

## AGENDA FOR

## CABINET

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### To: All Members of Cabinet

**Councillors:** R Shori (Leader and Cabinet Member for Business Engagement and Regeneration (Chair)), Simpson (Deputy Leader and Cabinet Member Health and Wellbeing), S Briggs (Cabinet Member for Children and Families), J Kelly (Cabinet Member Corporate Affairs and Regulatory Services), E O'Brien (Cabinet Member Finance and Housing), A Quinn (Cabinet Member for Environment) and T Tariq (Cabinet Member for Communities)

Dear Member/Colleague

### Cabinet

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

<b>Date:</b>	Wednesday, 18 April 2018
<b>Place:</b>	Meeting Rooms A & B - Town Hall
<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*)

Minutes from the meeting held on 21<sup>st</sup> February 2018 are attached.

### **5 POVERTY STRATEGY** (*Pages 5 - 34*)

A report from Councillor Judith Kelly, Cabinet Member for Corporate Affairs and Regulatory Services is attached.

### **6 BURY LOCAL FLOOD RISK MANAGEMENT STRATEGY 2018** (*Pages 35 - 112*)

A report from Councillor Alan Quinn, Cabinet Member for the Environment is attached.

### **7 URGENT BUSINESS**

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

### **8 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.

### **9 MULTIPLE BUILD SCHEMES INCLUDING LACIF OVER 250K AND LOCAL AUTHORITY CONDITION IMPROVEMENT FUND SCHEMES (LACIF)** (*Pages 113 - 122*)

A report from Councillor Sharon Briggs, Cabinet Member for Children and Families will be sent to follow.

**10      FOR INFORMATION \*\*\*MINUTES OF ASSOCIATION OF GREATER  
MANCHESTER AUTHORITIES / GREATER MANCHESTER COMBINED  
AUTHORITY** *(Pages 123 - 134)*

To consider the minutes of meetings of the AGMA Executive Board and Greater Manchester Combined Authority held on 23<sup>rd</sup> February 2018.

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**Minutes of:** CABINET

**Date of Meeting:** 21 February 2018

**Present:** Councillor R Shori (in the Chair)  
Councillors K S Briggs, J Kelly, E O'Brien, A Simpson  
and T. Tariq

**Also in Attendance** Councillor J Daly

**Apologies:** Councillor T Pickstone and A Quinn

**Public attendance:** 1 member of the public was in attendance.

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#### **CA.403 DECLARATIONS OF INTEREST**

There were no declarations of interest made at the meeting.

#### **CA.404 PUBLIC QUESTION TIME**

No questions were asked under the item.

#### **CA.405 MINUTES**

**Delegated decision:**

That the minutes of the meeting held on 31st January 2018 be approved as a correct record and signed by the Chair.

#### **CA.406 MONTH 9 CORPORATE FINANCIAL MONITORING REPORT**

The Cabinet Member for Finance and Housing submitted a report which informed Cabinet of the financial position of the Council for the period April 2017 to December 2017 and projects the estimated outturn at the end of 2017/18. The Report also includes Prudential Indicators in accordance with CIPFAs Code of Practice.

**Delegated decision:**

That the financial position of the Council as at 31 December 2017 be noted.

**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 option considered and rejected:**

To reject the recommendations.

#### **CA.407 HOUSING REVENUE ACCOUNT 2018-2019**

The Cabinet Member for Finance and Housing submitted a report detailing the proposed Housing Revenue Account (HRA) for 2018/2019. The report included proposals for Dwelling and Garage rents, Sheltered Support, Management, Amenities and Heating charges, Furnished Tenancy charges and Fernhill Caravan site tenancy charges.

Cabinet was reminded that the report was prepared on the basis of the Government's requirement for a decrease in dwelling rents of 1% for 2018/2019 for General Needs and Sheltered/Extra Care properties. Any decrease more than this level would result in a reduction in rental income which will impact on future years and could jeopardise the financial viability of the HRA and the sustainability of the business plan.

### **Delegated decisions:**

1. That the report be noted.
2. That Council be requested to consider all matters relating to the Housing Revenue Account 2018/2019, the increase in Council House and garage rents and changes to other charges.

### **Recommendations to Council:**

- (a) Approve the Housing Revenue Account estimates set out in Appendix 1.
- (b) Decrease the Rents for all HRA dwellings by 1% from the first rent week in April.
- (c) Increase Garage rents by 4.0% from the first rent week in April.
- (d) Increase Sheltered Management and Amenity Charges by 4.0% from the first rent week in April.
- (e) Approve that Sheltered support charges remain unchanged from the first rent week in April.
- (f) Reduce Sheltered heating charges by 20% from the first rent week in April.
- (g) Reduce Furnished Tenancy charges by 5% from the first rent week in April.
- (h) Increase tenancy charges at the Fernhill Caravan Site by 4.0% from the first rent week in April.

## **CA.408 REVENUE BUDGET & CAPITAL PROGRAMME 2018/19 TO 2019/2020**

The Cabinet Member for Finance and Housing submitted the budget report. The report provides Members with details of the Capital Programme for 2018/19 to 2020/21 (section A) and the Revenue Budget for 2018/19 to 2019/20 (section B) and outlines the Council's strategy for tackling the financial challenges ahead.

Section A sets out the draft Capital Programme and a forecast of the available resources.

Section B addresses the revenue budget and also outlines;

- the Local Government Finance Settlement for 2018/19 to 2019/20
- Forecast outturn for 2017/18
- The budget strategy for 2018/19 to 2019/20 and the approach to balancing the budget.

It also examines the robustness of the assumptions behind the budget forecast and it contains an assessment of the adequacy of the Council's balances.

The Cabinet member reported despite the extremely challenging local government finance Settlement, and the resultant savings target, the proposed budget places no long term reliance on one-off savings options / use of reserves.

1. That the report be noted.
2. That 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 2018/2019, and cuts proposals for the period 2018/19 to 2019/20 at its meeting on 21st February 2018.

**Recommendations to Council:**

**Section A – Capital Programme**

1. Approve the Capital Programme for 2018/19 and future years, shown in Appendix 1;
2. Approve the proposed financing of the Capital Programme;

**Section B – Revenue Budget**

3. Note the details of the Final Settlement Funding Allocation (SFA) for 2018/19 to 2019/20.
4. Note the level of repayment of principal on General Fund debt at the minimum of 2% in line with the current Minimum Revenue Provision policy;
5. Note that under delegated powers the Interim Executive Director of Resources & Regulation has calculated the amount of 52,850 as the Council Tax base for the year 2018/19 in accordance with the Local Government Act 2003 and with regulations made under section 33(5) of the Local Government Finance Act 1992 and the Local Authority (Calculation of Council Tax Base) (England) Regulations 2012;
6. Note the forecast outturn position for 2017/18;
7. Approve that the minimum level of balances for 2018/19 be set at £4.250m in view of the Council's risk profile;
8. Approve, amend or reject the draft Revenue Budget for 2018/19 to 2019/20 as shown in the report;
9. Reaffirm the programme of cuts for delivery over the 3 year period 2017/18 to 2019/20 as approved by Council on 22<sup>nd</sup> February 2017, and as set out at Appendix 5;
10. Note the recommendations of the Schools' Forum around education funding issues;
11. Endorse the statements by the Interim Executive Director of Resources & Regulation on the robustness of budget assumptions and on the minimum level of balances;
12. Determine the level of the Council Tax / Social Care Precept for 2018/19.

**CA.409 TREASURY MANAGEMENT STRATEGY AND PRUDENTIAL INDICATORS 2018/19**

The Cabinet Member for Finance and Housing submitted the Treasury Management Strategy and Prudential Indicators. The report sets out the suggested strategy for 2018/19 in respect of the following aspects of the Treasury Management function. It is based upon the Treasury officers' views on interest rates, supplemented with leading market forecasts provided by the Council's treasury advisor. The Strategy covers:

- Capital plans and prudential indicators;
- the minimum revenue provision policy;
- the current treasury position;

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- treasury limits in force which will limit the treasury risk and activities of the Council;
- prospects for interest rates;
- the borrowing strategy;
- policy on borrowing in advance of need
- debt rescheduling;
- the investment strategy;
- creditworthiness policy; and
- policy on use of external service providers

The primary objective of the Council's treasury management function will 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 2018/19 will 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 term loans (1 to 10 years) to finance capital spending will only then be considered if required by the Council's underlying cash flow needs. Some long term loans (over 10 years) may be undertaken to replace debt which matures in the year. 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 2018/19, then savings will be made from running down investments rather than taking out more expensive long term loans.

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

### **Delegated decision:**

It is recommended that Cabinet approves, for onward submission to Council, the:

- Prudential Indicators forecast for 3 years
- Treasury Management Strategy for 2018/19
- Schemes of Delegation and Responsibility attached at Appendices 2 and 6

### **Recommendation to Council:**

That approval be given to the recommendations made in the report.

### **Reasons for the decision:**

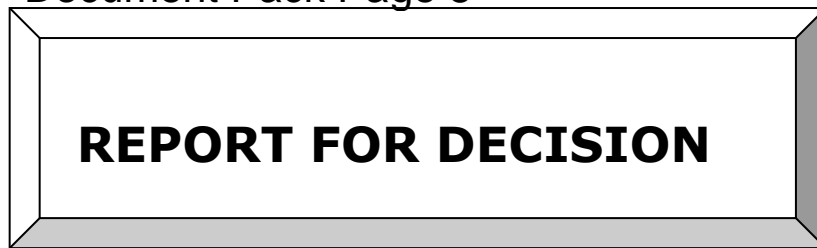
It is a requirement of the CIPFA Code that the Council receives an annual treasury management strategy report.

### **Other options considered and rejected:**

To reject the recommendations.

**COUNCILLOR R SHORI**

**Chair (Note: The meeting started at 5.30pm and ended at 5.43 pm)**



<b>DECISION OF:</b>	<b>CABINET</b>
<b>DATE:</b>	<b>18 APRIL 2018</b>
<b>SUBJECT:</b>	<b>THE BURY PARTNERSHIP ANTI-POVERTY STRATEGY 2018 - 2021</b>
<b>REPORT FROM:</b>	<b>COUNCILLOR JUDITH KELLY – CABINET MEMBER FOR CORPORATE AFFAIRS AND REGULATORY SERVICES</b>
<b>CONTACT OFFICER:</b>	<b>JACKIE SUMMERSCALES PRINCIPAL STRATEGY OFFICER, CORPORATE POLICY</b>
<b>TYPE OF DECISION:</b>	<b><i>CABINET</i> (KEY DECISION)</b>
<b>FREEDOM OF INFORMATION/STATUS:</b>	[This paper is within the public domain]
<b>SUMMARY:</b>	The Bury Partnership Anti-Poverty Strategy 2018 - 2021 sets the framework for the refresh of our previous Poverty Strategy which was adopted in 2014. It seeks to tackle inequality through targeted strategies of support to build resilience, empower local people and reduce demand on services. It will be delivered by an accompanying partnership action plan, which consolidates the skills and resources of Council departments, partner organisations and various external agencies to help achieve our objectives.
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<p><b>Option 1 (recommended)</b></p> <p>Adopt the Bury Partnership Anti-Poverty Strategy 2018 – 2021 and authorise officers and partners to implement the delivery plan and take forward the actions in the Strategy.</p> <p><b>Option 2 (not recommended)</b></p> <p>Do not support the Bury Partnership Anti-Poverty Strategy 2018 - 2021 and related aspects.</p>

	Option 1 is the preferred option because tackling inequality requires a multi-agency response. The Strategy is a partnership document which sets out a clear direction of travel and is closely aligned to the Council's ambitions to support vulnerable residents.
<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>	This strategy will be delivered utilising existing resources, and additional resources (£200,000) identified in the 2018/19 budget to "support homelessness prevention, and other welfare/hardship relief initiatives".
<b>Health and Safety</b>	There are no known health and safety implications.
<b>Statement by Executive Director of Resources:</b>	Successful implementation of this Strategy could help mitigate future demands upon Council services.
<b>Equality/Diversity implications:</b>	<p>Yes No (see paragraph below)</p> <p>To be considered. The Strategy provides a framework to prevent people from falling into poverty as well as supporting those who are already struggling. Therefore, this Strategy will have an overall positive effect across all equality strands.</p>
<b>Considered by Monitoring Officer:</b>	Yes.
<b>Wards Affected:</b>	All.
<b>Scrutiny Interest:</b>	Overview & Scrutiny

**TRACKING/PROCESS****DIRECTOR:**

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners
12.03.18	22.01.18		
Scrutiny Committee	Committee	Council	
	18.04.18		

## **1.0 BACKGROUND**

- 1.1 Over the past few decades Bury has undergone significant regeneration. The Town Centre is thriving and there are superb travel links, popular schools and colleges, excellent employment opportunities and outstanding leisure, sport and recreational facilities. However, not all of Bury's residents are sharing the benefits. There are severe pockets of deprivation across the Borough.

## **2.0 REVIEW**

- 2.1 A report on life chances and subsequent research demonstrated the significant impact that poverty has on communities in the Borough:

- 7,000 children live in poverty.
- 12 areas are within the 10% most deprived in the country – 11,000 people live in these areas.
- The difference in life expectancy between males and females living in deprived areas compared to non-deprived areas is 9.6 and 7.8 years respectively.
- Fuel poverty has increased from 8,047 households in 2013/14 to 8,938 in 2015/16.
- Only 69% of children are achieving a good level of development (GM average 71%).
- The number of households accepted as unintentionally homeless and in priority need is increasing from 154 in 2015/16 to 257 in Dec 2017.
- Approximately 10,200 households are classed as workless and 190 young people aged 16 to 17 are classified as NEET (Not in Education, Employment or Training).
- Job density is low at 0.65% per resident, compared to 0.78% (GM average).
- 72% of employers did not recruit any education leavers in 2016/17.

The cost of poverty to society is estimated at around £78 billion each year in the UK (in addition to means tested benefits). This includes demands on health and social care services, education, crime and housing.

## **3.0 A STRATEGY FOR CHANGE**

- 3.1 This Strategy aims to tackle poverty and inequality by focussing partnership activity around three key priorities:

- *Early Intervention and Prevention*
- *Financial Inclusion and Resilience*
- *Developing Skills and Increasing Employability*

## **4.0 GOVERNANCE AND PERFORMANCE**

- 4.1 A partnership action plan has been developed with a range of practical activities aligned to each priority. All activities will be assigned to named leads with clear outcomes and targets.
- 4.2 Work to develop and implement the Strategy will be overseen by the Welfare Reform Board chaired by the Executive Member for Corporate Affairs and

Regulatory Services. Progress will be reported to the Health & Wellbeing Board via exception from the Welfare Reform Board.

### **5.0 CONSULTATION**

- 5.1** The Strategy has been refreshed in consultation and discussion with partners, members, service providers including children and young people services, economic development, public health, housing and voluntary and community representatives including members of the Welfare Reform Board. The review and Strategy have been regular agenda items at the Executive Member for Corporate Affairs and Regulatory Services portfolio meetings.

### **6.0 CONCLUSION AND RECOMMENDATIONS**

- 6.1** The findings from the review indicate that early intervention is crucial. We must create innovative pathways out of poverty that support individuals in the Borough and help them to help themselves and their children break the cycle of poverty. The opportunities/life chances individuals experience throughout their lives will determine their future.
- 6.2** This Strategy supports the Council's ambition for a prosperous, sustainable Borough by working towards alleviating poverty and reducing inequality. It sets out a robust framework for real change - tackling issues at an early stage to divert individuals and families away from poverty and high cost statutory interventions.

- 6.3** It is recommended that Cabinet:

Adopt the Bury Partnership Anti-Poverty Strategy 2018 – 2021 and authorise officers and partners to implement the delivery plan and take forward the actions in the Strategy.

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

Bury Commission on Life Chances 2017.  
Bury Poverty Strategy 2014.  
Public Health Annual Report 2015/16.  
ONS/Bury JSNA.

### **Contact Details:-**

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# The Bury Partnership Anti- Poverty Strategy 2018 – 2021



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MAKING CHANGES FOR A BETTER BOROUGH

**TEAM  
BURY**

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*The Bury Partnership Poverty Strategy 2018 – 2021 is a borough wide document. It sets the framework for the refresh of our previous Poverty Strategy which was adopted in 2014. Although the political and economic climate has changed since the original Strategy was adopted, many of the underlying themes and issues are still relevant.*

Over the past few decades Bury has undergone significant structural economic regeneration. The newly modernised Town Centre is thriving with an abundance of shops, bars and restaurants. There are superb travel links via motorway and Metrolink, popular schools and colleges, excellent employment opportunities and outstanding leisure, sport and recreational facilities.

Nevertheless, not all of Bury's residents are sharing these benefits. There are severe pockets of deprivation across the Borough. Neighbourhoods within Radcliffe, Moorside and Bury East are amongst the 10% most deprived in the country. Families with children living in these areas are more likely to be living in poverty than those living in other areas of the Borough.

Welfare reform, austerity measures and cuts to public services have resulted in a reduction in financial support to people in the Borough on low incomes. For too long, poorer families and places across the UK have been left behind by disproportionate economic growth and fewer opportunities. This is not acceptable.

The reality is, almost anyone can experience poverty. Unexpected events such as bereavement, a rise in living costs, relationship breakdown, ill health or a drop in earnings through job loss or benefit changes is all it takes to move a family into poverty. However, poverty isn't inevitable. With the right support everyone can have the opportunity to do well in life and share the benefits of a stronger economy and a healthier, fairer society.

With this in mind, we believe this Strategy sets the framework for real change. It takes account of the causes and consequences of those affected by poverty and focusses on tackling inequality through targeted strategies of support to build resilience, empower local people and reduce demand for services, as well as expanding opportunities to assist residents into good quality sustainable employment.

In addition to helping those who are already struggling, we must look to prevent people from falling into poverty in the first place by creating an inclusive, sustainable financial system that is fit for purpose for all residents, regardless of their income, as well as developing innovative ways of working.

In a climate of restricted resources, a challenge of this magnitude requires a multi-agency response. We must target resources where they are needed most, to ensure a holistic approach for all of our communities.

The strategy has three key priorities:

- *Improving prevention and early intervention*
- *Building financial inclusion and resilience*
- *Developing skills and increasing employability*

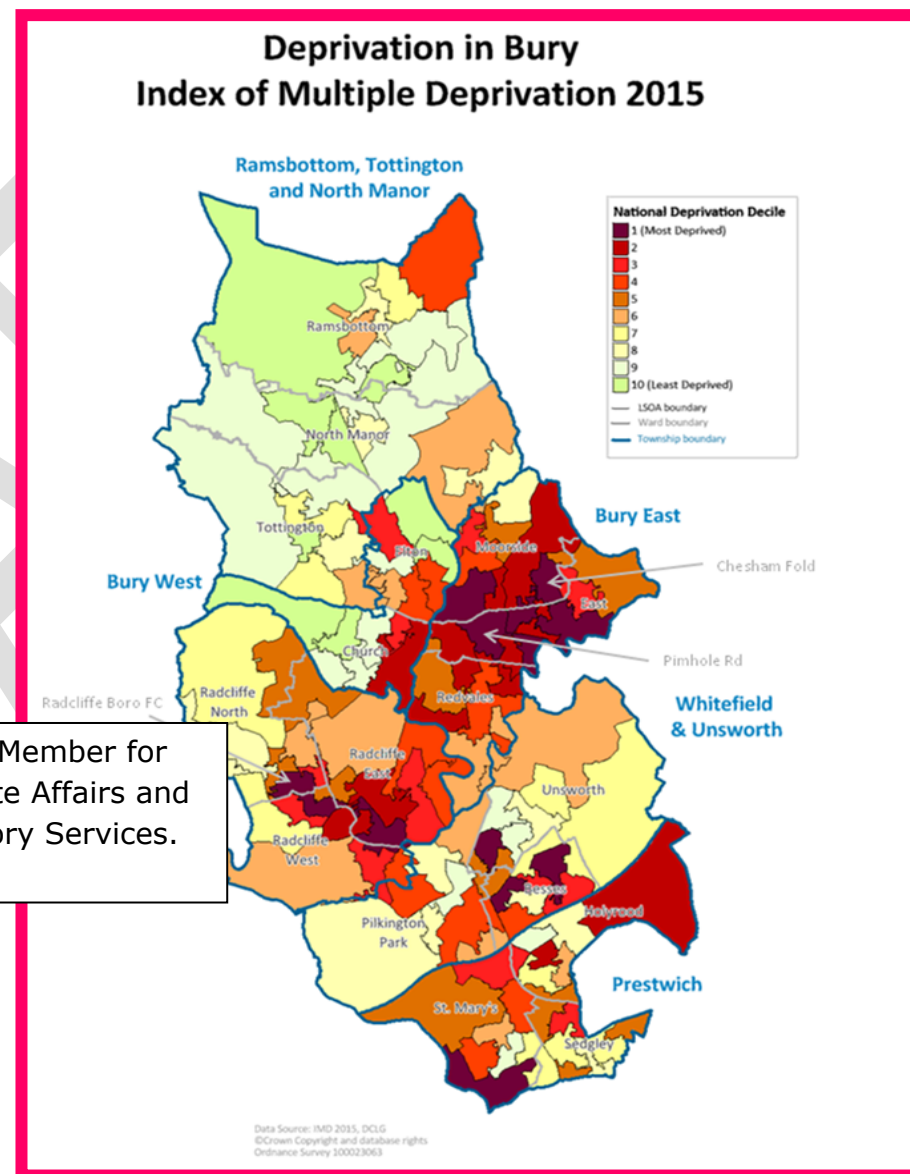
It will be delivered by an accompanying partnership action plan, which brings together the skills and resources needed to achieve our objectives. We believe it has the capacity to improve life chances and make a difference to those affected by poverty in the Borough.



Leader of the Council,  
Cabinet Member for  
Business Engagement  
and Regeneration.



Cabinet Member for  
Corporate Affairs and  
Regulatory Services.



## Strategic Outcome

***A prosperous sustainable Borough free from poverty and inequality, where everyone has the chance of a decent and secure life, no matter where they are born or live.***

## Introduction

*What is poverty?*

*'Relative poverty' is a condition in which people lack the minimum amount of income needed in order to maintain the average standard of living in the society in which they live'. A household is considered to be in relative poverty if their income is below 60% of the national average (median) before housing costs.*

Poverty is everyone's business. It is a cross cutting issue affecting many aspects of life including health, education, housing and employment.

Poverty means not being able to heat your home, pay your rent, or buy essentials for your children. People experiencing poverty may not have adequate food and clothing, access to good quality affordable housing, healthcare or education through low income or lack of resource. They are often socially excluded and experience uncertainty and stress on a daily basis, which affects their confidence, capability and general health and wellbeing.

Children growing up in poverty do not have the same range of experiences as other children, which can result in poor life chances in adult life. They are also more likely to have behavioural problems, low education attainment, ill health and disability in later life.

Poverty is also related to more complicated health issues over the course of a lifetime, which affect earnings as well as quality and length of life. Those living in the most deprived areas of the Borough will, on average, die earlier than those living in non-deprived areas. Astonishingly, this difference is nearly ten years for men and eight years for women!

In recent years national poverty rates amongst children and pensioners have increased (30% for children and 16% for pensioners) and, almost half a million additional people are expected to be living in poverty by 2020/21, as a result of the four year freeze on benefits that began in 2016/17.

The Joseph Rowntree Foundation (JRF) estimates the cost of poverty to the public purse at around £78 billion each year in the UK (in addition to means tested benefits). This includes demands on health and social care services, education, crime and housing.


Consequently, early help and intervention is crucial. We must create pathways out of poverty that support individuals in the Borough and help them to help themselves and their children break the cycle. If we do not act now, it is likely that we will face enormous costs and risks in the future.



## Vulnerable groups at risk of poverty

Poverty can affect anyone at anytime. Nevertheless it is more prevalent in certain groups and varies according to where people live, access to jobs, education and social care. Poverty also impacts upon health issues.

### Working families and households

 In work poverty is increasing, 67% of children in poverty have at least one working parent.



**£24,900** Average income in the Borough is below the North West average (£26,166)

*Explore feasibility of Living Wage Accreditation to maximise household income*

### Unemployed and economically inactive

**6.6%** of working age females are unemployed

**7.7%** of working age males are unemployed

**East, Church and Radcliffe have the highest concentrations of people in receipt of ESA which is clearly linked to poor health**

*Provide adult learning courses that meet employer needs*

### Older people



of pensioners in the UK live in poverty. Those at particular risk include:

- \* Women aged 85+
- \* Single people
- \* Private renters



Older pensioner incomes are on average £59 a week lower than younger pensioners

*Raise awareness of pension credit to increase take up rates*

### Homeless people

The number of households accepted as unintentionally homeless and in priority need is increasing.



2017/18

**257**

2016/17

**177**

2015/16

**154**



**50% require one bed accommodation**

*Undertake financial assessments on all prospective tenants to ensure future living costs are affordable*

### Single parents, carers and larger families

These groups are at far greater risk of poverty than those without children

**20,000**



people in the Borough provide some form of unpaid care - this equates to 11% of the population

*Undertake an indepth review of childcare costs across the Borough, as a barrier to employment*

### People with a disability

**People with a disability are 71% less likely to be employed than those without a disability owing to barriers to education & training**



**32,235**

adults in the Borough are affected by disability

**2,200**

children (under 16) in the Borough are affected by disability

*Promote GM Work and Health Programme to support residents with health related barriers and disability*

### People with mental health conditions

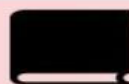
More than **19,000**

people in the Borough aged 18-64 have a mental health condition (17% of the total population)

**Many people with serious mental health conditions live in Moorside, Radcliffe East and Elton**

*Support Working Well - Early Help Model to reduce claimant count and promote healthy workplaces*

### Ethnic minority groups, refugees & asylum seekers



**There are significant differences in educational attainment by ethnicity**



People of all ages from ethnic minority groups are more likely to live in poverty than 'White British' people

*Identify suitable crèche facilities for asylum seekers and refugees so parents can access basic English courses*

### Young people and care leavers



**Young people growing up in care or deprived households are more likely to live in poverty**

**15,000**

young people in the borough aged 18-24 are hidden/disengaged from the welfare state



and be involved in criminal activity and experiment with alcohol and/or drugs

**and unlikely to receive any kind of support**

*Implement council tax exemptions for care leavers*

*Consider piloting a Young Savers Scheme to encourage savings and responsible money management*

## Why do we need a poverty strategy - key issues

### Deprivation

The Borough of Bury is ranked **144/326**  
most deprived local authority in England

**12** areas in the Borough are within the  
10% most deprived in the country

**around 11,000 people live in these areas**

### Children

**7,000 Children in the Borough live in poverty:**

**43%** in East **compared to:**

**40%** in Moorside **10%**

**37%** in Redvales **in Tottington**



### Jobs

The average wage in the Borough is **£11.94**  
(£12.74 across the North West)



Job density is low at 0.65%  
per resident, compared to  
0.78% (GM average)

**72%** of employers did not recruit any  
education leavers in 2016/17

### Unemployment

**10,200** households in the Borough are classed as  
workless

**Approx 15,600 adults claim out of work  
benefits 4.1% in Tottington compared to 18.4  
in East**

**190** young people aged 16 to 17 are classified  
NEET

**More than a third live in East & Moorside**

### Education

Only **69%** of children are achieving a good  
level of development (GM average  
71%)



The attainment gap (KS2 English &  
Maths) between pupils receiving free  
school meals and those not eligible is  
**20%**

### Debt

**Average debt per person:**

2018 **£9,749**

2017 **£7,025**



**Average income per person:**

2018 **£1,219** outgoings **£1,219**

2017 **£1,002** outgoings **£982**

### Fuel poverty

Fuel poverty is increasing in the Borough:

2015/16 **8,938 households**

2014/15 **8,279 households**

2013/14 **8,047 households**



### Crime

The majority of first time entrants into the criminal  
justice system aged 10 - 17 live in East and  
Radcliffe East

**Domestic violence crimes**

are more prevalent in:

- \* East
- \* Moorside
- \* Radcliffe East



### Long term health conditions

Approximately **45,000**

adults in the Borough have at least  
one long term health condition .....

**that cannot be  
cured**



### Life expectancy

**Difference in life expectancy  
between males and females**



**9.6 yrs**

living in deprived  
areas compared to  
non-deprived areas



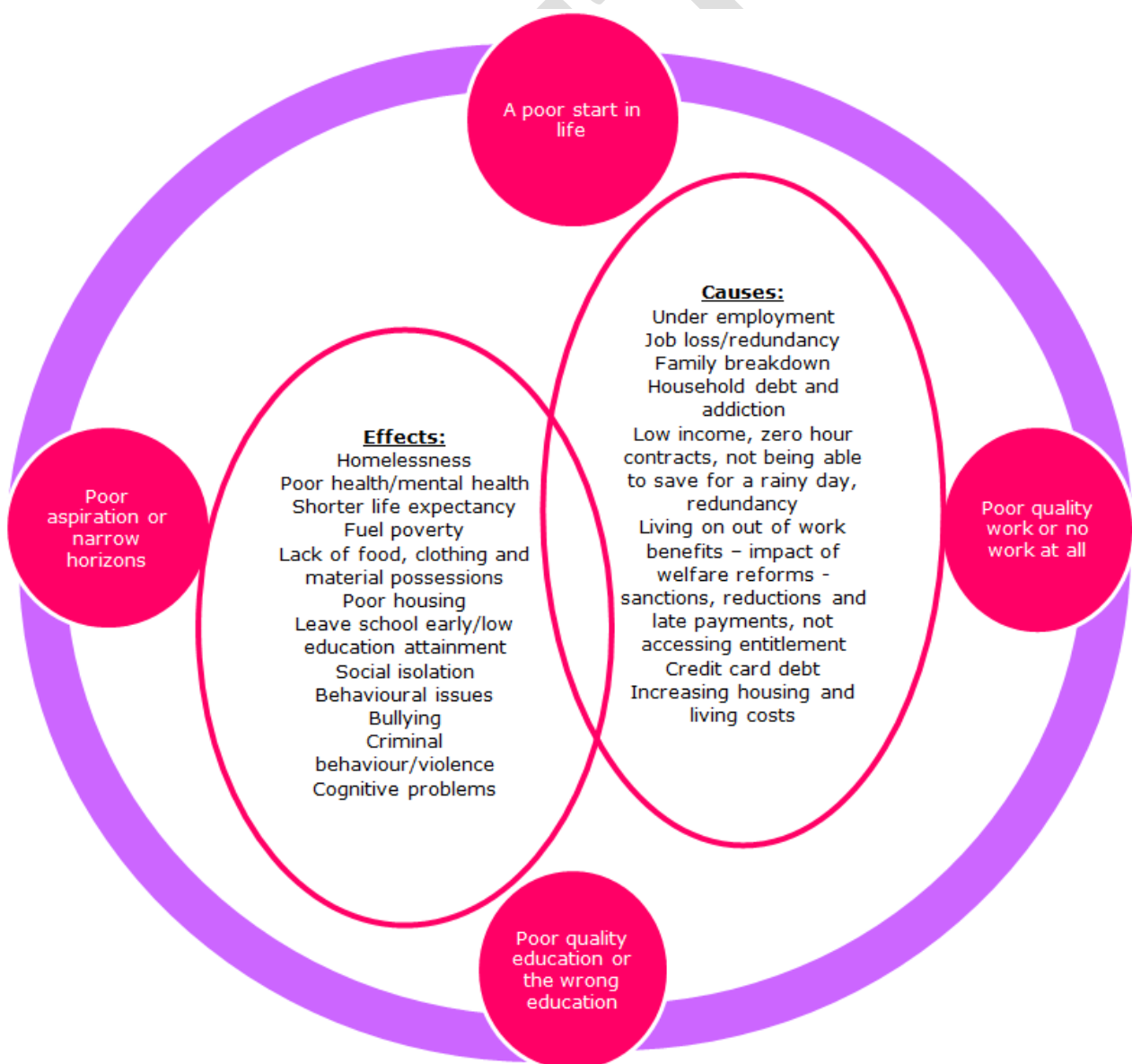
**7.8 yrs**

## Causes and effects

The causes and effects of poverty are often interrelated. For example, job loss can lead to rent/mortgage arrears which can result in homelessness. There are various factors that can determine a person's life chances including social class, genetic inheritance, education, childhood poverty, family attitudes and discrimination. The opportunities/life chances individuals experience throughout their lives will generally determine their future.

According to a report on life chances in Bury in 2017, there are four enemies of good life chances:

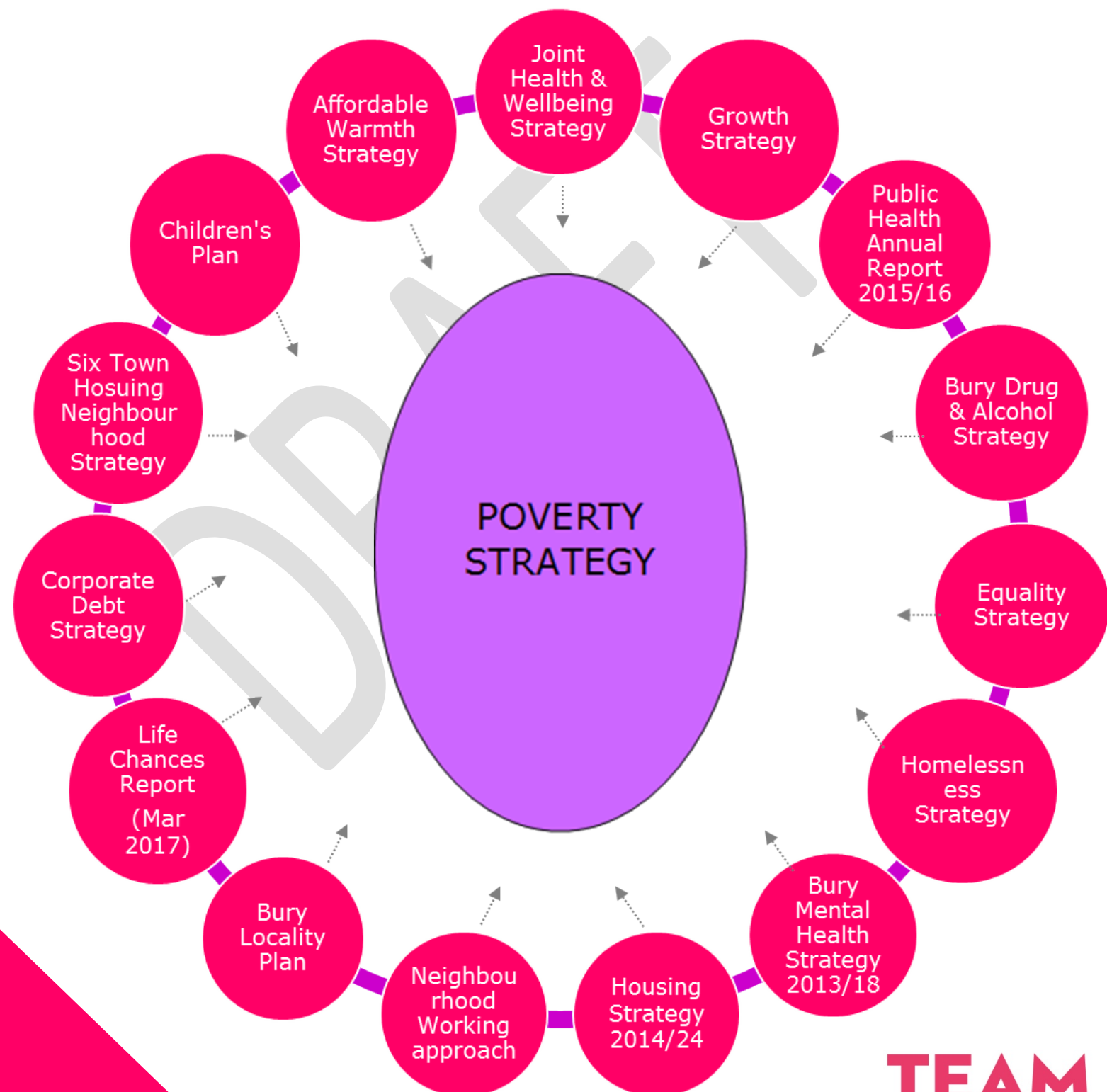
- A poor start in life;
- Poor aspiration or narrow horizons;
- Poor quality education or the wrong education;
- Poor quality work or no work.





### Links to other strategies

This Strategy recognises that the causes of poverty are wide-ranging and many existing strategies and programmes of work are underway in Bury to help reduce inequality and improve lives. This Strategy does not intend to duplicate any of the work that is already underway but, seeks to complement and support delivery of the following:



## What are we going to do about it?

A partnership action plan has been developed with a range of practical activities to help achieve our objectives and, are likely to improve life chances. All activities will be assigned to named leads from Council departments, partner organisations and various external agencies. Progress will be measured with clear outcomes and targets. Once these activities are complete, they will be replaced with additional activities that will continue to deliver effective outcomes for local residents.

### Priority 1 – Early Intervention and Prevention

- Develop and administer a sustainable Food Bank in Bury Town Centre to include fresh produce as well as non-perishables.
- Set up a Healthy Eating Voucher Scheme and provide advice about healthy eating on a budget.
- Consider expanding access to holiday hunger programmes to help more children access healthy meals during school holidays.
- Develop low cost/healthy eating cookery champions to co deliver cookery courses within their communities.
- Provide debt awareness training to internal and external agencies to ensure early identification of individuals and families struggling to manage



finances. Tackling the issue at an early stage can prevent families moving into poverty and alleviate high cost statutory interventions.

- Identify and work with families that will be affected by welfare reforms – help them to prepare to alleviate future hardship.
- Identify children in schools that are suffering from poverty – put resources in place and embed into neighbourhood approach.
- Ensure comprehensive information and advice is available to individuals and families (including changes to benefits and advice for those who cannot afford to pay their rent/Council Tax) on web sites/Bury Directory and through neighbourhood meetings and hubs.
- Safeguard the provision of free debt advice/CAB contract.
- Deliver Universal Credit training to agencies and front-line staff to ensure awareness of the implications.
- Ensure that poverty implications are appropriately considered in future policies and decision making.
- Gather data and intelligence through neighbourhood approach and work with communities to identify and apply existing assets to support early intervention.

#### Measures of success:

- Increased capacity for early intervention.
- Effective services that are fit for purpose.
- Improved access to advice and information.
- Staff trained to recognise early warning signs/risk.

## Priority 2 – Financial Inclusion and Resilience

- Raise awareness of rules and entitlements to increase benefit take up rates. Simplify language/eligibility criteria to ease the process of claiming and enable families and individuals to take ownership and manage expectations.
- Help residents with poor credit ratings access affordable, equitable loans.
- Promote sources of regulated affordable credit, as a viable alternative to sub-prime lenders and loan sharks.
- Review the use of bailiffs for recovering arrears and small debts, to ensure an ethical approach to debt management.
- Implement council tax exemptions for care leavers.
- Consider piloting a Young Savers Scheme to encourage savings and responsible money management at an early age.
- Consider launching a family loan scheme to improve access to affordable lending.
- Map existing services to identify gaps and reduce duplication.
- Consider adopting the Standard Financial Statement with capacity to build a savings contribution into debt solutions to increase resilience.
- Plan the transition to full service Universal Credit - deliver briefing sessions to agencies and residents.



- Support residents to improve their digital skills and enable them to become self-sufficient.
- Negotiate a better rate for fuel – consider Bury energy supplier.
- Review the cost of fuel meters in Council homes to determine whether they are more expensive than non-metered fuel.
- Explore feasibility of Living Wage accreditation, to maximise household income.
- Track the poverty premium/unfair premiums on essential goods and publicise alternatives including agencies that provide recycled white goods and cheaper products.

### Measures of success:

- Reduction in poverty rates.
- Increased benefit take up rates.
- Digital inclusion.
- Reduction in the number of people living in fuel poverty.

### Priority 3 – Developing Skills and Increasing Employability

- Promote clear work, health and skills information, advice and support to reduce the number of unemployed households.
- Support Working Well – Early Help Model to reduce claimant count and promote healthy workplaces.
- Promote GM Work and Health Programme to support residents with health related barriers and disability.
- Promote the 'Bury offer' to encourage employers to recruit locally.
- Develop a mentoring programme to help reduce unemployment rates amongst young people, particularly vulnerable groups.
- Provide a broad offer of information to schools (including benefits/money advice – more targeted intervention to at risk groups), to ensure that young people understand the links between debt and poverty and have the information they need to make informed choices about their future.
- Facilitate the development of pre-apprenticeships for traditionally disadvantaged groups aged 13-16.
- Gain an understanding of the labour market/what jobs exist now and in the future. Continue to grow the relationship with the business base through Bury's Business Engagement Strategy to increase the number of businesses that sign up to the Bury Means Business database.



- Work with schools and colleges to improve awareness of employer requirements in terms of skills/attributes, to drive aspiration and improve employment prospects.
- Work with new and existing employers to help residents find sustainable, lifelong work, apprenticeship placements, paid/unpaid work experience and volunteering opportunities to improve health and enhance skills and learning for a stronger economy.
- Provide adult learning courses that meet employer needs - secure guaranteed job interviews for unemployed people who successfully complete a course.
- Undertake an in depth review of childcare costs across the Borough, as a barrier to employment.
- Identify suitable crèche facilities for asylum seekers and refugees so that parents can access courses that teach basic English skills.

#### *Measures of success:*

- Reduction in unemployed households with children.
- The unemployment rate amongst young people will decrease.
- The number of people on out of work benefits will reduce and become more evenly balanced across the Borough.
- More employers will recruit education leavers.

## Monitoring

The activities in this Strategy will be monitored by Corporate Policy against the Single Outcomes Framework (SOF). Progress will be reported to the Health & Wellbeing Board via exception from the Welfare Reform Board.

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### The Bury Partnership Anti-Poverty Strategy Action Plan 2018 – 2021

Object ives	Actions	Lead	Target end date	Outcomes	Progress update
<b>OBJECTIVE 1 – Improving prevention and early intervention</b>					
<b>1.</b>	<p>Provide refresher/debt awareness training to internal officers and external partner agencies (include implications of benefit conditionality and sanctions) to ensure early identification of individuals and families struggling to manage finances, such as first missed rent/Council Tax payment, and ensure they know where to get help/access to Bury Support Fund/Discretionary Housing Payments and do not slip into poverty.</p> <p>Identify and work with families that will be affected by welfare reforms – help them to prepare to alleviate future hardship.</p>	A Greenhalgh (Business Manager Tenancy Management and Enforcement, STH)/H Griffiths (Welfare Support Team Manager)	June 18	<p>Increased support for vulnerable people.</p> <p>Improved signposting and awareness amongst staff.</p>	<p>Helen to contact Maria and Adam to develop training programme and roll out to staff.</p> <p>Training to include staff from Persona, Children's Services - key staff to be identified by S Reynolds and K Sowden.</p> <p>Training to include Locality Teams (Linda Prescott to identify).</p>
<b>2.</b>	<p>Deliver Universal Credit training to agencies and front-line staff to ensure awareness of the implications of UC.</p> <p>Ensure library staff are briefed on UC so that they can help customers apply online (4 libraries Borough wide). Customers can only claim UC if they register with gov.uk so will need an e-mail address. Validation of UC is via e-mail from gov.uk and applicants will have to let Whittaker Street see proof of ID.</p>	Dave Bevitt (Chief Officer Bury CAB)/K Pursall (Strategic Lead for Bury's Voluntary, Community and Faith Alliance (VCFA))/ I Davenport (Service Development Manager, Customer	June 18	<p>Practical guide for delivery of UC.</p>	<p>CAB/CPAG to host half day session, housing associations and staff from Children's Services/Children Centre Hubs to be invited (S Reynolds to identify key staff). CAB building has capacity for 120 people.</p> <p>Training to include staff from Persona (K Sowden to</p>

		Support & Collections)			identify) and Locality Teams (Linda Prescott to identify)
<b>3.</b>	Ensure that poverty implications are appropriately considered in future policies and decision making.	Workforce Development Team	May 18		Consider the impact of poverty through the Equality Assessment process.
<b>4.</b>	Develop a common referral pathway for internal officers and partner agencies including VCFA, to streamline referral methods and access to support.	A Greenhalgh (Business Manager Tenancy Management and Enforcement, STH)/H Griffiths (Welfare Support Team Manager)	June 18	Common approach to identifying risk and making referrals.  Increased capacity for effective early intervention.	
<b>5.</b>	Create debt information/advice leaflet for internal officers, social workers and partner agencies to give to members of the public they work with.	H Griffiths (Welfare Support Team Manager)	June 18	Self help/early access to support.	
<b>6.</b>	Create Council Tax Support (CTS) information leaflet for Job Centre coaches to give to customers who are new to Universal Credit, to ensure they know how to make an application and prevent further hardship.	H Griffiths (Welfare Support Team Manager)	June 18	Residents know how to apply for CTS. They will also be aware of the 20% liability which will help them budget effectively.	
<b>7.</b>	Ensure comprehensive information and advice is available to individuals and families (including changes to benefits and advice for those who cannot afford to pay their rent/Council Tax) on web sites/Bury Directory and through neighbourhood meetings and hubs – simplify language where possible.	A Greenhalgh (Business Manager Tenancy Management and Enforcement, STH)/H Griffiths (Welfare Support Team Manager)	June 18	Raise awareness and promote self-help to break cycles of poverty.  Customers know where to get help and advice.	J Summerscales to contact Katie Wood to find out what information is currently available.



	Develop appropriate case studies – consider target audience.				
<b>8.</b>	Safeguard the provision of free debt advice/CAB contract. Review signposting to free impartial debt advice, including phone/online channels to ensure that all opportunities are maximised.	I Davenport (Service Development Manager, Customer Support & Collections)/H Griffiths (Welfare Support Team Manager)/Katya Pursall (Strategic Lead for Bury's Voluntary, Community and Faith Alliance (VCFA))	April/May 18	Expertise in free debt advice retained. Key agencies known and publicised.	Liaise with third sector agencies who may already be providing/are equipped to provide services to improve communication and reduce duplication.
<b>9.</b>	Full explanation and understanding of Section 17 payments (Children's Services emergency payments) – who qualifies, what is the value of the payment etc? Put measures in place to ensure applicants do not receive payment from both funds.	M Tunney (Strategic Lead, Early Help and Edge of Care)/H Griffiths (Welfare Support Team Manager)	April 18	Information shared to avoid duplication and reduce costs.  Integrated services.	Customers are receiving crisis payments from Bury Support Fund and may also be getting Section 17 payments.
<b>10.</b>	Develop a sustainable Food Bank in Bury Town Centre to include fresh produce as well as non-perishables.	I Davenport (Service Development Manager, Customer Support & Collections)	June 18	Food parcels/fresh produce available for people in need.	Work underway at the former Red Door Advice Centre on Tithebarn Street, Bury. Porch expected to administer the scheme.
<b>11.</b>	Consider expanding access to holiday hunger programmes to help more children access healthy meals during school holidays.	TBC		Children able to access healthy meals during school holidays.	
<b>12.</b>	Identify children in schools that are suffering from poverty – put resources in place and embed into neighbourhood approach.	P Cooke (Strategic Lead for Schools, Academies and Colleges)/S Reynolds (Strategic	Mar 19	Resources in place for school children suffering from poverty.	Strategic Community Needs Analysis underway to identify clusters, triggers, themes etc and determine how services will be

		Lead for Early Years and Early Help) (TBC)			targeted.
<b>13.</b>	<p>Set up Healthy Eating Voucher Scheme and provide advice about healthy eating on a budget.</p> <p>Develop low cost/healthy eating cookery champions to co deliver cookery courses within their communities.</p>	<p>Lesley Jones (Director of Public Health)</p> <p>S Reynolds (Strategic Lead for Early Years and Early Help)</p>	June 18	<p>Fresh produce available for people in need.</p> <p>Improved budgeting and healthy eating</p>	<p>Previous scheme ran from the Children's Centre in Redvales. Everyone that attended received a £5 voucher which could be used to purchase fresh veg from Bury market.</p> <p>Agreed £10k from CCG and £10k from Bury Council - £5 vouchers. Chris Woodhouse to contact local supermarkets to see if they are willing to match fund/donate produce.</p> <p>10 vulnerable adults have undertaken cookery courses to date – food provided by Porch.</p> <p>Note - Healthy Lifestyle Service can deliver free sessions on healthy eating and the Freedom Church in Bury has a food bank and cooking facilities.</p> <p>Julie Kenrick to contact Sue Reynolds to see whether Adult Learning can support/provide facilities.</p>
<b>14.</b>	Gather data and intelligence through neighbourhood approach and work with communities to identify and apply existing assets to support early intervention.	J Gonda (Acting Executive Director for Communities & Wellbeing)	On-going	Information known and existing assets identified to support early intervention.	

**OBJECTIVE 2 – Building financial inclusion and resilience**

<b>1.</b>	Display concise information about Pension Credit (inc help line/contact details) on the back of all Council Tax Bills, to increase take up of Pension Credit to reduce pensioner poverty. Simplify language/eligibility criteria to ease the process of claiming and enable families and individuals to take ownership and manage expectations.	H Griffiths (Welfare Support Team Manager)	Feb 2019	Reduction in the number of pensioners in poverty.	
<b>2.</b>	<p>Help residents with poor credit ratings access affordable, equitable loans.</p> <p>Promote sources of regulated affordable credit, as a viable alternative to sub-prime lenders and loan sharks.</p> <p>Consider piloting a Young Savers Scheme (could inc care leavers) in partnership with MCU to encourage savings and responsible money management.</p> <p>Consider launching a 'Family Loan Scheme', in Bury.</p>	<p>Christine Moore (Manchester Credit Union)/ A Greenhalgh (Business Manager Tenancy Management and Enforcement, STH)</p> <p>Steve Kenyon (Interim Executive Director of Resources &amp; Regulation)</p> <p>Christine Moore (Manchester Credit Union)/ A Greenhalgh (Business Manager Tenancy)</p>	TBC	<p>Discourage use of loan sharks; prevent escalation of debt and associated problems including destitution and homelessness.</p> <p>Increase in the number of households with access to affordable lending.</p>	<p>Research undertaken on Haringey scheme – Cllr O'Brien &amp; Cllr Kelly undertaking research with Salford University. Potential pilot at Derby High School (year 11). Debt counselling charity, Christians Against Poverty, are willing to visit schools and give debt advice/promote savings.</p> <p>Scheme popular with residents in Rochdale. The loan is repaid with Child Benefit income (plus £1 per wk savings), which is paid directly to MCU (residual</p>

		Management and Enforcement, STH)			income is returned to the customer).
<b>3.</b>	Undertake financial assessments on all prospective tenants to ensure future living costs are affordable, in light of Universal Credit.  Consider adopting the Standard Financial Statement with more potential for data sharing and capacity to build a savings contribution.	A Greenhalgh (Business Manager Tenancy Management and Enforcement, STH)  I Davenport (Service Development Manager, Customer Support & Collections)	On-going	Financial resilience to increase capacity to withstand income shock.	
<b>4.</b>	Map existing services to identify gaps and reduce duplication	I Davenport (Service Development Manager, Customer Support & Collections)/Katya Pursall (Strategic Lead for Bury's Voluntary, Community and Faith Alliance (VCFA))	March 19	Reduced duplication of services. Cost savings.	
<b>5.</b>	Plan the transition to full service Universal Credit - deliver briefing sessions to agencies and residents.  Advise customers how to register with gov.uk and claim UC.	Anne Gent (Employer & Partnership Manager Job Centre Plus, DWP)	June/July 18		Helen Griffiths to liaise with Anne Gent and book venue/dates/times. Internal staff, external agencies and residents to be invited.  Regional UC Implementation Manager (DWP) to present briefings.

<b>6.</b>	Work with agencies across the Borough to support residents to access digital services and improve skills.	BEAST/T Flynn (Unit Manager for Economic Strategy & European Policy)		Residents are self-sufficient. Improved digital skills and access to more efficient methods of communication.	
<b>7.</b>	Negotiate a better rate for fuel – consider Bury Energy Supplier.  Review the cost of pre-payment fuel meters in Council homes to determine whether they are more expensive than non-metered fuel.  Refer vulnerable residents to the Local Energy Advice Programme (LEAP).  Continue to promote the Big Clean Switch Campaign	Steve Kenyon (Interim Executive Director of Resources & Regulation)/T Hunt (Business Manager Financial Services)  M Stott (Energy Support Officer)	Sep 18   Until funding exhausted	Reduction in the number of households in fuel poverty.  Energy efficiency.  Reduced energy bills and awareness of renewable energy sources.	Free installation of small scale energy efficiency measures such as draught proofing and radiator reflector panels.
<b>8.</b>	Track the poverty premium/unfair premiums on essential goods and publicise alternatives including agencies that provide recycled white goods and cheaper products.	Katya Pursall (Strategic Lead for Bury's Voluntary, Community and Faith Alliance (VCFA))	On-going		
<b>9.</b>	Explore feasibility of Living Wage accreditation, to maximise household income.	S Kenyon (Interim Executive Director of Resources & Regulation)	June 18	Strengthen families and communities.	
<b>10.</b>	Review the use of bailiffs for recovering arrears and small debts.	S Kenyon (Interim Executive Director of Resources & Regulation)/I Davenport (Service Development Manager, Customer	June 18	Ethical approach to debt management.	

		Support & Collections)			
<b>11.</b>	Implement council tax exemptions for care leavers up to the age of 21.	Tony De-Crop (Assistant Director of Social Care & Safeguarding)	July 18	Increased income for care leavers.	Awaiting sign off prior to implementation. Annual monitoring to be undertaken.
<b>OBJECTIVE 3 – Developing skills and increasing employability</b>					
<b>1.</b>	Promote clear work, health and skills information, advice and support to Bury residents.  Focus on unemployed, low paid employment, gig economy and those who may fall out of work due to disability or health barriers.	Employment and Skills Task Group	May 18	Reduction in the number of unemployed households.  Increase in Employment Rate amongst people of working age in Bury.  Increase in median wage in Bury.	Annual 'Meet the Provider Event' to raise awareness of services, to reduce complex landscape for Bury residents.
<b>2.</b>	Support Working Well – Early Help Model to reduce claimant count and promote healthy workplaces.  Promote GM Work and Health Programme.	Employment and Skills Task Group Business Engagement Group  A Huntbach (Health & Employment Officer)/Bury Working Well Implementation Group.	Jan 2019	Small, Medium Enterprises (SME's) accessing work retention support.  Strong platform for business engagement established in Bury.  Brand established – Bury Means Business.  Integrated system of support for residents with health related	3 employees to be recruited to support businesses to become healthy work places and reduce sickness levels. Programme operational Jan 2019

				<p>barriers and disability.</p> <p>Reduction in claimant count.</p> <p>The number of people on out of work benefits will reduce and become more evenly balanced across the Borough.</p>	
<b>3.</b>	<p>Work with new and existing employers to help residents find sustainable employment, apprenticeship placements, paid/unpaid work experience and volunteering opportunities.</p> <p>Build a database of volunteering opportunities and publicise details.</p>	<p>T Flynn (Unit Manager for Economic Strategy &amp; European Policy)/Bury Employment and Skills Task Group</p> <p>Business Engagement Group</p> <p>A Huntbach (Health &amp; Employment Officer)/Bury Working Well – Implementation Group</p>	May 18		
<b>4.</b>	<p>Promote the 'Bury offer' to employers to encourage them to recruit locally where possible.</p>	<p>Economic Development/Business Engagement Team</p>	May 18	<p>Reduction in number of children in low income families.</p> <p>Increase in employment rate amongst people of working age in Bury.</p>	

				Long-term economic growth benefiting everyone.	
<b>5.</b>	Develop a mentoring programme for young people (particularly vulnerable groups).	Economic Development/Bury Business Leadership Group	Aug 18	Reduction in the unemployment rate amongst young people.	To be provided by external agencies/voluntary sector.
<b>6.</b>	<p>Broad offer of information, advice and guidance to schools (including benefits/money advice – more targeted intervention to at risk groups) to give young people the information they need to make informed choices about their future.</p> <p>Labour Market Intelligence – understanding the labour market/what jobs exist now and in the future.</p> <ul style="list-style-type: none"> <li>• Money Management</li> <li>• Citizenship</li> <li>• Apprenticeship sessions</li> <li>• Stem Sessions</li> <li>• Others</li> </ul>	T Flynn (Unit Manager for Economic Strategy & European Policy)/S Joos (Employment, Skills & Business Engagement Officer)/ V O'Shea (14-19 Transition Manager)	Aug 18	<p>Reduced NEETs, reduced unknown NEETS and increase in numbers of apprenticeships as a destination.</p> <p>Recognition of the links between debt and poverty, money management and budgeting skills.</p> <p>A smaller percentage of the working age population will be unemployed.</p>	Expand the offer to bespoke parent/carer sessions and primary schools.
<b>7.</b>	<p>Continue to grow the relationship with the business base through Bury's Business Engagement Strategy and increase the number of businesses that sign up to the Bury Means Business database.</p> <p>Understand employer requirements in terms of skills/attributes.</p>	Economic Development/Bury Business Leadership Group	Sep 18	<p>Adequately trained/skilled workforce.</p> <p>More employers will recruit education leavers.</p>	Employer Skills event held September 2017.
<b>8.</b>	Work with schools and colleges to improve awareness of employer requirements in terms of skills/attributes, to drive inspiration.	DWP/National Careers Service	TBC	Improved employment prospects.	Tracey Flynn to coordinate and evaluate feedback from school children.
<b>9.</b>	Increase the link between schools, training and starting work.	Economic Development/Bury Business Leadership	On-going	Young people have access into employment sectors	Initial session held in Tottington High School November 2017.



	Build a pool of business volunteers that will present within education and learning settings.	Group		and available job roles.	
<b>10.</b>	Facilitate the development of pre apprenticeships for traditionally disadvantaged groups aged 13–16.	Karen Dolton (Executive Director of Children, Young People & Culture)	TBC	Children will develop life skills and be prepared for adulthood and the world of work.	KD to scope project with local schools.
<b>11.</b>	Design an Apprentice Charter with employers and learners.  Secure apprenticeships with a focus on adults and young people living in poverty/deprived areas.	Bury Employment and Skills Task Group  Business Engagement Group  A Huntbach (Health & Employment Officer)/Bury Working Well – Implementation Group	TBC	Young people and learners have access into employment sectors.	
<b>12.</b>	Support the development of community-oriented social enterprise companies which focus on training and employing traditionally disadvantaged young people.	Karen Dolton/Paul Patterson (Executive Director for Business growth & Infrastructure)	Mar 19	Training and employment opportunities	
<b>13</b>	Provide courses to support learners looking for work. Work closely with employers including Bury Council to ensure that course content is relevant, map standards where appropriate to meet employer needs.  Develop partnerships both internally and with local businesses to secure guaranteed job interviews for unemployed people who successfully complete a designated adult	Julie Kenrick (Head of Bury Adult Education Centre)	Mar 19	Training and employment opportunities  Reduction in the unemployment rate	Level 1 Care course developed to meet employer's needs. Working in partnership with Bury ACES – 12 people have been recruited onto the course.  Course being developed for manual workers with Bury

	<p>learning course.</p> <p>Identify specific areas where there may be opportunities to develop this model e.g. care sector, manual workers, childcare, hospitality and catering and customer service.</p> <p><b>Target:</b> 60 people to achieve guaranteed job interviews with Bury Council in first year.</p> <p>30 people to achieve guaranteed job interviews with local businesses in first year.</p>				ACES for work in Highways, Waste Management, Street Lighting and Ground Maintenance.
<b>14.</b>	Consider the potential of the 'Better Off' digital advice, job-search and benefits application platform.	Steve Kenyon (Interim Executive Director of Resources & Regulation)	TBC	Job search, financial and benefit assessments all on one platform.	Steve Kenyon to organise a local briefing.
<b>15.</b>	<p>Undertake an in depth review of childcare costs across the Borough as a barrier to employment.</p> <p>Identify suitable crèche facilities for asylum seekers and refugees so that parents can access courses that teach basic English skills.</p>	<p>Sue Reynolds (Strategic Lead for Early Years and Early Help) (TBC)</p> <p>Sue Arnall (Eagles Wing Support Group for Asylum Seekers and Refugees).</p>	<p>Sep 18</p> <p>Sep 18</p>	<p>Availability of childcare known and publicised (inc cost and flexibility).</p> <p>Basic English skills developed.</p>	

# REPORT FOR DECISION



<b>DECISION OF:</b>	<b>Cabinet</b>
<b>DATE:</b>	<b>18<sup>th</sup> April 2018</b>
<b>SUBJECT:</b>	<b>A revised Local Flood Risk Management Strategy for Bury</b>
<b>REPORT FROM:</b>	<b>Cllr Alan Quinn – Cabinet Member, Environment</b>
<b>CONTACT OFFICER</b>	<b>Fran Smith, Senior Planning Officer</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>	<p>As a Lead Local Flood Authority (LLFA) under the Flood and Water Management Act 2010 (the Act), Bury Council has a statutory duty of “develop, maintain, apply and monitor” a Local Flood Risk Strategy for the Borough. This Strategy creates a framework for managing flood risk and is the means by which the Council, as LLFA, will discharge its duty to co-ordinate flood risk management on a day to day basis.</p> <p>A Strategy has been produced in consultation with local partners and the designated “Risk Management Authorities” under the Act within the Borough. Although it covers wider causes of flooding, its focus is on flooding from surface water runoff, groundwater and smaller ‘ordinary’ watercourses.</p> <p>The adopted Flood Risk Management Strategy will provide a framework to deliver a prioritised programme of works and initiatives to manage flood risk across the Borough.</p> <p>Bury’s first LFRMS was produced in 2014 and consultation on an updated Strategy took place between October and December 2017. The final Strategy has been revised in light of comments received.</p> <p><b>The Local Flood Risk Management Strategy is attached as an Appendix to this report.</b></p>
<b>OPTIONS &amp; RECOMMENDED OPTION</b>	<p><b>Option 1 (Recommended Option)</b></p> <p>That members approve the updated Local Flood Risk Management Strategy (LFRMS) for adoption.</p>

	<p><b>Option 2</b> That members seek revisions to the proposed contents of the LFRMS prior to adoption. Members to specify the nature of any revisions to be sought.</p> <p><b>Reasons</b> To enable the Council, as Lead Local Flood Authority to comply with its statutory duties and responsibilities required under the Flood and Water Management Act 2010.</p>
<b>IMPLICATIONS:</b>	
<b>Corporate Aims/Policy Framework:</b>	<p>Do the proposals accord with the Policy Framework?</p> <p>Yes</p>
<b>Statement by the S151 Officer: Financial Implications and Risk Considerations:</b>	<p>The Strategy has to be developed / delivered within existing resources.</p> <p>Cabinet Members should note work is ongoing to secure funding required for flood relief works in Radcliffe / Redvales.</p> <p>The strategy has been produced in consultation with local partners and the designated "Risk Management Authorities" under the Act within the Borough</p>
<b>Health and Safety</b>	
<b>Statement by Executive Director of Resources:</b>	There are no wider resource implications
<b>Equality/Diversity implications:</b>	<p>No</p> <p>An initial screening has been undertaken and as there were no negative impacts identified for affected groups, there is no requirement to proceed to a Full Impact Assessment.</p>
<b>Considered by Monitoring Officer:</b>	<p>Yes</p> <p>The recommendations would enable the Council as a lead local flood authority to meet its statutory duties.</p>
<b>Wards Affected:</b>	All
<b>Scrutiny Interest:</b>	

TRACKING/PROCESS

DIRECTOR:

Chief Executive/ Strategic Leadership Team	Cabinet Member/Chair	Ward Members	Partners
03/04/2018			
Scrutiny Committee	Committee	Council	
	18/04/2018		

## 1.0 BACKGROUND

- 1.1 The Flood and Water Management Act 2010 aimed to address the main concerns of Sir Michael Pitt's review of the 2007 floods. The review identified an important role for unitary local authorities in co-ordinating the management of 'local flood risk' as well as other roles such as maintaining an Asset Register of structures affecting flood risk (e.g. culverts, bridges etc.) and the promotion of SuDS (Sustainable Drainage System).
- 1.2 The Act identified unitary authorities as Lead Local Flood Authorities (LLFAs). LLFAs are responsible for 'local flood risk' i.e. flooding from surface runoff, groundwater and ordinary watercourses<sup>1</sup>. Interactions between different types of flooding are also considered in conjunction with the Environment Agency, which is the overseeing authority for managing the risk of flooding from the River Irwell.
- 1.3 In addition to the requirements to prepare a Local Flood Risk Management Strategy (LFRMS), the Act prescribes the contents of the LFRMS and requires it to be consistent with the national strategy for flood risk management, which took effect in 2011. The LFRMS focuses on the management of ongoing flood risk rather than responses to flood incidents.

## 2.0 ISSUES

- 2.1 Section 9(4) of the 2010 Act sets out what a LFRMS should contain. Bury's LFRMS is attached at Appendix 1 to this report. The Strategy's principle aim is to set the objectives for local flood risk management in the Borough and demonstrate how these are to be delivered. Whilst the focus of the Strategy should be local flood risk (as the name suggests), a decision was made to integrate all flood risk within the Borough (local and main river) to give a more comprehensive picture of flood risk as a whole. However the Strategy makes it clear that plans and strategies governing main rivers are the responsibility of the Environment Agency.
- 2.2 A series of technical studies (strategic flood risk assessment and surface water management plan) and assessment of historic flood incidents and inspection records of flood management assets have all been used in the production of Bury's LFRMS. In addition, the 2015 Boxing Day flood provided first-hand confirmation as to which areas of the Borough are susceptible to flooding.
- 2.3 An Action Plan has been produced as part of the Strategy. The actions provide an overview of proposed flood risk management activities within the Borough.

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<sup>1</sup> Ordinary watercourses include every river, stream, ditch, cut, dyke and sluice which the Environment Agency has not identified as Main River.

The Action Plan includes a number of potential flood alleviation schemes which require further investigation to assess their viability, schemes which have been submitted for government funding and potential improvement works. A number of actions do not currently have identified funding sources.

- 2.4 Progress on the Action Plan will be reported quarterly to the Cabinet Member for Environment and the Action Plan will be refreshed annually.
- 2.5 Through the Strategy work, stronger links, understanding and cross-agency working has been established with key partners such as the Environment Agency, United Utilities, neighbouring authorities and local communities whose actions could impact on flood risk in Bury. As well as external stakeholders, stronger cross-working links within the Council have been enhanced with roles and responsibilities defined. These range from Planning, Highways and Engineers and Emergency Planning.
- 2.6 After the 2015 Boxing Day floods, advice sessions were held in the immediate aftermath, flood action groups were formed in Radcliffe and Ramsbottom and public meetings were held in Summerseat, where flood issues have been on the agenda. Also, a number of drop in sessions have been held to provide information on the evolving Radcliffe and Redvales Flood Defence Scheme. Through the Strategy, further work will be undertaken to establish what residents and stakeholders understand the risk to be and explore local communities' appetite for self-help and local solutions.
- 2.7 A total of 35 representations were received during the consultation on the draft Strategy raising a number of points. In summary the main themes of the comments made were:
- Concern at the perceived lack of support from the Council following the 2015 Boxing Day Floods;
  - Site specific comments and queries such as Parkside Close in Radcliffe, Crow Lane in Ramsbottom and Moor Road in Holcombe;
  - Information regarding how the voluntary sector can help during a flood event;
  - The need for a glossary within the Strategy;
  - The need for additional links to identified reports and documents;
  - Formatting and wording changes to individual paragraphs;
- 2.8 The Strategy has been amended in response to these comments.

### **3.0 CONCLUSION**

- 3.1 The Local Flood Risk Management Strategy identifies a programme for the Council and its external partners over the coming years. It looks towards a better integration of the various flood risk responsibilities and aims to develop capacity, build partnerships and promote a heightened awareness of risk and the responsibilities of all involved in flood risk management.

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

- Local Flood Risk Management Strategy, 2018

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# Bury Local Flood Risk Management Strategy



**April 2018**



# Use of information in this strategy

As Lead Local Flood Authority (LLFA), Bury Council has a duty to develop, maintain, apply and monitor a Strategy for local flood risk management. The Local Strategy will complement and support the national flood risk management strategy, published by the Environment Agency.

The LLFA must specify objectives to manage flood risk and suggest measures to achieve these objectives. The LLFA has a responsibility to consider the flood risk management functions that it may exercise to reduce flood risk.

In support of the aim of a general reduction of flood risk across the Borough, the Council will prioritise investigations and works identified within this Strategy, based on perceived and evidenced risk and within limited resources.

The indication of flood risk in the report is high level and based on incomplete information. A level of subjectivity has been used in assessing relative flood risk and will be used to prioritise future, more robust investigation and assessments which will hopefully lead to reliable measures of risk. Consequently, it is not appropriate to apply some of the information and recommendations in this report at an individual property level.

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# 1 Introduction

- 1.1 Flooding is a natural process and does not respect political or administrative boundaries. It is principally influenced by natural elements of rainfall, tides, geology, topography, rivers and streams and man-made interventions such as flood defences, roads, buildings, sewers and other infrastructure.
- 1.2 In Bury, the presence of major rivers, various other watercourses, impermeable soils and ageing infrastructure means flooding is a real issue and when it occurs can seriously affect people's lives and businesses, as we witnessed in December 2015.
- 1.3 The three main aims of Bury's Local Flood Risk Management Strategy (LFRMS) are to:
- Increase awareness of local flood risk;
  - Identify how partners can best work together to reduce the risk;
  - Provide an overview of flood risk management in the Borough
- 1.4 The Strategy updates the previous [LFRMS 2014](#), and seeks to improve our understanding of flood risk within the Borough by outlining the levels of risk from all sources. Extreme weather events appear to be on the rise, many of our existing homes and businesses are built in the floodplain and we are under increasing pressure to build more. The refreshed Strategy provides the opportunity to co-ordinate services so that the risk of flooding is reduced.

## Structure of the Strategy

- 1.5 In outline the Strategy covers the following:

**Chapter 2** provides a summary of flood risk in the Borough. This information helps to understand the varying levels of risk within Bury and prioritise geographical areas for action;

**Chapter 3** considers future influences on flood risk;

**Chapter 4** provides an overview of the legislation that underpins flood risk management in Bury;

**Chapter 5** provides clarification on the various roles and responsibilities of the organisations involved in flood risk management. It also looks at the role residents and businesses can play in helping to manage flood risk, including riparian owners and property owners;

**Chapter 6** identifies our objectives and measures for managing flood risk in Bury;

**Chapter 7** provides an overview of funding opportunities for flood risk management;

**Chapter 8** outlines the governance and scrutiny arrangements;

**Chapter 9** discusses monitoring and review of the Strategy; and

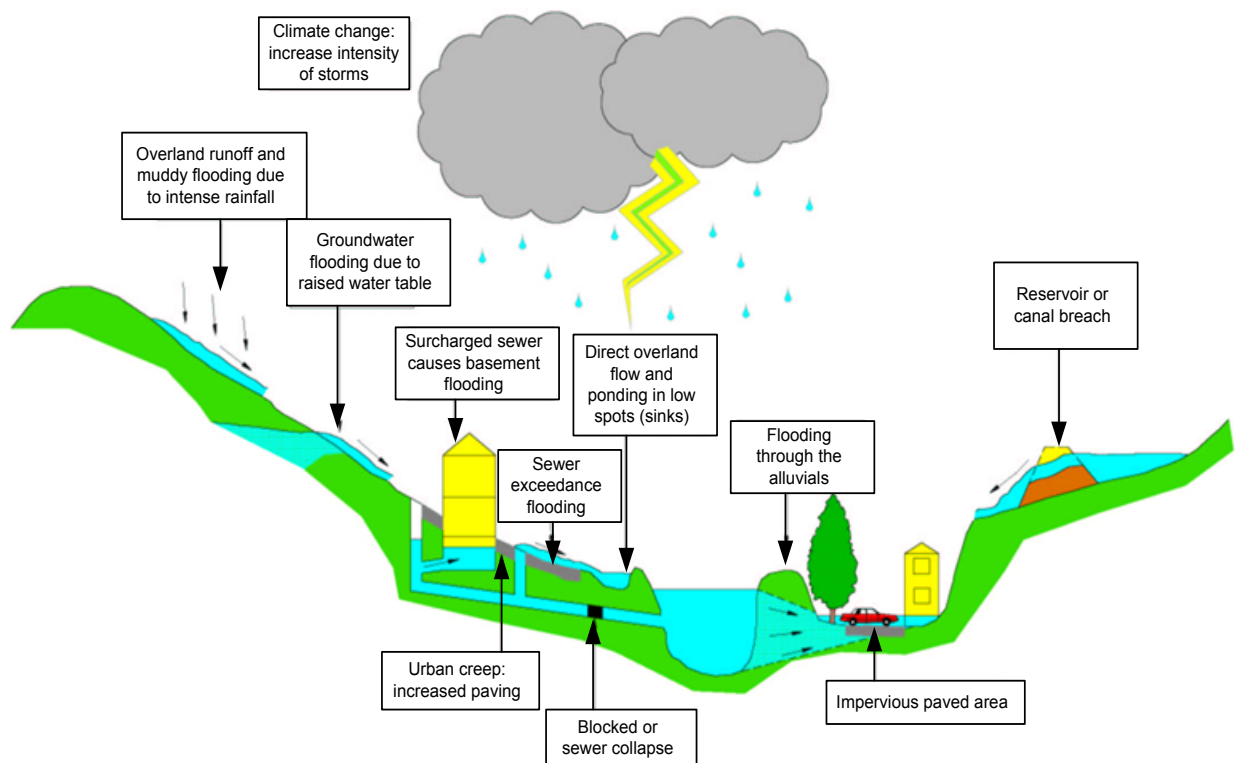
**Appendix 1** presents the Strategy's Action Plan.

## Who is the Strategy aimed at?

- 1.6 The Strategy has been written for all those affected by flood risk. It is also for organisations with flood risk management responsibilities and other partners, to ensure that there is a common understanding of the roles, responsibilities and priorities within Bury.

## 2 Flood Risk in Bury

- 2.1 The flood events on Boxing Day 2015 demonstrated the major impact flooding can have and highlighted many of the planning and emergency response challenges faced by the Council and partners. Over 680 residential and 136 commercial properties were flooded, the tangible cost of which is significant, so too is the emotional cost to both individuals and communities.
- 2.2 The complex nature of flooding experienced in Bury highlights the importance of understanding the risk of flooding in order to ensure that we can be better prepared in the future.
- 2.3 Bury is located within the centre of the wider River Irwell catchment where the gradient of the Irwell lessens but is still close to surrounding higher ground. Much of the area grew rapidly during the industrial revolution with the development of factories and commercial and residential properties on the floodplain. Today, most of the watercourses are heavily modified and the Borough has a large number of culverts and weirs.
- 2.4 The major watercourses in the Borough are the River Irwell and River Roch which originate outside the administrative boundary. Smaller watercourses such as the Rivers Beal and Spodden, or other tributaries of the River Roch originate within Rochdale and Oldham and flow into the Borough. This highlights the need for the Council to work with neighbouring authorities on flooding issues, particularly where actions could exacerbate flooding in downstream communities.
- 2.5 Flooding can occur from a range of sources as shown in Figure 1 below. Often a flood event is caused by a combination of sources.

**Figure 1 – Flooding from all sources**

Source: SFRA, 2009

## River (Fluvial) Flooding

- 2.6 River flooding occurs when the capacity of the river or stream is reached, causing water to spill out of the channel into nearby areas – for example when heavy rain falls on ground that is already waterlogged and the watercourse cannot cope with the amount of water draining into it from the surrounding land. In some areas the surrounding floodplain of the river may be undeveloped or have flood compatible uses, but in some areas development has occurred within these floodplains.
- 2.7 The main source of fluvial flood risk in the Borough is from the River Irwell and its tributaries, including Holcombe Brook, Pigslee Brook, Kirkless Brook and the River Roch.
- 2.8 Due to the urbanised nature of the Borough many of the main river channels have been straightened and canalised to accelerate the flow of water and some have been culverted over significant lengths. Many now have a limited hydraulic capacity and are prone to blockages which can lead to flooding. These blockages are often caused by silt deposition from the rural upstream sections of the

Borough, vegetation falling into the watercourse and through fly tipping where debris is dumped into the river channels.

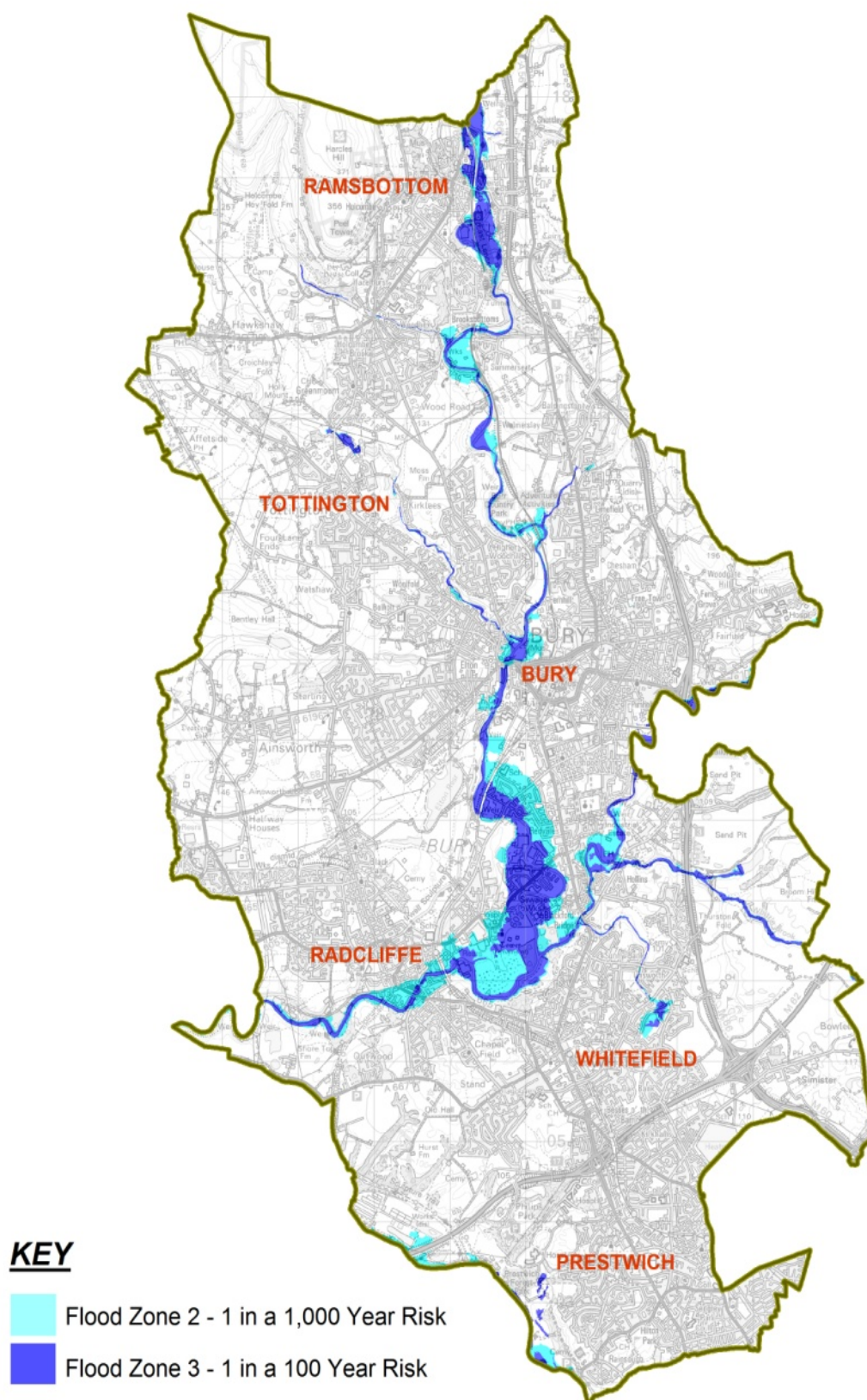
- 2.9 The Environment Agency is the overseeing authority for managing the risk of flooding from main rivers. To assist with this, the agency produce a [Flood Map for Planning \(Rivers and Sea\)](#), which identifies flood zones. These zones refer to the probability of river and sea flooding, ignoring the presence of defences<sup>1</sup>.

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<sup>1</sup> The flood zones on the EA's Flood Map do not take account of the possible impacts of climate change and consequent changes in the future probability of flooding.



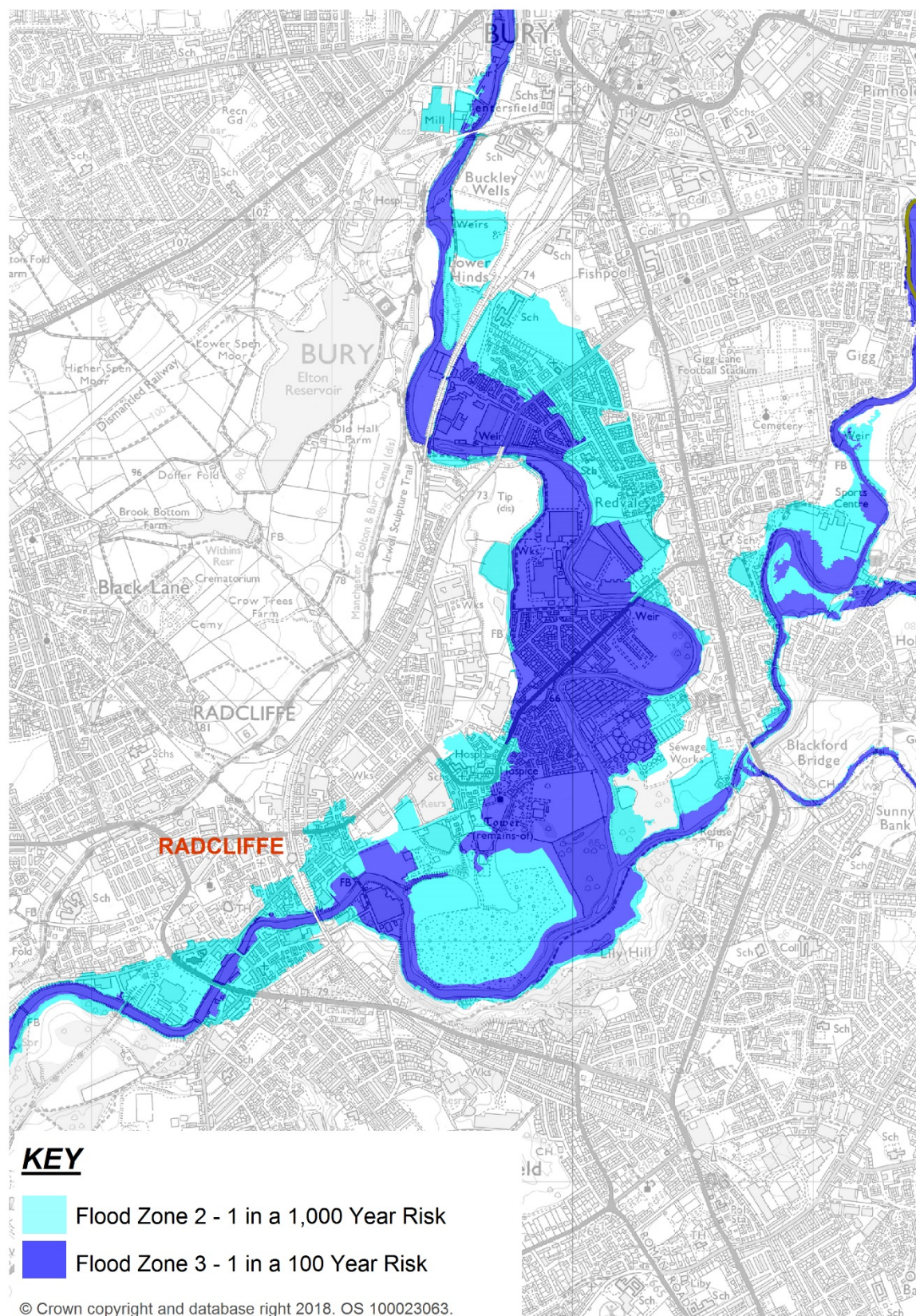
**Figure 2 – Environment Agency Flood Zones**



Source, Environment Agency, 2017



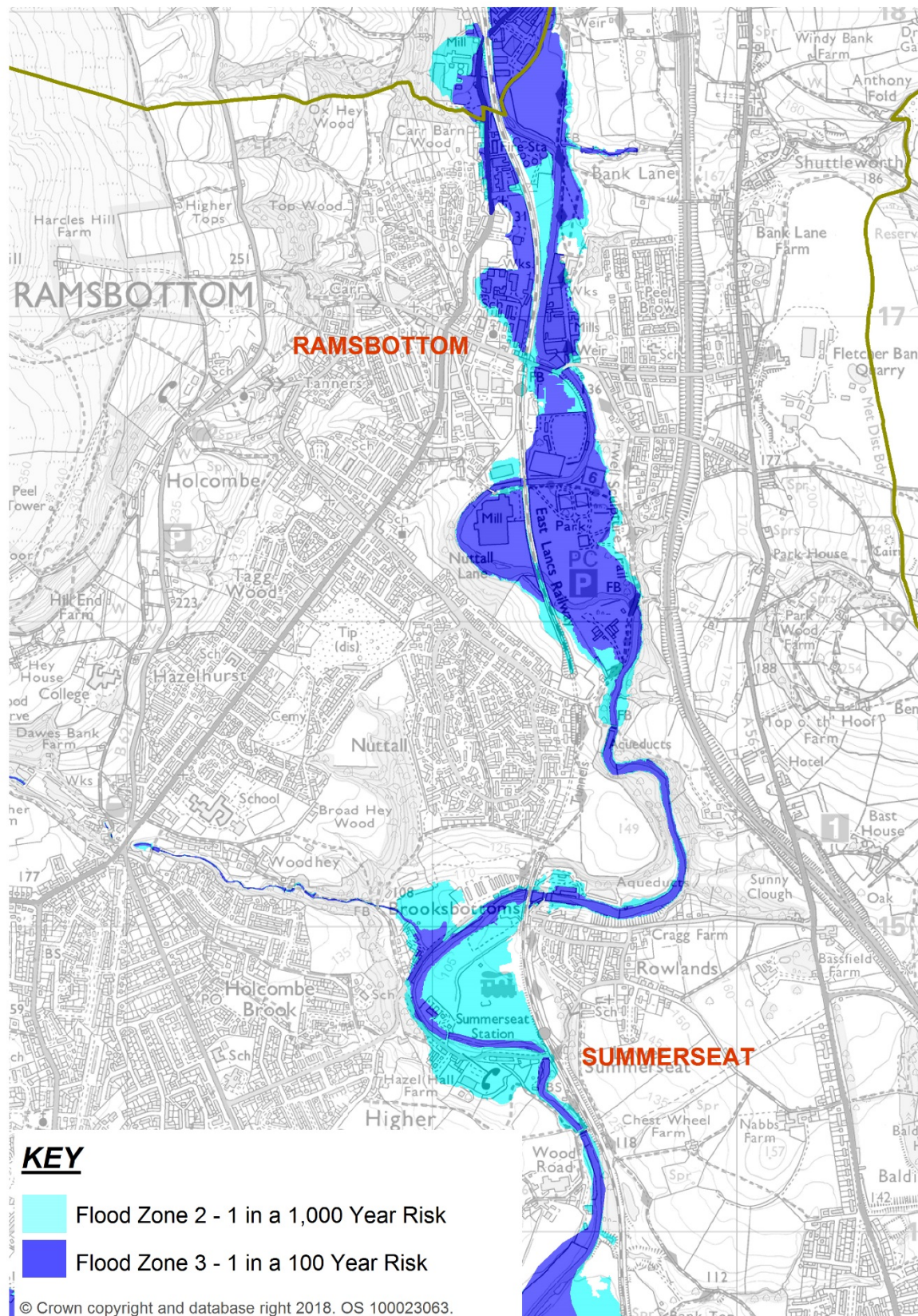
**Figure 3 – Environment Agency Flood Zones in Radcliffe**



Source: Environment Agency, 2017



**Figure 4 – Environment Agency Flood Zones in Ramsbottom and Summerseat**



Source: Environment Agency, 2017

2.10 Figures 2, 3 and 4 identify that the following areas are particularly at risk of flooding from the river:

*Ramsbottom*

- Stubbins Lane, Kenyon Street, Athos Street, Crow Lane;
- Nuttall Park, Ramsbottom Cricket Ground and Football Club

*Summerseat*

*Bury*

- Bury Ground
- Bridge Trading Estate

*Redvales*

- Warth Industrial Park
- Warth Road, Openshaw Fold Road, Bealey Drive, Inglewhite Close, Ribchester Drive
- Radcliffe Road, Central Avenue, Keswick Drive

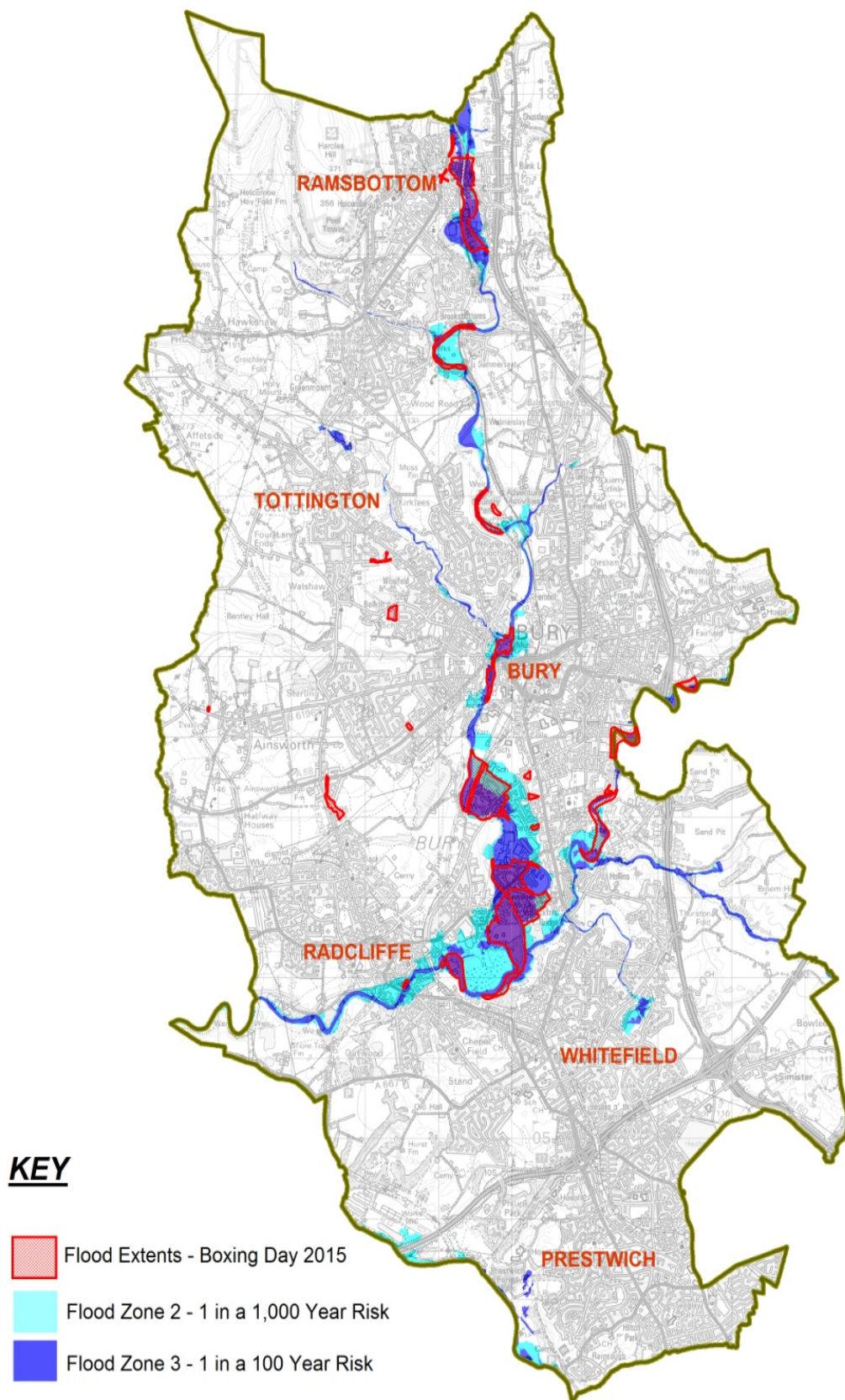
*Radcliffe*

- York Street, Ripon Close, Selby Close, Seddon Avenue, Borough Avenue
- Dumers Lane, Morris Street
- Close Park, Parkside Close, Riverside Road, Waterside Close
- United Utilities Sewage Works
- Pioneer Mills

2.11 The severe flooding experienced on Boxing Day 2015 largely followed these predicted flood extents as identified in Figure 5.



**Figure 5 – Known Extent of 2015 Boxing Day Floods**



Source: Bury Council, 2016

Note: Map 3 only presents those areas where the flood risk was reported to the Council, either during the event or afterwards.

## Surface Water Flooding

- 2.12 Surface water flooding is caused by overland flow during periods of sustained or heavy rainfall, often involving ponding of water where it becomes obstructed or collects in low lying areas. Local drainage capacity and infiltration is unable to cope with the volume of water experienced. The risk of surface water flooding increases as the amount of built up area and the volume of impermeable hard surfacing increases within the Borough.
- 2.13 Due to the steep topography of parts of Bury, the Borough has narrow and shallow surface water flow paths. This has the potential to lead to rapid inundation of water with higher velocities and hazards.
- 2.14 A number of flow paths have been identified in Borough where surface water flows off the hillsides and collects in small drains before flowing to the valley bottom. This is a particular issue in Ramsbottom and often causes flooding to major road networks and individual properties.
- 2.15 There are many modified small streams and culverts which are hidden below ground and their condition is deteriorating, they have become blocked with debris and are the cause of much localised flooding following heavy rain.
- 2.16 Highway drains connect the highway gullies to surface water drains. In some instances, the highway drains outfall into a watercourse such as rivers, ponds, soakaways etc. Heavy rainfall can often result in more water on the road than the highway gullies can cope with. Also, if the outfall is restricted, for example by high water levels in a river, surface water can back-up and road gullies will not be able to drain a road. During a severe rainfall event, the capacity of the drainage system can be overwhelmed by the amount of water trying to run off from the road and flooding can occur.
- 2.17 Figure 6 identifies the main areas within the Borough which suffer from surface water flooding. These include:

### *Ramsbottom*

- Manchester Road/Whitelow Brow, Crow Lane, Carr Street, Moor Road, Branch Road, Longsight Road

### *Summerseat*

- Railway Street, Wood Road Lane

*Tottington/Greenmount*

- Watling Street, Turton Road, Harwood Road, Bradshaw Road, , Holcombe Road (Old Kays Park), Hollymount Lane, Moorside Road, Sunnybower Street, Scobell Street,

*Bury*

- Fern Grove, A58 – Three Arrows, Bolton Road

*Radcliffe*

- Higher Ainsworth Road, St Andrews Close, Close Park, Parkside Close, Riverside Road, Waterside Close, Openshaw Fold, Ripon Close, Bealey's Goit

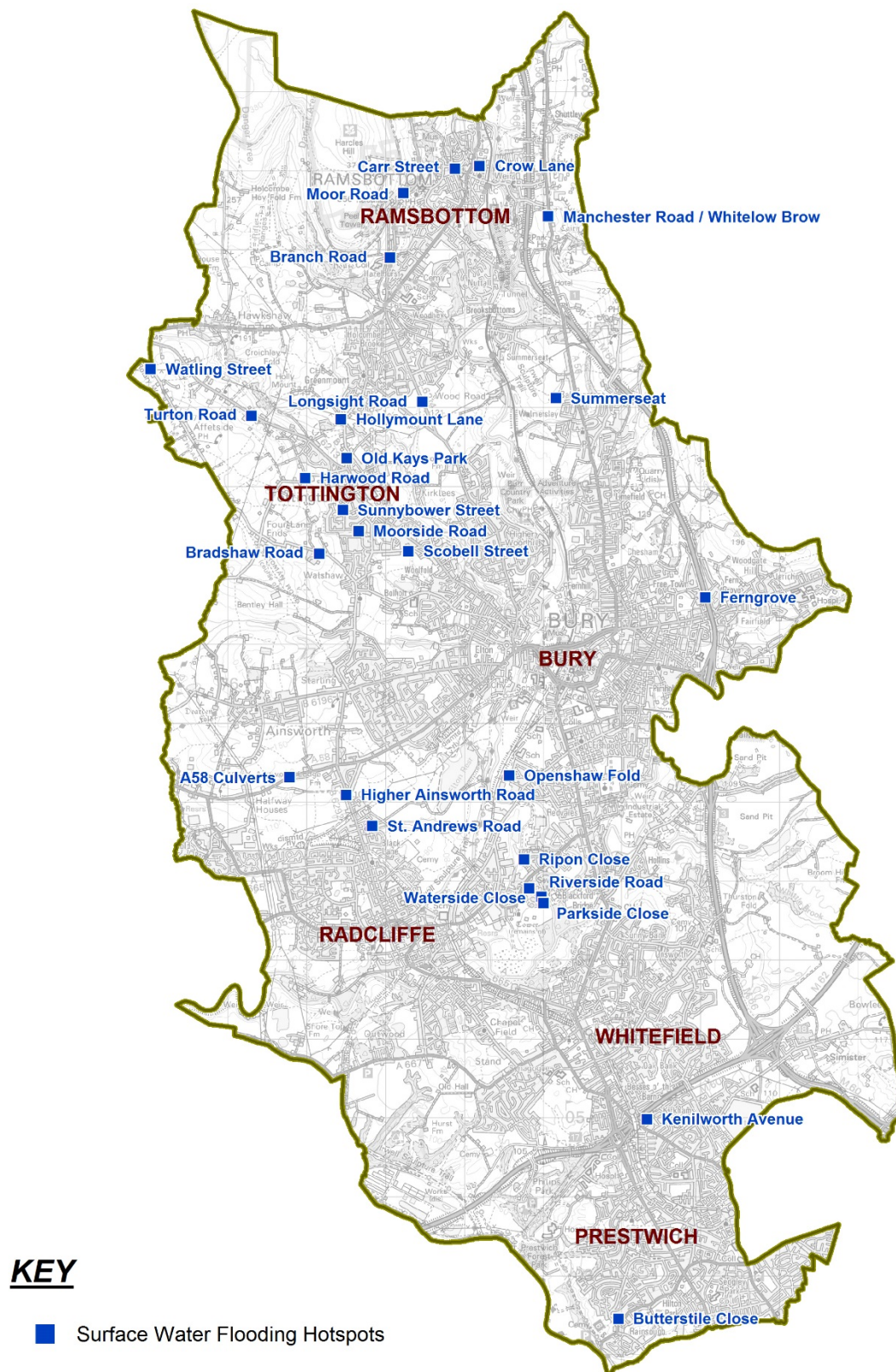
*Whitefield*

- Kenilworth Avenue

*Prestwich*

- Agecroft Road West/Butterstile Close

**Figure 6 – Surface Water Flooding**

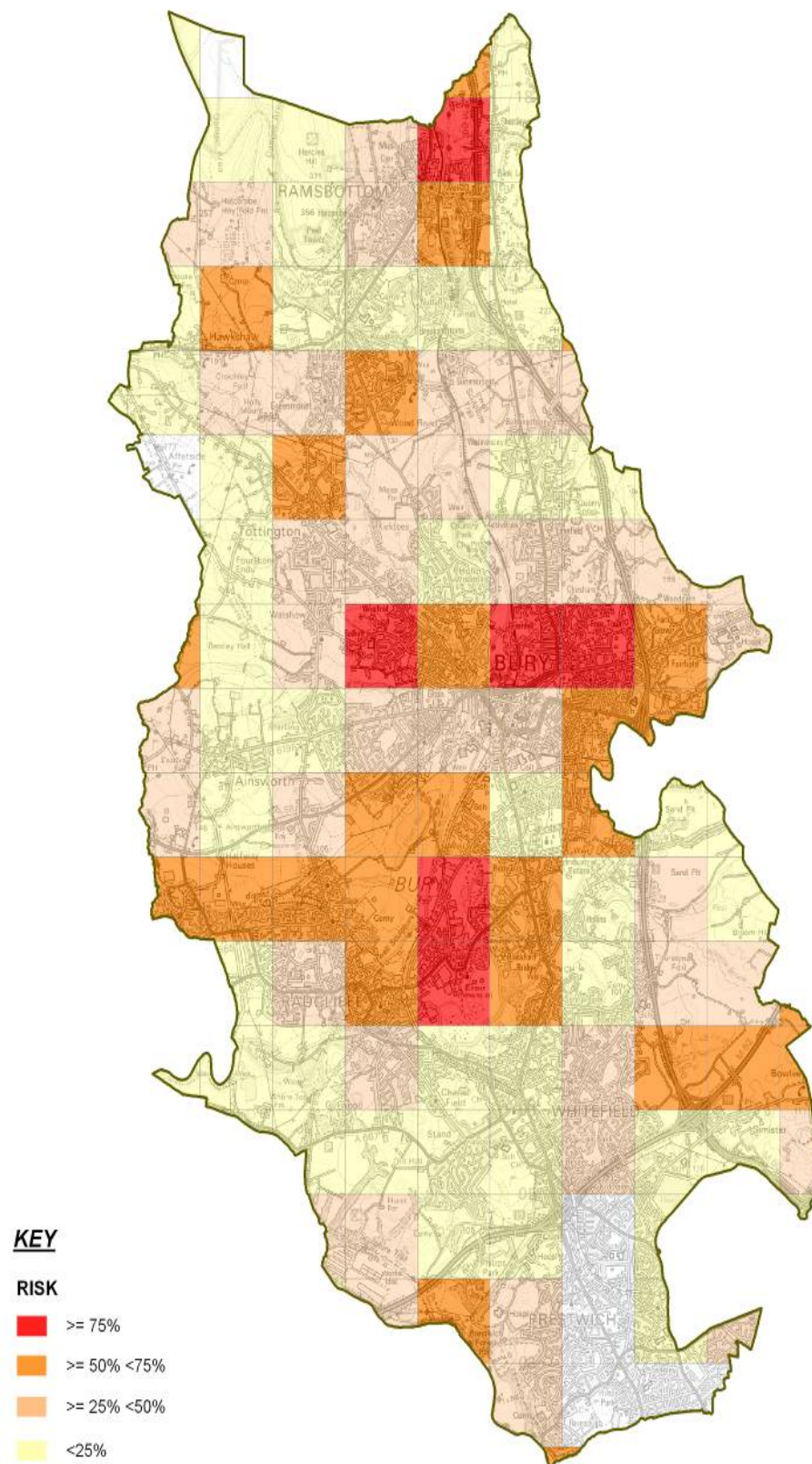




## Groundwater Flooding

- 2.18 Groundwater flooding occurs when the water held underground rises to a level where it breaks the surface in areas away from usual channels and drainage pathways. It is generally as a result of exceptional extended periods of heavy rain, but can also occur as a result of reduced abstraction, underground leaks or the displacement of underground flows. Once groundwater flooding has occurred and particularly if soils are impermeable, the water can be in situ for a lengthy period of time.
- 2.19 Local understanding of groundwater flooding is limited and often groundwater is not identified as a distinct event. The Environment Agency's national dataset, 'Areas Susceptible to Groundwater Flooding (AStGWF)', provides a limited basis for assessing flood risk from groundwater.

**Figure 7 – Groundwater Flooding**



© Crown copyright and database right 2013. Ordnance Survey 100023063.

Source: Bury Council, 2016

- 2.20 Bury lies over an aquifer with geology consisting predominately of sands and gravels which have high permeability. However, there are areas of clay which have low permeability. There are a number of flood defences along the River Irwell through Ramsbottom which elevate river levels above the flood plain. There is the possibility that alluvial groundwater flooding could occur in these areas. However, there are relatively few reported incidents of groundwater flooding in Bury.

## Sewer Flooding

- 2.21 Sewer flooding is generally caused by too much surface water entering the sewer network or when a blockage occurs. This generally happens during periods of heavy rainfall when the drainage network becomes overwhelmed. Land and property can be flooded with water containing raw sewage as a result. Sewers that overflow can also pollute rivers.
- 2.22 United Utilities has provided data on instances of flooding for use in this Strategy. It must be noted that the information is just a 'snapshot' in history at the time it was supplied and does not identify individual properties. The latest data identifies the following:

### External Flooding:

- 135 properties are listed, 33 properties have suffered external hydraulic flooding to date in this Asset Management Plan (AMP) period (2015-2020)

### Internal Flooding:

- 69 properties are recorded as having internal hydraulic flooding, 16 properties have suffered internal hydraulic flooding to date in this AMP period.

- 2.23 A number of these properties are located in and around Prestwich, Ramsbottom and Tottington.
- 2.24 More useful indicators of risk are associated with the data generated using hydraulic sewer network models. Parts of Tottington, Gigg, Greenmount and Radcliffe have hydraulic issues which are currently being investigated.

## Canal Flooding

- 2.25 Canals are rivers or man-made channels that were originally developed for transport. Canal flooding is caused by overtopping or breach of the canal network when the canal cannot cope with the water entering it or when a wall or embankment collapses.
- 2.26 The Manchester, Bury and Bolton Canal connected Bury and Bolton with the River Irwell in Salford. The canal was closed to navigation in 1961 and surviving sections are discontinuous.
- 2.27 Bury's Preliminary Flood Risk Assessment (June 2011) identified a historic risk of canal flooding, however there is no modelled flood risk data available. Furthermore a number of factors suggest that the flood risk on the Manchester, Bury and Bolton Canal is low:
- Embankments are generally low and the volume of water contained relatively small;
  - The canal is discontinuous;
  - The last major breach was at Nob End downstream of Radcliffe in 1936. This breach was not repaired. The mining subsidence which increased risk of breach in the past is much lower.
- 2.28 The canal does intercept some surface water from the catchments to the west. No detailed modelling has been undertaken and the risk from this is therefore unknown.

## Reservoir Flooding

- 2.29 Reservoirs can hold large volumes of water above ground level and are contained by walls or dams. Reservoir flooding occurs when a reservoir structure is overtopped or its dam fails.
- 2.30 The Environment Agency maintains a Public Register of Large Raised Reservoirs. Table 1 identifies the reservoirs within Bury. The chance of reservoir failure is very unlikely as reservoirs are regularly inspected and there is an extremely good safety record in the UK with no loss of life due to reservoir flooding since 1925.
- 2.31 Elton Reservoir is considerably bigger than any other reservoir within the Borough.
- 2.32 The Generic Reservoir Off-Site Plan (reviewed November 2016) identifies the Greater Manchester emergency response to any reservoir failure. In addition, there are Specific Reservoir Off Site Plans for those reservoirs within Greater Manchester which are in the top 100 reservoirs with the most serious consequences in a failure. Bury does not host any of these reservoirs, but a considerable number would impact upon the Borough should they

fail. The Generic and Specific plans have been tested at strategic, tactical and operational levels in the Borough and across Greater Manchester.

- 2.33 United Utilities has a programme of pro-active reduction which is reducing the risk of reservoir failure even further, on a year by year basis. The reservoirs operated by UU in Bury are water storage reservoirs which are filled from the water mains. They are therefore not affected by river flooding and are intrinsically lower risk structures than the majority of reservoirs.

**Table 1 – Reservoirs in Bury, Sunnybower Street**

<b>Reservoir</b>	<b>Physical Status</b>	<b>Construction</b>	<b>Year Built</b>	<b>Capacity</b>	<b>Surface Area</b>
Elton	In Operation	Earthfill	1808	923,000	217,000
Elton Vale Lower	In Operation	Earthfill	1860	56,000	24,000
Lowercroft Lower	In Operation	Earthfill		40,000	16,000
Lowercroft Middle	In Operation	Earthfill	1800	127,000	28,300
Lowercroft Upper	In Operation	Earthfill	1890	183,000	30,000
Pilsworth Reservoir	In Operation	Earthfill		25,000	30,000
Woodgate Hill 1	In Operation	Other	1958	64,000	11,000
Woodgate Hill 2	In Operation	Other	1961	269,000	47,000

Source: Environment Agency, April 2013

## 3 Future Influences on Flood Risk

- 3.1 Flood risk is not static and there are many factors which could influence it including climate change, new residential and commercial development and changes to the natural environment.

### Climate Change

- 3.2 Although hard to predict, it is generally accepted that a changing climate will entail more extreme weather events, including longer and heavier rainfall.
- 3.3 In February 2016, the Environment Agency updated their advice<sup>2</sup> on climate change allowances for river flow modelling for planning. The new advice states, for the North West, river flows could increase by up to 70% in the long term. The Environment Agency previously advised that river flows may increase by 20% as a result of climate change.
- 3.4 The Bury, Bolton and Rochdale SFRA (2009) projected the likely extent of the 1 in 100 year fluvial flood risk zone under a climate change scenario (which assumes a 20% increase in the extent of the Environment Agency Flood Zone 3). In this scenario, Radcliffe appeared to be affected by climate change whilst Ramsbottom appeared to be more sensitive during more extreme rainfall events.
- 3.5 In the Surface Water Management Plan, an assumption was made that climate change will lead to a 30% increase in rainfall intensities for the 1 in 200 year flood event. The modelling indicated that Ramsbottom, Bury Town Centre and Radcliffe will continue to be locations where future surface water flooding is likely to occur.

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<sup>2</sup> <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowance>

- 3.6 The floods experienced on Boxing Day 2015 confirmed this pattern less than 10 years after these reports were produced.
- 3.7 The focus in meeting these challenges will in future be on flood risk management rather than providing flood defences. We can't always prevent flooding occurring however we can manage the risks of it happening and reduce the consequences when flooding does happen.

## Flood Risk and Future Development

- 3.8 The Greater Manchester Combined Authority is in the process of producing the Greater Manchester Spatial Framework (GMSF). The GMSF will contain a suite of policies addressing economic, social and environmental issues, for example housing distribution, green infrastructure, flooding, carbon reduction, resilience and air quality.
- 3.9 The draft GMSF (October 2016) proposed that Bury should find sufficient land for 25,000 jobs and 12,500 homes and identified sites which could accommodate this. Critical services will need to be delivered to support these sites and flood risk will need to be fully considered. The proposed sites in Bury have been screened to ensure they are not situated in Flood Zone 3. However all new development sites will need to ensure that flood risk is not increased elsewhere and the most vulnerable elements of any new developments are located in areas of lowest flood risk within the site. In addition all new development should seek to incorporate sustainable drainage systems (SuDS) so as not to increase the rate of run-off.
- 3.10 There are many different types of SuDS components that can fit into a variety of settings. A SuDS system could include: green roofs, infiltration trenches, permeable paving, underground storage, wetlands and ponds.
- 3.11 Sustainable drainage systems can also help to manage pollution and provides opportunities for biodiversity. Sustainable drainage systems provide opportunities to store and re-use water for a range of purposes for which 'grey' water is appropriate.

## Natural Environment

- 3.12 Working with partners to ensure, planning and gradual reinstatement of open spaces (particularly within new

developments) together with the introduction of upland planting could help to reduce flood risk and promote the requirements of the Water Framework Directive.

- 3.13 It is important that opportunities are sought when new development and redevelopment arise and that areas of flood plain reinstatement in conjunction with green and blue infrastructure are identified and realised. This will not only have flood risk benefits, but also ecological, environmental and recreational improvements.



## 4 Legislative Context

### Flood and Water Management Act, 2010

- 4.1 The [Flood and Water Management Act 2010](#) (FWMA), 2010 designated Bury Council as 'Lead Local Flood Authority' and as such the Council has a responsibility for developing, maintaining and applying a local flood risk strategy in Bury. Bury's Local Flood Risk Management Strategy needs to be consistent with the following guiding principles outlined in the national strategy:
- Community focus and partnership working;
  - A catchment based approach;
  - Sustainability;
  - Proportionate, risk based approach;
  - Multiple benefits; and
  - Beneficiaries should be allowed and encouraged to invest in risk management.
- 4.2 The development of the Strategy requires input from the designated 'Flood Management Authorities' (FMA) who have a duty to act consistently with the Strategy. In addition to the Council, the other FMA in Bury are:
- Environment Agency; and
  - United Utilities

### Flood Risk Regulations, 2009

- 4.3 The [Flood Risk Regulations 2009](#) (FRR) came into force in December 2009 and implement the EU Floods Directive in England. They provide a framework for managing flood risk over a 6 year cycle, comprising:
- Preliminary flood risk assessment (PFRA);
  - Identification of areas of potential significant risk, referred to as flood risk areas;
  - Mapping of flood hazards and risk; and

- Flood Risk Management Plans (FRMPs), setting out measures and actions to reduce the risk.
- 4.4 The FRR state that each of the above four elements must be reviewed, and updated where necessary, at least every 6 years.
- 4.5 Bury produced a [Preliminary Flood Risk Assessment](#) and identified flood risk areas in 2011. A review of the PFRA was required by the FRR in 2017. This was submitted to the Environment Agency who approved the review<sup>3</sup>.
- 4.6 The Council worked with the Environment Agency to assess flood risk areas and provide flood hazard maps to show the extent, speed and likelihood of possible flood events, as required by the Regulations. The flood risk maps show what is at risk of flooding such as people, economic activity and natural and historic areas of environmental importance. This information is presented at the River Basin District scale available from EA.
- 4.7 A Flood Risk Management Plan for identified flood risk areas was developed jointly by the risk management authorities and produced in 2016. This plan describes the risk of flooding from rivers, the sea, surface water, groundwater and reservoirs; and they do so at river basin and catchment scale. The plans set out how the risk management authorities will work together, and with communities, to manage flood and coastal risk between 2015 and 2021. This includes measures and actions to manage the risk and improve resilience. The North West plan is available on Gov.uk – [Flood risk management plans 2015 to 2021](#)

## National Planning Policy Framework

- 4.8 The [National Planning Policy Framework](#) and [National Planning Policy Guidance](#) were published and came into effect in March 2012. They provide a statement of national planning policy which all planning authorities must take into account when exercising their development management and forward planning functions. Paragraphs 99-108 of the Framework deal with issues of flood risk management in combination with the NPPG.

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<sup>3</sup> The Environment Agency is required to publish the review on Gov.uk, when this is available we will provide the link on the following webpage - <https://www.bury.gov.uk/index.aspx?articleid=11124>

- 4.9 Meeting the challenge of flood risk is one of the objectives of the NPPF as part of addressing climate change and reducing the vulnerability of communities to climate change. New development should not increase flood risk on site or elsewhere and should include measures where necessary such as green infrastructure to avoid and reduce the risk of flooding. Inappropriate development in areas of high flood risk should be avoided and directed to more appropriate areas where possible or made safe where this is necessary development at that location.
- 4.10 The NPPF requires that local plans should be informed by a Strategic Flood Risk Assessment (SFRA) and include the advice of the Environment Agency. Local Plans should apply a sequential test when needed to guide the location of development and help ensure it is safe. If development is unavoidable it will need to meet the Exception Test where it can be shown that development could not be located elsewhere and would be safe for its lifetime.
- 4.11 The challenge in terms of flood risk management relates to the NPPFs 'presumption in favour of sustainable development'. Achieving more housing growth is a key driver of the planning system but it needs to be balanced against ensuring flood risk is not increased. If the Council does not meet its annual housing targets, there is concern that it will become vulnerable to applications on the flood plain.
- 4.12 In addition to the above, Bury Council also has a range of responsibilities in accordance with other pieces of domestic and European Legislation<sup>4</sup>, including:

The Reservoirs Act (1975)	The Ancient Monuments & Archaeological Areas Act (1979)
The Highways Act (1980);	The Wildlife & Countryside Act (1981);
The Building Act (1984);	The Environmental Protection Act

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<sup>4</sup> Depending on the approach taken to EU exit, there may be potential to remove some pieces of legislation. However at the time of writing, the UK is still a full member of the EU.

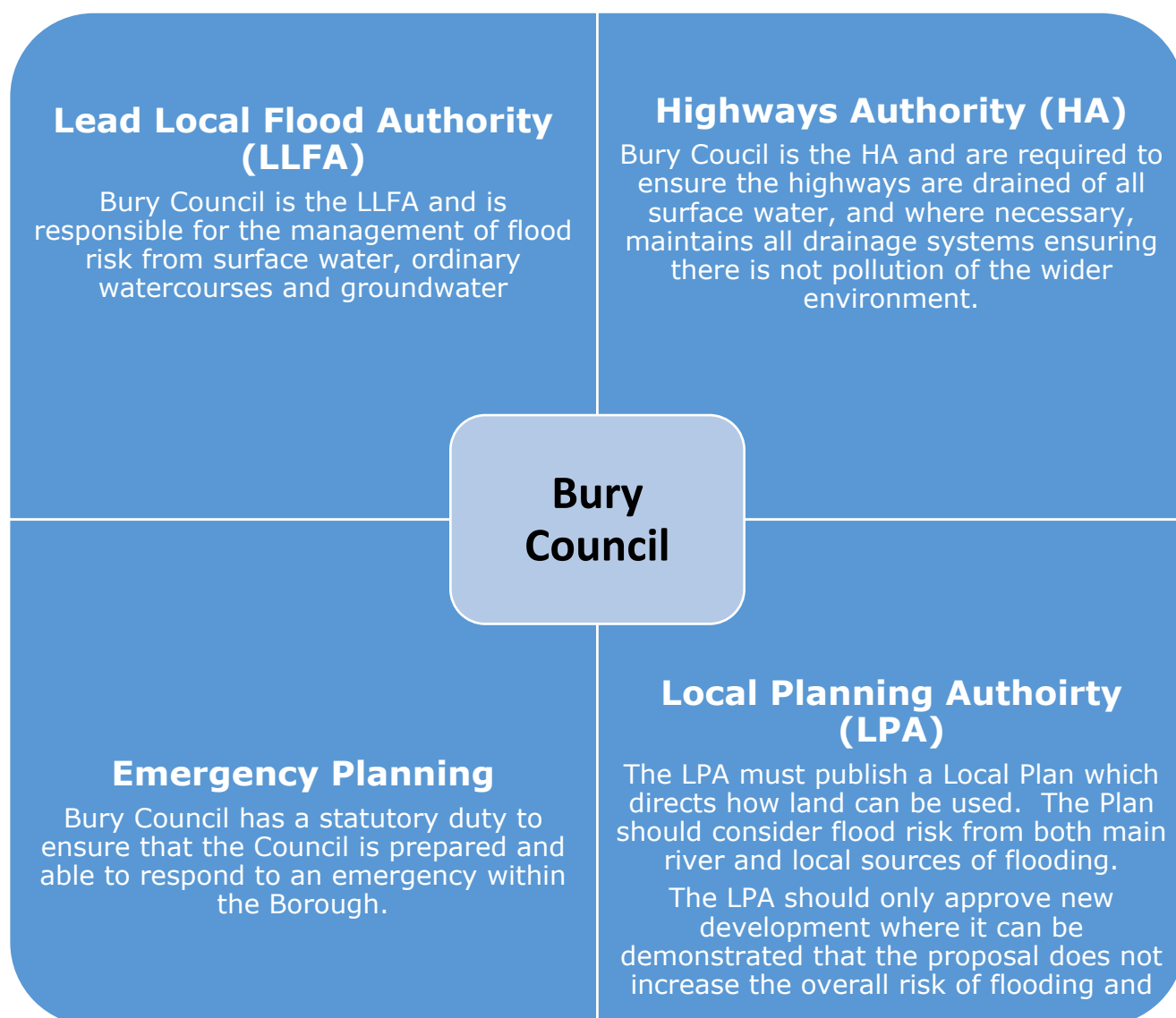
	(1990);
The Land Drainage Act (1991);	The Water Resources Act (1991);
The Water Industry Act (1991);	The Environment Act (1995);
The Countryside & Rights of Way Act (2000);	The Water Act (2003);
The Planning and Compulsory Purchase Act (2004);	The Civil Contingencies Act (2004);
The Natural Environment and Rural Communities Act (2006);	The Climate Change Act (2008);
The Planning Act (2008);	The Localism Act (2011);
The EU Environmental Impact Assessment Directive (1985/337/EEC & 1997/11/EC);	The EU Habitats Directive (1992/43/EEC);
The EU Water Framework Directive (2000/60/EC);	The EU Floods Directive (2007/60/EC)



# 5 Roles and Responsibilities

## Introduction

- 5.1 Numerous organisations, agencies and authorities have roles and responsibilities relating to flood risk management. This chapter sets out what these roles and responsibilities are for each of the different organisations, agencies and authorities.
- 5.2 Part 1, Section 6 (13) of the Flood and Water Management Act defines a flood risk management authority as:
- A lead local flood authority;
  - A District Council for an area for which there is no unitary authority;
  - The Environment Agency;
  - An Internal Drainage Board;
  - A Water Company; and
  - A Highway Authority
- 5.3 Under the provisions of the Flood and Water Management Act the following duties are common to all risk management authorities:
- Duty to cooperate with other risk management authorities;
  - Duty to act consistently with the national and local strategies;
  - Powers to take on flood risk functions from other risk management authorities;
  - Duty to contribute towards the achievement of sustainable development; and
  - Duty to be subject to scrutiny from the lead local flood authority's democratic processes
- 5.4 The Council performs a number of functions in relation to flood risk management<sup>5</sup>:



5.5 The main roles, responsibilities and functions to be exercised by the other risk management authorities are as follows:

## Environment Agency

- Strategic overview of all forms of flooding;
- Risk based management of flooding from 'main rivers';
- Regulation of the safety of higher risk reservoirs

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<sup>5</sup> Further information regarding Bury Council's functions is provided in Appendix 2

- Development of the National Strategy for Flood and Coastal Erosion Risk Management;
- Co-ordination of Regional Flood and Coastal Committees;
- Powers to request a person for any information relating to its flood management responsibilities;
- Powers to designate structures or features relating to 'main rivers';
- A duty to report to ministers on Flood Risk Management;
- Is a competent Authority for the Water Framework Directive.

## United Utilities

- Where appropriate, assist the LLFAs in meeting their duties in line with the national strategy and guidance;
- Where appropriate, assist the LLFAs in meeting their duties in line with local strategies in its area;
- Where appropriate, sharing of information and data with RMAs, relevant to their flood risk management functions;
- A duty to effectively drain their area, in accordance with section 94 of the Water Industry Act 1991;
- A duty to register all reservoirs with a capacity greater than 10,000m<sup>3</sup> with the Environment Agency;
- An agreement with OFWAT to maintain a register of properties at risk from hydraulic overloading in the public sewerage system (DG5 register);
- The appropriate management of surface water in combined systems;
- Encouraging the use of SuDS;
- Creating a detailed understanding of flood risk from the public sewer system;
- Explore and implement multi benefit/agency schemes; and
- A duty to ensure local flood risk management and drainage works are consistent with environmental regulations (including the Water Framework Directive).

## Highways England



- A duty to act in a manner which is consistent with the local and national strategies and guidance;
- A duty to share information with other RMA's relevant to their flood risk management functions; and
- A duty to drain the adopted highway of surface water.

## Regional Flood and Coastal Committee

- Regional Flood and Coastal Committees (RFCC) are Environment Agency committees which consist of elected members from the relevant Lead Local Flood Authorities and independent members with relevant experience appointed by the Environment Agency. They have three key purposes:
- To ensure there are coherent plans for identifying, communicating and managing flood and coastal erosion risk across catchments and shorelines;
- To promote efficient, targeted and risk-based investment in flood and coastal erosion risk management that optimises value for money and benefits for local communities. This includes managing the spending of both Government Flood Defence Grant in Aid and Local Levy paid by Lead Local Flood Authorities; and
- To provide a link between the Environment Agency, Lead Local Flood Authorities and other relevant bodies to ensure mutual understanding of flood and coastal erosion risks in its area.
- RFCC's are the key decision making bodies for allocating funding including Grant in Aid and local levy which are the key streams of funding for flood alleviations schemes.
- The RFCC also contribute towards individual property resilience schemes and the river maintenance programme. These committees, therefore, have a very important role in deciding which areas receive support for flood defences. How funding is calculated and allocated is discussed in more detail in Chapter 7.

## Residents and Businesses

- In addition to the role of RMA's, individual landowners owning land adjacent to a watercourse, known as riparian owners, have

important rights and responsibilities relating to flood risk management. They have:

- A right to receive flow in its natural quantity and quality. Water may only be abstracted from a watercourse with the formal approval of the Environment Agency;
- A right to protect their land and property from flooding and erosion. Any associated works must be approved by the Environment Agency and/or LLFA;
- A responsibility to allow water to flow through their land without obstruction, diversion or pollution; and
- A responsibility to keep the watercourse bed and banks free of litter and debris.

## 6 Objectives and Measures

- 6.1 The Environment Agency, jointly, with DEFRA developed a national flood strategy which reflects Government policy on flood risk management and related issues. The 2011 strategy, entitled [‘National Flood and Coastal Erosion Risk Management Strategy for England’](#) describes what needs to be done by all organisations involved in flood risk management.
- 6.2 The national strategy objectives are to:
- Manage the risk of flooding to people and their property;
  - Help householders, businesses and communities better understand and manage the flood and coastal erosion risk they face;
  - Respond better to flood incidents and during recovery;
  - Encourage local innovations and solutions;
  - Invest in actions that benefit the communities who face the greatest risk; and
  - Achieve environmental, social and economic benefits consistent with the principles of sustainable development.
- 6.3 Reflecting the national guiding principles and strategic objectives Bury Council have developed the following objectives and measures for its Local Flood Risk Management Strategy:

<p>Objective 1</p> <p>To gain a strategic understanding of flood risk from all sources</p>	<p>Gather clear information on the different types of flooding, their potential and impact.</p>
<p>Objective 2</p> <p>To manage the likelihood of flooding within the Borough</p>	<p>Identify an evidence based programme of works and maintenance regimes, which integrate flood management solutions within sustainable development, social and environmental benefits.</p>
<p>Objective 3</p> <p>To help Bury residents to manage their own flood risk</p>	<p>Support residents to make informed decisions for dealing with flood risk;</p> <p>Provide clear information about the roles and responsibilities of risk management authorities.</p>
<p>Objective 4</p> <p>To ensure new development in Bury reduces rather than increases flood risk</p>	<p>The Council and other risk management authorities will seek to ensure that "no new flood risk" is taken into account when determining planning applications</p>
<p>Objective 5</p> <p>To improve flood preparation, warning and post flood recovery</p>	<p>Increase knowledge of flood risk to ensure that emergency responders better understand the nature of local flood risk and can use the information to improve preparedness for flood events.</p> <p>Assist communities and individuals in preparing for flood events, forming local action groups and planning for future flood risks</p>
<p>Objective 6</p> <p>To endeavor to balance environmental, social and economic benefits</p>	<p>Adopting a sustainable approach to the management of flood risk can improve the environmental condition of watercourses and the social and economic benefits within and around their setting.</p>

- 6.4 The Local Flood Risk Action Plan in Appendix 1 outlines actions which we have identified to achieve our objectives and notes current progress. A number are already being delivered. However it will not be possible to deliver all potential flood risk management actions in the short term as resources are simply not available. Therefore the approach taken in Bury will be proportionate and risk based, in line with advice set out in the national strategy.

## Operational Measures to Manage Local Flood Risk

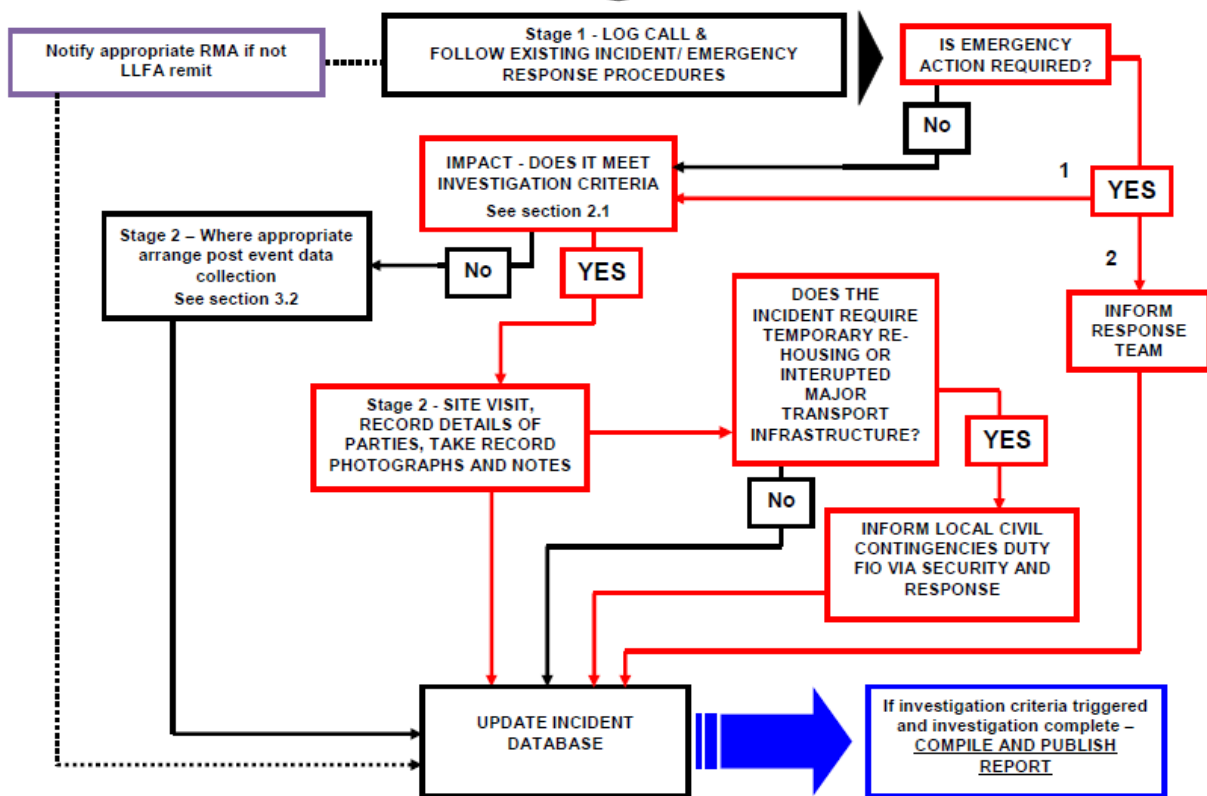
### Investigating Flood Incidents

- 6.5 As discussed in Chapter 4, Section 19 of the 2010 Flood and Water Management Act introduces a new responsibility for LLFAs with respect to investigating flooding incidents. The Act states that the LLFA, is required to investigate flood incidents that it becomes aware of, to the extent that it considers necessary or appropriate. Where the LLFA investigates such a matter, it will determine:
- Which authority has relevant flood risk management functions;
  - Whether that authority has exercised, or is proposing to exercise, those functions in response to the flood.
- 6.6 Where an authority carries out an investigation, the Act states that it must publish the results of its investigation and notify relevant Risk Management Authorities.
- 6.7 No specific guidance is provided on how to discharge this duty and many elements are open to interpretation. As a result and to avoid inconsistently across the sub region, the 10 Greater Manchester districts agreed in 2013 an Investigations Policy.
- 6.8 The focus of this policy is not solely around identifying a need for an investigation but to ensure that a process is in place to gather supporting evidence. Initially from the information received on a flood incident it may be deemed a full investigation is not appropriate but by having a process in place as outlined in this document the supporting evidence is in situ if the incident escalates to one of much greater significance once the impact of flooding is known.
- 6.9 Data gathered can be used to inform and predict the consequences of more serious incidents. Information such as photographs, flow paths and sources should be recorded where possible and even if they are not required as part of an investigation, will become useful evidence especially to support and quantify the identified risk areas.

If it is found that flooding occurs on a frequent basis to a property/area it maybe frequency rather than the scale of the incident that triggers an investigation in the future.

6.10 Figure 6 illustrates the protocol for investigating flooding incidents across Greater Manchester. Figure 7 identifies the triggers for this protocol.

**Figure 6 – Protocol for Investigating Flood Incidents**



Source: AGMA Flood Investigations Policy, 2013

- Where there is a risk to life;
- Where there is an impact on critical service (schools, hospitals, nursing homes and emergency services);
- Where 5 properties or more were flooded internally

**Figure 7 – 'Significant Incident Triggers'**

Source: AGMA Flood Investigations Policy, 2013

6.11 [A S19 report for the 2015 Boxing Day Floods](#) was produced by the Environment Agency in conjunction with the 10 Greater Manchester Authorities and United Utilities. The report details the extent of the

flooding which occurred on Boxing Day and how the relevant RMA responded.

- 6.12 Although the purpose of the report was to provide a factual account of the contributing factors, impacts and responses to flooding, it does also include a number of recommendations regarding how to manage future flood risk.

## Maintaining a Register of Assets

- 6.13 Section 21 of the 2010 Act states that a 'lead local flood authority must establish and maintain:

- A register of structures or features which, in the opinion of the authority, are likely to have a significant effect on flood risk in its area; and
- A record of the information about each of those structures or features, including information about ownership and state of repair.

- 6.14 Section 21 also states that this register (asset register) must be available for inspection at all reasonable times. Identifying the location, ownership and condition of assets will help the Council and other Risk Management Authorities to better understand how the performance of these assets affects local flood risk. It is our intention to build up the asset register using a risk based approach. Therefore, we will initially prioritise our efforts in capturing asset information for the assets which are known to have a significant flood risk. Subject to available resources there will be an ongoing programme to capture information on other assets which have a less significant effect on local flood risk.

- 6.15 It is not our intention to capture and store information for assets associated with main rivers, reservoirs and public sewers. Both the Environment Agency and United Utilities already hold asset information and we do not wish to duplicate information held, wherever possible. However, we would like to capture community assets – individuals and organisations who can respond in the event of a flood – as part of this process.

## Ensuring Effective Maintenance of Assets

- 6.16 Subject to available resources and funding, we need to ensure that we understand the maintenance requirements and conditions of assets, and take action to ensure key flood risk assets are

performing effectively. It should be noted that the Council already has a gully clearance programme in place.

## 7 Flood Risk Management Funding

- 7.1 A key objective of the Strategy is to align stakeholders, particularly those with available funding, with those who would benefit from further investment in flood risk management. It is important to note that this Strategy has been written against a backdrop of diminishing resources.
- 7.2 A partnership approach to flood risk management has been adopted. Each proposed flood risk scheme is accessed separately to identify which partner should be involved and could comprise:
- The Environment Agency;
  - United Utilities;
  - Regional Flood and Coastal Committee; and
  - Beneficiaries and Communities
- 7.3 The Council will consider all forms of funding identified in Table 5 and will ensure that when opportunities arise, compelling bids are submitted.

**Table 5 - Sources of Funding**

<b>Source of Funding</b>	<b>Description</b>	<b>Administered by:</b>	<b>Appropriate for:</b>
Flood Defence Grant in Aid (FDGiA)	Central government funding for flood and coastal defence projects. Funding levels for each scheme relate directly to the number of households protected,	Environment Agency	Medium to large capital FRM projects



<b>Source of Funding</b>	<b>Description</b>	<b>Administered by:</b>	<b>Appropriate for:</b>
	damage prevented and other benefits such as environmental or business benefits that will be delivered. There is additional emphasis on protecting households in deprived areas		
Local Levy	The Regional Flood and Coastal Committee can agree a levy to be paid for works which do not attract a sufficiently high priority for funding by national government but are nonetheless cost effective and of local importance. The levy is agreed annually and monies can be carried over. However, any local schemes suggested which use the Levy need to ensure that it is in line with the regional	Environment Agency	Smaller FRM projects or as a contribution to FDGiA projects.

<b>Source of Funding</b>	<b>Description</b>	<b>Administered by:</b>	<b>Appropriate for:</b>
	priorities set out by the RFCC. The Local Levy can top up Flood Defence Grant in Aid funding.		
United Utilities	Investment is heavily regulated by Ofwat for contributions to area-wide projects which help to address sewer capacity issues.	United Utilities	Projects which help to remove surface water from combined sewers.
Section 106 funding (developer contributions)	Section 106 of the Town and Country Planning Act 1990 allows a planning authority to request payments from developers (linked to specific developments) to contribute to the infrastructure required to make developments acceptable in planning terms.	Bury Council	Larger development sites.
Council Capital Funding	Bury Council's Highway Services receives a	Bury Council	Small to medium capital projects.

<b>Source of Funding</b>	<b>Description</b>	<b>Administered by:</b>	<b>Appropriate for:</b>
	small annual capital budget for work on the highways drainage network. Work is prioritised according to safety, internal property flooding, social impact and the duration of flood incidents.		
Requesting local contributions	Contributions from residents and/or businesses that benefit from proposed flood risk mitigation schemes may be explored in specific cases	Bury Council	All projects.

- 7.4 It is not technically, economically or environmentally possible to prevent all flooding. Therefore this strategy aims to implement the most sustainably cost effective measures that will help to reduce flood risk and help to manage the impacts felt by communities.
- 7.5 For each potential project or scheme outlined in Appendix 1, the following will be assessed:
- The potential for these projects to receive national FDGiA funding;
  - The potential for these projects to receive contributions from Bury Council;
  - Where schemes are unlikely to be affordable, to suggest where a different approach may be needed such as a reduced standard of protection or property resilience measures; and

- How any identified funding gaps might be filled, either by drawing up on partners resources or pursuing wider sources of funding.

## Partnership Funding

- 7.6 In the past, most flood risk management schemes have been built using DEFRA's central government funding (FDGiA), with allocation based on a national prioritisation. Local Levy was allocated towards local priorities, including projects that could not attract FDGiA.
- 7.7 Increasingly however, there is an emphasis on funding from external contributions towards schemes, because FDGiA is allocated based on the benefits on a scheme delivers, which may not cover the full cost.
- 7.8 Work undertaken through this Strategy has highlighted the need to secure a range of sources of funding. Actions have been included within this strategy to continue bidding for funding. Where it is not possible to fill funding gaps, it will be necessary to explore alternative solutions to reduce the costs of the schemes.
- 7.9 The first stage in developing any scheme is to consult with key partners, in order to explore funding options and to assess any environmental implications. For the majority of schemes, further investigation studies are required to reduce the uncertainties to get a clearer understanding of the requirements of the scheme and to allow for FDGiA bids to be submitted.
- 7.10 There are a number of triggers which may alter the way in which projects are funded and these could include: changes to funding regimes, availability of funding, changes in political priorities, community pressures, a major flooding incident, new development, regeneration, revised assessments of flood risk and changes in assessment methodology.

## 8 Local Partnerships, Governance and Scrutiny

- 8.1 The Flood and Water Management Act (2010) requires the Council as Lead Local Flood Authority (LLFA) to establish arrangements to bring together all relevant bodies to work as partners in the management of local flood risk.
- 8.2 Although the Act does not stipulate what these local arrangements should look like, it does require the relevant authorities to co-operate with each other in exercising functions under the Act. It also empowers LLFRAs or the Environment Agency to require information from others if needed for their flood risk management functions.

### Greater Manchester Combined Authority

- 8.3 The Greater Manchester Combined Authority (GMCA) was established as a top tier administrative body for the local governance of Greater Manchester.
- 8.4 The governance arrangements for the GMCA build on the Association of Greater Manchester (AGMA) model of voluntary collaboration and it is a statutory body with its functions set out in legislation.
- 8.5 The ten Greater Manchester Authorities work together strategically wherever possible, to ensure the new statutory duties associated with the FWM Act are implemented in the most effective manner.
- 8.6 Appropriate governance arrangements are in place to set GM wide priorities, set the strategic direction and attracts investment through the Regional Flood and Coastal Committee (RFCC) and the GM Flood and Water Management Board.

### Regional Flood and Coastal Committee (RFCC)

- 8.7 The RFCC was created by the FWMA and provides democratic input into local decisions and help coordinate flood and coastal erosion risk management. It promotes efficient, targeted and risk-based

investment and provides a link between the EA, LLFA's and other RMA's.

## Greater Manchester Flood and Water Management Board (FWMB)

- 8.8 The FWMB provides a vehicle for strategic co-operation and joint working between the GM Commissions, EA, UU and the RFCC covering spatial planning, climate change, drainage and flood infrastructure and emergency planning. It provides a working interface with the RFCC ensuring that GM maximises the potential to secure resources through Flood Defence Grant in Aid, Local Levy funding, partnership projects and the EA as part of their capital investment programmes.

## GM Flood Risk Officers Group (FROG)

- 8.9 FROG provides a forum for joint working between the ten districts representatives of Greater Manchester LLFRA's and partner organisations to deliver the strategic GM flood risk work programme and support local priorities for flood risk management and delivering new powers and duties.

## Bury Flood Working Group (FWG)

- 8.10 Bury's FWG meets quarterly and consists of representatives from Bury's planning and engineering services, the Environment Agency and United Utilities. This group will manage and review the strategy's action plan.

## Voluntary Sector

- 8.11 Through the Strategy, the Council is hoping to engage more fully with the voluntary sector, as they are key partners in the emergency response following a flood event. This sector can not only contribute to on-going flood risk management but can also offer community assets (organisations and individuals) in the event of a flood.

## Community Engagement

- 8.12 Following the 2015 floods, two multi-agency flood action groups have been established in Radcliffe and Ramsbottom<sup>6</sup>. These have

been attended by members of the public, the National Flood Forum (Radcliffe Flood Group) Bury Council, the Environment Agency, United Utilities and the Canal and River Trust. The aim of the groups is to provide clear information regarding flood risk to local communities allowing them to make informed decisions for managing their own flood risk. Public meetings have also been held in Summerseat where flooding issues have been discussed. The Council and the Environment Agency have both attended these meetings.

- 8.12 Several drop in sessions have been held in Radcliffe in relation to the Radcliffe and Redvales Flood Mitigation Scheme. These sessions have been jointly run by the Council and the Environment Agency.

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<sup>6</sup> Dates of these meetings can be found in Appendix 1 - Action Plan.

## 9 Monitoring and Review

- 9.1 Continued monitoring and review and development of the strategy is essential to ensure that local flood risk management is responsive to changes. This ongoing work will be undertaken through the Council's flood working group.
- 9.2 Although there is no formal deadline for the Strategy to be produced or updated, regular maintenance will ensure that local flood risk management is based on the most up to date knowledge so partners can successfully manage flood risk both now and in the future.
- 9.3 Through this Strategy there are clear objectives for managing local flood risk within the Borough as well as an associated action plan for delivering these objectives. This strategy will be the focal document for all flood risk matters and will be informed by, and signpost to, all relevant technical flood risk work undertaken.
- 9.4 The Strategy and Action Plan are 'living documents' and will be regularly reviewed to test effectiveness and updated as necessary.



# Appendix 1 – Action Plan

The actions below provide an overview of proposed flood risk management activities within the Borough.

Completed actions are included for information.

## 1. Understanding flood risk

Action	Lead	Cost to Bury Council	Timescale	Priority for LLFA (1-3)	Comments
1.1 Model and map areas at risk of river, surface water and reservoir flooding. Publish resultant maps on EA website	Environment Agency	nil	Mapping updated quarterly	1	Update overdue. EA informed.
1.2 Produce a Strategic Flood Risk Assessment for Greater Manchester	GMCA/Flood & Water Management Programme Manager	Funded by GMCA	Jun 2018	2	Consultants engaged

<b>Action</b>	<b>Lead</b>	<b>Cost to Bury Council</b>	<b>Timescale</b>	<b>Priority for LLFA (1-3)</b>	<b>Comments</b>
1.3 Produce a Strategic Flood Risk Assessment for Bury	Bury Council/ Head of Strategic Planning	£30k (est)	Dec 2018	1	
1.4 Produce a Preliminary Flood Risk Assessment for Bury	Bury Council/ Head of Strategic Planning	N/A	Complete  Review due 2023	N/A	available on-line at <a href="http://www.bury.gov.uk/index.aspx?articleid=11124">http://www.bury.gov.uk/index.aspx?articleid=11124</a>
1.5 Produce a flood risk asset register for Bury	Bury Council/ Head of Engineering	£60k (est)	Dec 2018	2	It is proposed to procure a consultant to complete the register of structures
1.6 Undertake Integrated Drainage Area Study to	United	nil	June 2018	1	Not a public document but will be used to

<b>Action</b>	<b>Lead</b>	<b>Cost to Bury Council</b>	<b>Timescale</b>	<b>Priority for LLFA (1-3)</b>	<b>Comments</b>
understand risk from sewer flooding.	Utilities				prioritise investment by UU and identify joint actions.
1.7 Investigate major incidents, i.e. Boxing Day 2015	Environment Agency	nil	Complete	1	Report available on-line at: <a href="http://www.greatermanchester-ca.gov.uk/downloads/file/199/boxing_day_flood_report_2015">www.greatermanchester-ca.gov.uk/downloads/file/199/boxing_day_flood_report_2015</a>
1.8 Investigate local incidents: Investigations seeking funding: central Ramsbottom surface water	Bury Council/ Head of Engineering	£600k (est)	Decision awaited	1	Funding application submitted for area including Bridge St, Carr Street, Crow Lane, Moor Road
1.9 Investigate local incidents: Sunny Bower St, Tottington,	Bury Council/	£10k	March 2019	3	Explore funding

<b>Action</b>	<b>Lead</b>	<b>Cost to Bury Council</b>	<b>Timescale</b>	<b>Priority for LLFA (1-3)</b>	<b>Comments</b>
Agecroft Rd West, Prestwich	Head of Engineering	(est)			opportunities
1.10 Investigate local incidents: Action by others: Kenilworth Ave, Whitefield	Highways England	nil	Outcome awaited	3	

## 2. Managing flood risk

<i>Action</i>	<i>Lead</i>	<i>Cost to Bury Council</i>	<i>Timescale</i>	<i>Priority for LLFA (1-3)</i>	<i>Comments</i>
2.1 Produce a Flood Risk Management Plan for the North West Region	Environment Agency	nil	Complete		2015-21 Plan available at : <a href="https://www.gov.uk/government/publications/north-west-river-basin-district-flood-risk-">https://www.gov.uk/government/publications/north-west-river-basin-district-flood-risk-</a>

					<a href="#">management-plan</a>
2.2 Produce a Local Flood Risk Management Strategy for Bury	Bury Council/ Head of Strategic Planning	Staff only for document	Complete	1	This document
2.3 Implement Radcliffe and Redvales flood defence scheme	Environment Agency	Up to £2m plus staff time	Planning application Nov 2018  Works 2019-21	1	The scheme aims to remove over 800 properties from Flood Zone 3
2.4 Identify sites for Natural Flood Management Schemes	GMCA/ Bury Council Head of Strategic Planning	Not yet known	Jun 2018	2	Consultants commissioned by GMCA
2.5 Maintain flood assets, ie highway drains, gulleys, culverts	Bury Council	Approx £235k pa for on-going	Annually	1	The target is annual inspection and cleaning of all assets. 'Hotspots' receive priority attention and reactive

		<p>maintenance,</p> <p>£120k pa for gully wagon operation,</p> <p>£100k pa for 2<sup>nd</sup> gully wagon.</p>			work also occurs.
2.6 Remove silt from Gypsy Brook culvert at Fern Grove	Highways England	nil	Dec 2018	2	Thought to have caused ponding in M66 subway.
2.7 Upgrade drainage infrastructure at Turton Road, Bradshaw Road, Hollymount Lane, Moorside Road, Bolton Road/Ainsworth Road, Longsight Road, Whitelow Brow	Bury Council/ Head of Engineering	£500k (est)	Mar 2019	3	Feasibility of funding application to be explored with EA

2.8 Implement sewer upgrades (locations being identified through current Integrated Drainage Area Study)	United Utilities	nil	2018-21?	1	
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### 3. Helping residents understand and manage flood risk

<i>Action</i>	<i>Lead</i>	<i>Cost to Bury Council</i>	<i>Timescale</i>	<i>Priority for LLFA (1-3)</i>	<i>Comments</i>
3.1 Provide printed, on-line and face-to-face advice on resilience and event response	Environment Agency	nil	Review quarterly	1	See <a href="https://www.gov.uk/topic/environmental-management/flooding-coastal-change">https://www.gov.uk/topic/environmental-management/flooding-coastal-change</a>
3.2 Provide clear information and advice on Council website	Bury Council/ Head of Strategic	Staff time	Review quarterly	1	See <a href="http://www.bury.gov.uk/flood-risk">www.bury.gov.uk/flood-risk</a>

	Planning				
3.3 Hold advice sessions and briefings for residents	Environment Agency	Staff time	Events approx. 3 a year	1	Advice sessions held 11.2.16 and 11.6.16. Drop-in sessions held on 17.1.17, 19.1.17, 25.4.17, 27.4.17, 30.8.17 and 15.3.18

#### 4. New development and flood risk

<i>Action</i>	<i>Lead</i>	<i>Cost to Bury Council</i>	<i>Timescale</i>	<i>Priority for LLFA (1-3)</i>	<i>Comments</i>
4.1 Implement government guidance on development in flood risk areas	Bury Council/ Head of Strategic Planning	Staff time	NPPF review expected Autumn 2018	1	The main guidance is NPPF paras 93-104 and the PPG on Flood Risk



4.2 Ensure Greater Manchester Spatial Framework includes policies on flood risk.	GMCA/ Planning Strategy Manager	Staff time	July 2018	1	Revised draft scheduled to be published in Summer 2018
4.3 Ensure Bury Local Plan includes policies on flood risk	Bury Council/ Head of Strategic Planning	Staff time	August 2018	1	Draft due for publication in late summer 2018
4.4 Implement national and local policies when determining planning applications.	Bury Council/ Head of Strategic Planning	Staff time	Relevant planning application s are submitted approx. 20-30 per year	1	

## 5. Flood event preparation, warning, response and recovery

<i>Action</i>	<i>Lead</i>	<i>Cost to Bury Council</i>	<i>Timescale</i>	<i>Priority for LLFA (1-3)</i>	<i>Comments</i>
5.1 Provide warning in advance of flooding	Environment Agency	nil	Complete	1	Many residents already receive text or phone warnings. Others can register to receive them at <a href="https://www.gov.uk/sign-up-for-flood-warnings">https://www.gov.uk/sign-up-for-flood-warnings</a>
5.2 Provide advice on how to respond to events	Environment Agency/ GM Resilience Forum	nil	Complete	1	See <a href="https://www.gov.uk/topic/environmental-management/flooding-coastal-change">https://www.gov.uk/topic/environmental-management/flooding-coastal-change</a> and <a href="http://www.gmemergencyplanning.org.uk/info/26/flooding">http://www.gmemergencyplanning.org.uk/info/26/flooding</a>

5.3 Ensure that emergency responders have a plan and implement it	Bury Council/ Forward Incident Officer	Staff time	Complete	1	Every emergency is unique and responses will depend on specific circumstances. The Forward Incident Officer will direct the Tactical Officers.
5.4 Investigate feasibility of use of temporary flood barriers	Environment Agency	nil	Dec 2018	1	A number of sites along the Irwell have been assessed and Close Park is being looked at in detail.
5.5 Implement resilience grant scheme	Bury Council/ Head of Building Control	Staff time	Complete	1	Scheme now closed. 432 eligible applications (for residential and commercial properties) were approved.

## 6. Balancing environmental, social and economic benefits

<i>Action</i>	<i>Lead</i>	<i>Cost to Bury Council</i>	<i>Timescale</i>	<i>Priority for LLFA (1-3)</i>	<i>Comments</i>
6.1 Ensure consistency with national guidance	Bury Council/ Head of Strategic Planning	Staff time	See Section 4		
6.2 Ensure consistency with regional flood management plan	Bury Council/ Head of Strategic Planning	Staff time			Regional Plan at <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/500468/North_West_RBD_Part_1_river_basin_management_plan.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/500468/North_West_RBD_Part_1_river_basin_management_plan.pdf</a>

# Appendix 2 – Role of Bury Council in Flood Risk Management

## Bury Council – Lead Local Flood Authority

Bury Council is a Lead Local Flood Authority (LLFA) and is responsible for the management of flood risk from surface water, ordinary watercourses and groundwater.

The functions that the Council, (as LLFA) can exercise under the FWMA 2010 and the FRR (2009) are:

- Production of a Local Flood Risk Management Strategy;
- Investigation of flood incidents;
- Creation and maintenance of a flood asset register;
- Designation of flood features;
- Carrying out of flood risk management works;
- Powers to request information;
- Preparation of a Preliminary Flood Risk Assessment;
- Identification of areas of significant flood risk;
- Production of a Flood Risk Management Plan

## Bury Council – Highway Authority

The Highways Act requires the Council, as Local Highway Authority to ensure that highways are drained of surface water and, where necessary, maintains all drainage systems ensuring there is no pollution of the wider environment. In particular the Council is required to carry out regular maintenance of a number of forms of drainage associated with the highway, including the gullies, soakaways, ditches, channels, drains, grilles and outlets.

Bury Council currently operates a cyclic gully cleansing regime where all gullies within the adopted highway network are checked annually. In addition to this, gullies are attended to on an ad-hoc basis that have

either been reported or identified through routine inspections as being blocked.

## Bury Council – Emergency Planning

Bury Council has statutory duties under the Civil Contingencies Act 2004 to ensure that the Council is prepared and able to respond to an emergency within the Borough. The Emergency Planning Team works closely with the Greater Manchester (GM) Civil Contingencies Team and partner organisation, which includes the emergency services, Environment Agency and GM districts.

A Greater Manchester Multi Agency Flood Risk Plan has been prepared and Bury Council has a multi-agency flood plan, however this plan contains a large amount of sensitive information and is therefore not available to view publically..

## Bury Council – Planning Authority

The Council, as Planning Authority, must prepare, publish and use a Local Plan which directs how land can be used. The Local Plan should consider flood risk from both fluvial (Main River) and local sources (surface water) of flooding, utilizing evidence contained in Strategic Flood Risk Assessments, Preliminary Flood Risk Assessments and Surface Water Management Plans.

The Planning Authority should only approve development where it can be demonstrated that the proposal doesn't increase the overall risk of flooding in the area and is adequately protected from flooding itself. A sequential approach should be taken to ensure development sites are chosen which offer the lowest possible flood risk.

## Appendix 3 – Glossary

Acronym	Term	Description
ABI	Association of British Insurers	This is supported by the company members of the insurance industry to provide general advice. It promotes best practice, transparency and standards within the industry.
	Aquifer	Layers of permeable rock which provide water storage important for supporting water supply and/or river flows.
AStGWF	Areas Susceptible to Groundwater Flooding	Mapping produced by the Environment Agency and others to show areas with a potential for groundwater emergence.
AStSWF	Areas Susceptible to Surface Water Flooding	Mapping produced by the Environment Agency to provide broad areas where surface water flooding was likely to cause problems in four bands from Very Low to High Risk. The methodology assumed that sewer and drainage systems were near capacity and did not account for infiltration or the impacts of the locations of buildings.
	Base Flow	Water below the ground surface and movement of the water under the Ground Water Level, which tend to feed rivers and watercourses.
	Catchment	The area naturally draining to a stream, river, reservoir or surface water system.
CFMP	Catchment Flood Management	These plans assess flood risk from all sources over a larger river catchment area and establish flood risk management

	Plan	policies for those areas to assist in understanding flood risk within the catchment and delivering sustainable flood risk management in the long term.
	Climate Change	Long term variations in the climate of the earth that affect temperature, wind and rainfall patterns.
CSO	Combined Sewer Overflow	A device which relieves overloaded sewers by allowing them to spill to river and other watercourses.
CDA	Critical Drainage Areas	These are areas with critical drainage problems defined by the EA, based on catchment data and historic records.
	Culvert	A structure that encloses a watercourse
DEFRA	Department for Environment, Food and Rural Affairs	Central Government department responsible for policy and regulations on the environment, food and rural affairs.
DG5	Director General 5 register	Records of property flooding from the drainage and sewer network collated and held by water companies.
EA	Environment Agency	A non-departmental public body which has a strategic overview role for flood and coastal erosion risk management.
	European Floods Directive	European Commission legislation which aims to provide a consistent approach to managing flood risk across Europe.
FAS	Flood Alleviation	A capital scheme to provide defences or storage for flood water to alleviate flooding



	Scheme	within a surrounding areas.
FCERM	Flood and Coastal Erosion Risk Management	A term that has replaced flood defence in recognition that we cannot defend against all flooding. Measures include strategies, policies and schemes designed to manage flood and coastal erosion risk at a national, regional or local scale. Also referred to as FRM – Flood Risk Management.
FDGiA or GiA	Flood Defence Grant in Aid	Part of the Environment Agency's overall capital allocation to invest in flood risk management schemes for which bids are made and assessed.
	Flood	The temporary inundation by water of property or land not normally covered with water.
FMfSW	Flood Map for Surface Water	Mapping hosted by the Environment Agency to provide broad areas where surface water is likely to cause problems based on four bands of surface water flooding and deep surface water flooding. The methodology assumed an allowance for infiltration and a national average drainage capacity and mapped building locations.
FRAr	Flood Risk Area	An area where there is a significant risk of flooding from local flood sources including surface water, groundwater and ordinary watercourses.
FRAs	Flood Risk Assessment	This is normally a requirement to be carried out by a developer as part of the planning application process. It is intended to assess what the risks are, whether there will be an increase in risk and how risk will be managed.

FRR	Flood Risk Regulations, 2009	Regulations for England and Wales which transposes and implements the European Floods Directive. It is based on a six year cycle of assessment and planning.
	Flood Working Group	This group is attended by officers from the Environment Agency, United Utilities, GMCA and Bury Council who have specific local knowledge about flooding incidents. The meetings are used to identify local flood hotspots and discuss potential solutions. They also enable partners to identify larger schemes which can be put forward into the bidding process for funding opportunities.
FWMA	Flood and Water Management Act, 2010	Regulations for England which sets out the roles and responsibilities for flood and coastal erosion risk management as a response to the Pitt review of the 2007 floods.
FZ1	Flood Zone 1	River and Coastal Low flood risk designated by EA. Assessed to have less than a 1 in 1000 year probability.
FZ2	Flood Zone 2	River and Coastal Medium flood risk designated by EA. Assessed to have between 1 in 100 and 1 in 1000 year probability of fluvial flooding
FZ3a	Flood Zone 3a	River and Coastal High flood risk designated by EA. Assessed to have greater than 1 in 100 year probability of fluvial flooding.
FZ3b	Flood Zone 3b	River and Coastal Flood Plain as determined by EA.

	Functional Floodplain	Areas adjacent to river channels that are needed during floods to allow water to flow or to be stored.
	Fluvial Flooding	Flooding where water in a river exceeds the capacity of the river and its banks and overflows into surrounding areas.
	Groundwater Flooding	Flooding where water stored underground or in the Base Flow rises above the ground or surface level in areas that have no channels or drainage paths.
GIS	Geographic Information System	A system designed to capture, store, manipulate, analyse, manage and present all types of spatial or geographical data.
	Highway Authority	There are two tiers. This can be the County, District or Unitary authority for most minor roads. Some Local Authorities operate as agencies for others typically within County areas.
HE	Highways England	A non-departmental public body sponsored by the Department for Transport (DfT), which is responsible for operating, maintaining and improving England's motorways and major A roads.
	Indicative Flood Risk Area	Areas identified by the EA as part of a PFRA in a development where more than 30,000 people are at risk of flooding (in clusters of 1km squares where at least 200 are potentially at risk of significant surface water flooding).
	Infiltration	A technique used for sustainable drainage in which water is allowed to return to the ground and a term that ranks the

		permeability of the sub-surface to allow this to happen.
	Land Drainage Act 1991	This is primary legislation in England and Wales that sets out the duties and responsibilities of how watercourses and drainage is maintained. It sets out the role of the Riparian owners and powers of local authorities.
LLFA	Lead Local Flood Authority	A County Council, Borough Council or Unitary Authority as designated under the F&WM Act that had duties under that Act responsible for local flood risk management. It is not responsible or liable for flooding but has powers to act.
	Local Flood Risk	Flooding from sources other than Main Rivers and the sea, which principally concerns surface runoff, groundwater and Ordinary Watercourses. Bury Council have responsibilities under the Flood and Water Management Act to manage flooding from these sources.
LFRMS	Local Flood Risk Management Strategy	The local strategy for the LLFA to identify the various flood risk management functions of different RMAs. It is to set out how it will assess local flood risk and measures for managing this and produces objectives and states how they will be implemented.
	Local Levy	Annual Levy collected from Local Authorities' by the Regional Flood and Coastal Committee to fund flood and coastal erosion risk management within that region.
LPA	Local Planning	Bury Council is responsible for determining

	Authority	local planning applications and must consult with the EA when making planning decisions.
	Main River	This could be any watercourse, river, brook or stream that is deemed significant for catchment management to be managed by the EA and designated by the EA .
NFF	National Flood Forum	This is an independent charity set up to assist private individuals affected by flooding and guiding them on legislation and providing information. It works with communities and flood groups and supports projects.
NFRMS	National Flood Risk Management Strategy	The strategy developed by the EA for England to identify the various flood risk management functions of different RMAs and organisations. It sets out objectives and measures for managing flood risk, the costs and benefits of measures and how they can be implemented. It assesses impacts of climate change and contributions to wider environmental objectives.
NPPF	National Planning Policy Framework	The national planning policy framework.
	Ordinary Watercourse	This could be any watercourse, river, brook or stream and drainage path that is not classed by the EA as Main River or by the Water Companies as public sewer and as such is managed but not owned by the LLFA.
PFRA	Preliminary	An assessment under the FRR which

	Flood Risk Assessment	evaluates significant historic and future flood risk within an area, identifying significant flood risk areas and providing information on flooding for reporting to the European Commission.
	Pluvial	Relating to rainfall and surface water run-off which often contributes to surface water flooding. Contrasts with Fluvial.
RFCC	Regional and Coastal Committee	Committees established by the EA consisting of members representing LLFAs and independent members who ensure that their plans for identifying and managing flood risk across catchments, promote investment in flood and coastal erosion risk management and provide a link between RMSs and other relevant bodies.
	Resilience Measures	Measures designed to reduce the impact of water that enters property and businesses; could include measures such as raising electrical appliances.
	Resistance Measures	Measures designed to keep flood water out of properties and businesses; could include flood guards for examples
	Riparian Owners	This is a key principle in drainage law in that the landowner has duties and responsibilities for the management of watercourses in their land or if adjacent to their land.
RMA	Risk Management Authority	Defined under the F&WM Act as all bodies with vested interests in flood risk and management. They tend to be the LLFAs, the EA, water companies and Highway Authorities.

SFRA	Strategic Flood Risk Assessment (Level 1 and Level 2)	An assessment providing information on areas at risk from all sources of flooding used to provide an evidence base for flood risk and planning decisions.
	Surface Water Flooding	Rainwater collects on the surface of the ground due to the soil being saturated or rests on hard standing areas where drainage and watercourses in the area are at full capacity or are not accessible due to land levels or restrictions. Can be referred to as Pluvial Flooding.
SWMP	Surface Water Management Plan	This assesses surface water flooding within a given area and outlines the preferred approach to managing that risk. It is undertaken in consultation with key partners who are responsible for flood risk management and drainage for that area. It is intended to influence future resource, emergency and land use planning and identifying areas where flood alleviation works maybe required.
SuDS	Sustainable Drainage Systems	Methods for draining and storing surface water that is designed to mimic natural processes and to provide and support multiple environmental benefits and improved amenity as well as helping mitigate flood risk potentially created by development or re-development.

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**MINUTES OF THE MEETING OF THE GREATER MANCHESTER COMBINED  
AUTHORITY, HELD ON FRIDAY 23 FEBRUARY 2018  
AT WIGAN TOWN HALL.**

**PRESENT:**

Greater Manchester Mayor	Andy Burnham
Deputy Mayor (Police and Crime)	Baroness Beverley Hughes
Bolton	Councillor Linda Thomas
Bury	Councillor Eamonn O'Brien
Manchester	Councillor Richard Leese, (Deputy Mayor)
Rochdale	Councillor Allen Brett
Salford	City Mayor Paul Dennett
Stockport	Councillor Alex Ganotis
Tameside	Councillor Brenda Warrington
Trafford	Councillor Sean Anstee
Wigan	Councillor Peter Smith

**OTHER MEMBERS IN ATTENDANCE:**

Fire Committee, Chair	Councillor David Acton
GMWDA, Chair	Councillor Nigel Murphy
TfGMC	Councillor Guy Harkin
Bolton	Councillor Anne-Marie Watters
Manchester	Councillor Angelicki Stogia
Rochdale	Councillor Sara Rowbotham
Salford	Councillor Paula Boshell
Stockport	Councillor Wendy Wild
Tameside	Councillor Lynn Travis
Trafford	Councillor Dylan Butt
Wigan	Councillor Jennifer Bullen

**OFFICERS IN ATTENDANCE:**

GMCA Chief Executive	Eamonn Boylan
GMCA – Monitoring Officer	Liz Treacy
GMCA – Treasurer	Richard Paver
Office of the GM Mayor	Kevin Lee
Bolton	Tony Oakman
Bury	Pat Jones Greenhalgh
Rochdale	Steve Rumbelow
Salford	Ben Dolan
Stockport	Pam Smith

Tameside	Steven Pleasant
Trafford	Theresa Grant
Wigan	Donna Hall
TfGM	Amy Harhoff
GMFRS	Dawn Docx
GMCA	Simon Nokes
GMCA	Sylvia Welsh
GMCA	Nicola Ward

## **GMCA 33/18 APOLOGIES**

Apologies for absence were received and noted from Councillor Rishi Shori (Bury – Councillor O’Brien attending), Councillor Jean Stretton (Oldham), Councillor A Simpson (Bury), Councillor Laura Evans (Trafford), Councillor Andrew Fender (TfGMC), Joanne Roney (Manchester), Carolyn Wilkins (Oldham), Jon Lamonte (TfGM) and Jon Rouse (GMHSCP).

## **GMCA 34/18 CHAIR’S ANNOUNCEMENTS AND URGENT BUSINESS**

### **1. Condolences**

The GM Mayor expressed his condolences to the families of Councillor Sheila Newman and Councillor Sue Dearden who had recently passed away.

## **GMCA 35/18 DECLARATIONS OF INTEREST**

There were no declarations of interest made by any member of the GMCA in relation to items on the agenda.

## **GMCA 36/18 MINUTES OF THE GMCA MEETINGS HELD ON 26 JANUARY 2018 AND 20 FEBRUARY 2018.**

The minutes of the GMCA meetings held 26 January 2018 and 20 February 2018 were submitted for consideration.

### **RESOLVED/-**

That the minutes of the GMCA meetings held on 26 January 2018 and 20 February 2018 be approved as a correct record.

## **GMCA 37/18 MINUTES OF THE GMCA ECONOMY, BUSINESS GROWTH AND SKILLS OVERVIEW AND SCRUTINY COMMITTEE**

### **RESOLVED /-**

That the minutes of the GMCA Economy, Business Growth and Skills Overview and Scrutiny Committee held on the 9 February 2018 be noted.

**GMCA 38/18 MINUTES OF THE GMCA CORPORATE ISSUES AND REFORM  
OVERVIEW AND SCRUTINY COMMITTEE**

**RESOLVED /-**

That the minutes of the GMCA Corporate Issues and Reform Overview and Scrutiny Committee held on the 20 February 2018 be noted.

**GMCA 39/18 MINUTES OF THE GMCA HOUSING, PLANNING AND ENVIRONMENT  
OVERVIEW AND SCRUTINY COMMITTEE**

**RESOLVED /-**

That the minutes of the GMCA Housing, Planning and Environment Overview and Scrutiny Committee held on the 15 February 2018 be noted.

**GMCA 40/18 CARE 2020**

This item was withdrawn from the agenda at the request of the Chair.

**GMCA 41/18 GM HOUSING DEAL**

Salford's City Mayor Paul Dennett introduced a report which described the ongoing conversations with Government regarding a Housing Deal for GM and sought permission from the GMCA to delegate authority to the GMCA Chief Executive, in consultation with the Portfolio Lead and Lead Chief Executive for Housing, Planning & Homelessness to agree a deal, if necessary, ahead of the next meeting of the GMCA. He proposed an amendment to the recommendation contained within the report to include the addition of the GM Mayor be added to the delegation.

The GM Mayor added that Government was keen to conclude the Housing Deal in the next few weeks, notwithstanding that the deal does need to be the right deal for GM adding that the detail of the Housing Deal it was crucial to preparing the GM Spatial Framework. He further thanked Paul Dennett for all his work to date in progressing the proposed deal.

**RESOLVED /-**

That authority be delegated to the Chief Executive of the GMCA, in consultation with the GM Mayor, City Mayor Paul Dennett (Portfolio Lead) and Steve Rumbelow (Lead Chief Executive) of Housing, Planning and Homelessness to agree a Housing Deal with Government (if necessary) ahead of the next meeting of the GMCA.

## **GMCA 42/18 GROWTH DEAL – WIGAN A49 LINK ROAD REQUEST FOR FULL APPROVAL AND FUNDING**

The GM Mayor introduced a report which sought full approval and the release of necessary funding to enable the delivery of the Wigan A49 Link Road. He reported that the west-east connectivity across Wigan was required to improve journey times and productivity and emphasised the strategic importance of this scheme in preparing for future schemes.

Councillor Peter Smith, Leader of Wigan Council, expressed his appreciation to the GMCA for their support regarding this project which has been ongoing for some time.

### **RESOLVED /-**

That Full Grant Approval for the Wigan A49 Link Road and the associated release of the remaining £9.226m, of the total £10.295m, of funding from the Local Growth Deal budget to enable the delivery of the scheme be approved.

## **GMCA 43/18 BREXIT MONITOR – FEBRUARY UPDATE**

Councillor Richard Leese, Deputy Mayor and GMCA Portfolio Lead for Business and Economy introduced a report providing members with an update on the key economic and policy development in relation to the UK's decision to leave the European Union. He took members through the latest Brexit Monitor report which described ongoing national discussions and detailed the level of impact anticipated for the North West economy. GM were also undertaking their own Impact Assessment over the forthcoming weeks on all Brexit scenarios.

He also highlighted the importance of rebalancing the economy outside of the South East of England, suggesting that work around the skills agenda was key to support GM could quickly build some resilience against the outcomes of Brexit. In order for this to happen, the pace of progression must increase through further conversations with Government regarding the devolution of skills funding and the development of a Local Industrial Strategy.

The GM Mayor added that the UK were now entering into a serious phase of discussions which would shape any future deal that it was unacceptable that GM still does not have a permanent seat at the Brexit negotiations, where difficult trade-offs may be made between different sectors of the economy. He also stressed that the situation cannot continue and it was too important to the GM Economy.

In a recent meeting the Brexit Secretary provided assurance that an analysis of what Brexit scenarios might mean for regional and GM economy had not been undertaken, however, a recent article had appeared in the media a few weeks ago which looked like regional analysis.

Councillor Richard Leese confirmed that such representations would be made to the Brexit Select Committee on the 19 March 2018.

## **RESOLVED /-**

1. That the Brexit Monitor for February 2018 be noted.
2. That it be noted that a submission would be made to the Brexit Select Committee, due to meet in Manchester on 19 March 2018, regarding permanent representation of GM in the Brexit negotiations.

## **GMCA 44/18 GREATER MANCHESTER AGE FRIENDLY HUB STRATEGY**

The GM Mayor introduced a report, on behalf of Councillor Jean Stretton, which sought the approval of the Greater Manchester Age Friendly Strategy. He also expressed his appreciation to Councillor Jean Stretton for all the work undertaken to develop an excellent document, which supports GM to be at the forefront of the active ageing discussion which advances systems and services for older people.

He commented that this was an ambitious strategy, which enabled the breakdown of silos between the different public services and asks those service to work as one team to support older people to live the life they want to lead.

He also highlighted a number of issues, including:

- The eight dementia friendly communities established in Wigan were also highlighted, where much of the thinking in the Strategy was underway; working with the voluntary sector in a different way via Wigan Deal. A further example of work in Levenshulme, Manchester was also highlighted whereby local businesses had advertised that older people were welcome to use their facilities when they were out and about.
- An age friendly Health & Social Care system was integral, with GM already ahead of the rest of the country in terms of health and care and integration and dialogue will continue with Government to develop thinking focused on wrap around care for older people covering physical, mental and social needs. GM is uniquely well placed to put forward a new vision for a 21<sup>st</sup> century NHS, which doesn't see hospitals as the default setting for medical care, more on a person centred, health promotion modal centred approach to support people in their own home.
- Increased housing choice, to promote social connections and wellbeing in later life. A successful Housing Deal with Government may provide capacity to rethink how GM provides better housing for older people in communities. The town centre challenge may be an avenue to provide more supported living for older people within town centres. Links between health and housing does need to be developed moving forward.

- A transport network to support older people, to be addressed via bus reform, with easy access, including physical and sensory adaptations to enable all members of the community to access buses.
- A world leader in research and innovation, the University of Salford, as an institute for dementia, is undertaking work, not just in the treatment, but to support people to live well with dementia.
- Increasing the rate of activity needs to be at the heart of plans for improving public health in GM, for all, especially older people and the establishment of a social prescribing system that would sign post people to walking groups in their communities, which will also tackle loneliness alongside social isolation.

The Strategy would help GM to lead the debate.

GM's application to the World Health Organisation to become an age-friendly city has been accepted, with an announcement to be made over the forthcoming weeks.

Members of the GMCA welcomed the Strategy, with initiatives already underway within local authorities to deliver some of its pledges and outcomes already beginning to be realised.

Other members commented that the Strategy reflected the essence of Care 2020 and recognised that social health issues such as loneliness were having a significant impact on people's health and the health service and that such a programme was crucial to addressing these issues that were often overlooked. The importance of principles underpinning the Strategy were highlighted.

A member added that it was highly commendable to see GM setting the standard on this agenda, and that the language and values within the report were welcomed. However, they urged that the detail of the delivery plan needs to be reflective in the development of our own workforces to ensure the values were embedded.

Members were advised that it was intended that a presentation on Health and Social Care Asset Based Working (Care 2020) would be submitted to a future meeting of the GMCA.

Members commented that the Strategy needs effective resourcing to ensure that it can be delivered. Particular concerns were raised in relation to the diluted employment standards within the social care sector, the under-value of carers, who need improved employment practices, and the inevitable increased pressure on the NHS if no action was to be taken.



It was suggested that the development of the 'safe and well visits' by the Fire Service would underpin the Strategy. The role of the community in addressing the issues of loneliness for older people was also an issue to be addressed.

The GM Mayor summarised that this was a vital piece of work for an ageing population in GM, and that funding for social care would be the biggest challenge to the Strategy. However, discussions with Government regarding Care 2020 vision would help support this, in addition to work being undertaken through NHS reform to review domiciliary care. He added that the recent publication of the Carers Strategy helps to put older people at the centre of these discussions and national recognition had been given to the impact of loneliness and social isolation on people's health and wellbeing. The GMCA would be kept apprised of the progress of discussion with Government regarding the care 2020 proposition.

### **RESOLVED /-**

1. That thanks and appreciation to Councillor Jean Stretton (Portfolio Lead) be recorded recognising the work undertaken to develop the Strategy.
2. That the GM Age Friendly Strategy be approved.
3. That it be noted that GM's application to the World Health Organisation to be recognised as an age-friendly city region has been accepted.
4. That a presentation on Health & Social Care Asset Based Working (Care 2020) be submitted to a future meeting of the GMCA.
5. That it be noted that the GMCA would be kept updated on the discussions underway with Government regarding GM's Care 2020 proposition.

### **GMCA 45/18 GREATER MANCHESTER INSTITUTE OF TECHNOLOGY**

Councillor Sean Anstee, GMCA Portfolio Lead for Skills, Employment and Apprenticeships, introduced a report which updated members on GM's approach to applying to the Department of Education's £170m capital fund to develop an Institute of Technology (IoT) within GM. Discussion have been ongoing with Department for Education for some time around the prototype of what this would mean for the City Region.

He emphasised the need to be resilient in response to any changes as a result of Brexit, the need to ensure there was a skilled population, in particular at level 4 and 5 qualifications where there was a gap across GM. The creation of an IoT would be a complement to the current further and higher education institutions across GM as it would be able to offer further opportunities in the digital, construction, manufacturing and engineering sectors. In developing the proposition other considerations to ensure the opportunities were available in GM would include a review of travel to learn patterns.

The GMCA have prepared their outline proposal submission to phase one, and were seeking support to pursue the proposed application process with DfE. A more detailed application would be submitted in Phase two if successful.

Members welcomed the initiative albeit that the phase one application was an outline proposal and requested an assurance that there would be further be a opportunity to influence some of the important detail of the submission at the next stage of the application, including the location of the hub in localities. It was confirmed that the GMCA would be consulted on the application, including the location of the hub in localities and the principles around learning to address the skills gap at level 4 and 5 to ensure that it offered support to all learners across GM.

The GM Mayor summarised that GM would like to be one of the DfE areas for IoT as this would further support the development of our local Industrial Strategy and ambitions. This must be further supported by Government's commitment to skills devolution in order for GM to develop a skills base necessary for these growth industries.

### **RESOLVED /-**

1. That the application process be supported.
2. That authority be delegated to the Chief Executive of the GMCA, in consultation with the GMCA Treasurer and Councillor Sean Anstee (Portfolio Lead) and Theresa Grant (Portfolio Lead Chief Executive) to agree the stage 1 application.
3. That it be agreed that, in the event of a successful stage 1 application, the detail of the stage 2 application be submitted to the GMCA in advance of submission to the Department for Education.
4. That it be agreed that in submitting the Stage 1 application, the GMCA demand from Government greater control of all aspects OF skills post 16, not just adult skills, and an urgent review of the operation of the apprenticeship Levy.
5. That thanks and appreciation to Councillor Sean Anstee and Theresa Grant be recorded for progressing the Institute of Technology proposition.

### **GMCA 46/18 GREATER MANCHESTER DIGITAL STRATEGY**

Councillor Sean Anstee, Portfolio Leader for Skills, Employment and Apprenticeships, presented a report which sought the agreement of the GMCA on the Greater Manchester Digital Strategy, which was linked to the Skills Strategy.

He reported that GM had held a number of digital summits throughout the year and had listened to providers and stakeholders on how GM could differentiate itself in

the digital market through effective targets and measures and the required infrastructures to support and deliver these ambitions.

The GM Mayor thanked the steering groups for their involvement in developing the GM Digital Strategy, and commented that through higher levels of engagement with industry representatives there had been a greater degree of ownership in the co-production of the Strategy. Being a leading digital city, with a difference, was a major part of GM's ongoing story.

Members commented that consideration needs to be given to those areas in GM with limited and no internet coverage. Furthermore, continued investment in digital skills for schools was vital for the successful growth of the sector.

The GM Mayor also added that a detailed proposal of UCAS style of apprenticeships will be submitted to a future meeting of the GMCA.

## **RESOLVED/-**

1. That the GM Digital Strategy, measures and Strategic Action Plan, as included within Section 8 of the Strategy, be agreed.
2. That detailed proposals for a UCAS style system for apprenticeships be submitted to a future meeting of the GMCA.

## **GMCA 47/18 GMCA REVENUE UPDATE 2017/18**

The Mayor of GM introduced a report which informed members of the 2017/18 forecast revenue outturn position as at the end of January 2018. It detailed a projected position for the year end, which included a modest underspend from the mayoral election.

He also emphasised it was a transitional year for the GMCA and will seek to provide as much transparency as possible.

## **RESOLVED /-**

1. That the Economic Development and Regeneration budget adjustments as detailed in section 2 be noted.
2. That the use of Business Rates Top-up Grant to be transferred to Reserves to fund Local Growth Fund revenue commitments in 2018/19 and later years and the consequent switch in LGF capital grant to fund elements of the overall transport capital programme be approved.
3. That the Economic Development and Regeneration revenue outturn position for 2017/18 which shows an underspend of £0.663m against budget, after transfers to earmarked reserves as detailed in section 2, be noted.

4. That the transport revenue outturn position for 2017/18, which was in line with budget after transfers to earmarked reserves as detailed in section 3, be noted.
5. That the Transport for Greater Manchester outturn position for 2017/18, which was in line with budget, be noted.

**GMCA 48/18 INTERIM NOMINATIONS FOR GREATER MANCHESTER EUROPEAN STRUCTURAL INVESTMENT FUNDS/SUSTAINABLE URBAN DEVELOPMENT SUB COMMITTEE**

The GM Mayor GM introduced a report seeking agreement from the GMCA in relation to the proposed interim appointments to the GM ESIF / SUD sub committees until June 2018.

**RESOLVED/-**

1. That it be agreed that the existing GMCA nominees, Councillors Alex Ganotis, Jean Stretton and Sue Murphy, to the GM European Structural Investment Funds/Sustainable Urban Development Sub Committee remain unchanged.
2. That it be agreed that the nomination relating to the GMCA Investment Portfolio Lead be held vacant until the formal GMCA nomination process takes place at the AGM in June 2018.
3. That the appointment of Councillor Sue Murphy, the substitute GMCA Portfolio Lead for Business and Economy, as the Interim Chair of the GM ESIF / SUD sub Committee until the GMCA AGM in June be agreed.

**GMCA 49/18 GREATER MANCHESTER SKILLS CAPITAL 2017 – 2020 PROGRAMME**

Councillor Sean Anstee, Portfolio Leader for Skills, Employment and Apprenticeships, introduced a report providing members with an update on the outcomes of the appraisal of the Stockport Campus Skills Capital Project and sought approval to proceed with a conditional offer.

Members commented that this was a very positive outcome from the Area Based Review, and that a merger between Trafford and Stockport colleges would be a great development for the further and higher education sector.

Thanks were given to those involved in the work on this application to date, and its significance in relation to the wider skills agenda.

**RESOLVED /-**

1. That thanks and appreciation to Gemma Marsh, Councillor Sean Anstee and Theresa Grant be recorded for the work undertaken to date.

2. That it be agreed that the £16m funding application for Stockport Campus Skills Capital Project which forms part of a wider Stockport and Trafford College merger be conditionally approved and progressed to due diligence.
3. That authority be delegated to the GMCA Treasurer and GMCA Monitoring Officer to review the due diligence information and, subject to their satisfactory review and agreement to the due diligence information and the overall detailed commercial terms of the transactions, to sign off any outstanding conditions, issue final approvals and complete any necessary related documentation in respect of the above grant, in discussion with the Portfolio Lead (Councillor Sean Anstee) and Chief Executive for Skills, Work and Apprenticeships (Theresa Grant).

**GMCA 50/18 EXCLUSION OF PRESS AND PUBLIC**

**RESOLVED /-**

That, under section 100 (A) (4) of the Local Government Act 1972 the press and public be excluded from the meeting for the following items on business on the grounds that this involves the likely disclosure of exempt information, as set out in paragraph 3, Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**GMCA 51/18 UPDATE ON GM SKILLS CAPITAL 2017 – 2020 PROGRAMME**

**CLERK'S NOTE:** This item was considered in support of the Part A GM Skills Capital 2017-2020 Programme (minute 49/18 refers).

