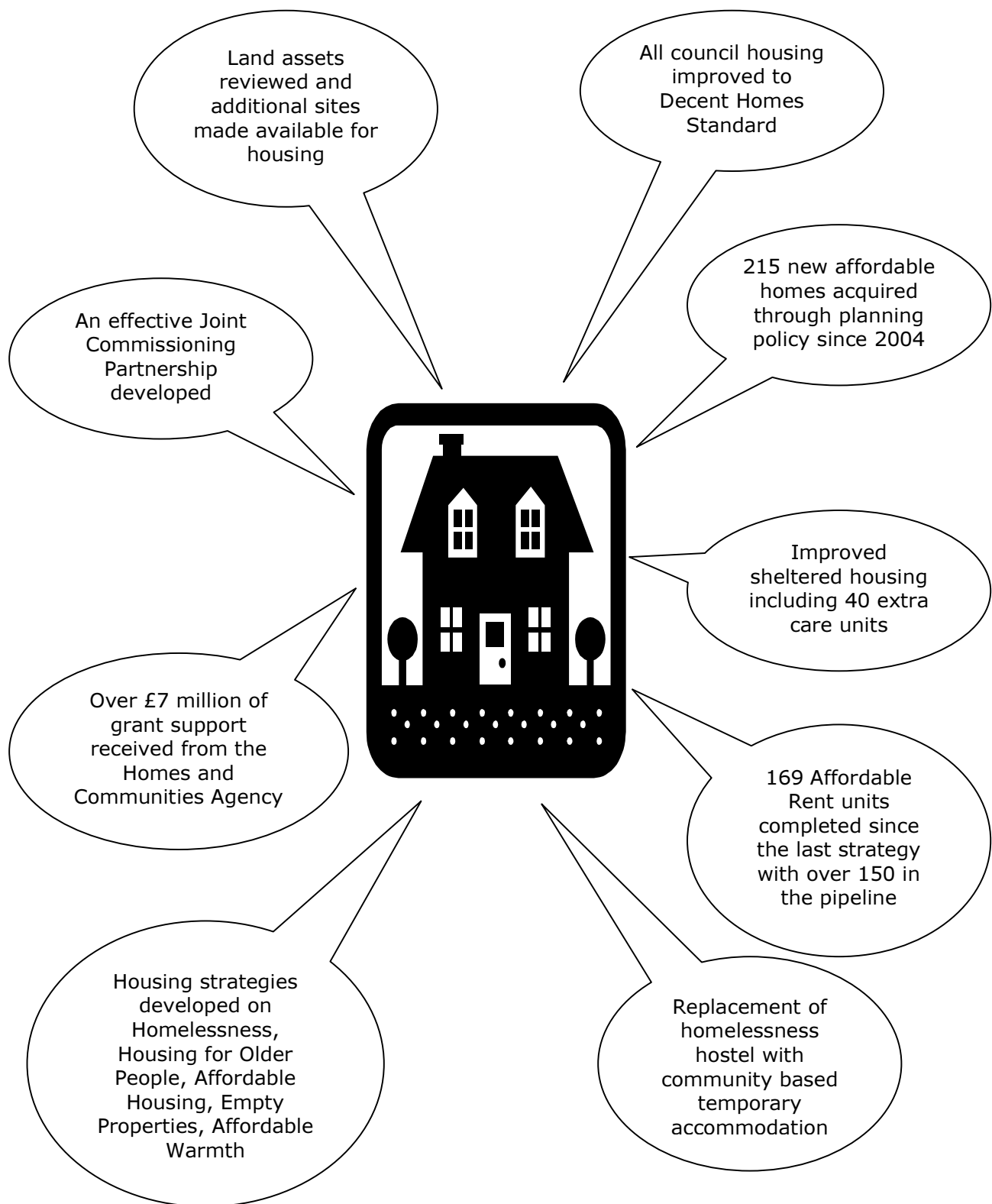
The Council will seek to protect the environment by using regulatory powers provided by planning and public health legislation as appropriate. It will also tackle contraventions and illegal/undesirable activity across the Borough within available resources.

More direct action will be taken in respect of Council housing. The asset management plan for Six Town Housing will contain environmental improvements so that all Council estates become desirable places to live. Better use will be made of local lettings policies to promote community cohesion. Action will also be taken to reduce the impact of problem tenants with the tenancy agreement in particular addressing issues around anti social behaviour. 'Troubled families' and 'Family Intervention Tenancy' initiatives will also be considered as a means of maintaining tenancy standards, promoting well being and obtaining a better use of resources.

***Key Issues***

- Paying attention to the environment
- Improving the quality of council estates
- Addressing anti social behaviour and other activities that are detrimental to a decent neighbourhood

### 4.6 Achievements



## 5.0 HOUSING CHALLENGES AND PRIORITIES

The last few years have been particularly successful in terms of our strategic response to the development and provision of housing in response to local needs. This has seen the delivery of the previous Housing Strategy and the introduction of a number of new and exciting initiatives.

The current strategy must build on these achievements whilst recognising the trends identified in previous sections, the financial situation and demographic challenges ahead. The key issues that have emerged have been evaluated and translated into 5 priority objectives that will place Bury in a strong position to respond to the housing needs of the Borough:

### **Objective 1: Delivering a sufficient and suitable supply of housing in the Borough**

The Housing Need & Demand Assessment 2011/12 demonstrated the need for additional housing in the Borough across all tenure types. Implicit within the aim to deliver 400 new homes (net) per annum, is a requirement to ensure the right type of housing is built in the right locations. There is a gap in the market for properties with fewer bedrooms but there is still demand for traditional family accommodation and larger properties in specific areas to meet the needs of ethnic and faith communities. Anticipating future demographic needs, household formations and preferred living styles will go a long way to improving the quality of the housing offer in the Borough.

The policy framework is already aligned with Planning Policy and the Housing Strategy has shared priorities and targets. Work is now required, in partnership with housing providers, to translate these plans into actions. How we use resources is a key factor to making this happen. Capacity and funding will be at a premium and we need to ensure that efforts are applied to projects that deliver the required outcomes at best value. This means engaging in projects that produce a return on investment, take the form of 'invest to save' or generate a pre-defined level of social value to the Borough.

Maintaining a balanced market will be a prime consideration. Whilst owner occupation should remain the predominant form of tenure, we will support initiatives that offer residents a choice of accommodation (including properties for rent) providing such schemes meet the Government's suitability criteria and create decent homes that are affordable to

local residents. It is only through enabling different forms of provision and tenure types that we are likely to close the gaps that are emerging in terms of house size and affordability.

### **Objective 2: Affordability**

Providing sufficient housing that people can afford – and keep – represents a major challenge. It is essential that the Council continues in its role as ‘enabler’ to respond to future demand particularly as the Housing Need & Demand Assessment 2011/12 highlighted the need for 2,414 affordable housing units over the next 3 years.

This increasing demand also needs to be set in the context of the current economic and housing climate. The potential for a reduced social housing stock due to increased incentives to tenants to exercise their Right to Buy; increased numbers of applicants for social housing due to reducing accessibility of home ownership and increasingly volatile job markets; and stalling of many housing developments offering affordable home ownership have increased pressure on social housing waiting lists.

As a Borough, Bury has been successful in attracting external funding to develop sites for affordable rent. However, with tightening Government budgets, grants available to support these schemes are uncertain. The Council therefore needs to work up a range of initiatives with housing providers to extend the range of products on offer to residents and be able to take advantage of opportunities that may be presented. How this may be achieved – and how the Council could better use existing assets and regulatory powers will be explored through other strategies and initiatives including, an updated Affordable Housing Strategy.

### **Objective 3: Fewer empty properties**

Empty properties blight neighbourhoods. The actual costs of the environmental damage, anti-social behaviour and security are high whilst the emotional cost and negative impact on the appearance of those communities is even higher.

Creating decent neighbourhoods and regenerating areas is essential to underpinning the Borough’s future and economic prospects. It is therefore essential to build on previous successes in obtaining funding to address the problem. It is equally important to work with owners and landlords to reinforce their personal responsibility to maintain property

(education) and focus state intervention (enabling or enforcement) where there is no other option. Non-occupation will be monitored across the townships and the intelligence used to target interventions where there is the greatest economic or social return. Further details will be set out in an updated Empty Property Strategy.

### **Objective 4: Good quality accommodation**

A prosperous, sustainable Borough is one where people want to live and decent housing is one of the main criteria. It is essential that the Council maximises the available Housing Revenue Account (HRA) Headroom in order to pump prime the development and improvement of housing to meet these needs. The majority of houses in the Borough fall into the category of meeting decency but there is a large minority which have issues because of their design and/or age. The biggest concern is energy efficiency where the level of heat loss in those properties puts many of our residents into fuel poverty and places the health of our population at risk.

To address this issue – and contribute to Greater Manchester’s commitment to becoming a low carbon economy – we will support energy efficiency and cost reduction initiatives such as Green Deal and energy switching which benefit our residents. Further details will be laid out in our Affordable Warmth Strategy.

We will also improve our intelligence on property, particularly within the private sector, to understand where the greater problems lie so that we can improve the targeting of effort and resources. This includes the private rented sector where we will encourage Landlord Accreditation to promote better standards and work to promote such properties to our residents. We will also take action against those landlords that wilfully fall below what is acceptable and seek to exploit their tenants.

Council housing met the Decent Homes Standard on time by 31 December 2010 and Six Town Housing (the Council’s Arms Length Management Organisation) is charged with maintaining that standard. Through Six Town Housing’s Business Plan / Annual Delivery Plan, the Council will look to extend the standard to the wider environment so that tenants are able to live in decent neighbourhoods as well as decent homes.

The demographic patterns are increasing demand for specialised properties whether due to age, health or family circumstances and these trends are set to continue. Responding to these changes will take time although the issues are already here. Accordingly, the Council will have to adopt a range of solutions which will include some new build, some conversion of existing properties and better matching of properties to need. Identifying adapted properties across the Borough is essential so that customers can be redirected where appropriate rather than committing scarce resources to adaptation works that could be avoided.

### **Objective 5: Partnership development**

This strategy can not be delivered by the Council alone. Experience shows that success depends on organisations in the public and private sector coming together to pool expertise, commitment and resources. With national and local budgets under increasing pressure, it is essential that like-minded partners continue to work together to provide the collective benefits.

In 2013, the Council has refreshed its Housing Joint Commissioning Partnership, providing the opportunity for organisations to demonstrate their support for the Borough. It is important that the successes of previous years are built on, but also that new ideas are identified and supported by members of the new partnership.

In 2017, the Council's Housing Management Contract is due for renewal. This provides an opportunity to review operating and structural arrangements for the management and maintenance of around 8000 social houses. There will a number of options available:

- Inviting bids for a single Arms Length Organisation operating to the same or similar contract conditions
- Bring the function back into the Council
- Voluntary transfer of the function to a Housing Association out of Council control
- Fragmentation – breaking the stock into segments to allow bids from communities to self manage their estates or neighbourhoods as Housing Associations or Tenant Management Organisations

For affordability reasons, there is a need for social housing. The issue is whether the stock should be retained under the direct control of the Council. There are advantages. By



retaining a housing stock the Council influences key aspects of housing management including rent levels, allocation policy and repairs strategy. With that comes day to day responsibility for tenant liaison, scheduling repairs and operating within a finite budget which may be inadequate to achieve everything that is needed or expected by tenants.

Retaining the housing stock also carries with it the risk of Right to Buy. Whilst the Council is committed to owner occupation and a vibrant private sector market, reducing the social housing stock is not in the long term interests of the Borough. Sizeable discounts coupled with the costs of new build are insufficient to replace properties sold on a one for one basis. A key consideration for the next contract therefore will be the numbers of properties needed to sustain an independent Council housing stock, the likelihood of maintaining that level of stock and options/ability/resources available to add more properties to the stock should it be required.

## **6.0 MAKING IT HAPPEN – MAXIMISING OUR RESOURCES**

Delivering the strategy cannot be achieved by any one single agency; a partnership approach is required involving all sectors of the community if the Borough is to get the housing it needs.

The local authority has an important role in enabling and driving delivery. Excellent relations have been maintained with private developers, registered housing providers and lending institutions to build confidence in the housing market. To date, interest in the Borough has remained comparatively high with housing associations investing in projects to deliver over 180 affordable housing units by 2017, few private developments stalling and finance being available for people wishing to access affordable housing options. Having planning permission for over 3,000 housing units already approved and in the system, the Borough is well placed to benefit when market conditions improve. Maintaining and developing these partnerships are critical to future success. The Council needs to continue its work with this range of partners to actively seek development and related funding opportunities. Working flexibly and strategically will place the Council and these organisations in strong positions to respond more effectively and flexibly to any opportunities that arise, rather than being in a continually reactive situation.

The Council will also review the use of land and property to support the development of housing and employment within the Borough. Under-utilised assets, and land that is surplus to requirements, will be released and opportunities sought to put the resources to a more productive use.

New build alone however is not the answer. A balance has to be struck between the new and the old. Some funding for existing homes maybe available through the Homes and Communities Agency and bids will be made where there is a business case to secure this investment. Occasionally, Council priorities will not reflect national funding criteria and, in these cases, alternative approaches will be required. Some outcomes can be achieved through the use of legislative powers (such as section 106 arrangements) or by using the Council's influence to enable projects to go ahead. Others may be facilitated at an opportunity cost (through use of land or in kind support from staff) whilst others such as bringing empty properties back into use, improving the quality of accommodation or mitigating the impact of welfare reform will require the application of money.

The Council continues to make a significant financial commitment to the provision of housing services in the Borough with around £12 million per annum being channelled into Six Town Housing to manage the Council's housing stock. Through the Management Agreement and delivery mechanisms post 2017, the Council will seek to maximise its return on this investment to improve the suitability and sufficiency of social housing to develop better neighbourhoods where people want to live.

There are a range of resources available to support delivery of the Housing Strategy as follows:

- The existing Council Capital Programme, e.g. Disabled Facilities Grants (DFGs)
- Existing Housing Public Sector Capital Programme - currently based upon historic "Major Repairs Allowance" (MRA) levels and Disabled Facilities Adaptations (DFAs).
- Identification of any available resources / headroom within the HRA business plan
- Prudential Borrowing – by the Council
- Borrowing by Six Town Housing Limited
- External Funding Opportunities – e.g. Homes & Communities Agency (HCA)
- Partnership Working – e.g. engaging with other housing providers in the Borough

For all options it is essential that a full and robust business case is developed, taking full account of the following:

- Revenue and Capital costs of any proposal (including any loan charges)
- Financial benefits to the Council, the Housing Revenue Account and Six Town Housing Limited e.g. rental income
- Secondary benefits to the Council, e.g. management of demand for Adult Care packages, additional Council Tax etc.
- Contribution to achieving the goals of the Housing Strategy
- Benefits derived for tenants and residents of the Borough
- Local political priorities
- Contribution to the Council's Corporate Plan

Funding arrangements for individual proposals will be tailored in light of the above.

It is also essential that any proposals are developed within existing governance arrangements, notably the Council's Treasury Management Strategy and the Prudential Indicators that underpin it.

A similar strategy is to be developed for Six Town Housing Limited outlining operational limits for external debt and other key treasury indicators.

Likewise all proposals must be approved in line with the Council Constitution; e.g. Cabinet, Council etc as appropriate.

**7.10 ACTION PLAN**

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**ANALYSIS OF**

**DRAFT HOUSING STRATEGY**

**CONSULTATION**

## **INTRODUCTION**

Following Cabinet approval on the 18th September 2013, extensive consultation on the draft Housing Strategy 2014-2024 was commenced using a variety of methods to maximise opportunities for response.

Questions were asked in relation to:

- whether respondents supported our five key housing priorities (delivering a sufficient and suitable supply of housing in the Borough, affordability, fewer empty properties, good quality accommodation and partnership development);
- what respondents felt we needed to do to deliver these priorities;
- what respondents felt was the most important priority;
- whether the strategy was easy to read;
- whether respondents understood what the strategy was trying to achieve; and
- whether there was anything else the strategy needed to consider.

The results from an on-line survey, interactive voting sessions and discussions from the four workshop events based on these key questions are combined and summarised below.

In total **88** responses were received on the draft Housing Strategy, with people from a range of backgrounds and representing different sectors of the housing market expressing their views.

## **ANALYSIS OF THE RESPONSES**

People responding to the consultation were asked to state which of the five priorities identified in the draft strategy they felt were the most important. Both methods of consultation produced similar results with the top three priorities stated as:

1. Delivering a sufficient and suitable supply of housing
2. Affordability
3. Good Quality Accommodation

Respondents were also asked what was required to deliver against each of the priorities and these are listed below:

### **1. Delivering a sufficient and suitable supply of housing in the Borough:**

- The importance creating mixed tenure developments.
- A need for the Council to help to identify land for development.
- Choice of housing for older people.
- Potential issue with availability of finance preventing the delivery of enough homes in the Borough.
- Need a range of housing to meet the needs of all customers.
- Need for 1-bedroom properties.
- Need for larger, 3- and 4-bedroom properties.
- Need should be met through refurbishment of existing properties, not all new development.
- Importance of protecting the Green Belt and developing on Brownfield sites, particularly those with existing planning permissions.
- Occupants should be held more accountable for their homes.



## **2. Affordability:**

- Concerns about the costs of private renting.
- Costs of renting all types of accommodation felt to be high / difficult to meet, especially with benefit changes.
- The problems people are facing with increasing fuel poverty and living costs, and the impact this can have on ability to pay rent.
- Importance of affordable housing in the Borough.
- The importance of making people aware of the different affordable housing options, such as discounted outright sale and shared ownership.
- The need to avoid excluding some people by having too restrictive local lettings policies.
- Need to ensure a range of tenures are available, including home ownership, rent to buy, and renting.
- Need to balance affordable housing requirements with development costs if housing schemes are to be delivered.

## **3. Empty Properties:**

- Need to increase Council Tax on empty properties.
- Explore incentives or support to help owners bring empties back into use.
- Need to take action where properties are left empty.
- Need to protect communities from anti social behaviour caused by empties.
- Action needs to be taken against rogue landlords. Need action to regulate against subletting.
- Need to promote positive initiatives, such as the Landlord Accreditation Scheme.
- Work with landlords / owners of empty properties.
- Focus on bringing empties back into use rather than building new housing.

## **4. Good Quality Accommodation:**

- Concerns about standards of accommodation in the private rented sector.
- Concerns that standards in parts of the private rented sector are tolerated in the Borough because people really want to live here.
- Council needs to work collaboratively with private landlords to raise standards; otherwise there is a need to take enforcement action.
- More rigorous inspection of the private rented sector proposed.
- Negative impact on estates from poorly maintained former 'Right to Buy' properties.
- Need incentives, such as Green Deal, to address fuel poverty and its associated negative effects.
- Need to use quality to positively affect health of residents.
- Promote quality accommodation provided by Registered Providers.

## **5. Partnership Development:**

- Partnership working is important to improve standards and the environment.
- Build on existing successful partnerships.
- Develop partnerships with developers.
- More involvement for tenants.
- More partnership working to support cross border moves.

## **Additional Priorities**

While the majority of respondents stated that they supported the five priorities, workshops attendees were asked to identify any other issues or priorities which had not been covered in earlier discussions. Observations made included:

- Excellent strategy, but needs resources to deliver.
- Need to consider a range of options to maximise resources available to the Borough.
- Need effective communication with tenants.
- Support needed to prevent homelessness.

## **Further Comments**

Analysis showed that there was a good representation from a range of stakeholder groups, therefore demonstrating that the intended audience for the consultation had been reached.

Encouragingly the majority of respondents stated that the draft strategy was easy to read and that they understood what the strategy was trying to do.

## **PRESENTATION TO OVERVIEW AND SCRUTINY COMMITTEE**

The draft Housing Strategy and Action Plan, together with the analysis of the consultation responses received to date, were presented to Overview and Scrutiny Committee on 14 January 2014 as the concluding part of the consultation process. The Committee was supportive of the priorities of the Strategy and the Action Plan.

The key issues discussed by the Committee were:

- The importance of bring empty properties back into use as this can enhance the quality of the local environment and reduce any negative impact on the local area.
- To work with developers to ensure that new housing closely matches the needs of the Borough.
- To work with private landlords to increase the quality of rented accommodation and take action against poor quality properties.
- The importance of affordable housing in the Borough.
- The importance of the housing market in supporting the development of a strong local economy.
- To be mindful of the needs of different customer groups in the Borough, to avoid people feeling excluded.

The Committee has asked for an update on progress against the Action Plan to be presented to them in twelve months time.

## **CONCLUSIONS**

The majority of respondents to the consultation were supportive of the priorities contained in the draft Housing Strategy, giving encouragement to further progress our draft proposals.

While the number of people taking the opportunity to comment on the draft Housing Strategy was quite low, good discussions took place at all the events, with a wide range of different people from developers, councillors, staff and residents providing useful input into the discussions.



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## Equality Analysis Form

The following questions will document the effect of your service or proposed policy, procedure, working practice, strategy or decision (hereafter referred to as 'policy') on equality, and demonstrate that you have paid due regard to the Public Sector Equality Duty.

### 1. RESPONSIBILITY

<b>Department</b>	Adult Care Services	
<b>Service</b>	Performance & Housing Strategy	
<b>Proposed policy</b>	Housing Strategy 2014-24	
<b>Date</b>	31 <sup>st</sup> January 2014	
<b>Officer responsible for the 'policy' and for completing the equality analysis</b>	<b>Name</b>	Marcus Connor
	<b>Post Title</b>	Head of Performance & Housing Strategy
	<b>Contact Number</b>	0161 253 6252
	<b>Signature</b>	
	<b>Date</b>	31 <sup>st</sup> January 2014
<b>Equality officer consulted</b>	<b>Name</b>	Mary Wood
	<b>Post Title</b>	Principal Officer – Equalities
	<b>Contact Number</b>	0161 253 6795
	<b>Signature</b>	 01/2014
	<b>Date</b>	31 <sup>st</sup> January 2014

### 2. AIMS

<b>What is the purpose of the policy/service and what is it intended to achieve?</b>	<p>The Housing Strategy 2014-24 is intended to provide direction to organisations working in the Borough on housing priorities for the next ten years. This document has been subject to extensive public and stakeholder consultation, and has been presented to Overview and Scrutiny Committee on 14<sup>th</sup> January 2014.</p> <p>It will help focus where all resources available will need to be used, maximising the benefits to customers and the Council.</p> <p>The Strategy covers the provision of all housing types, sizes and tenures in the Borough. As such, it is an important tool for a number of Council service areas, such as Planning, Urban Renewal and Assessment and Care Management, to support their policies and decision-making processes.</p>
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	<p>The Strategy looks at delivering against five key objectives: Delivering a sufficient and suitable supply of housing in the Borough; Affordability; Fewer Empty Properties; Good Quality Accommodation; and Partnership Development.</p>
<p><b>Who are the main stakeholders?</b></p>	<p>Residents of the Borough          Tenants in the Borough          Elected Members          Strategic Housing Planning          Adult Care Services          Legal Services          Joint Commissioning Partnership          Housing Association Liaison Group          Registered Providers          Private Developers          Department of Communities &amp; Local Government          Homes and Communities Agency          Service Users          Overview and Scrutiny Committee</p>

### 3. ESTABLISHING RELEVANCE TO EQUALITY

**3a. Using the drop down lists below, please advise whether the policy/service has either a positive or negative effect on any groups of people with protected equality characteristics. If you answer yes to any question, please also explain why and how that group of people will be affected.**

Protected equality characteristic	Positive effect (Yes/No)	Negative effect (Yes/No)	Explanation
Race	Yes	No	The Strategy will seek to provide housing options to meet specific housing needs. This will include looking at the size, design and location of housing to meet the needs of different BAME groups.
Disability	Yes	No	The Strategy will seek to provide housing options to meet specific needs, by looking at supporting the provision of housing that is both adapted and adaptable, allowing people to remain in their homes and be independent as long as possible.
Gender	No	No	
Gender reassignment	No	No	
Age	Yes	No	The Strategy will consider the need to provide specific housing to meet both older and younger persons' needs, such as through associated minor strategies like those dealing with young people (currently in production) and the Housing Strategy for Older People (HSOP) The HSOP aims to keep people living independently and in their own homes longer, and provide a range of housing options which meet current expectations and future needs.
Sexual orientation	No	No	
Religion or belief	Yes	No	In particular, the needs of the Muslim and Jewish communities in the Borough will be addressed, for example through appropriate design, size and location of housing.

Caring responsibilities	Yes	No	The Strategy will seek to provide housing options to meet specific housing needs, by giving direction on housing matters to any strategies looking at meeting the needs of carers.
Pregnancy or maternity	No	No	
Marriage or civil partnership	No	No	



**3b. Using the drop down lists below, please advise whether or not our policy/service has relevance to the Public Sector Equality Duty. If you answer yes to any question, please explain why.**

General Public Sector Equality Duties	Relevance (Yes/No)	Reason for the relevance
Need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010	No	
Need to advance equality of opportunity between people who share a protected characteristic and those who do not (eg. by removing or minimising disadvantages or meeting needs)	Yes	The Strategy will seek to meet the specific housing needs of customers from the identified equality characteristics, thus, avoiding them from being excluded from accessing housing due to the design or accessibility.
Need to foster good relations between people who share a protected characteristic and those who do not (eg. by tackling prejudice or promoting understanding)	Yes	Some of the initiatives contained in the Strategy will help to promote good relations. For example, sheltered / extra care housing schemes will seek to become an integral part of the community by making services they provide more widely available and encouraging relationships with the local community.

**If you answered 'YES' to any of the questions in 3a and 3b**

**Go straight to Question 4**

**If you answered 'NO' to all of the questions in 3a and 3b**

**Go to Question 3c and do not answer questions 4-6**

**3c. If you have answered 'No' to all the questions in 3a and 3b please explain why you feel that your policy/service has no relevance to equality.**

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#### 4. EQUALITY INFORMATION AND ENGAGEMENT

**4a.** For a service plan, please list what equality information you currently have available, **OR** for a new/changed policy or practice please list what equality information you considered and engagement you have carried out in relation to it.

Please provide a link if the information is published on the web and advise when it was last updated?

(NB. Equality information can be both qualitative and quantitative. It includes knowledge of service users, satisfaction rates, compliments and complaints, the results of surveys or other engagement activities and should be broken down by equality characteristics where relevant.)

Details of the equality information or engagement	Internet link if published	Date last updated
<a href="#">Housing Need &amp; Demand Assessment 2011/12</a>	<a href="http://www.bury.gov.uk/CHttpHandler.ashx?id=9830&amp;p=0">http://www.bury.gov.uk/CHttpHandler.ashx?id=9830&amp;p=0</a>	
<a href="#">Strategic Housing Land Available Assessment</a>	<a href="http://www.bury.gov.uk/index.aspx?articleid=4451">http://www.bury.gov.uk/index.aspx?articleid=4451</a>	
<a href="#">Housing Waiting List</a>		
<a href="#">Affordable Housing Waiting List</a>		
<a href="#">Private Sector Stock Condition Survey</a>		
<a href="#">National Housing Strategy</a>	<a href="https://www.gov.uk/government/publications/laying-the-foundations-a-housing-strategy-for-england--2">https://www.gov.uk/government/publications/laying-the-foundations-a-housing-strategy-for-england--2</a>	
<a href="#">CACI data</a>		
<a href="#">Census 2011 data</a>		
<a href="#">Housing Strategy for Older People</a>	<a href="http://www.bury.gov.uk/CHttpHandler.ashx?id=5333&amp;p=0">http://www.bury.gov.uk/CHttpHandler.ashx?id=5333&amp;p=0</a>	
<a href="#">Affordable Housing Strategy</a>	<a href="http://www.bury.gov.uk/CHttpHandler.ashx?id=8795&amp;p=0">http://www.bury.gov.uk/CHttpHandler.ashx?id=8795&amp;p=0</a>	
<a href="#">Homelessness Strategy</a>	<a href="http://www.bury.gov.uk/CHttpHandler.ashx?id=7706&amp;p=0">http://www.bury.gov.uk/CHttpHandler.ashx?id=7706&amp;p=0</a>	
<a href="#">Analysis of the responses to the consultation held in October and November 2013</a>		

**4b.** Are there any information gaps, and if so how do you plan to tackle them?

Identified within the Strategy.

**5. CONCLUSIONS OF THE EQUALITY ANALYSIS**

<b>What will the likely overall effect of your policy/service plan be on equality?</b>	The Strategy will help to ensure equality of access to housing for all customers. It will look to ensure that there is a balance of housing provision in the Borough to meet the needs of all residents. It recognises the specific housing needs of a number of customer groups, including BAME, older people and people with disabilities.
<b>If you identified any negative effects (see questions 3a) or discrimination what measures have you put in place to remove or mitigate them?</b>	Not applicable.
<b>Have you identified any further ways that you can advance equality of opportunity and/or foster good relations? If so, please give details.</b>	Schemes, such as the extra care facility at Redbank, have become integral to the community, with the services offered there, such as the bistro and hairdressers, available to the wider community. This model can be rolled out where communal facilities exist.
<b>What steps do you intend to take now in respect of the implementation of your policy/service plan?</b>	This strategy has been subject to an extensive consultation programme with stakeholders during October and November 2013. The comments received have been analysed and are contained in a separate report. These results generally support the original recommendations of the draft Housing Strategy, however, where appropriate amendments have been incorporated into the document. The comments received have also influenced the content of the new accompanying Action Plan. These documents have been presented and discussed at Overview and Scrutiny Committee. Subject to Cabinet approval the new Housing Strategy and Action Plan can be implemented.

## 6. MONITORING AND REVIEW

**If you intend to proceed with your policy/service plan, please detail what monitoring arrangements (if appropriate) you will put in place to monitor the ongoing effects. Please also state when the policy/service plan will be reviewed.**

Delivery against the Strategy and Action Plan will be monitored by Housing Operations Board on a regular basis, with exception reporting of areas of concern or significant achievements being presented to Housing Strategy Programme Board as necessary.

**COPIES OF THIS EQUALITY ANALYSIS FORM SHOULD BE ATTACHED TO ANY REPORTS/SERVICE PLANS AND ALSO SENT TO THE EQUALITY INBOX ([equality@bury.gov.uk](mailto:equality@bury.gov.uk)) FOR PUBLICATION.**

<b>REPORT FOR DECISION</b>
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<b>DECISION MAKER:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>9 APRIL 2014</b>
<b>SUBJECT:</b>	<b>DOMESTIC VIOLENCE AND ABUSE (DVA)</b>
<b>REPORT FROM:</b>	<b>COUNCILLOR S. WALMSLEY CABINET MEMBER (COMMUNITIES AND COMMUNITY SAFETY)</b>
<b>CONTACT OFFICER:</b>	<b>DAVID FOWLER Assistant Director, Localities JARIA HUSSAIN LA LA (Domestic Violence Co-ordinator)</b>
<b>TYPE OF DECISION:</b>	<b>NON KEY DECISION</b>
<b>FREEDOM OF INFORMATION/STATUS :</b>	<b>This paper is within the public domain</b>
<b>SUMMARY:</b>	This report provides an overview of domestic violence and abuse (DVA) services in Bury. It highlights the devastating impact domestic abuse has on individuals and families and identifies some of the key opportunities and challenges for the Council and partner agencies.
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	Cabinet are asked to note the progress made in relation to tackling DVA in Bury and the work being done to enhance services to victims.
<b>IMPLICATIONS:</b>	
<b>Corporate Framework:</b>	<b>Aims/Policy</b> Do the proposals accord with the Policy Framework? Yes
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	Activities to address domestic violence and abuse are funded from within existing resources.  The short term nature of funding presents challenges, however the Council is working with partners through the Community Safety Partnership to explore future funding opportunities; in particular how community safety priorities can be reflected within mainstream funding budgets.
<b>Statement by Executive Director of Resources:</b>	There are no wider resource implications
<b>Equality/Diversity implications:</b>	Yes DVA affects every community in Bury

	regardless of race, religion, age or sexuality. The majority of victims are women but victims can also be men. Bury's 'Domestic Violence and Abuse Strategy' is being reviewed; a full equality analysis will be carried out as part of this review.
<b>Considered by Monitoring Officer:</b>	Yes JH
<b>Wards Affected:</b>	ALL
<b>Scrutiny Interest:</b>	

**TRACKING/PROCESS**

**DIRECTOR:** Executive Director, Communities and Neighbourhoods

Chief Strategic Team	Executive/Leadership	Cabinet Member/Chair	Ward Members	Partners
		27/03/14		
Scrutiny Committee		Cabinet/Committee	Council	
		9/4/2014		

**1.0 BACKGROUND**

- 1.1 At a meeting of the Council on the 13<sup>th</sup> December 2013, a 'domestic abuse motion' was agreed. The motion included a commitment to sign the Greater Manchester Police & Crime Commissioner's pledge to say 'No to Domestic Abuse'. This pledge was signed in February 2014 by the Leader of the Council and the Police and Crime Commissioner for Greater Manchester. Another commitment agreed through the motion was to report back to Council (by April 2014) "on progress made by the Local Authority and partner agencies to improve and enhance services provided to victims of domestic abuse".
- 1.2 This report outlines progress made. It provides an overview of domestic violence and abuse (DVA) in Bury and the current services provided by the Council and partner agencies in supporting victims, children and perpetrators (Details contained within **Appendix A**). It also highlights future challenges and the work the Council and partners are doing to meet these challenges and enhance services available.
- 1.3 Nationally, DVA affects 1 in 3 women and 1 in 5 men. These national figures show that over 1.2 million women and 800,000 men reported an incident in 2011/12. However it is important to note that many domestic abuse incidents are unreported. Victims often try and deal with the situation themselves for a variety of reasons, the welfare of children or family being the most common reason. Domestic abuse cuts across all classes, races, religions and sexual orientation.
- 1.4 Tackling DVA is a key priority for Bury's Community Safety Partnership (CSP).

**2.0 DEFINITION**

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- 2.1 The Government's definition of DVA was widened with effect from 31 March 2013 to include those aged 16 to 17 years of age. This definition has been adopted by Bury's Community Safety Partnership and is shown below:

***"Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. The abuse can encompass, but is not limited to the following types of abuse: psychological, physical, sexual, financial and emotional"***

- 2.2 This definition includes issues of concern to black and minority ethnic communities such as so called 'honour based violence', 'female genital mutilation' (FGM) and forced marriage.

### 3.0 NATIONAL CONTEXT

- 3.1 Nationally, DVA currently claims the lives of around two women a week, and affects millions more people. DVA is known to be under-reported, but the 2013 Crime Survey of England and Wales (CSEW) shows that 31% of women and 18% of men interviewed in 2011/12 had experienced "any domestic abuse by a partner or family member" since they were aged 16. These figures are equivalent to 5m female victims and 2.9m male victims. The total costs of domestic violence and abuse in England and Wales can be estimated at around £5.47 billion.<sup>1</sup>
- 3.2 DVA continues to ascend the political agenda and is recognised as a cross-government priority. The Government published a cross-departmental strategy on ending violence towards women and girls in November 2010, and has since published an action plan and a number of follow up documents.
- 3.3 Nationally, progress on DVA includes:
- Establishment of specialist domestic violence courts – Bury shares a specialist domestic violence court with Rochdale (based in Bury).
  - Setting up a national 'Forced Marriage Unit' to support individuals and families affected by 'forced marriage'.
  - Clare's Law (domestic violence disclosure scheme) – a scheme to allow people to find out from police if their partner has a history of domestic violence. This was trialled in Greater Manchester and has now been rolled out nationally.
  - Domestic Violence Protection Orders (DVPOs) – a new power that enable the police and magistrates to put in place protection in the immediate aftermath of a domestic violence incident. This can include a banning order with immediate effect which prevents a perpetrator from returning to a residence or making contact with the victim for up to 28 days. This allows the victim time to consider their options and get the support they need. DVPOs were implemented nationally from 8 March 2014, following a successful pilot which included the Greater Manchester police force area.
  - Routine enquiry about DVA rolled out to all pregnant women.

### 4.0 REGIONAL CONTEXT

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<sup>1</sup> New Economy from 'Cost of Domestic Violence, Professor S. Walby, University of Leeds'

- 4.1 DVA is a priority for the Greater Manchester Police and Crime Commissioner and features as a key objective within the Greater Manchester Police and Crime Plan. More recently, it has been agreed as a Public Service Reform (PSR) priority across Greater Manchester. A Greater Manchester (GM) wide action plan on tackling DVA has been agreed which identifies three key areas of work:
- Improving access to DVA services.
  - Reduce DVA re-offending – particularly involving 18-25 year old perpetrators.
  - Ensure a consistent approach to policy and training across GM.

The Council and local partners have contributed to this work including participation in consultation events and sharing of information to help build collaborative approaches across GM. The Cabinet Member for Communities and Community Safety has recently agreed to take a 'lead member role' across GM to support this work, in particular to develop a minimum standard of service for both victims and perpetrators of domestic abuse across GM. Progress in relation this PSR work is reported through Bury's 'Public Service Reform Steering Group'.

## **5.0 LOCAL CONTEXT**

- 5.1 There were 3,808 DVA incidents reported to the police in Bury during 2013. Bury has a multi-agency risk assessment panel (MARAC) that helps to co-ordinate inter-agency working for high risk victims. The number of high risk victims heard at MARAC for the same year was 214. Most of these cases involved children – in total 245 children were involved.
- 5.2 The impact of DVA on families with children is also reflected in figures from Bury's Children Services. Latest figures show that up to 31% of children on safeguarding plans in Bury feature DVA. Two recent children's 'serious case reviews' in Bury featured DVA issues. The largest number of homeless presentations year on year is due to DVA.
- 5.3 New Economy<sup>2</sup> estimate that the total cost (not including human and emotional costs) of domestic violence and abuse in Bury is approximately £18.7m. Further analysis estimates that the largest cost is to the health sector at £5.6m – this includes GP visits, A&E visits and mental health care. Criminal justice /civil legal services costs are estimated to be in the region of £5.4m. Local authority costs including social care and housing is estimated to be in the region of £1.5m. The remainder relates to lost economic output as a result of DVA. It can be seen that DVA affects many areas of life and subsequently impact a number of service areas; this makes it a priority for a number of agencies in Bury.
- 5.4 In Bury, the majority of the victims are women (81%) and 63% of the victims are of the age group of 21-40.
- 5.5 The largest ethnic group of both female and male victims are white at 91%, with the remainder hailing from the broader Asian community.

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<sup>2</sup> Standing Together/New Economy report 2012.



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- 5.6 10% of male victims are aged 21 to 25, with this rising to 23% for the 21 to 30 age group, and 46% for the 21 to 40 age group. Male victims have a far higher propensity to be aged over 40 (41%) than female victims (26%).
- 5.7 The offenders profile for Bury shows that 50% of all offenders are the current partner, husband, wife boyfriend or girlfriend of the victim, with 18% of all offenders being the ex-partner, husband, wife, boyfriend or girlfriend and 9% of offenders being the son of a victim.

### 6.0 WARD PROFILES

- 6.1 New Economy has provided analysis on police reported incidents between 2010 and 2014 in relation to DVA (**Table 1**). Bury has seen 15,400 incidents reported to the police throughout this time. These figures have remained relatively steady throughout the course of the study. Bury figures are also in keeping with the overall Greater Manchester picture.
- 6.2 It should be noted that only 40% of DVA incidents are reported to the police, therefore this should be taken into consideration when interpreting the data.

**Table 1 – Police Reported Incidents – 2010 to 2014 (New Economy)**

	2010	2011	2012	2013	2014
Besses	8.1%	8.1%	6.8%	7.0%	5.9%
Church	3.5%	4.1%	3.0%	2.7%	3.5%
East	12.5%	12.6%	12.2%	11.9%	11.8%
Elton	5.7%	5.5%	5.5%	4.6%	6.3%
Holyrood	3.6%	2.8%	4.1%	3.7%	3.9%
Moorside	10.6%	10.1%	11.0%	10.1%	12.1%
North Manor	1.8%	1.7%	1.3%	1.5%	2.2%
Pilkington Park	3.0%	2.9%	3.2%	3.2%	3.5%
Radcliffe East	9.7%	10.0%	9.5%	11.4%	9.9%
Radcliffe North	5.3%	4.9%	6.2%	6.4%	6.3%
Radcliffe West	9.2%	9.5%	8.8%	9.4%	8.4%
Ramsbottom	3.7%	4.0%	4.9%	4.5%	3.6%
Redvales	7.1%	7.8%	9.3%	9.0%	8.2%
Sedgley	4.2%	4.2%	4.3%	4.1%	5.0%
St. Mary's	5.3%	4.7%	3.9%	4.5%	3.7%
Tottington	2.6%	2.6%	1.7%	2.2%	2.4%
Unsworth	4.2%	4.5%	4.3%	3.7%	3.2%

- 6.3 The table shows that East ward has the largest number of DVA incidents that are reported to the police, second place being Moorside and the third is Radcliffe East.
- 6.4 Further analysis by New Economy in relation to the St Mary's ward show that the percentage of incidents reported which are then crimed (recorded by Police with a crime reference number) are low. This is usually when police are attending to calls but the nature of the incident does not warrant a crime, or the victim is unwilling to provide a statement to press charges. However on a positive note what we are seeing is that victims are feeling more confident in calling the police to report incidents before any serious escalation of abuse.

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- 6.5 It is notable that North Manor, the ward with by far the lowest levels of domestic incidents is also the ward where the greatest amount – one in three – of those incidents become crimes.
- 6.6 Besses and Unsworth have both seen marked reductions in their DVA incident levels over the course of the last few years. These figures indicate that multi-agency working interventions within these wards, particularly through Children Centres, have been successful.
- 6.7 Others, however, such as Moorside, Radcliffe North, Sedgley and Ramsbottom have all seen increases in this time. Redvales, however, saw a steady increase which is now reducing again.
- 6.8 In Redvales, the nature of the challenge has been different. Intelligence from Fairfield Hospital (in relation to attendances at A&E linked to assaults in the home) suggested a problem with under-reporting. Multi-agency work has involved initiatives to help raise awareness of DVA and the support available. This is therefore an example of where the partnership welcomes an increase in the numbers of domestic abuse incidents reported to GMP.

### **7.0 PROGRESS/SUCCESS**

- 7.1 **Appendix A** shows some of the key services commissioned for DVA in Bury to offer specialist support to victims, child victims and perpetrators.
- 7.2 **Appendix B** shows the referral pathways for adult and child victims in Bury.
- 7.3 Bury Council shares a strong partnership approach in tackling DVA across the Borough and works with a range of partners across Bury's Community Safety Partnership (CSP). The Council also leads a dedicated DVA steering group to agree strategic priorities, develop joint initiatives, manage performance and oversee the commissioning of services across the Borough. This steering group reports to the CSP.
- 7.4 In 2009 Bury Council was the first metropolitan council to have been awarded 'White Ribbon' town status. This is an award for organisations who have demonstrated their commitment to the aims of the 'White Ribbon Campaign': addressing and altering social norms that lead to violence against women, involving men in prevention activities, increasing awareness on the issue and providing services aimed at reducing the incidence of domestic violence.
- 7.5 In 2011 Bury's 'Multi-agency Risk Assessment Conference' (MARAC) process was upheld nationally as a best practice model.
- 7.6 Bury Council has also led and developed a number of DVA courses via the Children Safeguarding Board; hundreds of frontline staff across a range of agencies have benefitted from this training.
- 7.7 The Council has developed good partnership working with both colleges in Bury, including both staff and students. Bury College was the first further education college in the UK to be awarded the 'White Ribbon' College status. As a result of this work, Bury Council was able to support a repatriation mission - supporting a young person held against their own will abroad to safety.

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- 7.8 In 2012, Bury Council worked with partners to develop the first 'honour based violence' training. This was piloted in Bury and then rolled out across Greater Manchester. Similarly, the Council's DVA Co-ordinator has a Greater Manchester lead on work to raise awareness of 'Female Genital Mutilation' (FGM). An e-learning package was developed and again rolled out across Greater Manchester.
- 7.9 The Council seeks to ensure the voices of victims and survivors are heard when developing work in relation to DVA; we have regularly bought survivors and victims of DVA together to facilitate this.
- 7.10 Bury Council and partners have also worked together to address problems of 'repeat victimisation'. 14% of DVA victims of crime in the past 4 years have come through the criminal justice system as a repeat victim. In the most complex and entrenched cases this repeated victimisation is a key feature of the risk profile. Targeted initiatives have been developed to protect the most vulnerable in the borough. This has included commissioning 'empowerment programmes' such as the 'Freedom Programme' and the 'Recovery tool kit'. Each of these is designed to empower women to make positive choices about their lives by providing information and support. A range of initiatives have also involved targeted campaigns to encourage zero tolerance against domestic abuse.
- 7.11 Bury's Multi-Agency Safeguarding Hub (MASH) was established during the summer of 2013. Information is collated and analysed at the point a referral of concern is received in respect of a child or vulnerable adult. Accessing a range of databases directly, and seeking information elsewhere as necessary, the MASH produces a range of information about the child or the vulnerable adult concerned. The MASH has been established by co-locating a range of professional and administrative staff from agencies with responsibility for safeguarding children and vulnerable adults in one building. The staff continue to be employed by their employing agency but co-location was considered to be the most effective way of building relationships, trust and understanding between the agencies so that staff are confident about sharing information. Recent figures from the MASH found that 71% of all initial referrals referred into the MASH involved DVA issues.
- 7.12 The SCIL (Supporting Communities Improving Lives) initiative aims to provide intense support to families who often have long standing problems, which can lead to an intergenerational cycle of disadvantage. DVA forms an integral part of the locally agreed criteria used to help identify families who benefit from targeted support through the SCIL team.

### **8.0 FUTURE CHALLENGES**

- 8.1 **Early intervention** for victims and child victims of DVA: work undertaken through Bury's DVA Steering group has highlighted a need to further develop support services available to children who are not on safeguarding plans or known to social care. Research indicates that children / young people exposed to living in households experiencing DVA are much more likely to suffer from mental health issues, and their emotional health is seriously compromised. However if appropriate support is offered earlier then the impact of living with DVA could be lessened. Further initiatives are being explored to encourage the low/medium level risk victims to come forward and access support.

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- 8.2 **Short term funding** – some key frontline services dealing with DVA receive short term funding (year on year) with the exception of the Independent Domestic Violence and Abuse Advisory Service (IDVAS) and Bury’s DVA Co-ordinator; both of which are funded until September 2014. Bury Council is working with partners through the Community Safety Partnership to explore future opportunities for funding; in particular how community safety priorities can be reflected within mainstream funding budgets.
- 8.3 **Work in Schools** - Bury’s profile for victims and perpetrators is getting younger. This indicates a need to continue the positive work we do with schools across our Borough to raise awareness about the support available.
- 8.4 **Perpetrator Programmes** work undertaken by the DVA steering group has indicated a need to explore opportunities for further perpetrator programmes, in particular for lower/medium risk offenders and voluntary perpetrator programmes. This is also an issue being explored at Greater Manchester level and Bury is supporting this work. There is lots of research which has evidenced that a successful model in addressing DVA needs to include engagement/work with the perpetrator.

### 9.0 CONCLUSION

- 9.1 A range of services and partners continue to work together to provide a range of services to protect victims and their families, as well as challenge perpetrators. Over the next six months, Bury’s Domestic Violence and Abuse Strategy is to be reviewed which will provide a further opportunity to build on this work including how we can meet future challenges highlighted in this report. This will involve harnessing the opportunities arising from PSR work at Greater Manchester level in relation to DVA.

#### **List of Background Papers:**

New Economy – Bury DVA Analysis Paper - March 2014

Contact Details:-

*Jaria Hussain-Lala 253 5167*

## **APPENDIX A**

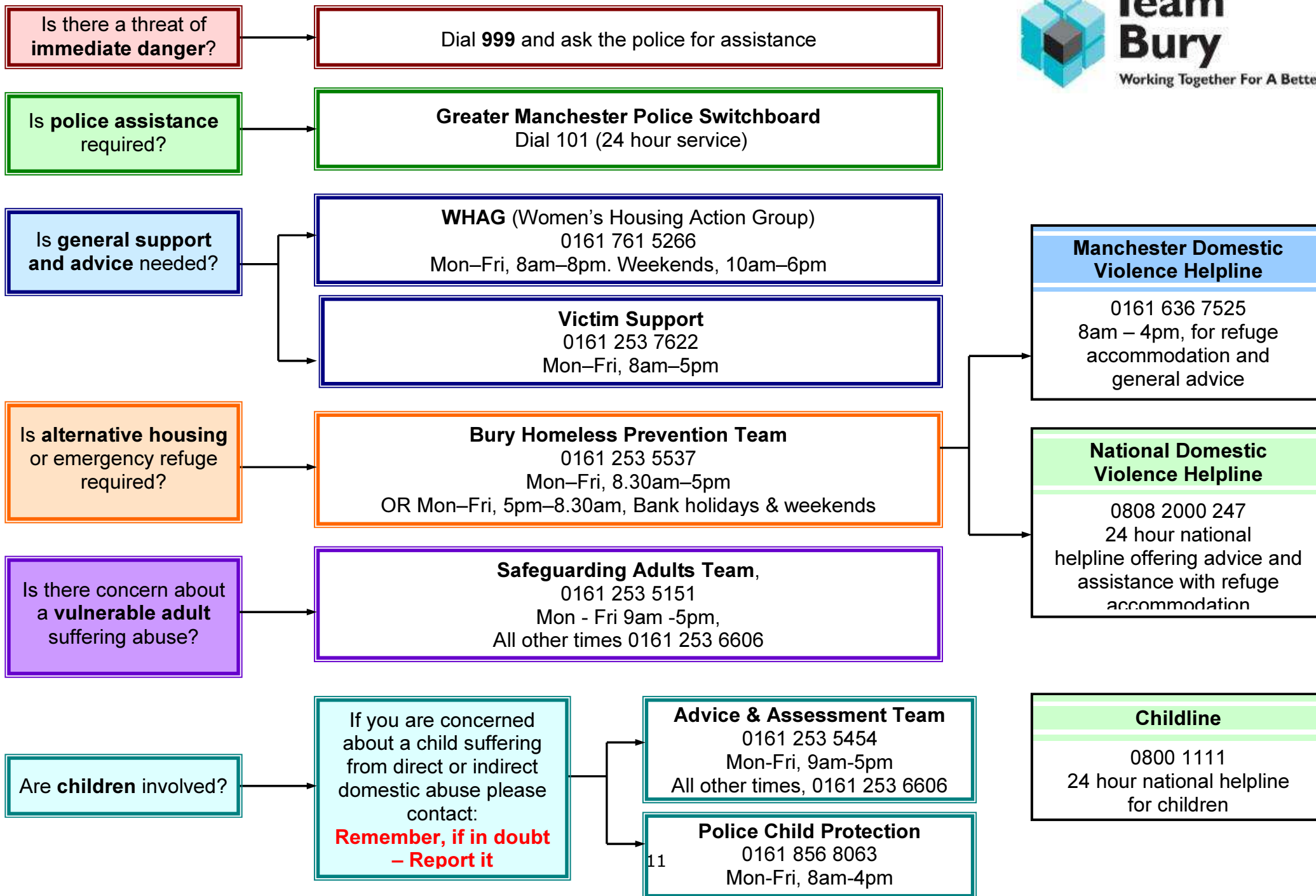
### DVA Services/ Processes in Bury

- The DVA floating support service is commissioned through Adult Care Services. This service offers medium to long term support for up to two years for victims at medium level of risk. The service has four fulltime support workers.
- The IDVA (Independent Domestic Violence Advocate) service is a specialised service for high risk victims of serious injury and death. This service provides extensive short term support to victims (working through the MARAC). However if there is a pending court case longer term support is offered. There are currently two IDVA workers in Bury who are managed through Bury's Victim Support Service and commissioned using Bury Community Safety Partnership funding until September 2014.
- The DVA Co-ordinator post has an overview of all the work around this agenda and works to provide a co-ordinated response to DVA through policy and strategy development, training and joint commissioning approaches. This post holder also supports regional 'Public Service Reform' work on DVA – helping to build consistent approaches/protocols and make the best use of resources available. The post helps to ensure the response to DVA in Bury is an effective one - in line with national and regional models of good practise.
- Target hardening, this is a service where people living in private households (whether they are owner occupied or privately rented) can have low level safety measures installed in their home. This helps to promote safety and help ensure victims and their families can remain living in their own homes if they wish to.
- Children's DVA worker - this post works with children who are known to the Advice & Assessment team within social care.
- DVA Perpetrator programme - this programme is commissioned through Bury Council's Children Services and works with family members as well as the perpetrator. The aim to stop the abuse through providing the perpetrator with alternative tools in dealing with his/her behaviour. The focus is on families whose children are on child protection plans.
- YPVA (young person's violence advisors) - a new service working with teenage victims (13 years and over) who are experiencing a range of intimate partner abuse and violence. They also aim to work with young perpetrators of domestic violence and abuse. It is a two year programme launched in May 2013. Bury was successful in receiving funding for this service through the Department for Education.
- Training - an extensive range of DVA training programmes are delivered across Bury – largely overseen by Children's Safeguarding Board.
- Sanctuary scheme – this is provided through Six Town Housing, supporting victims through 'high tech' safety measures in the home which provides re-assurance, reducing the need for re-housing (only open to STH tenants).

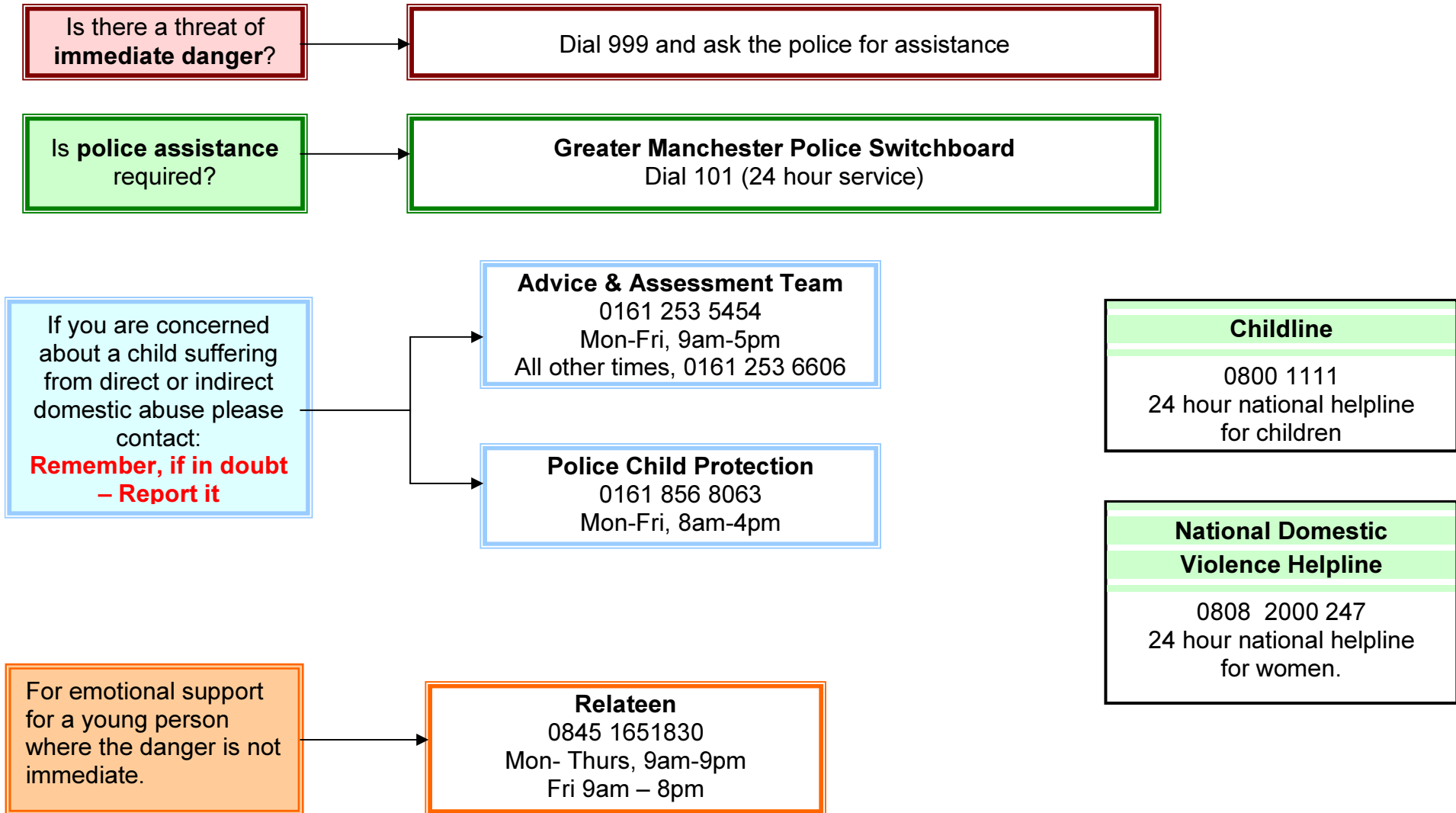
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- Public Protection Unit - A specialised unit where trained police officers deal with many aspects of abuse including domestic violence and abuse. Their work involves taking statements, preparing files for courts and carrying out investigative arrests.
- Greater Manchester Police was one the first Police forces in the UK to pilot Clare's Law which has now been rolled out nationally. Clare's Law allows women to find out if their partner has an abusive past. It is hoped that this new information will encourage women to avoid and end violent relationships.
- Greater Manchester Probation Service – within the context of DVA, offenders who have been convicted by court of a DVA offence are managed by the Probation Service - this involves managing their license conditions and 'one to one' sessions to manage their behaviour whilst out in the community. The Probation service also offer 'offender change' programmes to DVA offenders which aim to change the behaviour of the perpetrators.
- DV Courts – A specialist court which has trained magistrates and support staff dealing with DVA cases brought to court
- MARAC - This is a process which identifies the risk levels of victims and subsequent support plans are put in place by a range of agencies to reduce the victim's and their children's risk of serious injury, harm or even death.
- Bury's Multi-Agency Safeguarding Hub (MASH) is a vehicle by which information is collated and analysed at the point a referral when concern is expressed in respect of a child or vulnerable adult. Accessing a range of databases directly and seeking information elsewhere as necessary, the MASH where appropriate produces a package of information about the child or the vulnerable adult concerned. Domestic Abuse is a category of abuse which is prioritised within the MASH process and since its inception in Bury, 71% of all initial referrals featured DVA.
- The 'Supporting Communities and Improving Lives' (SCIL) programme in Bury has found that 25% of the families identified by this initiative have DVA issues; however this figure is a underestimate as more disclosures of DVA incident are being made when families are being worked on by the SCIL team.

# Appendix B: How to help a person reporting Domestic Violence and Abuse



# How to help a young person reporting Domestic Violence and Abuse



**For young people: 0-18 years old  
Over the age of 18 please refer to the "Adult" flowchart.**



<b>REPORT FOR DECISION</b>
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<b>DECISION OF:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>9 APRIL 2014</b>
<b>SUBJECT:</b>	<b>VEHICLE &amp; PLANT REPLACEMENT PROGRAMME 2013/14, 2014/15 &amp; 2015/16</b>
<b>REPORT FROM:</b>	<b>COUNCILLOR J SMITH (DEPUTY LEADER AND CABINET MEMBER - FINANCE AND CORPORATE AFFAIRS) COUNCILLOR T ISHERWOOD (CABINET MEMBER - ENVIRONMENT)</b>
<b>CONTACT OFFICER:</b>	<b>STEPHEN FLEMING, HEAD OF TRANSPORT &amp; WORKSHOP</b>
<b>TYPE OF DECISION:</b>	<b>CABINET (KEY DECISION)</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This paper is within the public domain
<b>SUMMARY:</b>	The report updates the current status of the 2013/14 Vehicle and Plant replacement programme and sets out proposals for the replacement of vehicles and plant items in the Council's fleet for 2014/15, 2015/16.
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	Approval of amendments to 2013/14 Vehicle and Plant Programme.  Approval to purchase vehicle and plant in 2014/15 and 2015/16, and to the proposed funding from leasing (or loan if more cost effective) and revenue.  The proposed replacement programme is necessary to ensure continued operation of the Council's functions.
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	Do the proposals accord with the Policy Framework?      Yes  Improves transport reliability, assists the Council to provide the services needed to reduce poverty and its effects, support vulnerable residents and make Bury a better

<b>Document Pack Page 88</b>	place to live.
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	The revenue implications arising from vehicle and plant replacements are included in the Council's Revenue Budget 2014/15. It should be remembered that under any Operating Leases we will be contractually committed for at least 4 years. Due to ongoing changes in services envisaged in the Plan For Change the requirement to purchase all V & P items will be re-assessed and confirmed with users prior to orders being raised. Undertaking these reviews has resulted in substantial reductions in the replacements made and financial commitments entered into during 2013/14.
<b>Statement by Executive Director of Resources:</b>	The cost of replacing vehicles is funded by leasing (or prudential borrowing where this is assessed as being more cost-effective) and by revenue.  Therefore, there is no call on the Council's capital resources. The Capital Programme considered by Cabinet in February 2014 does not include provision for capital costs, but the revenue costs of the financing arrangements (see para 9.3) are allowed for in the revenue budget.
<b>Equality/Diversity implications:</b>	No (see paragraph below)
<b>Considered by Monitoring Officer:</b>	Yes                                  Comments
<b>Wards Affected:</b>	There are no ward implications arising from these proposals.
<b>Scrutiny Interest:</b>	Overview

**TRACKING/PROCESS**

**DIRECTOR: DCW**

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners
	19.03.14		
Scrutiny Committee	Committee	Council	

## **1.0 BACKGROUND**

- 1.1 The Head of Transport has undertaken a detailed review of the fleet, taking into account the lease expiry dates, the age and condition of the vehicles and items of plant, consulting with users as appropriate on their future requirements under the Plan for Change and continuing restrictions on Council resources.
- 1.2 Details of the proposed replacements for 2014/15 and 2015/16 are set out in Appendix A. Tenders will be sought in accordance with Financial and Contract Procedure Rules and European legislation for the purchase of the vehicles and plant. The specifications will include the requirement to conform to the latest environmental regulations.
- 1.3 Several vehicles and items of plant which are due for replacement based on their life expectancy are to be kept for at least a further 12 months as their condition does not warrant replacement. Any savings net of maintenance costs will be reflected in the revenue outturn for 2014/15.
- 1.4 The fleet now currently operates its vehicles using a 5% bio diesel blend. Fuel companies have been given a Government target to increase the bio diesel content from 5% up to at least a possible 30% in future years.
- 1.5 The Head of Transport will continue to include in the vehicle specification a request to the tenderers to provide prices for alternative fuelled vehicles and these will be evaluated along with other quotes as to which provide the best value for money. There is a requirement for all suppliers to provide emission levels of all vehicles tendered for.
- 1.6 Wherever possible the Authority will, in line with current policy and practice, seek to obtain best value in the procurement of its vehicle requirements through collaboration with other AGMA Authorities. We will also examine the options available through framework and single source agreements let by other Consortia and Government Bodies.

## **2.0 ISSUES**

Risk Management – please refer to 'Financial Implications and Risk'.

## **3.0 AMENDMENTS TO 2013/14 PROGRAMME**

- 3.1 The following are to be mostly deferred to 2014/15. Where vehicles are deferred due to later procurement existing vehicles have been retained during the procurement process. Full details of the vehicles deferred are shown in Appendix B
  - 3.1.1 Item 4.1.1 of 2013/14 report, 13 Large Welfare Buses, 8 to be deferred to 2014/15, with 4 others being deferred to 2015/16, 1 not being replaced. Replacement of the welfare buses will only take place following discussion with the Department for Communities and Well Being on their future service requirements.
  - 3.1.2 Item 4.1.2 of 2013/14 report, 1 Small Welfare Bus deleted from programme no longer required.

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- 3.1.3 Item 4.1.3 of 2013/14 report, 8 Small Accessible Buses, 4 to be deferred to 2014/15, and 4 to be deferred to 2015/16
- 3.1.4 Item 4.1.4 of 2013/14 report, 1 Mini Bus has now been revenue purchased and its replacement to be deferred to 2014/15
- 3.1.5 Item 4.1.5 of 2013/14 report 1 Car Derived Van deleted from programme no longer required.
- 3.1.6 Item 4.1.6 of 2013/14 report, 11 Light Vans, 6 to be deferred to 2014/15 and 5 to be deferred to 2015/16.
- 3.1.7 Item 4.1.7 of 2013/14 11 Medium Vans, 2 to be deferred to 2014/15 and 9 to be deferred to 2015/16
- 3.1.8 Item 4.1.8 of 2013/14 report, 1 Pick-up to be deferred to 2014/15
- 3.1.9 Item 4.1.9 of 2013/14 report, 1 Dropside with Tail Lift to be deferred to 2015/16
- 3.1.10 Item 4.1.10 of 2013/14 report, 3 Small Tippers to be deferred to 2015/16
- 3.1.11 Item 4.1.11 of the 2013/14 3 Medium Tippers, 2 no longer required 1 to be deferred to 2015/16
- 3.1.12 Item 4.1.12 of the 2013/14 report, 2 Medium Tippers With crane to be deferred to 2015/16
- 3.1.13 Item 4.1.13 of the 2013/14 1 Forklift Telehandler to be deferred to 2014/15
- 3.1.14 Item 4.1.14 of the 2013/14 report, 1 Loading Shovel to be deferred to 2014/15. A review of service requirements will be undertaken with the likelihood of a reduction of one vehicle. The remaining vehicle to be replaced in 2014/15 or its lease extended.
- 3.1.15 Item 4.1.15 of the 2013/14 1 Precinct Sweeper to be deferred to 2014/15
- 3.1.16 Item 4.1.16 of the 2013/14 report, 1 Hooklift Skip Loader to be deferred to 2014/15
- 3.1.17 Item 4.1.17 of the 2013/14 report, 5 Access Platform Vehicles 4 to be deferred to 2015/16 and 1 deleted from programme
- 3.1.18 Item 4.1.18 of the 2013/14 report 1 Land Rover to be deferred to 2014/15.
- 3.1.19 Item 4.2 of the 2013/14 report, 1 Dog Warden Van to be deferred to 2014/15.
- 3.1.20 Item 5.1 of the 2013/14 report, 2 Double Drum Roller to be deferred to 2014/15.
- 3.1.21 Item 5.2 of the 2013/4 report, 6 Single Drum Roller & Trailer, 4 to be deferred to 2014/15 and 2 to be deleted from programme to be replaced with a ride on roller in 2014/15
- 3.1.22 Item 5.3 of the 2013/4 report, 19 Trailer's to be deferred to 2014/15 2
- 3.1.23 Item 5.4 of the 2013/4 report, 1 Mobile Site Cabin deferred to 2014/15

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3.1.24 Item 5.5 of the 2013/4 report, 4 Site Cabins to be deferred to 2014/15

3.1.25 Item 5.6 of the 2013/4 report, 1 Mobile Compressor to be deferred to 2014/15

### **3.2 The Following are reductions from the 2013/14 programme :**

3.2.1 Item 4.1.1 of the 2013/14 report 1 Large Welfare Bus deleted from programme no longer required.

3.2.2 Item 4.1.2 of the 2013/14 report 1 Small Welfare Bus deleted from programme no longer required.

3.2.3 Item 4.1.5 of the 2013/14 report 1 Car Derived Van deleted from programme no longer required.

3.2.4 Item 4.1.11 of the 2013/14 report 2 Medium Tippers deleted from programme no longer required

3.2.5 Item 4.1.14 of the 2013/14 report 1 Loading Shovel deleted from programme no longer required

3.2.6 Item 4.1.17 of the 2013/14 report 1 Access Platform deleted from programme no longer required

3.2.7 Item 5.2 of the 2013/14 report 2 Single Drum Roller & Trailer deleted from programme no longer required

### **4.0 VEHICLE REPLACEMENTS 2014/15**

4.1 The Head of Transport has assessed the likely replacement requirements for 2014/15 and the indicative requirements are included in this report for approval in order that the procurement process can be started as soon as possible. Due to ongoing Plan for Change savings requirements the requirement of all V&P items will continue to be re-assessed and confirmed with users prior to orders being raised. A review of requirements for 2014/15 will be ongoing and any proposed amendments will be notified accordingly. A detailed list of vehicles to be replaced is shown at Appendix C

4.1.1 2 x Cars to replace one light van and one long term hired vehicle

4.1.2 8 x Large Welfare Buses - Replacement of the welfare buses will only take place following discussion with the Department For Communities and Well Being on their future service requirements 5 are owned and 3 with lease expiring Feb 2015

4.1.3 3 x Small Welfare Bus with lease's expiring Aug 2014

4.1.4 5 x Accessible Buses – includes 4 deferred from 2013/14

4.1.5 2 x Minibus 1 deferred from 2013/14, awaiting decision from school on its replacement and one additional Minibus for Elton school subject to approval by the school

4.1.6 28 x Light Vans with 5 leases expiring during May 2014, 1 in July 14, and 20 expiring in March 2015

4.1.7 40 x Medium Vans with 23 leases expiring during July 14, 5 expiring Oct

Expiring between Nov 14 and March 15 with 1 additional requirement to replace a long term hire vehicle

- 4.1.8 2 x Refrigerated Vans deferred to 2014/15
- 4.1.9 1 x Pick-up deferred to 2014/15 awaiting Department for Communities and Well Being review outcome
- 4.1.10 15 x Small Tippers with leases expiring in July and Dec 2014, a reduction in fleet of 2
- 4.1.11 2 x Small Box Vans with leases expiring in Jan 2015
- 4.1.12 1 x Medium Tipper with lease expiring in July 2014,
- 4.1.13 1 x Medium Tipper with Crane with lease expiring in July 2014,
- 4.1.14 1 x Medium Tipper with Compressor with lease expiring in July 2014
- 4.1.15 1 x Fork Lift Telehandler deferred from 2013/14, awaiting service review
- 4.1.16 2 x Trackaire lease expiring in July and Dec 2014 and subject to a service review
- 4.1.17 1 x Precinct Sweeper with lease expiring in January 2015
- 4.1.18 1 x Loading Shovels, subject to operational review. One of the loading shovels is owned outright, the lease on the other has been extended to Oct 2015, subject to service review.
- 4.1.19 6 x Refuse Collection Vehicles with lease expiring April 2015 and 3 which are owned and are over 10 years old replacement will be subject to service review
- 4.1.20 1 x Electric Tipper deferred from 2013/14, originally on contract hire but now owned, subject to service requirements
- 4.1.21 1 x Land Rover deferred from 2013/14
- 4.1.22 1 x Dog Warden Van – deferred from 2013/14 to meet service requirements of Environmental Services
- 4.1.23 1 x Hooklift Skip Loader deferred from 2013/14

## **5.0 PLANT REPLACEMENTS 2014/15**

- 5.1 2 x Double Drum Roller deferred from 2013/14 – to be reviewed in line with service requirements
- 5.2 4 x Single Drum Roller & Trailer deferred from 2013/14 – a reduction in 2 to be meet with service requirements,
- 5.3 19 x Trailers – deferred from 2013/14 Annual condition reviews will be undertaken before trailers are replaced.
- 5.4 1 x Mobile Site Cabins deferred from 2013/14, subject to annual condition review

- 5.5 4 x Site Cans deferred from 2013/14, subject to annual condition review and operational requirements
- 5.6 1 x Mobile Compressor deferred from 2013/14, subject to annual condition review and operational requirements.
- 57 1 x Double Drum Ride On Roller to replace 2 single drum rollers subject to service requirements.

A full list of plant items to be replaced is shown at Appendix C

## **6.0 VEHICLE REPLACEMENTS 2015/16**

- 6.1 The Head of Transport has also assessed the likely replacement requirements for 2015/16 and the indicative requirements are included in this report for approval in order that the procurement process can be started as soon as possible. A review of requirements for 2015/16 will be ongoing and any proposed amendments will be notified accordingly. The detailed list of planned replacements is shown in Appendix D
  - 6.1.1 4 x Large Welfare Buses with leases expiring in Oct 2015, subject to Adult Care Services requirements
  - 6.1.2 4 x Accessible Buses with lease expiring in Feb and March 2016
  - 6.1.3 9 x Light Vans, 5 of which has been deferred from 2013/14 , 2 lease expire March 15 and 2 lease expire March 2016
  - 6.1.4 9 x Medium Vans with lease expiring Nov 2015
  - 6.1.5 1 x Dropside with Tail lift with lease expiring in August 2015
  - 6.1.6 3 x Small Tippers with lease expiring Nov 2015
  - 6.1.7 1 x Small Box Van with lease expires Jan 2016
  - 6.1.8 1 x Medium Tipper with lease expiring in Oct 2015
  - 6.1.9 2 x Medium Tipper with Crane with lease expiring in Feb 2016
  - 6.1.10 6 x Small Compact Sweepers with lease expiring Feb 2016
  - 6.1.11 4 x Access Platform Vehicles with leases expiring in February 2016. Replacement will be subject to new maintenance regimes following the introduction of LED street lighting

## **7.0 RESOURCES 2014/15**

- 7.1 The Vehicle and Plant Replacement Programme approved by the Cabinet on 10/04/13 provided for expenditure of £2,593,000 in 2013/14.
- 7.2 Expenditure of £1,234,000 originally planned for 2013/14 will slip to 2014/15. and £987,000 will slip to 2015/16. The total expenditure in 2014/15, including the £1,234,000 brought forward, will be £3,800,000

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	£
Approved 2013/14	2,593,000
Less reductions	(346,000) (items as para 3.2)
Less slippage to 2014/15	(1,234,000) (items as para 3.1.1 to 3.1.19)
Less Slippage to 2015/16	<u>(987,000)</u> (items as para 3.1.1 to 3.1.19)
<b>Spend 2014/15</b>	<b><u>26,000</u></b>

To be approved 2014/15	2,586,000
+ slippage from 2013/14	1,234,000
<b>Spend 2014/15</b>	<b><u>3,820,000</u></b>

7.3 It is proposed to fund the replacements in 2014/15 as follows:

	£
Leasing (see note below)	3,788,000
Revenue	32,000
	<b><u>3,820,000</u></b>

Before leasing arrangements are made the Executive Director of Resources and Regulation compares the cost of the lease with the alternative of prudential borrowing; if borrowing is deemed to be more cost effective then the vehicles will be funded by loan instead, with the funding costs being charged against revenue instead of leasing costs.

7.4 The revenue implications arising from vehicle and plant replacements are included in the Authority's Revenue Budget 2014/15. Should surplus monies become available during the year from within Transport Operational Account from, for example, disposal of vehicles or vehicle funding transactions then consideration will be given to increasing the level of revenue funding for the replacements. By extending the lease on selected vehicles it has been estimated this will reduce annual leasing payments by £76,421, however this will be offset by an increase in vehicle servicing and maintenance cost.

7.5 Work continues to be undertaken at AGMA level to introduce more effective collaboration on the purchase of vehicles. Where possible we will collaborate with other AGMA Authorities and/or utilise existing agreements let by the Yorkshire Purchasing organisation (YPO) or use the existing Fleet Framework agreement established by Oldham Council. Any procurements undertaken via YPO or the fleet framework agreement will be carried out as a mini competition in accordance with the procedure for frameworks under the EU Procurement Directives and implemented in English Law in the Public Contracts Regulations 2006 (SI 2006 No.5). Qualified framework contractors will be invited to submit pricing and respond to a quality assessment questionnaire which will be evaluated in accordance with the pre-agreed and published criteria by a panel made up of both of Procurement and Transport Managers. Where it is not viable to use an existing arrangement a new Procurement process will be carried out in line with the Council's contract procedure rules. All contract opportunities and mini competitions will be conducted utilizing the Council's e-tendering portal, The Chest.



## **8.0 CONCLUSION**

- 8.1 The proposed replacement programme is necessary to ensure continued operation of the Council's functions. Approval of the replacement programme will result in committed expenditure for the period of the lease arrangement (at least 4 years) so it is important that continued use of the items replaced is required over this time period. User departments will be responsible for the costs over this period and these will need to be met from their revenue budgets, unless alternative uses can be found for the vehicle. The ongoing cost commitments need to be taken into account when proposing future years' savings.

### **List of Background Papers:-**

None

### **Contact Details:-**

Mr Stephen Fleming, Head of Transport and Workshops on 253 6624

Mrs Kath Pope, Principal Finance Manager on 253 5743

**2014/15 CAPITAL PROGRAMME – VEHICLES AND PLANT**

Vehicle and Plant Item	<u>Proposed Replacement 2014/15</u>	Estimated £
<u>Vehicles</u>		
Cars	2	20,000
Large Welfare Buses	8	552,000
Small Welfare Bus	3	150,000
Small Accessible Buses	5	106,000
Minibus	2	62,000
Light Van	26	299,000
Medium Vans	40	600,000
Refrigerated Van	2	66,000
Pick-up	1	20,000
Small Tipper	15	330,000
Small Box Vans	2	50,000
Medium Tippers	1	42,000
Medium Tippers with Crane	1	45,000
Electric Tipper	1	35,000
Med Tipper with Compressor	1	45,000
Fork Lift Telehandler	1	50,000
Trackaire	2	90,000
Compact Sweeper	1	77,000
Loading Shovels	1	75,000
Refuse Collection Vehicle	6	840,000
Hooklift Skip Loader	1	47,000
Land Rover	1	28,000
Dog Warden Van	1	20,000
<i>Total Vehicles</i>	124	3,649,000
<u>Plant</u>		
Double Drum Rollers	2	16,000
Single Drum Roller & Trailer	4	32,000
Ride On Roller	1	10,000
Trailers	19	57,000
Mobile Site Cabin	1	9,000
Site Cabin	4	40,000
Mobile Compressor	1	7,000
<i>Total Plant</i>	32	171,000
<b>TOTAL</b>		<b>3,820,000</b>
<u>Funding</u>		
From Revenue		32,000
From Leasing		3,788,000
<b>TOTAL</b>		<b>3,820,000</b>

**2015/16 CAPITAL PROGRAMME – VEHICLES AND PLANT**

Vehicle and Plant Item	<u>Proposed Replacement 2015/16</u>	Estimated £
<u>Vehicles</u>		
Large Welfare Buses	4	290,400
Small Accessible Buses	4	88,400
Light Vans	9	104,400
Medium Vans	9	142,200
Dropside with T/Lift	1	23,200
Small Tippers	3	69,600
Small Box Van	1	27,000
Medium Tipper	1	41,100
Medium Tipper & Crane	2	90,000
Compact Sweeper	6	378,000
Access Platforms	4	231,600
<i>Total Vehicles</i>	<u>44</u>	<u>1,485,900</u>
<b><i>Total Vehicles and Plant</i></b>	<b>44</b>	<b><u>1,485,900</u></b>

**Vehicle & Plant Replacements Deferred from 2013/14**

<u>Item</u>	<u>Reg No.</u>	<u>Fleet No.</u>	<u>Details</u>
<u>Large Welfare Buses</u>			
	CN06EKW	T1181	Vehicle purchase await service
	CN06EKX	T1182	review
	CN06EKY	T1183	as above
	CN06EKZ	T1184	as above
	CN06EUK	T1185	as above
	CN57AWH	T1190	Lease expires 20/02/2015
	CN57AWJ	T1191	Lease expires 20/02/2015
	CN57AWM	T1192	Lease expires 20/02/2015
<u>Small accessible buses</u>			
	MD03ZYA	T1310	subject to ACS service review
	MD03ZYB	T1311	as above
	MD04EXB	T1312	as above
	MF52PNY	T1391	as above
	X36OBN	T1236	Disposed of.
<u>Minibus</u>			
	MX52DDN	T1392	now revenue purchased
<u>Light Vans</u>			
	MV05YNS	T1521	rehired by ACS, vehicle 8 yrs old
	MV05YNT	T1520	as above
	MV05YOH	T1506	as above
	MV05YOG	T1505	rehired to building cleaning, veh 8yrs old
	MV05YOM	T1530	used for cover
	MV05YON	T1534	used for cover
	MV05YOL	T1531	disposal - fleet reduced
	MV05YOK	T1532	disposal - fleet reduced
<u>Medium Vans</u>			
	PN58LXF	T1716	Lease expires 10/03/2015
	PN58LXB	T1756	as above
<u>Fork Lift truck</u>			
	n/a	T3109	condition & service needs
<u>Loading Shovel</u>			
	MX07TGU	T3507	pending service review
	Y619KCB	T3519	pending service review
<u>Precinct Sweeper</u>			
	GN59EAC	T3459	Lease expires 11/01/2015
<u>Fork Lift Telehandler</u>			
	n/a	T3109	See item 3.1.16 await service review

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Vehicle & Plant Replacements Deferred from 2013/14(cont'd)

<u>Item</u>	<u>Reg No.</u>	<u>Fleet No.</u>	<u>Details</u>
<u>Landrover</u>			
	PK03VMJ	T4555	subject to service review
<u>Dog Warden Van</u>			Service requirements
<u>Double drum rollers</u>			
	n/a	T6010	condition reviewed
	n/a	T6011	condition reviewed
<u>Single drum rollers/trailers</u>			
	n/a	T6027/T7039	condition reviewed
	n/a	T6028/T7040	condition reviewed
	n/a	T6029/T7041	condition reviewed
	n/a	T6044/T7049	condition reviewed
<u>Trailers</u>			
	n/a	T7002	condition will be reviewed
	n/a	T7004	as above
	n/a	T7005	as above
	n/a	T7007	as above
	n/a	T7008	as above
	n/a	T7009	as above
	n/a	T7010	as above
	n/a	T7013	as above
	n/a	T7014	as above
	n/a	T7015	as above
	n/a	T7016	as above
	n/a	T7017	as above
	n/a	T7069	as above
	n/a	T7019	See item 3.1.22 items owned
	n/a	T7021	by department, annual condition
	n/a	T7022	review to be undertaken
	n/a	T7029	as above
	n/a	T7071	as above
	n/a	T7072	as above
<u>Mobile Site Cabin</u>			
	n/a	T7320	condition reviewed

**VEHICLE REPLACEMENTS 2014/15**

<u>Reg No.</u>	<u>Fleet No.</u>	<u>Reason for Replacement</u>
<u>Cars</u>		
n/a	T1006	Hired vehicle
MV05YOG	T1505	Cover vehicle
<u>Large Welfare Buses</u>		
CN06EKW	T1181	Vehicle purchase await service
CN06EKX	T1182	review
CN06EKY	T1183	as above
CN06EKZ	T1184	as above
CN06EUK	T1185	as above
CN57AWH	T1190	Lease expires 20/02/2015
CN57AWJ	T1191	Lease expires 20/02/2015
CN57AWM	T1192	Lease expires 20/02/2015
<u>Small Welfare Buses</u>		
MX57WFE	T1233	Lease expires 11/08/2014
MX57WFB	T1234	Lease expires 11/08/2014
MX57WFC	T1235	Lease expires 11/08/2014
<u>Accessible Buses</u>		
MD03ZYA	T1310	See item 3.1.3, awaiting service review outcome
MD03ZYP	T1311	as above
MA04EXB	T1312	as above
MF52PNY	T1391	as above
PO59YSA	T1319	Lease expires 17/03/2015
<u>Minibus</u>		
MX52DDN	T1392	See item 3.1.1, awaiting decision from school on its replacement
n/a	n/a	Additional requirement for Elton HS, subject to approval
<u>Light Vans</u>		
MV05YOH	T1506	Owned, but economical to keep
MV05YNT	T1520	as above
MV05YNS	T1521	as above
MW08VRR	T1576	Lease expires 18/05/2014
MW08VRT	T1577	Lease expires 18/05/2014
MF58PKV	T1585	Lease expires 10/03/2014
MF58PKU	T1586	Lease expires 10/03/2014
MF07YMJ	T1507	Lease expires 08/07/2014.
MJ59FYX	T1504	Lease expires 21/03/2015
MJ59NKN	T1509	as above
MJ59NKO	T1510	as above
MJ59FYY	T1518	as above
ML59UZN	T1519	as above
MJ59FYC	T1522	as above
MJ59FYB	T1523	as above

MJ59FYA	T1525	as above
ML59UZP	T1526	as above
ML59UZO	T1527	as above
MJ59FYZ	T1528	as above
MJ59FXZ	T1529	as above
ML59UYM	T1535	as above
ML59ERZ	T1536	as above
MT59AWZ	T1537	as above
MT59AWP	T1538	as above
MT59AWY	T1540	as above
MT59AXA	T1541	as above
MT59AWX	T1543	as above

Medium Vans

MK07KJN	T1702	Lease expires 12/07/2014
MK07KJO	T1703	as above
MK07KJU	T1704	as above
MK07KJV	T1705	as above
MK07KJX	T1706	as above
ML07LCU	T1708	as above
MJ07NYH	T1709	as above
MJ07NYO	T1725	as above
MJ07NXC	T1727	as above
MJ07NXE	T1729	as above
MJ07NXW	T1747	as above
MJ07NXY	T1748	as above
MJ07NYA	T1749	as above
MJ07NYC	T1750	as above
MJ07NYF	T1751	as above
MJ07NYL	T1752	as above
MJ07NXM	T1753	as above
MJ07NYP	T1757	as above
MT07WVW	T1758	as above
MT07WVU	T1759	as above
MT07WVR	T1760	as above
MT07WVS	T1765	as above
MM07SUH	T1766	as above
MJ07NXG	T1730	Lease expires 30/10/2014
MJ07NXK	T1731	as above
MJ07NXP	T1732	as above
MJ07NXS	T1733	as above
MJ07NXU	T1734	as above
MF59OVJ	T1722	Lease expires 30/11/2014
MA59EKJ	T1736	Lease expires 11/01/2015
PN58LXF	T1716	Lease expires 10/03/2015
PN58LXB	T1756	as above
MJ59FXV	T1717	Lease expires 17/03/2015
MJ59FXT	T1718	as above
MF59OVH	T1719	Lease expires 31/03/2015
MA59EKL	T1720	as above
MA59EKK	T1721	as above
ML59UXX	T1723	as above
MJ59NKR	T1767	as above

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<u>Refrigerated</u>		
MV06KZP	T1973	Lease expires 01/12/2015
MV06KZP	T1974	as above
<u>Pick-up</u>		
MT06JVZ	T2006	Awaiting service review outcome
<u>Dropside with Tail lift</u>		
MF08FOK	T2008	Lease expires 12/08/2013
<u>Small Tippers</u>		
PE07KNZ	T2102	See Item 3.1.16 lease,
PE07KWX	T2103	expiry of 12/07/2014
PE07KMM	T2104	as above
PE07KLO	T2105	as above
PE07KVY	T2106	as above
PE07KSV	T2107	as above
PE07KRK	T2108	as above
PE07KWD	T2109	as above
PE07KTF	T2110	as above
PE07KKR	T2111	as above
PE07KXM	T2112	as above
PE07KTK	T2114	as above
PK07FNM	T2115	as above
MV09SWJ	T2142	Lease expires 22/07/2014
PO59KMZ	T2197	Lease expires 20/12/2014
<u>Small Box Vans</u>		
PO59YMY	T2360	Lease expires 11/01/2015
PO59YKS	T2361	as above
<u>Medium Tippers</u>		
PN09WHR	T2466	Lease expires 22/07/2014
<u>Medium Tippers with Crane</u>		
PN09WGG	T2528	Lease expires 22/07/2014
<u>Medium Tipper with Compressor</u>		
PN09WJG	T2689	Lease expires 22/07/2014
<u>Fork Lift Telehandler</u>		
n/a	T3109	See item 3.1.4 await service review
<u>Trackaire</u>		
MX07FFJ	T3307	Lease expires 08/07/2014
MX09OYM	T3348	Lease expires 20/12/2014
<u>Loading Shovels</u>		
MX07TGU	T3507	Lease expires 30/10/2014,
Y619KCB	T3519	Revenue purchased
		Both subject to operational review
<u>Precinct Sweeper</u>		
GN59EAC	T3459	Lease expires 11/01/2015



PN09WJK	T3807	Lease expires 02/04/2015
PN09WGK	T3808	as above
PN09WHD	T3809	as above
MK52OLJ	T3862	Owned, 12 years old, uneconomical
MK52OLM	T3863	to maintain, subject to service review
MW03GCL	T3864	as above

Land Rover

PK03VMJ	T4555	See item 3.1.2 condition and service requirements to be reviewed
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Electric Tipper

MX58UVC	T5354	Owned, 6 years old, condition to be Reviewed
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Dog Warden Van

N/A	Service requirements
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**PLANT REPLACEMENTS 2014/15**

<u>Reg No.</u>	<u>Fleet No.</u>	<u>Reason for Replacement</u>
<u>Double Drum Roller</u>		
n/a	T6010	Lease extended by 12 months to be reviewed in line with service requirements
n/a	T6011	
<u>Single Drum Roller &amp; Trailer</u>		
n/a	T6044/T7049	Condition will be reviewed
n/a	T6027/T7039	Lease extended by 12 months, await service review
n/a	T6028/T7040	as above
n/a	T6029/T7041	as above
<u>Trailers</u>		
n/a	T7002	condition will be reviewed
n/a	T7004	as above
n/a	T7005	as above
n/a	T7007	as above
n/a	T7008	as above
n/a	T7009	as above
n/a	T7010	as above
n/a	T7013	as above
n/a	T7014	as above
n/a	T7015	as above
n/a	T7016	as above
n/a	T7017	as above
n/a	T7069	as above
n/a	T7019	See item 3.1.8 items owned
n/a	T7021	by department, annual condition
n/a	T7022	review to be undertaken
n/a	T7029	as above
n/a	T7071	as above
n/a	T7072	as above

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## Mobile Site Cabins

n/a

T7320

Item owned by department, annual condition review to be undertaken

## Site Cabins

n/a

T7410

Revenue purchased, subject to operational requirements and their condition.

n/a

T7414

n/a

T7416

n/a

T7417

as above

## Mobile Compressor

n/a

T7790

Revenue purchased, subject to operational requirements and its condition.

**VEHICLE & PLANT REPLACEMENTS 2015/16**

<u>Reg No.</u>	<u>Fleet No.</u>	<u>Reason for Replacement</u>
<u>Large Welfare Buses</u>		
CN57AWA	T1186	Lease expires 31/10/2015
CN57AWC	T1187	as above
CN57AWF	T1188	as above
CN57AWG	T1189	as above
<u>Accessible Bus</u>		
MV57KNA	T1315	Lease expires 20/02/2016
MV57KNB	T1316	as above
ML58FWR	T1317	Lease expires 10/03/2016
ML58FWS	T1318	as above
<u>Light Vans</u>		
MW08XKC	T1580	Lease expires 18/11/2015
MW08XKD	T1581	as above
MM08NSO	T1582	as above
MM08NTK	T1583	as above
MM08XGN	T1584	as above
MK10UAX	T1587	Lease expires 29/07/2015
MK10UBG	T1588	as above
PO62JDX	T1605	Estimated high mileage of 100k
PO62JXT	T1606	as above
<u>Medium Vans</u>		
PL08UPA	T1754	Lease expires 18/11/2015
PL08UOH	T1755	as above
PL08UPV	T1770	as above
PL08URO	T1771	as above
PL08LXY	T1773	as above
PL08UOM	T1774	as above
PF08DDE	T1775	as above
PL08LVB	T1776	as above
PL08ULV	T1777	as above
<u>Dropside with Tail lift</u>		
MF08FOK	T2008	Lease expires 12/08/2015
<u>Small Tippers to replace the following:-</u>		
MT08LOJ	T2116	Lease expires 18/11/2015
MT08LUO	T2117	Lease expires 18/11/2015
MV58LRX	T2118	Lease expires 18/11/2015
<u>Small Box Van</u>		
MJ60LDZ	T2362	Owned, condition and service Requirements to be reviewed
<u>Medium Tipper</u>		
MX57FFA	T2463	Lease expires 30/10/2015
<u>Medium Tipper with Crane</u>		
MX57FFW	T2526	Lease expires 18/02/2016
MX57FFV	T2527	as above

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## Compact Sweeper

AE62BFM	T3446	Lease expires 13/02/2016
AE62BFN	T3447	as above
AE62BFP	T3448	as above
AE62BFX	T3449	as above
AE62BFZ	T3450	as above
AE62BGF	T3451	as above

## Hooklift Skip Loader

PN57FHR	T4415	Lease expires 18/02/2016
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## Access Platform Vehicles

MX57JJK	T4821	Lease expires 19/02/2016
MX57LJE	T4823	as above
MX57LJV	T4824	as above
MX57LLM	T4825	as above

<b>REPORT FOR DECISION</b>
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<b>DECISION MAKER:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>9 APRIL 2014</b>
<b>SUBJECT:</b>	<b>SCHOOL ADMISSIONS OVERVIEW PROJECT GROUP</b>
<b>REPORT FROM:</b>	<b>COUNCILLOR L. FITZWALTER, CHAIR – SCHOOL ADMISSIONS OVERVIEW PROJECT GROUP</b>
<b>CONTACT OFFICERS:</b>	<b>PAUL COOKE</b> <b>Strategic Lead (Schools, Academies and Colleges)</b>  <b>LEIGH WEBB – Democratic Services</b>
<b>TYPE OF DECISION:</b>	<b>NON KEY DECISION</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	This report is within the public domain.
<b>SUMMARY:</b>	This report sets out details of the work, findings and recommendations of the School Admissions Overview Project Group.
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	Cabinet is requested to approve the recommendations set out in the report. The recommendations of the Project Group were approved by the Overview and Scrutiny Committee on 25 March 2014 for onward submission to Cabinet.
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	Do the proposals accord with the Policy Framework?      Yes
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	The Policy for pupil admissions has financial implications in that pupil numbers determine the amount of funding schools receive.  Similarly there may be capital implications as pupil numbers influence the nature of capital works required – e.g. additional classrooms  Both are funded from the schools budget and have no impact upon the wider Council budget.
<b>Statement by Executive Director of Resources:</b>	There are no wider resource implications

SK

<b>Equality/Diversity implications:</b>	No
<b>Considered by Monitoring Officer:</b>	Yes                      Comments
<b>Wards Affected:</b>	All
<b>Scrutiny Interest:</b>	Overview and Scrutiny Committee

JH

**TRACKING/PROCESS**

**DIRECTOR:**

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners
Scrutiny Committee	Cabinet/Committee	Council	
25.03.2014			

**1.0 PURPOSE OF REPORT**

1.1 To inform Cabinet of the work and findings of the School Admissions Overview Project Group and seek approval for the recommendations set out at 17.0.

**2.0 BACKGROUND**

2.1 Historically, the birth-rate in Bury was in steady decline until 2003 and, as a result, demand for primary school places has, until recent years, been falling.

2.2 The rate of decline and the subsequent increase in birth-rate has differed from one area of the Borough to another. Additionally, some areas have experienced increased demands for school places as a result of inward migration both from Eastern Europe, but increasingly from other parts of the UK. Notably, a significant number of neighbouring authorities are currently in the process of creating additional capacity in order to meet unmet demand for school places, in both the primary and secondary sectors.

2.3 Whilst there is currently sufficient capacity across the Borough to meet the overall demand for places, there are some significant "hot-spots" in demand, particularly for primary school places in the East Bury and Prestwich areas, where the level of demand has been greater than the number of places available. This has been exacerbated by the popularity of some schools, and the localised pressure on places that this can create.

2.4 In 2013 these pressures were exacerbated still further by the very high number of siblings applying for places at two neighbouring schools in East Bury, which subsequently lead to significant numbers of admission appeals for these schools.

2.5 The LA has worked with schools in East Bury and Prestwich in order to address the levels of demand for the 2013 intake, through the creation of bulge classes and using the flexibilities provided in the Admissions Code.

2.6 Due to the pressure on primary school places experienced in 2013, the Overview and Scrutiny Committee requested that a Project Group was set up to

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examine the provision and arrangements for school places in the Borough. The key purpose of the review was to:

- Re-assure Members as to the robustness of the Forecasting Model
- Examine where problems exist and identify of potential solutions and development of strategy (short, medium and long term)

2.7 The Membership of the Group comprised of Councillor Fitzwalter (Chair), Councillors Caserta, Carter, Gunther, Simpson, Tariq and O'Hanlon.

2.8 The Project Group was delegated to agree its own project plan which is set out at Appendix 1 to the report. The focus of the Review to date has included:

- Examination of the Pupil Forecasting Model, including an overview of updated forecasts
- Analysis of local demand pressures
- Examination of the level of migration into the borough

### **3.0 METHODOLOGY**

3.1 As part of the review the Group interviewed/took evidence from:

Paul Cooke, Strategic Lead (Schools, Academies & Colleges)  
Rachael Stirk, Team Manager, School Management Service  
Marcus Connor, Head of Strategic Housing  
Salford City Council

3.2 The Group has met on four occasions and has received statistical and geographical information relating to:

- The location of all Bury Primary Schools by Local Area Partnership.
- The geographical distribution of children from the Health Authority Information aged 0+ to 4+.
- The comparison of primary school forecasts from 2000 – 2013 indicating the % difference between the forecast number and the actual intake number.
- The forecast number, actual intake number and admission capacity of primary schools per Local Area Partnership.
- The number of siblings per school expected for Reception 2014 intake and the number admitted per school in 2013.
- The levels of average deprivation per school and ranking tables for all Bury Schools.

3.3 The Group also received briefing papers providing background information regarding the supply and organisation of school places, and details about the admissions process.

3.4 Furthermore, information was also received from Salford Council relating to their experience in dealing with demand pressures and the measures in place to address these pressures.

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- 3.5 Relating to the issue of Migration, the Group received information from Strategic Housing setting out the limited information held by the Council in terms of social housing and inter-authority moves.

### **4.0 PUPIL FORECASTING METHODOLOGY**

- 4.1 The LA has a well established model for forecasting future demand which has been recognised by Ofsted in terms of its detail and accuracy of future demand.
- 4.2 The Group examined the LA's forecasting methodology, including the variations in historical forecasts and actual intakes. In noting the accuracy of historical forecasts, the Group was reassured about the robustness of the incumbent model. However it was also recognised that due to the changing national and local context, it was necessary to review the current forecasting methodology and adapt as appropriate.
- 4.3 The Group also examined the demographic distribution of 0 – 4 year olds, and the forecast intakes, pupil rolls and surplus places in both the primary and secondary sectors.
- 4.4 In considering the local context, the Group noted that whilst Bury's resident population is expected to increase, as a proportion of the whole population, the younger age group will get smaller and there will be a 2% reduction in the 0-14 year old population by 2022.

### **5.0 PRIMARY FORECASTS**

- 5.1 Primary forecasts are calculated using data supplied by the Pennine Care NHS Foundation Trust and are updated annually. Forecasts are also revised following each school census in order to reflect movement in and out of the Borough during the academic year.
- 5.2 In 2011, the forecast intake for 2012 was 2206 and the actual intake was 2178, a difference of 1.3%. Similarly the forecast intake for 2013 was 2285 and the actual intake was 2241, a difference of 2%.
- 5.3 The Group noted that the actual intake numbers for 2013 were broadly in line with the numbers forecast, and acknowledged that the problems that arose in 2013 were as a result of the high sibling rate at two neighbouring schools in an area where demand for places was already high. As a result, the LA is reviewing its forecasting methodology and working with schools in order to identify future levels of sibling demand.
- 5.4 Forecast intakes for 2014 indicate an overall increase of 2.5% from the 2013 intake, however current data provided by the Pennine Care NHS Foundation Trust indicates a gradual decrease in the population of 0-4 year olds, therefore whilst current primary forecasts show overall intakes peaking at 2015, numbers are starting to decline by 2016, with a decrease in the Reception intake of almost 6%.
- 5.5 Forecast intakes for the East Bury and Prestwich areas also begin to decrease by 2016, by 8% and 12% respectively.
- 5.6 The Group agreed that since current forecasts show a spike in numbers in 2015, in addressing the shortfall in capacity within these areas the LA needs to ensure that solutions should not only respond to the demand for places, but



also provide a cost effective solution, long term sustainability for the area as a whole, and not be detrimental to other schools.

### **6.0 SECONDARY FORECASTS**

- 6.1 A high number of extra district pupils have traditionally applied for places in Bury's secondary schools and a significant number of these pupils have secured places. With fewer resident pupils taking up places, the proportion of extra district pupils has risen significantly over recent years.
- 6.2 The increased pupil numbers from the primary sector are beginning to feed through into the secondary sector and intakes for 2014 are forecast to increase by 4.4%, from 2138 to 2232. The Group acknowledged that forecasts indicate that secondary intakes will begin to exceed admission capacity by 2016, although these forecasts do include current levels of demand from extra district residents. In practice, initial increase in demand from within the resident population can be met by displacing some of the extra district demand.
- 6.3 The Admissions Policy for Community secondary schools does give priority to Bury resident children through the use of catchment areas, however the Group noted that it is important for families to state realistic preferences when applying for secondary school places.
- 6.4 It was noted that a number of secondary schools have the physical capacity to accommodate additional pupil numbers should the need arise. If required, the LA will hold discussions with those schools about the possibility of increasing the number of places towards the number indicated by the net capacity in order to maximise capacity within the sector.

### **7.0 FACTORS AFFECTING SUPPLY FOR SCHOOL PLACES**

- 7.1 The main factors affecting the supply of school places are the availability of capital funding, land and premises. Expansion of existing establishments can be constrained by the capacity of the premises, the size of their sites as well as wider considerations of their location. There is now a presumption that if a LA identifies the need for a new school, they must seek proposals for the establishment of an academy/free school. However, the LA can propose prescribed alterations to existing schools to enlarge the premises, or increase capacity at schools through the flexibility provided in the Admissions Code
- 7.2 Schools who are their own admission authorities can also create additional places by increasing their intake. In addition, the establishment of free schools may also receive approval by central government. There is currently no significant impact from these issues in Bury.
- 7.3 The LA has been able to provide sufficient school places to meet the current levels of demand through the creation of bulge classes and the flexing of admission numbers where there is sufficient capacity to do so. Should the need for additional school places arise, the LA will work with existing maintained schools to increase their capacity, either through capital investment to provide modest extensions, or through redesignation of community spaces and/or specialist areas such as libraries/ICT suites to provide core teaching accommodation.
- 7.4 Bury received £2.6m Basic Need funding between 2013 - 2015 and a further £4.4m has provisionally been allocated between 2015 - 2017. The LA has

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previously allocated Basic Need funding to fund projects addressing school building condition issues. However there is an expectation that allocations received from 2013/14 onwards will be used to fund the establishment of additional places.

- 7.5 The LA has therefore developed, through its Capital Strategy Group, a programme of investment to target projects that address the EFA's Basic Need criteria, whilst also addressing building condition and suitability issues. For example, Basic Need funding will be used to support schemes at St Luke's and St Thomas' in order to address these specific localised demand pressures.

### **8.0 FACTORS GENERALLY AFFECTING DEMAND FOR SCHOOL PLACES**

- 8.1 The main factors affecting demand for school places are:

- Birth rates
- Inward & outward migration from the area
- Immigration into the UK
- Cross border movement
- Housing developments and changes in the housing market,
- Parental preference
- Changes in private education provision
- Establishment of academies and free schools
- The impact of welfare reforms

Many of these factors are subject to quite short-term uncertainty.

- 8.2 The Group noted that in Bury the rate of historical decline in pupil numbers and the subsequent increase in birth-rate has differed from one area of the Borough to another. Members recognised the potential impact on the demand for school places from inward migration, both from Eastern Europe, but increasingly from other parts of the UK.

- 8.3 The Group considered the merits of targeted strategies to address levels of demand/shortages in particular schools and the importance of forecasting whether these shortages were temporary in nature. Popularity of particular schools may result in high levels of oversubscription, however it was recognised that in considering whether additional places should be created on a permanent basis, the wider impact on the sustainability of other schools must be taken into account.

### **9.0 INWARD MIGRATION**

- 9.1 With regards to inward migration, Members recognised the potential impact on wider Council Services and Community needs and highlighted the need for information on how the Council's Housing Strategy looks to respond to this issue. The Group examined data on inter authority moves provided by Marcus Connor, Head of Performance & Housing Strategy. It was recognised that inter-authority moves into social rented or affordable housing will be limited to relatively small numbers. The net inflow to Bury appears greatest from Salford, Manchester and Rochdale, with the net outflow from Bury being to Bolton and Rossendale.

## **10.0 SALFORD CITY COUNCIL**

- 10.1 The Group also examined the experience of Salford Council over the last few years, including details of the factors that contributed to their problems around school places, the actions undertaken to respond to these challenges, and the policy decisions which have driven the management of school places.
- 10.2 Since 2010, an additional 1700 additional places have been provided across Salford City Council, the majority of which have been reception places. The initial increase in demand had not been identified in pupil projections, however there was a significant shortfall in Reception places following admissions applications in 2010. This unanticipated demand was initially met through the creation of bulge classes at several schools, utilizing existing accommodation through the use of specialist spaces such as libraries, ICT suites and community rooms.
- 10.3 The increased demand in Salford is due to increased birth rate and high rates of migration from Europe and from the South of England. Salford has subsequently revised its pupil place forecasting methodology, which the Group noted was closely aligned to Bury's incumbent model.
- 10.4 Due to the scale of additional places required, Salford has developed a range of short, medium and long term strategies. Short term proposals have included increasing intakes in schools that have sufficient building capacity, and re-using community space and/or specialist areas to provide core teaching accommodation. Some options also require building projects in the form of extensions.
- 10.5 Medium and long term strategies focus on reviewing potential re-use of surplus buildings and sites, use of other educational-use accommodation (such as children's centres) and construction solutions to enable larger scale building extensions. The creation of additional capacity will be funded through the Basic Need programme and through Section 106 agreements with planners.
- 10.6 Salford has also developed a model of programme governance in order to review the development of proposals and consider which will be taken forward. A stakeholder steering group comprising Headteacher and diocesan representatives has also been established to ensure wider ownership of and engagement with the programme.

## **11.0 PRIMARY SCHOOL PLACES**

### **11.1 Demand Pressures 2013**

- 11.1.1 Despite the demand pressures experienced in 2013, the Group noted that overall levels of parental satisfaction remained high. All Bury resident children were offered a Reception school place for September 2013, with 87% receiving their first preference school and 94% receiving a school of preference.
- 11.1.2 In Bury East, whilst intake numbers were as forecast, demand for places at St Luke's & St Thomas' in particular was exacerbated by the high number of places allocated to siblings, resulting in only a small number of places being offered under the distance criterion. Siblings accounted for 44 of the 60 places offered at St Luke's and 29 of the 35 places at St Thomas'. This unprecedented level of sibling demand across two neighbouring schools was quite exceptional.

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- 11.1.3 Since siblings enjoy priority under admission arrangements, this resulted in a number of other children living very close to St Luke's & St Thomas' being unable to obtain places, and subsequently being offered places at other schools some considerable distance away from their homes. This, in turn, lead to significant numbers of admission appeals for these two schools.
- 11.1.4 In order to address these levels of demand, Basic Need funding is supporting schemes at St Luke's and St Thomas' in order to create bulge classes for September 2013, each accommodating up to 15 additional children. Pupils are initially being accommodated in existing accommodation, whilst schemes have been developed to provide additional capacity and address condition and suitability issues at each of the schools. Each scheme will also enable admission of a further 15 children (in addition to the Published Admission Number in 2014) if required.
- 11.1.5 In the Prestwich area, the demand for places was focused around Butterstile, Heaton Park, St Margaret's and St Mary's. Sibling applications at Butterstile and St Mary's were broadly in line with previous years. Heaton Park saw an increase in the number of siblings, with 32 of the 45 places offered to siblings, compared with 12 in 2012. St Margaret's also had a higher number of siblings, 18 of the 35 places offered, compared with 12 in 2012. This increased level of sibling demand also impacted on the other two schools.
- 11.1.6 Whilst some schools are limited by the physical capacity of their buildings, others do have some ability to accommodate additional numbers. Furthermore, the Admissions Code provides greater flexibility for schools to respond to demand for places, enabling admission numbers to be breached. Therefore, in collaboration with a number of schools, the LA agreed to admit a small number of children above the admission number, where this could be achieved without breaching infant class size legislation, and where there was sufficient capacity within the schools to do so.
- 11.1.7 Members acknowledged the levels of demand in particular hot spots within the Borough, particularly within Bury East and Prestwich, and considered the measures put in place to deal with these issues. The Group has considered the merits of targeted strategies to address shortages in particular schools and the importance of forecasting whether these shortages were temporary in nature.

### **11.2 September 2014 Intake**

- 11.2.1 The application process for Reception places in September 2014 is currently ongoing. Offers will be sent out on 16 April 2014 and data exchanges with neighbouring Authorities are taking place throughout March. Initial analysis of applications received to date indicates that whilst the East Bury and Prestwich areas continue to experience high levels of demand, there is sufficient capacity in these areas to meet the current applications received. The LA continues to work closely with schools in order to ensure that applications are received from all known families, including pupils with siblings or nursery children, and any that have not yet applied are being followed up.
- 11.2.2 The South of the Borough is also experiencing very high levels of demand from the Roman Catholic sector, with Our Lady of Grace, St Bernadette's and St Michael's all being heavily oversubscribed. Capacity within the sector was increased several years ago with an expansion of St Bernadette's to accommodate a 1½ form of entry intake in order to meet levels of demand. There are currently sufficient places in Community schools within the area to accommodate applicants, however further discussions are currently taking

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place with the Diocese in order to assess whether these levels of demand are expected to be sustained in future years.

- 11.2.3 Whilst several schools in the North and West of the Borough are oversubscribed, these areas are generally undersubscribed, with a number of schools having surplus capacity.

### **12.0 THE SECONDARY SECTOR**

- 12.1 Whilst the main focus of this review was on primary school places, the Group also gave consideration to the issues affecting the secondary sector.

- 12.2 A high number of extra district pupils have traditionally applied for places in Bury's secondary schools and a significant number of these pupils have secured places. With fewer resident pupils taking up places, the proportion of extra district pupils has risen significantly over recent years. Of the 10,792 pupils currently attending maintained secondary schools, 13% of these reside in neighbouring authorities.

- 12.3 The Group noted that, whilst several schools continued to be heavily oversubscribed, levels of parental satisfaction remain high, with 88% of Bury residents being offered a place at their first preference school, and 97% being offered a place at a school of preference for the September 2013 intake.

### **12.4 September 2014 Intake**

- 12.5 Secondary offers were sent out on 3 March 2014 with 90% of Bury residents being offered a place at their first preference school and 97% being offered a place at one of their preferred schools.

- 12.6 A number of schools continue to be heavily oversubscribed and it is anticipated that there will be a high number of appeals for places at The Elton, Parrenthorn and Woodhey High Schools.

- 12.7 Whilst Bury Church also continues to be oversubscribed, places have been offered to children without evidence of Church attendance. Within the R.C. sector, St. Monica's is extremely oversubscribed, whilst St. Gabriel's have been able to satisfy all their R.C. demand and have offered places to non R.C. children. Again, further discussions will take place with the Diocese regarding these issues.

### **13.0 MANAGING PARENTAL EXPECTATION**

- 13.1 The Group received detailed information concerning the actual school admissions process together with the information provided to parents.

- 13.2 This included information regarding the timeframes involved, collation of cohort details from schools, other teams within Children's Services and the application process. The Group examined sample correspondence with parents and the information provided in the Information Guide. The Group gave consideration to the accessibility of online applications and the importance of providing an alternative method of application. However it was also noted that the promotion of and increase in online applications had resulted in improved efficiency of the process and contributed to wider e-government initiatives.

- 13.3 During the Groups consideration of this issue, Members highlighted the often complex nature of the information supplied to parents and queried the

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measures in place to support parents in the school applications process. It was stressed that parents should be fully informed and aware of the process, and the importance of making realistic preferences.

- 13.4 The Group highlighted the importance of managing parental expectations during the admissions process and considered how this could be communicated effectively to parents. The role of members was acknowledged as policy makers and in providing support to their constituents during the admissions and appeals process.

### **14.0 THE STATUTORY FRAMEWORK**

- 14.1 The LA has a statutory duty to ensure that there are sufficient school places available to meet demand from within its resident population.
- 14.2 Whilst the Government is keen to support the expansion of popular and successful schools, the LA role is also to try and ensure that this is not at the expense of other neighbouring schools, and that all schools serving the area are successful and viable.
- 14.3 The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013, and The School Organisation (Establishment And Discontinuance Of Schools) Regulations 2013 prescribe the revised process to be followed for maintained schools and local authorities to propose and implement changes to the size and characteristics of their schools, and the establishment or discontinuance of schools.
- 14.4 An expansion without a physical enlargement to the premises of the school does not require a statutory proposal. Increases in pupil numbers may be achieved through an increase in the Published Admission Number under the School Admissions Code.

### **15.0 SEN FUNDING**

- 15.1 The Group noted that the LA is currently undertaking a review of all SEN provision, which will set out proposals for the way in which educational provision for children and young people with Special Educational Needs and disabilities can be developed in order to meet future needs and demands.
- 15.2 The proposed aims of the review are:
- To increase inclusion by ensuring that more children with SEN have the opportunity to attend mainstream preschool settings and schools, if that is what their parents want
  - To ensure that any funding and resources for special educational needs are used as effectively as possible
  - To reduce the number of children and young people who have to go outside Bury to have their SEN met
  - To more effectively meet the needs of excluded pupils, in the context of new statutory requirements
- 15.3 Whilst not within the remit of this Group, Members agreed that the implication of the review in terms of the impact on provision and SEN funding required further examination.

## **16.0 CONCLUSION**

- 16.1 Local authorities are under a statutory duty to ensure that there are sufficient school places in their area, promote high educational standards, ensure fair access to educational opportunity and promote the fulfilment of every child's educational potential. They must also ensure that there are sufficient schools in their area, promote diversity and increase parental choice.
- 16.2 The LA must also balance the need to provide sufficient places, and meet parental preference, whilst ensuring that there is not too much capacity and that all schools serving the area are successful and viable.
- 16.3 The Group recognised the robust forecasting methods used by Children's Services and the accuracy with which future demand has been predicted for the majority of schools. Whilst intakes have not deviated from LA forecasts, there was an unprecedented level of demand from siblings at St Luke's and St Thomas' for the September 2013 intake. As a result, the LA is reviewing its forecasting methodology and working with schools in order to identify future levels of sibling demand.
- 16.4 The Group recognised that some of the demands being seen nationally are as a result of inward migration in addition to an increased birthrate, and some of the demand pressures on neighbouring authorities are from migration from other parts of the UK because of a South to North shift. Therefore, should these factors begin to impact in Bury, it will not always be possible to predict the scale and timing of the impact accurately, therefore it is important to have contingency plans if pupil numbers begin to deviate from the LA's forecasts.
- 16.5 School place planning is a complex process, influenced by demographics, mobility and housing yield as well as parental preference, geography and transport. With rapid shifts in economic conditions and changing patterns of migration, planning requires a proactive approach in order to respond to both short and medium term demand for places.
- 16.6 The statutory framework for schools and academies has undergone much change in recent years and with increasing school autonomy, a planning mechanism with strong local knowledge is needed to ensure that funding to secure sufficient school places is allocated effectively and efficiently.

## **17.0 SUMMARY OF RECOMMENDATIONS**

- (i) The Group acknowledges the complex nature of school place planning and supports the need for a proactive approach to develop strategies that respond to both short and medium term demands for places.
- (ii) Whilst acknowledging the difficulties in measuring migration into the borough, the Group highlight the need to regularly monitor patterns and developments through the Strategic Housing Land Availability Assessment; the Council's Core Strategy; and regular liaison with neighbouring boroughs.
- (iii) Targeted strategies employed to manage demand pressures continue to be monitored with regular consultations with local headteachers at affected schools.

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- (iv) The Group acknowledges that the admissions system is complex but seems to be fair. Members, who are often asked for advice on applications by parents, should be offered an annual briefing from Children's Services on the process and any changes to the system.
- (v) Consideration be given to the development of a simplified summary of the school admissions paperwork provided to parents
- (vi) Consideration be given to the role of Elected members in the admissions and appeals process.

### **Background Documents:**

- Demand for School Places – Capital Strategy Group
- Demand for School Places in East Bury
- Demand for School Places – Reception Intake September 2013
- School Admissions Overview Project Group - Briefing Paper October 2013

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**Scrutiny Review Scoping Template**

Review Topic (name of review)	<b>School Admissions</b>
<b><u>Councillor Involvement</u></b> (names of Cllr involved)	Councillors Fitzwalter; Caserta; Carter; Gunther; Tariq; Simpson; and O’Hanlon
<b><u>Officer Support</u></b> (names of Officer required)	Paul Cooke Rachael Stirk
<b><u>Rationale</u></b> (key issues and/or reason for doing the Review)	Group appointed to carry out the Review by the Overview and Scrutiny Committee.
<b><u>Purpose of Review/Objective</u></b> (Specify exactly what the review should achieve)	<ul style="list-style-type: none"> <li>• Members to be re-assured as to the robustness of the Forecasting Model</li> <li>• Examination of where problems exist, identification of potential solutions &amp; development of strategy (short, medium and long term)</li> <li>• Manage expectations – parental/schools/members</li> <li>• Identify communication strategies – Officers/Members with clear roles &amp; responsibilities</li> </ul>
<b><u>Indicators of Success</u></b> (What factors would indicate that a Review has been successful)	Measures in place to provide solutions which look to ensure sufficient school places are available to meet the needs of local communities.
<b><u>Methodology/Approach</u></b> (what types of enquiry will be used to gather evidence and why)	<ul style="list-style-type: none"> <li>• Examine Statistical Breakdown of School Places (including map of schools across the borough which identify hotspots)</li> <li>• Examination of forecasting methodology</li> <li>• Interview relevant people (as set out below)</li> </ul>
<b><u>Specify Witnesses/Experts</u></b> (who to see)	<ul style="list-style-type: none"> <li>• Children’s Services Senior Officers</li> <li>• NHS Bury Representatives</li> <li>• Strategic Housing (Bury Council)</li> <li>• Head Teachers</li> <li>• Ward Councillors (East ward/Prestwich)</li> <li>• Cabinet Member for Children and Families</li> </ul>
<b><u>Specify Evidence Sources For Documents</u></b> (which to look at – national and	<ul style="list-style-type: none"> <li>• Background information – supply of school places</li> </ul>

<p>local)</p>	<ul style="list-style-type: none"> <li>• Demand for School Places (East Bury) – Briefing note</li> <li>• Forecast intakes/rolls and surplus places data</li> <li>• Map of schools across the borough which identify hotspots</li> <li>• Breakdown of Multiple Deprivation Index (socio economic data) in relation to school admissions</li> <li>• GP registration data</li> <li>• Housing strategy</li> </ul>		
<p><b><u>Specify Site Visits</u></b></p>			
<p><b><u>Publicity Requirements</u></b> (what is needed – press release, fliers, leaflets, radio broadcasts, etc)</p>	<p>Key findings and recommendations will be made public through Council Website /press release</p>		
<p><b><u>Resource Requirements</u></b> (people, expenditure)</p>	<p>Officer time – preparation of reports/ attendance at meetings</p>		
<p><b><u>Barriers/dangers/risks/etc</u></b> (identify any weaknesses and potential pitfalls)</p>	<ul style="list-style-type: none"> <li>• Any solutions in terms of additional places must be mindful of the need to maintain the sustainability of all schools in the Borough and of the potential impact upon capital investment</li> <li>• Recommendations need the “buy in” from local Schools/Head teachers</li> <li>• Information sharing from Health/Housing</li> </ul>		
<p>Projected start date</p>	<p>03.10.2013</p>	<p>Projected completion date</p>	<p>31.03.2014</p>

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