

AGENDA FOR

CABINET

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To: All Members of Cabinet

Councillors : A Simpson (Deputy Leader and Cabinet Member Health and Wellbeing), S Briggs (Cabinet Member for Communities), E O'Brien (Cabinet Member Finance and Housing), A Quinn (Cabinet Member for Environment), T Tariq (Cabinet Member for Children and Families) and J Black (Cabinet Member for Corporate Affairs and HR)

Dear Member/Colleague

Cabinet

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

Date:	Wednesday, 11 December 2019
Place:	Meeting Room A&B, Bury Town Hall
Time:	6.00 pm
Briefing Facilities:	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.
Notes:	

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 of the meeting held on 13th November 2019 are attached.

5 TREASURY MANAGEMENT STRATEGY MID-YEAR REVIEW 2019/20 (*Pages 5 - 16*)

Eamon O'Brien, Cabinet Member for Finance and Housing will report at the meeting.

6 WASTE LEVY ALLOCATION (*Pages 17 - 40*)

Councillor Alan Quinn, Cabinet Member, Environment will report at the meeting. Report attached.

7 SPD6 CONSULTATION REPORT (*Pages 41 - 102*)

Councillor E. O'Brien, Cabinet Member Finance and Housing will report at the meeting. Report attached.

8 PHYSICAL ACTIVITY STRATEGY (*Pages 103 - 132*)

Councillor Andrea Simpson, Cabinet Member, Health and Wellbeing will report at the meeting. Report will be sent to follow.

9 URGENT BUSINESS

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

Minutes of: CABINET

Date of Meeting: 13th November 2019

Present: Councillor D Jones (in the Chair)
Councillors; J Black, S Briggs, A Quinn, A Simpson, and E O'Brien.

Apologies: Councillor T Tariq

Public attendance: One member of the public was in attendance.

Also in attendance:
Councillor J Daly and T Pickstone

CA. DECLARATIONS OF INTEREST

There were no declarations of interest made at the meeting.

CA. PUBLIC QUESTION TIME

A period of thirty minutes was allocated for any members of the public present at the meeting to ask questions about the work or performance of the Council or Council services.

No questions were asked.

CA. MINUTES

Delegated decision:

That the minutes of the meeting held on 16th October 2019 be approved as a correct record and signed by the Chair.

CA. CORPORATE FINANCIAL MONITORING REPORT

Councillor Eamon O'Brien, Cabinet Member for Finance and Housing, submitted a Corporate Financial Monitoring Report. The report informs Members of the Council's financial position for the period April 2019 to August 2019 and projects the estimated outturn at the end of 2019/20. The report also includes Prudential Indicators in accordance with CIPFA's Prudential Code.

Delegated decision:

Cabinet agrees to note the projected financial position of the Council as at 31 August 2019.

Reason for the decision:

Successful budget monitoring provides early warning of potential major overspends or underspends against budgets which Members need to be aware of.

CA. CHILDREN'S CENTRES MANAGEMENT ARRANGEMENT

Document Pack Page 2

In the absence of Councillor Tamoor Tariq, Cabinet Member for Children and Families, Councillor David Jones, Leader, submitted a report setting out how Children's Centres as key Council assets, can make a greater contribution to communities. It is proposed that this is achieved through more effective arrangements for their management and use, moving away from the delivery of an increasingly constrained core offer of services targeted at 0-5, to a much broader community driven offer over an extended day.

Delegated decision

Cabinet agrees to:

1. Approve the use of the Community Asset Transfer arrangements and invite interest from community and voluntary sector organisations to the management and use of Children's Centre buildings.
2. That a report be presented to Cabinet in early 2020 setting out the outcome of the Community Asset Transfer application process, and making recommendations in respect of the future management arrangements for each Children's Centre

Reason for the decision:

The proposed arrangements focus on how the Children's Centre buildings can continue to serve their respective communities, whilst exploring alternative models for the management of those buildings, both to build community capacity and resilience, and to enable the broader delivery of services.

CA. RADCLIFFE SECONDARY SCHOOL PROVISION

In the absence of Councillor Tamoor Tariq, Cabinet Member for Children and Families, Councillor David Jones, Leader, submitted a report outlining proposals for the development of a secondary school in Radcliffe. The purpose of this report is to update Cabinet on the pro-active action taken by the Council to secure new secondary school provision in Radcliffe.

The Council Leader, reported that engagement has been undertaken with the Government and the Office of the Regional Schools Commissioner to establish the case for a new secondary school for Radcliffe. Officers have engaged with potential Free School sponsors on the need for new school provision, and in order to promote the submission of an application to the Department for Education to establish a Free School. This approach has now translated into an application being submitted by Star Academies.

Delegated decision

Cabinet agrees to:

1. Endorse the submission by Star Academies of an application to the Department of Education for funding for a new secondary school for Radcliffe.
2. Note that a successful application to establish a Free School will require the Council to provide the site, to be leased to the Sponsor at a peppercorn rent and that a further report will be submitted to Cabinet to seek this approval.
3. Require the Assistant Director (Education & Inclusion) to lead the process of engagement with Star Academies in support of the application and submit a further report to Cabinet as soon as the outcome of the application is known.

CA. FOR INFORMATION **MINUTES OF ASSOCIATION OF GREATER
MANCHESTER AUTHORITIES / GREATER MANCHESTER COMBINED
AUTHORITY**

COUNCILLOR D JONES

Chair

(Note: The meeting started at 6pm and ended at 6.20 pm)

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DECISION OF:	CABINET OVERVIEW & SCRUTINY COMMITTEE COUNCIL
DATE:	11 DECEMBER 2019 23 JANUARY 2020 22 JANUARY 2020
SUBJECT:	TREASURY MANAGEMENT STRATEGY – MID YEAR REVIEW 2019/20
REPORT FROM:	CABINET MEMBER FOR FINANCE & HOUSING
CONTACT OFFICER:	MIKE WOODHEAD, JOINT CHIEF FINANCE OFFICER
TYPE OF DECISION:	COUNCIL
FREEDOM OF INFORMATION/STATUS:	The report is within the public domain
SUMMARY:	<p>This mid-year report has been prepared in compliance with CIPFA's Code of Practice on Treasury Management, and covers the following:</p> <ul style="list-style-type: none"> • An economic update for the 2019/20 financial year to 30 September 2019; • A review of the Treasury Management Strategy Statement and Annual Investment Strategy; • The Council's capital expenditure, as set out in the Capital Strategy, and prudential indicators; • A review of the Council's investment portfolio for 2019/20 • A review of the Council's borrowing strategy for 2019/20 • A review of any debt rescheduling undertaken during 2019/20 • A review of compliance with Treasury and Prudential Limits for 2019/20

OPTIONS & RECOMMENDED OPTION	It is recommended that, in accordance with CIPFA’s Code of Practice on Treasury Management, the report be noted.
IMPLICATIONS:	
Corporate Aims/Policy Framework:	Do the proposals accord with the Policy Framework? Yes
Statement by the S151 Officer: Financial Implications and Risk Considerations:	Treasury Management is an integral part of the Council’s financial framework and it is essential that the correct strategy is adopted in order to ensure that best value is obtained from the Council’s resources and that assets are safeguarded.
Equality/Diversity implications:	No
Considered by Monitoring Officer:	The Local Government Act 2003 requires the Council to operate the overall treasury function with regard to the CIPFA Code of Practice for Treasury Management in the Public Services. The Code requires Full Council to receive as a minimum, an annual strategy and plan in advance of the year, a mid-year review, and an annual report after its close. This is the mid-year review for 2019-20.
Wards Affected:	All
Scrutiny Interest:	Overview & Scrutiny Committee

TRACKING/PROCESS

DIRECTOR: MIKE WOODHEAD

Joint Executive Team	Cabinet Member/Chair Briefed	Ward Members	Partners
18 November		N/a	N/a
Scrutiny Committee	Other Committee	Council	Comms
23 January		22 January	

1.0 BACKGROUND

1.1 In December 2017, the Chartered Institute of Public Finance and Accountancy, (CIPFA), issued revised Prudential and Treasury Management Codes. As from 2019/20, all authorities have been required to prepare a Capital Strategy which is to provide the following:-

- A high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of services,
- An overview of how the associated risk is managed,
- The implications for future financial sustainability.

A report setting out our Capital Strategy will be taken to Council before 31st March 2020.

1.2 The Council operates a balanced budget, which broadly means that cash raised during the year will meet cash expenditure. Part of the treasury management operations ensure this cash flow is adequately planned, with surplus monies being invested in low risk counterparties, providing adequate liquidity initially before considering optimising investment return.

The second main function of the treasury management service is the funding of the Council's capital plans. These capital plans provide a guide to the borrowing need of the Council, essentially the longer term cash flow planning to ensure that the Council can meet its capital spending obligations. This management of longer term cash may involve arranging long or short term loans, or using longer term cash flow surpluses, and on occasion any debt previously drawn may be restructured to meet Council risk or cost objectives.

Accordingly, treasury management is defined as:-

"The management of the local authority's borrowing, investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks".

1.3 This report has been written in accordance with the requirements of the Chartered Institute of Public Finance and Accountancy's (CIPFA) Code of Practice on Treasury Management (revised 2017).

The primary requirements of the Code are as follows:

1. Creation and maintenance of a Treasury Management Policy Statement which sets out the policies and objectives of the Council's treasury management activities.
2. Creation and maintenance of Treasury Management Practices which set out the manner in which the Council will seek to achieve those policies and objectives.
3. Receipt by the full council of an annual Treasury Management Strategy Statement - including the Annual Investment Strategy and Minimum Revenue Provision Policy - for the year ahead, a **Mid-year Review Report** and an Annual Report (stewardship report) covering activities during the previous year.
4. Delegation by the Council of responsibilities for implementing and monitoring treasury management policies and practices and for the execution and administration of treasury management decisions.

5. Delegation by the Council of the role of scrutiny of treasury management strategy and policies to a specific named body. For this Council the delegated body is: Overview & Scrutiny Committee.

1.3 This report fulfils the requirement to produce a mid-year review.

2.0 ECONOMIC UP-DATE (from Treasury Advisors)

2.1 Economic Performance to date

- 2.1.1 The first half of 2019/20 has seen UK **economic growth** fall due to Brexit uncertainty. In its Inflation Report of 1 August, the Bank of England was notably downbeat about the outlook for both the UK and major world economies. The MPC meeting of 19 September reemphasised their concern about the downturn in world growth and also expressed concern that prolonged Brexit uncertainty would contribute to a build-up of spare capacity in the UK economy, especially in the context of a downturn in world growth. This mirrored investor concerns around the world which are now expecting a significant downturn or possibly even a recession in some major developed economies. The Monetary Policy Committee (MPC) has left Bank Rate unchanged at 0.75% throughout 2019, so far, and is expected to hold off on changes until there is some clarity on what is going to happen over Brexit.
- 2.1.2 With regard to **inflation**, CPI has been hovering around the Bank of England's target of 2% during 2019, but fell to 1.7% in August. It is likely to remain close to 2% over the next two years and so it does not pose any immediate concern to the MPC at the current time. However, if there was a no deal Brexit, inflation could rise towards 4%, primarily as a result of imported inflation on the back of a weakening pound.
- 2.1.3 Despite the contraction in quarterly GDP growth of -0.2% q/q, (+1.3% y/y), in quarter 2, **employment** continued to rise, but at only a muted rate of 31,000 in the three months to July after having risen by no less than 115,000 in quarter 2 itself: the latter figure, in particular, suggests that firms are preparing to expand output and suggests there could be a return to positive growth in quarter 3. Unemployment continued at a 44 year low of 3.8% on the Independent Labour Organisation measure in July and the participation rate of 76.1% achieved a new all-time high. Job vacancies fell for a seventh consecutive month after having previously hit record levels. However, with unemployment continuing to fall, this month by 11,000, employers will still be having difficulty filling job vacancies with suitable staff. It was therefore unsurprising that wage inflation picked up to a high point of 3.9% in June before easing back slightly to 3.8% in July, (3 month average regular pay, excluding bonuses). This meant that in real terms, (i.e. wage rates higher than CPI inflation), earnings grew by about 2.1%. As the UK economy is very much services sector driven, an increase in household spending power is likely to feed through into providing some support to the overall rate of economic growth in the coming months. The latest GDP statistics also included a revision of the savings ratio from 4.1% to 6.4% which provides reassurance that consumers' balance sheets are not over stretched and so will be able to support growth going forward. This would then mean that the MPC will need to consider carefully at what point to take action to raise Bank Rate if there is an agreed Brexit deal, as the recent pick-up in wage costs is consistent with a rise in core services inflation to more than 4% in 2020.

2.1.4 In the **political arena**, the general election could result in a potential loosening of monetary policy and therefore medium to longer dated gilt yields could rise on the expectation of a weak pound and concerns around inflation picking up although, conversely, a weak international backdrop could provide further support for low yielding government bonds and gilts.

2.2 Interest rate Forecasts and Outlook

2.2.1 The Council's treasury advisor, Link Asset Services, has provided the following forecast.

This forecast includes the increase in margin over gilt yields of 100bps introduced on 9th October 2019.

Link Asset Services Interest Rate View										
	Dec-19	Mar-20	Jun-20	Sep-20	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22
Bank Rate View	0.75	0.75	0.75	0.75	1.00	1.00	1.00	1.00	1.00	1.25
3 Month LIBID	0.70	0.70	0.70	0.80	0.90	1.00	1.00	1.00	1.10	1.20
6 Month LIBID	0.80	0.80	0.80	0.90	1.00	1.10	1.10	1.20	1.30	1.40
12 Month LIBID	1.00	1.00	1.00	1.10	1.20	1.30	1.30	1.40	1.50	1.60
5yr PWLB Rate	2.30	2.50	2.60	2.70	2.70	2.80	2.90	3.00	3.00	3.10
10yr PWLB Rate	2.60	2.80	2.90	3.00	3.00	3.10	3.20	3.30	3.30	3.40
25yr PWLB Rate	3.30	3.40	3.50	3.60	3.70	3.70	3.80	3.90	4.00	4.00
50yr PWLB Rate	3.20	3.30	3.40	3.50	3.60	3.60	3.70	3.80	3.90	3.90

The above forecasts are based on the assumption that there is an agreed deal on Brexit at some point. Given the current level on uncertainties, the forecasts may need to be materially reassessed in the light of events over the next few weeks. The Monetary Policy Committee (MPC) has left Bank Rate unchanged at 0.75% due to ongoing uncertainty over Brexit. The MPC's policy statement saying that, based on an assumption of an agreed Brexit deal, rates would need to rise as a gradual pace and to a limited extent is now conditional on some recovery in global growth. Brexit uncertainty has dampened UK GDP growth in 2019, and a no deal Brexit will likely lead to cuts in Bank Rate to help support economic growth.

2.2.2 There is an overall balance of downward risks to economic recovery in the UK due to the weight of uncertainties over Brexit, as well as a softening global economic picture. The balance of risks to increases in Bank Rate and shorter term PWLB rates, are broadly similar to the downside.

3.0 TREASURY MANAGEMENT STRATEGY STATEMENT AND ANNUAL INVESTMENT STRATEGY UP-DATE

3.1 The Treasury Management Strategy Statement (TMSS) for 2019/20 was approved by the Council on 20 February 2019.

3.2 There are no policy changes to the TMSS; the details in this report update the position in the light of the updated economic position and budgetary changes already approved.

4.0 THE COUNCIL'S CAPITAL POSITION (PRUDENTIAL INDICATORS)

This part of the report is structured to update:

- The Council's capital expenditure plans;
- How these plans are being financed;
- The impact of the changes in the capital expenditure plans on the prudential indicators and the underlying need to borrow; and
- Compliance with the limits in place for borrowing activity.

4.1 Prudential Indicator for Capital Expenditure

This table shows the revised estimates for capital expenditure and the changes since the capital programme was agreed at the Budget

Capital Expenditure	2019/20 Original Estimate £m	2019/20 Revised Estimate £m
Non-HRA	37.254	32.090
HRA	9.830	11.104
Total	47.084	43.194

The increase of the revised estimate over the original estimate is due to slippage from 2018/19 of £8.990m offset by estimated project reprofiling to 2019/20 of £11.033m

4.2 Changes to the Financing of the Capital Programme

The table below shows the main strategy elements of the capital expenditure plans. The borrowing requirement shown will increase the underlying indebtedness of the Council by way of the Capital Financing Requirement (CFR), although this will be reduced in part by revenue charges for the repayment of debt (the Minimum Revenue Provision). This direct borrowing need may also be supplemented by maturing debt and other treasury requirements.

Capital Expenditure	2019/20 Original Estimate £m	2019/20 Revised Estimate £m
Total capital expenditure	52,599	43,194
Financed by:		
Capital receipts	2,744	5,153
Capital grants	24,217	14,267
Revenue	9,830	11,104
Total financing	36,791	30,524
Borrowing requirement	15,808	12,670

4.3 Changes to the Prudential Indicators for the Capital Financing Requirement, External Debt and the Operational Boundary

The table shows the CFR, which is the underlying external need to incur borrowing for a capital purpose. It also shows the expected debt position over the period, which is termed the Operational Boundary.

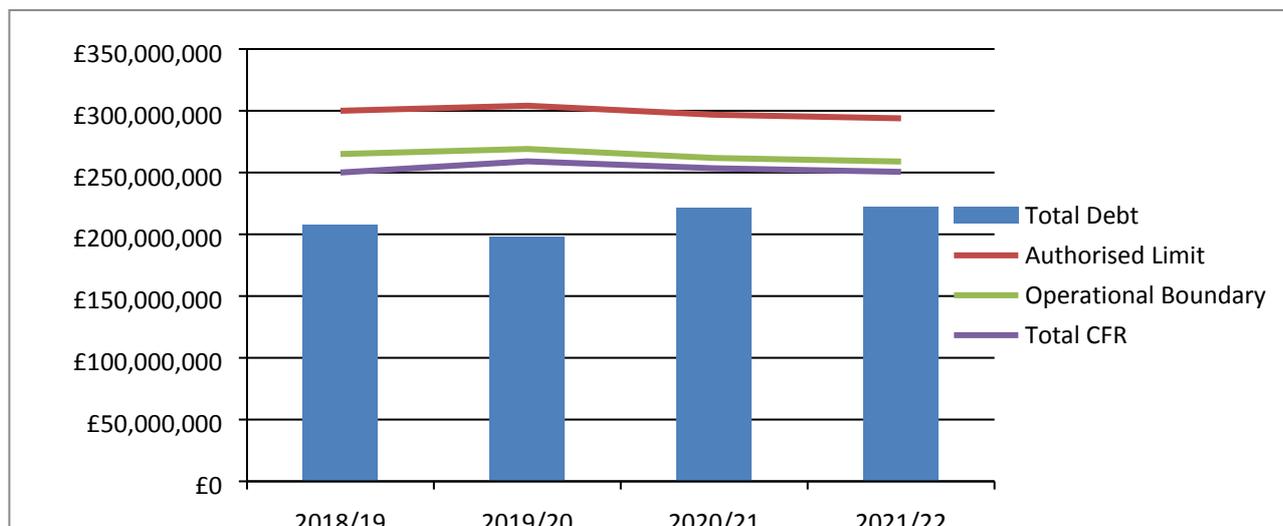
	2019/20 Original Estimate £m	2019/20 Revised Estimate £m
Prudential Indicator - Capital Financing Requirement		
CFR – non HRA	144.412	140.288
CFR – HRA existing	40.531	40.531
Housing Reform Settlement	78.253	78.253
Total CFR	263.196	259.072
Prudential Indicator - External Debt / the Operational Boundary		
Borrowing	273.200	269.100
Other long term liabilities	5.000	5.000
Total	278.200	274.100

4.4 Limits to Borrowing Activity

- 4.4.1 The first key control over the treasury activity is a prudential indicator to ensure that over the medium term, net borrowing (borrowings less investments) will only be for a capital purpose. Gross external borrowing should not, except in the short term, exceed the total of CFR in the preceding year plus the estimates of any additional CFR for 2019/20 and next two financial years. This allows some flexibility for limited early borrowing for future years. The Council has approved a policy for borrowing in advance of need which will be adhered to if this proves prudent.
- 4.4.2 The Joint Chief Financial Officer reports that no difficulties are envisaged for the current or future years in complying with this prudential indicator.
- 4.4.3 A further prudential indicator controls the overall level of borrowing. This is the Authorised Limit which represents the limit beyond which borrowing is prohibited, and needs to be set and revised by Members. It reflects the level of borrowing which, while not desired, could be afforded in the short term, but is not sustainable in the longer term. It is the expected maximum borrowing need with some headroom for unexpected movements. This is the statutory limit determined under section 3 (1) of the Local Government Act 2003.

Authorised Limit for External Debt	2019/20 Original Indicator £m	2019/20 Revised Indicator £m
Borrowing	308.200	269.100
Other long term liabilities	5.000	5.000
Total	313.200	274.100

4.4.4 The chart below shows the projected trend of the Council’s Prudential Indicators.



5 INVESTMENT PORTFOLIO 2019/20

- 5.1 In accordance with the Code, it is the Council’s priority to ensure security of capital and liquidity, and to obtain an appropriate level of return which is consistent with the Council’s risk appetite. As set out in Section 2, it is a very difficult investment market in terms of earning the level of interest rates commonly seen in previous decades as rates are very low and in line with the 0.75% Bank Rate. The continuing potential for a re-emergence of a Eurozone sovereign debt crisis, and its impact on banks, prompts a low risk and short term strategy. Given this risk environment and the fact that increases in Bank Rate are likely to be gradual and unlikely to return to the levels seen in previous decades, investment returns are likely to remain low.
- 5.2 The Council held £12.1m of investments as at 30 September 2019 (£14.8m at 31 March 2019) and the investment portfolio yield for the first six months of the year is 0.67% against a 3 month benchmark of 0.66%.
- 5.3 The investments held as at 30 September 2019 were:-

Type of Investment	£ Million
Call Investments (Cash equivalents)	12.1
Fixed Investments (Short term investments)	0.0
Total	12.1

- 5.4 The Joint Chief Financial Officer confirms that the approved limits within the Annual Investment Strategy were not breached during the first six months of 2019/20.
- 5.5 The Council’s budgeted investment return for 2019/20 is £0.2m, and performance for the year to date is in line with the budget.

5.6 The Cabinet have approved a “Property Investment Strategy” which aims to increase investment income by investing in property rather than investing with financial institutions where returns are low at present. Additional borrowing may need to be undertaken to finance property acquisitions; each investment will be subject to a robust business case and also non-financial factors (e.g. ethical stance) will be considered.

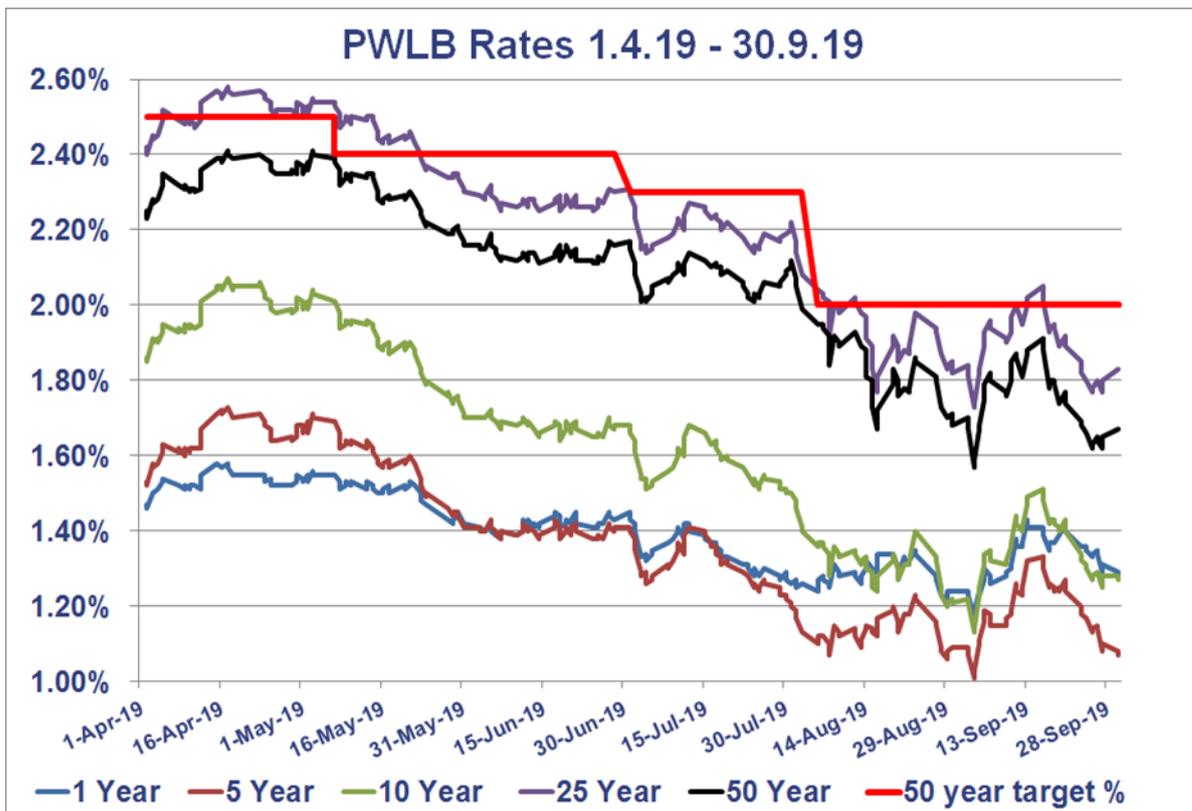
6.0 BORROWING

6.1 The Council’s capital financing requirement (CFR) for 2019/20 is £274.1m. The CFR denotes the Council’s underlying need to borrow for capital purposes. If the CFR is positive the Council may borrow from the PWLB or the market (external borrowing) or from internal balances on a temporary basis (internal borrowing). The balance of external and internal borrowing is generally driven by market conditions. The table below shows the Council has borrowings of £192.9m and has utilised £66.2m of cash flow funds in lieu of borrowing. This is a prudent and cost effective approach in the current economic climate but will require ongoing monitoring in the event that upside risk to gilt yields prevail.

	01 April 2019			30 September 2019		
	Principal		Avg. Rate	Principal		Avg. Rate
	£000	£000		£000	£000	
Fixed rate funding						
PWLB Bury	139,253			134,073		
PWLB Airport	11,828			11,828		
Market Bury	44,000	195,081		44,000	189,901	
Variable rate funding						
PWLB Bury	0			0		
Market Bury	0	0		0	0	
Temporary Loans / Bonds	7,503	7,503		3,003	3,003	
Total Debt		202,584	3.95%		192,903	3.95%
Capital Financing Requirement						
		250,028			259,072	
Over/ (under) borrowing		(47,444)			(66,169)	
Total Investments						
		14,760	0.66%		12,050	0.67%
Net Debt						
		187,824			180,853	

6.2 External borrowing of £3.0 million has been undertaken from the market during the first 9 months of 2019/20. 1 short term temporary loan was taken to take advantage of low interest rates. The loan was required to partly replace a loan, totalling £10m, which matured in the first half of the year. Additional external borrowing will be required during the remainder of this financial year.

6.3 The graph below shows the movement in PWLB certainty rates for the first six months of the year to 30.09.19. PWLB have been a falling trend during this period and longer rates had almost halved to reach historic lows. The 50 year PWLB target (certainty) rate for new long term borrowing fell from 2.50% to 2.00% during this period.



	1 Year	5 Year	10 Year	25 Year	50 Year
Low	1.17%	1.01%	1.13%	1.73%	1.57%
Date	03/09/2019	03/09/2019	03/09/2019	03/09/2019	03/09/2019
High	1.58%	1.73%	2.07%	2.58%	2.41%
Date	15/04/2019	17/04/2019	17/04/2019	17/04/2019	17/04/2019
Average	1.40%	1.37%	1.62%	2.20%	2.07%

- 6.4 On 9 October 2019 the Treasury and PWLB announced an increase in the margin over gilts yields of 100bps on top of the current margin of 80 bps which this authority has paid prior to this date for new borrowing from the PWLB. There was no prior warning that this would happen and it now means that every local authority has to fundamentally reassess how to finance their external borrowing needs as the financial viability of capital projects in their capital programme due to this unexpected increase in the cost of borrowing. Representations are going to be made to HM Treasury to suggest that areas of capital expenditure that the Government are keen to see move forward e.g. housing, should not be subject to such a large increase in borrowing.
- 6.5 Whereas this authority has previously relied on the PWLB as its only source of long term funding, it now has to fundamentally reconsider alternative cheaper sources of borrowing. At the current time, this is a developmental area as this event has also taken the financial services industry by surprise. It is expected that various financial institutions will enter the market or make products available to local authorities. Members will be updated as this area evolves.
- 6.6 It is possible that the Municipal Bond Agency will be offering loans to local authorities in the future. This Authority may make use of this new source of borrowing as and when appropriate.

7.0 DEBT RESCHEDULING

- 7.1 Debt rescheduling opportunities have been very limited in the current economic climate given the consequent structure of interest rates, and following the increase in the margin added to gilt yields which has impacted PWLB new borrowing rates since October 2010. No debt rescheduling was undertaken during the first six months of 2019/20.
- 7.2 The 100bps increase in PWLB rates from 9th October 2019 only apply to new borrowing rates, not to premature repayment rates.

Councillor Eamonn O'Brien
Cabinet Member for Finance and Housing

List of Background Papers:-

None

Contact Details:-

Mike Woodhead, Joint Chief Financial Officer, Tel 0161 253 7864
E-mail mike.woodhead@nhs.net

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REPORT FOR DECISION



DECISION OF:	CABINET
DATE:	11TH DECEMBER 2019
SUBJECT:	WASTE LEVY ALLOCATION METHODOLOGY AGREEMENT
REPORT FROM:	DAVE BROWN, INTERIM DIRECTOR OF OPERATIONS
CONTACT OFFICER:	GLENN STUART, HEAD OF WASTE MANAGEMENT
TYPE OF DECISION:	CABINET (KEY DECISION)
FREEDOM OF INFORMATION/STATUS:	THIS PAPER IS WITHIN THE PUBLIC DOMAIN
SUMMARY:	This report seeks approval of an updated waste levy allocation methodology agreement (LAMA). This will be used by the Greater Manchester Combined Authority (GMCA) to allocate its costs to the 9 constituent districts. The revised methodology will allow more accurate cost forecasting and is designed to incentivise the member authorities to improve recycling rates.
OPTIONS & RECOMMENDED OPTION	It is recommended that Cabinet approve the revised methodology to provide more certainty over future costs for waste treatment.
IMPLICATIONS:	
Corporate Aims/Policy Framework:	Do the proposals accord with the Policy Framework? Yes
Statement by the S151 Officer: Financial Implications and Risk Considerations:	The changes to the LAMA properly reflect changes in the structure of the contract with Suez. The way that the LAMA works effectively limits potential risks/downsides to the Council. There is a strong likelihood of savings in the Waste Management Levy over

	the next two years, which would also mitigate any risks to individual contract elements. The revised LAMA sticks to the principles of the existing agreement previously approved by all relevant GM Councils. MW
Equality/Diversity implications:	No issues identified
Considered by Monitoring Officer:	The Levy Allocation Methodology Agreement is a financial model that is used to allocate costs in relation to the collection and disposal of GM waste and has been agreed between the relevant Authorities subject to formal approval. Changes to the methodology reflect changes to the waste contract. Approval of the Agreement will enable the model to be put in place and provide certainty and clarity in terms of the cost of waste collection and disposal functions. JH
Wards Affected:	All
Scrutiny Interest:	Overview and Scrutiny Committee

Joint Executive Team	Cabinet Member/Chair Briefed	Ward Members (if necessary)	Partners
✓	✓		
Scrutiny Committee	Other Committee	Council	Comms

1.0 BACKGROUND

1.1 The Waste Management Levy Allocation Methodology Agreement (LAMA) is the method by which the costs of the Greater Manchester Combined Authority's (GMCA) contract for waste treatment are allocated to the 9 constituent district councils. The contract with Suez includes:

- the acceptance, processing and disposal of residual waste, recyclables and biowaste;
- the operation of the network of Household Waste Recycling Centres across the conurbation; and
- the GMCA's fixed costs in relation to waste treatment.

1.2 The LAMA is a 6 year agreement, being made partially through the first year of a 7 year contract with Suez. There is an option to extend the contract by 3 years following a review before the 7th year.

1.3 If approved, the LAMA, which appears in full in **Appendix A**, will be the method for allocating costs between the constituent districts and will replace the existing Inter Authority Agreement (IAA).

2.0 ISSUES

2.1 Following the contract award to Suez on 1st June 2019, the LAMA needs to be revised to reflect the new payment mechanism arrangements.

2.2 The key changes to the LAMA and reasoning behind the changes are as follows:

Change	Reason
<p>New waste stream for street sweepings</p>	<p>The costs for this can be separately identified within the payment mechanism.</p>
<p>Allocation of costs on the basis of an apportionment model which comprises:</p> <ul style="list-style-type: none"> • Fixed element (related to costs which do not vary). These will be allocated to Districts based on adjusted 2017/18 actual tonnages (as before) and will be reviewed and reset for 2022/23 or other such year as unanimously agreed between the parties. • Variable costs – which reflects marginal processing cost (except for residual waste) 	<p>The allocation of costs split between fixed and variable costs is the same as the original LAMA. However, under the new contracts the actual total variable costs are much lower.</p> <p>The proposal for residual waste is to adopt a ‘last in, first out’ principle whereby the variable cost is broadly equated not to the average cost of residual processing but to the cost of the processing that would be used last. This is going to be the same as the price for Trade Waste.</p> <p>This price is felt to support the overriding savings and environmental aspirations of the GMCA and Districts.</p> <p>This may expose the GMCA to the risk of paying a levy adjustment to Districts for reduced tonnages that will not be matched by reduced costs. If such a risk materialises then future changes to the LAMA may be needed.</p> <p>The LAMA Variable Cost may include sums for recovery of any shortfall between levied variable costs and actual variable cost for the prior year.</p> <p>The reset year allows for any changes to deliveries of waste from 2017/18 to be allocated and allowing a different year gives flexibility for any implications from the Defra Waste Strategy.</p>

Change	Reason
Split variable rate for paper/card and commingled	The new contracts identify the variable cost of these waste streams separately.
Levy Adjustment: <ul style="list-style-type: none"> Fix the rate for variations in tonnages at the start of the year and not amend the variable rate to actual cost at the end of the year. 	<p>This will allow Districts to monitor their budgets effectively and give greater certainty to cost.</p> <p>GMCA should be able to better manage the risk of changes to costs, e.g. from recycle income, at a central level.</p> <p>As above, this may expose the GMCA to the risk of reimbursing a District for reduced tonnages that will not be matched by reduced costs.</p>
Household Waste Recycling Centres: <ul style="list-style-type: none"> Maintain at 50% Council Tax Base and 50% Car Ownership (2011 National Statistics census) 	A survey of users was conducted as part of the Waste Composition Analysis but was not considered to be any more representative than the current methodology.
Council Tax Base (CTB): <ul style="list-style-type: none"> Use the prior year CTB 	<p>Only small sum allocated by CTB. 50% of HWRC costs = c.£15m</p> <p>This will enable the Waste levy to be set before end of January and stop last minute minor changes.</p>
Non-Key Services	This element will be removed as there is no specific charge within the current payment mechanisms.

2.3 Subject to the proposals being agreed it is necessary to seek agreement by each district of the revised LAMA by the 31st December 2019. That in turn will allow the 2020/21 levy to be set using the new LAMA basis. The approval process is as follows:

September/October 2019	District Waste Chief Officers/Treasurer Consultation
December 2019	Districts consider LAMA through appropriate decision making procedures.
January 2020	GMCA agree revised LAMA
February 2020	GMCA approve budget and levy for 2020/21 and Medium Term Financial Plan to 2023/24.

2.4 Greater Manchester Treasurers considered the changes at their meeting on the 20th September 2019. District Waste Chief Officers reviewed and finalised the final draft of the LAMA, (which appears in Appendix A), in October 2019.

2.5 Failure to agree a revised methodology for the allocation of the levy to the districts will result in the original LAMA mechanism being applied.

3.0 FINANCE

3.1 The impact of the LAMA and the new waste contract with Suez will be a saving on the waste levy. However, it is not possible at this stage to quantify the effect.

4.0 CONCLUSION

3.1 That the revised Levy Allocation Methodology Agreement (LAMA) is accepted as the new agreement between the Council and the Greater Manchester Combined Authority for the allocation of the costs of waste treatment to the districts.

WASTE MANAGEMENT LEVY ALLOCATION METHODOLOGY AGREEMENT (LAMA)

DATED

2019

- (1) Greater Manchester Combined Authority
- (2) Bolton Borough Council
- (3) Bury Metropolitan Borough Council
- (4) The Council of the City of Manchester
- (5) Oldham Metropolitan Borough Council
- (6) Rochdale Metropolitan Borough Council
- (7) Salford City Council
- (8) Stockport Metropolitan Borough Council
- (9) Tameside Metropolitan Borough Council
- (10) Trafford Borough Council

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THIS LEVY ALLOCATION METHODOLOGY AGREEMENT (LAMA) is made on the

2019

BETWEEN

- (1) Greater Manchester Combined Authority of 1st Floor, Churchgate House, 56 Oxford Street, Manchester, M1 6EU (“the GMCA”);
- (2) Bolton Borough Council of Town Hall, Victoria Square, Bolton, BL1 1RU;
- (3) Bury Metropolitan Borough Council of Town Hall, Knowsley Street, Bury, BL9 0SW;
- (4) The Council of the City of Manchester, PO Box 532, of Town Hall, Albert Square, Manchester, M60 2LA;
- (5) Oldham Borough Council of Civic Centre, West Street, Oldham, OL1 1UG;
- (6) Rochdale Metropolitan Borough Council of Rochdale OL16 1LQ Number One Riverside, Smith Street, Rochdale, OL16 1XU
- (7) Salford City Council of Civic Centre, Chorley Road, Swinton, Salford, M27 5DA;
- (8) Stockport Metropolitan Borough Council of Town Hall, Edward Street, Stockport, SK1 3XE
- (9) Tameside Metropolitan Borough Council of Tameside One, PO Box 317, Ashton-under-Lyne, OL6 0GS
- (10) Trafford Borough Council of Trafford Town Hall, Talbot Road, Stretford, Manchester, M32 0TH;

EACH (other than the GMCA) being a Waste Collection Authority and which are (other than the GMCA) collectively referred to as “the WCAs”.

RECITALS

- (A) The GMCA is a Waste Disposal Authority (WDA) and has a statutory duty to dispose of waste.
- (B) The WCAs have a statutory duty to collect waste and deliver it to the GMCA.
- (C) The LAMA is designed to support delivery of the GMCA's Waste Management Strategy, and to promote recycling and diversion from landfill in a way that maximises financial and environmental benefits. Policy on waste management is currently being reviewed at a national level, and as such whilst the LAMA is intended to reflect an expected increase in the levels of recycling performance and diversion from landfill that will be required, it will need to be reviewed over its term to ensure it reflects final policy decisions.
- (D) The Joint Waste Disposal Authorities (Levies) (England) Regulations 2006 established the GMCA's power to issue levies on its constituent councils (the WCAs) to meet all liabilities falling to be discharged by the GMCA.
- (E) The GMCA has entered into Operating Contracts for the disposal of residual waste and treatment of recyclates, pulpables and green waste (amongst other things). The WCAs have agreed, subject to the terms of this LAMA, to support the GMCA in fulfilling its responsibilities under these arrangements, which includes a commitment to deliver recyclable material to the Operating Contracts.
- (F) For the first 6 years of the LAMA the GMCA is managing contracts which cover: -
- Lot 1 – known as the “Waste and Resource Management Services” (WRMS).
 - Lot 2 – known as the “Household Waste Recycling Centre Management Services” (HWRCMS); and the
 - Residual Value Contract (RVC).

1. DEFINITIONS

1.1 In this Agreement, unless the context otherwise requires terms with an initial capital shall have the meanings set out below.

“Administrative Area”	The administrative area(s) of the Parties at the date of this Agreement
“Agreement”	This agreement and the Schedules hereto
“Best Value”	The obligation continuously to improve both the quality and cost of the collection of Residual Waste and Recycling pursuant to the provision of the Local Government Act 1999
“Best Value Duty”	The duty of continuous improvement in relation to, inter alia, the collection of Residual Waste and Recycling imposed on WCAs by Section 3 (1) of the Local Government Act 1999
“Bulky Waste”	WCA collected waste that by its nature will not fit in the usual residual waste receptacles (such as large items of furniture etc.), often referred to as Bulky Waste
“Change”	Any change agreed in accordance with clauses 6 (WCA Best Value) or 7 (Change) and Error! Reference source not found. Schedule 2 (Change Control Procedures)
“Change in Law”	The coming into effect, after the date of this Agreement, of:- <ul style="list-style-type: none"> (a) Legislation, other than any Legislation which on the date of this Agreement has been published <ul style="list-style-type: none"> (i) in a draft Bill as part of a Government Departmental Consultation Paper; (ii) in a Bill; (iii) in a draft statutory instrument; (iv) as a proposal in the official Journal of the European Union; (b) any Guidance; or (c) any applicable judgement of a relevant court of law which establishes or changes a binding precedent
“Commencement Date”	1 st April 2020
“Commingled Waste”	Dry recycling that is usually collected as mixed materials by WCAs; initially comprising cans, plastic bottles, and glass
“Delivery Points”	The delivery points for waste to be deposited by type to be agreed by the WCAs on an annual basis or such other delivery points as the Parties shall agree.
“Exceptional Circumstances”	A decision to be made by the GMCA Treasurer to exercise his/her discretion in circumstances that are

outside the direct decision making control of the WCAs under which Recycling Minimum Performance Level is triggered.

The following issues are agreed as constituting the initial list of exceptional circumstances: -

1. Waste Reduction – If waste is taken out of the system, (for example pushed up the waste hierarchy and therefore doesn't need collecting), an adjustment in the calculation of what triggers the 1% will need to be made. In considering the actions that have led to the waste reduction, investment in waste reduction initiatives will be recognised as a mitigating factor.
2. Carve out for national changes e.g. UK Waste and Resources Strategy and any change impact for which a baseline recalculation for all is needed
3. The impact of unplanned disruption to service

In these Exceptional Circumstances the GMCA Treasurer, after full consultation with the Chair of the Waste Chief Officers Group (SOG), shall apply a tonnage adjustment rate that is at the LAM Variable costs, rather than also applying the fixed cost rate

“Expiry Date”	Subject to any earlier termination of this Agreement the expiry date shall be 31 st March 2029, and “Expiry” shall be construed accordingly
“Facility”	Each and any facility for the reception of Waste from WCAs including the Delivery Points provided and/or operated or to be provided under the Operating Contracts with all supporting infrastructure and equipment
“GMCA”	Greater Manchester Combined Authority
“HWRC”	Household Waste Recycling Centre
“LAM fixed costs”	The LAM model costs which are not expected to vary by volumes of tonnages processed, and are by definition mostly fixed by their nature eg NNDR, pensions, lifecycle costs, RVC contract costs, fixed cost elements of the Operating Contracts.
“LAM variable costs”	The LAM model costs which are broadly expected to vary by volumes of tonnages processed.
“Legislation”	Any Act of Parliament or subordinate legislation within the meaning of Section 21(1) of the Interpretation Act 1978, any exercise of the Royal Prerogative, and any enforceable community right within the meaning of Section 2 of the European Communities Act 1972, in each case in the United Kingdom
“Levy”	The charge to the WCAs in accordance with Schedule 1
“Levy Allocation Model (LAM)”	A financial model that is used to allocate cost between fixed, variable and GMCA own costs as set out Schedule

	1
“Levy Requirement”	The annual budget requirement, less any contributions for reserves, that the GMCA needs to raise from WCAs by the Levy to produce a balanced budget.
“Operating Contracts”	Two operating contracts let 1 st June 2019 comprising: - <ul style="list-style-type: none"> • Lot 1 – known as the “Waste and Resource Management Services” (WRMS). • Lot 2 – known as the “Household Waste Recycling Centre management services” (HWRCMS).
“Parties”	The GMCA and the WCAs, and “Party” shall mean any of them
“Partnering Ethos”	The aspirational aims set out at clause 3.2
“Performance Deductions”	As defined in the Operating Contracts
“Performance Standards”	The criteria set out in the Operating Contracts as agreed or amended from time-to-time
“Planned Maintenance”	Planned maintenance by Operating Contractors at any of the Delivery Points
“Recyclable Materials”	Any materials collected separately or otherwise separated from Residual Waste for the purposes of Recycling (and including materials collected and delivered commingled), including the materials listed below: <ul style="list-style-type: none"> (a) paper and cardboard; (b) plastics; (c) ferrous and non-ferrous metals; (d) glass; (e) organic kitchen and garden waste; and (f) street sweepings (if delivered and treated separately) <p>or such other materials as shall be agreed in writing between the Parties from time-to-time</p>
“Recycle”	The delivery of Recyclable Materials for reprocessing (as evidenced by a defined audit trail) but excluding energy recovery or beneficial use for inclusion in a reprocessing process, and the terms “Recycling” and “Recycled” shall be interpreted accordingly
“Recyclate Performance Adjustment”	The adjustment that is carried out if performance falls below the Recyclate Minimum Performance level. <p>The adjustment applied is calculated as: -</p> <ul style="list-style-type: none"> a) expected total Recycling tonnes arisings as per 2017/18 actuals (total Recycling (calculated as dc+dp+dg+ds) less 1%) <p>minus</p>

b) actual total Recycling tonnes arisings in year

equals

c) additional tonnes of waste to be charged

Total extra charge (additional sum) to be calculated by:-

i. additional tonnes of waste (from c. above),

multiplied by

ii. LAMA Fixed Costs per tonne for Residual Waste

“Recyclate Base Performance level (RBP)”

This is the actual level of recycling achieved in 2017/18 at an individual WCA level expressed as a percentage of total waste arisings less trade waste, as set out in the formula below: -

$$\text{WCA RBP} = \frac{dg+dc+dp+ds}{dw-dt}$$

where;

dg = WCA food and garden waste tonnes

dc = WCA commingled recycling tonnes

dp = WCA pulpables tonnes

ds = WCA street sweepings tonnes (delivered and treated separately)

dw = WCA total waste arisings tonnes

dt = WCA trade waste

“Recyclate Minimum Performance level”

This is the level by which recycling levels can reduce, below which the Recyclate Performance Adjustment is applied.

It is expressed as shown in the formula below:

$$\text{RBP} - 1\%$$

“Residual Waste”

All Waste delivered to the GMCA that is not Recyclable Material, or Trade Waste

“RVC”

The Residual Value Contract entered into by the GMCA and Thermal Power Station (Runcorn) Limited (TPSCo) for the end disposal in a combined heat and power plant by thermal means of the refuse derived fuel produced from residual waste.

“Service Delivery Plans”

The plans in the Operating Contracts which set out how the Residual Waste and Recycling services and certain of the standards to which the services must be performed in respect of the relevant Facilities

SOG

Waste Chief Officers Group composed of GMCA Waste and Resources team officers and WCA Waste Chief

	Officers, chaired by a WCA representative.
“Trade Waste”	Waste of similar composition to Residual Waste which is collected from commercial and office premises for or by the WCAs and is treated in accordance with Schedule 1, para. 6
“Unavailable/Un-availability”	That a Delivery Point is for a period of time or permanently unavailable for the reception of Residual Waste and Recycling, as further defined in the Operating Contracts
“Waste”	The types of waste described in WCA Forecast to be delivered by the WCAs to the GMCA pursuant to this Agreement and other provisions relating thereto
“WCA Forecast”	<p>The forecast, made by each WCA, of all Waste arising, for a five year forward period that takes account of expected increase in housing and population. WCA Forecasts shall be updated annually as follows:</p> <ul style="list-style-type: none">• Each WCA will prepare at least two forecasts annually, which will be subject to scrutiny by the GMCA. Those forecasts will be required each year in: -• Mid-September – to complement the initial budget forecast and inform the initial allocation of levy at WCA level; and• Early November – which will be used as the basis of setting the annual Levy at a WCA level <p>The GMCA Treasurer and Executive Director, Waste & Resources will notify final dates in August each year, after consulting with the SOG.</p>
“WCA Operations”	The methods of operation from time-to-time of each WCA in collecting and delivering its Waste to Delivery Points
“WDA”	The Greater Manchester Combined Authority in its statutory capacity as a Waste Disposal Authority.

2. COMMENCEMENT AND DURATION

This Agreement will commence on the Commencement Date and continue in full force and effect until the earlier of:-

- 2.1 the Expiry Date; or
- 2.2 earlier if all of the WCAs and the GMCA agree to amend or terminate this Agreement.

3. PARTNERING ETHOS

- 3.1 The Parties will work in good faith and in accordance with the Partnering Ethos.

- 3.2 Partnering Ethos shall mean that each party shall:-
- 3.2.1 act reasonably and co-operatively with the other Parties;
 - 3.2.2 provide information to each other which they consider (acting reasonably) to be relevant relating to waste collection and waste disposal;
 - 3.2.3 use reasonable endeavours to mitigate any losses arising from a Party's failure under this Agreement and to reduce the detrimental impact on the other Parties (or the council tax payers of any one of them) of any failure to carry out its obligations under this Agreement;
 - 3.2.4 use reasonable endeavours working together and in co-operation with the Operating Contractors, to minimise waste, to educate the public and the commercial sector about recycling schemes and why their participation in these schemes is crucial, and to ensure that as much Waste as possible is (in order of priority) reduced, re-used, recycled or recovered; and
 - 3.2.5 without prejudice to the express rights, remedies and obligations of the WCAs under this Agreement and Legislation the WCAs shall (using reasonable endeavours) not knowingly do anything under their reasonable control which would put the GMCA in material breach of the Operating Contracts.

4. PRINCIPAL OBLIGATIONS OF THE GMCA

- 4.1 The GMCA will discharge its statutory duties and contractual obligations to the WCAs (to receive and dispose of Waste at the Delivery Points) through the Operating Contracts referred to in the Recitals.
- 4.2 The GMCA will apportion the costs incurred in relation to these obligations pursuant to Schedule 1 (Levy Allocation to WCAs Methodology).
- 4.3 Where an act or omission of the GMCA or any relevant Contractor of the GMCA, including a failure of the Operating Contractors to achieve any of the Performance Standards, causes any loss to one or more WCAs, the GMCA will use its best endeavours to pursue any appropriate remedies available to it including the recovery of Performance Deductions under the Operating Contracts referred to in the Recitals and pay such monies to the affected WCA. Where more than one WCA has suffered the same performance failure the payment of any compensation or the Performance Deduction shall be shared between the affected WCAs pro-rata based upon the amount of losses incurred by each WCA arising out of the performance failure. The payment shall be made to WCAs by the GMCA through the LAMA as part of the year end adjustment.
- 4.4 Any money compensation obtained or payable by the GMCA pursuant to clause 4.3 will be returned to the WCAs in appropriate proportions through the LAM.

- 4.5 Subject to clauses 4.7 the GMCA will use its reasonable endeavours to notify a WCA of any changes within the Operating Contracts set out in the Recitals which might be of relevance to it or affect its obligations flowing from that contract or this Agreement.
- 4.6 The GMCA shall use its reasonable endeavours to ensure that the Operating Contractors achieve the Performance Standards and shall ensure that each WCA is made aware of the Performance Standards and of the current Service Delivery Plans and, where relevant, is consulted about them.
- 4.7 The GMCA has agreed the basis for the contractual arrangements with the Operating Contractors and the WCAs and shall use its best endeavours to ensure that any material change to the Operating Contracts shall be agreed with the WCAs in advance and shall use its best endeavours to mitigate any impact on the WCAs.

5. PRINCIPAL OBLIGATIONS OF THE WCAs

5.1

5.1 Without prejudice to clauses 6 (WCA Best Value) and 7 (Change to the VC and the Replacement Operating Contracts), each WCA will deliver or cause to be delivered to the Delivery Points for that WCA all Waste as agreed in advance with GMCA.

5.2 If any act or omission of a WCA causes loss to the GMCA (including, without limitation, through entitling the Operating Contractors of the GMCA to increase its charges or seek any other remedy from the GMCA) or to any other WCA, then that WCA will bear the cost of the relevant losses, so that they do not fall equally, through the LAM, on those WCAs which were not at fault.

5.3 The WCAs will pay the GMCA for the waste disposal services it provides to the WCAs pursuant to the Levy Regulations as defined in Schedule 1 in accordance with the principles set out in Schedule 1 (Levy Allocation to WCAs Methodology).

5.4 Each WCA shall, in preparing the WCA Forecast for its Administrative Area, take account of the impact of population and housing growth on waste arisings and composition. The GMCA will act as a 'critical friend' to challenge the WCA Forecasts produced, and seek explanations that it deems appropriate. Comments by the GMCA will be given due consideration by the WCA and if no changes are proposed the WCA will be required to supply a written explanation of why changes have not been made to the WCA Forecast. The WCA Forecast shall be provided annually and will cover a 5-year rolling period, or other shorter period as the GMCA deems appropriate.

5.5 Nothing contained in this Agreement and no consent or approval given by any party to this Agreement shall prejudice, restrict, interfere with or otherwise affect, any of the statutory or other rights powers or obligations and duties for the time being vested in that party, or the performance by that party of any such obligations or duties, or the means by which that party shall, in its absolute discretion, exercise its respective rights or powers, or fulfil or discharge any such obligations or duties.

6. WCAs' BEST VALUE DUTY

- 6.1 The GMCA acknowledges that WCAs are subject to the Best Value Duty and it agrees to assist WCAs in discharging the Best Value Duty in relation to the continuous improvement in the delivery of their waste collection services.
- 6.2 The GMCA shall comply with requests for information, data or other assistance made by WCAs in pursuance of the Best Value Duty.

7. CHANGE TO THE OPERATING CONTRACTS

- 7.1 WCAs may request a change to the Operating Contracts in accordance with the provisions of Schedule 2 (Change Control Procedures).

8. EXIT AND ENTRY ARRANGEMENTS

- 8.1 Expiry and Termination

- 8.1.1 Not before 1st April 2025 the Parties shall meet to discuss and, all acting reasonably and in good faith, determine the arrangements for the disposal of waste after the expiry of the Replacement Operating Contracts.

- 8.2 New Entrant

- 8.2.1 If at any time during the term of this Agreement, any third party wishes to utilise any part of the Operating Contracts, the Parties will meet to discuss and, acting reasonably and in good faith, determine whether agreement should be given to that third party utilising the Operating Contracts and, if so, the terms of that agreement with the intention that the WCAs are in no worse position as a result of the third party's use, and that such third party is not put in any better position than the WCAs.

9. NO WORSE/NO BETTER

- 9.1 Any reference in clause 8 to leaving the WCAs in a "no worse position" shall be construed by reference to the WCAs:-

- 9.1.1 rights, duties and liabilities under or arising pursuant to performance of this Agreement; and

- 9.1.2 their ability to perform their obligations and exercise their rights under this Agreement, so as to ensure that:

9.1.3 each WCA is left in a position which is no worse in relation to its financial position under this Agreement and its operating methods for the collection and delivery of Waste had the third party not utilised the Operating Contracts; and

9.1.4 the ability of the WCAs to comply with this Agreement is not adversely affected as a consequence of that utilisation.

9.2 Any reference in clause 8 to putting the third party in “any better position than the WCAs” shall be construed by reference to the WCAs’ rights and financial position under this Agreement.

10. FREEDOM OF INFORMATION

10.1 Each Party acknowledges that each of the other Parties is subject to the requirements of the Freedom of Information Act 2000, the Environmental Information Regulations 2004 and the General Data Protection Regulation Data Protection Act 2018 and shall assist and co-operate with the other Parties to comply with these information disclosure requirements.

11. PRIVACY

11.1 No term of this Agreement is enforceable under the Contracts (Rights of Third Parties) Act 1999 by a person who is not a party to this Agreement.

12. NO AGENCY

12.1 None of the parties shall hold itself out as being the servant or agent of any other Party, otherwise than in circumstances expressly permitted by this Agreement.

12.2 None of the parties shall hold itself out as being authorised to enter into any contract on behalf of any other Party or in any other way to bind any other Party to the performance, variation, release or discharge of any obligation.

12.3 No WCA shall in any circumstances hold itself out as having the power to make, vary, discharge or waive any bye-law or any regulation of any kind relating to the disposal of Waste.

13. NO PARTNERSHIP

13.1 Nothing in this Agreement is intended to, or shall operate to create, a partnership as defined by the Partnership Act 1890 or joint venture of any kind between the Parties or any of them, or to authorise any Party to act as agent for any other, and no Party shall have the GMCA to act in the name or on behalf of or otherwise to bind any other in any way (including but not limited to the making of any representation or warranty, the assumption of any obligation or liability and the exercise of any right or power).

14. ENTIRE AGREEMENT

14.1 Except where expressly provided in this Agreement, this Agreement constitutes the entire agreement between the Parties in connection with its subject matter and supersedes all prior representations, communications, negotiations and understandings concerning the subject matter of this Agreement.

14.2 Each of the Parties acknowledges that:-

14.2.1 it does not enter into this Agreement on the basis of and does not rely, and has never relied, upon any statement or representation (whether negligent or innocent) or warranty or other provision (in any case whether oral, written, express or implied) made and agreed to by any person (whether a party to this Agreement or not) except those expressly repeated or referred to in this Agreement and the only remedy or remedies available in respect of any misrepresentation or untrue statement made to it shall be any remedy available under this Agreement; and

14.2.2 this clause 14 shall not apply to any statement, representation or warranty made fraudulently, or to any provision of this Agreement which was induced by fraud, for which the remedies available shall be all those available under the law governing this Agreement.

15. LAW OF THE CONTRACT AND JURISDICTION

15.1 This Agreement shall be governed by the laws of England and Wales and the Parties submit to the exclusive jurisdiction of the courts of England and Wales.

Schedule 1
LEVY ALLOCATION METHODOLOGY

1. Payment by the WCAs to the GMCA for the waste disposal services received, and apportionment of the Levy under the Joint Waste Disposal Authorities (Levies) (England) Regulations 2006 (“the Levy Regulations”) will be established in accordance with the principles set out in this Schedule 1. Therefore, the levy allocation mechanism set out in this Schedule represents an agreed basis for apportioning the Levy under Regulation 4 (1) (a) of the Levy Regulations.

2. Under the Operating Contracts the GMCA waste costs comprise:
 - a) A Fixed Cost element;
 - b) A Variable Cost element. The variable element is directly linked to the expected tonnages processed via the Facilities, as set out in the WCA Forecast; and
 - c) The GMCA’s own direct costs.

Collectively these costs will be used to determine annual budget requirements, which after application of any reserves, generates a Levy Requirement.

3. The following table sets out the key design characteristics, and reasons for their inclusion used in apportioning the Levy.

	Key design characteristics	Reasons for their inclusion
	A. WCA Collected Waste	
	1. Retain a waste stream approach, based upon:- <ol style="list-style-type: none"> i. Commingled ii. Pulpables; iii. Organics (Food and Garden); iv. Trade Waste: v. Residual Waste; and vi. Street Sweepings (if delivered and treated separately) 2. Allocate costs on the basis of a Levy Apportionment Model (LAM) which comprises:- <ol style="list-style-type: none"> i. LAM Fixed Costs element. These 	Reflects current WCA collection working practices and ensures costs/environmental benefits from improvements are retained.
		Ensures that one WCA can't

	<p>will be allocated to WCAs based on adjusted¹ 2017/18 actual tonnages, and will be reviewed and reset for the 2022/23 financial year or other such year as may be agreed unanimously between the parties.</p> <p>ii. LAM Variable Costs Allocated to WCAs based on forecast tonnages for the year</p> <p>3. For WCAs whose recycling falls below the Recycling Minimum Performance Level (RBP -1%) they will be required to make an additional levy contribution calculated by:</p> <p>i. expected total Recycling tonnes arisings as per 2017/18 actuals (total Recycling calculated as dc+dp+dg+ds)</p> <p>ii. less 1%</p> <p>iii. minus actual total Recycling tonnes arisings in year</p> <p>iv. equals additional tonnes of waste to be charged</p> <p>v. cost allocation additional sum is additional tonnes of waste multiplied by LAM Fixed Costs per tonne for Residual Waste</p> <p>4. Common assumptions to be used in tonnage estimates, as per schedule 1.</p>	<p>adversely impact others by reducing its recycling performance.</p> <p>In case of Exceptional Circumstances this additional levy contribution can be over-ridden by the GMCA Treasurer.</p> <p>Ensures that all future year increases are based upon common factors and also ensure re-procurement facilities/capacity are correctly sized.</p>
<p>B. Household Waste Recycling Centres</p>		
	<p>Cost allocation to be based upon:</p> <p>i. 50% Council Tax Base (Band D equivalent) from prior year</p> <p>ii. 50% Car Ownership (2011 Office of National Statistics census)</p>	<p>Cost allocation factors to be reviewed and amended, as needed, for future years LAM.</p>

¹ An adjustment may be made to Salford City and Trafford Council figures (only) to reflect the part year impact of reduced waste capacity roll out and potential impact of charging for Garden Waste (respectively). The basis for the adjustments will be documented and shared with all WCAs and be used as a possible precedent for future changes (e.g. the adoption by another WCA of green waste charging)

	C: <u>GMCA Own costs</u> – including direct costs (such as salaries/running costs and legacy financing costs)	
	Equal share to each WCA	Costs don't vary much by activity, and are thus linked to an 11.1% each WCA allocation basis.

4. As soon as practical after the year end an adjustment will be determined by the GMCA to vary WCA Levy allocations to reflect variations actual tonnages delivered (compared to WCA Forecasts).
5. As part of the annual budget and levy process the GMCA will determine and publish the LAM Variable Cost rates which will be made available to the WCA Treasurers. Given the commercial sensitivity of that information it will not be published in an open format, but will be part of the closed budget and levy report, which will be provided on or before the Statutory latest Levy fixing date of 15th February prior to the commencement of each financial year. The LAM Variable Cost may include sums for recovery of any shortfall between levied variable costs and actual variable cost for the prior year.
6. For the WCA declarations for Trade Waste (offices, shops, traders etc.) the GMCA will set an annual rate per tonne in accordance with the 2013/14 rate inflated in accordance with the RPIx. An adjustment to the Trade Waste element of the Levy will be carried out as part of the financial year end reconciliation process and any difference between actual WCA tonnages and WCA Forecasts will be made at the pre-agreed per tonne rate.
7. A review of the basis for Trade Waste will be carried out in each year of the term of the LAMA. WCAs accept that if growth in residual waste exceeds the capacity in the facilities, alternative delivery points may need to be found for trade waste including outside the Operating Contracts.

**Schedule 2
Change Control Procedures**

A. Change to the Operating Contracts and WCA Operations from the operations set out in the agreed Service Delivery Plan will be governed by the procedures set out in this Schedule 2

1. Principles

- 1.1 Where a WCA sees a need for a change to the services provided under the Operating Contracts affecting a WCA then a WCA may at any time request a change in accordance with the procedure set out in paragraph 2 below.
- 1.2 The GMCA shall not unreasonably withhold its agreement to any change.
- 1.3 The obligations of the Parties shall not be effected until a Change Control Note has been signed by the relevant WCA and sent to the GMCA.

2. Procedure

- 2.1 The WCA and the GMCA shall discuss changes proposed by the WCA and such discussion shall result in:
 - 2.1.1 a decision not to proceed further; or
 - 2.1.2 a written request for a change by the WCA.
- 2.2 Each Change Control Note shall contain details of the change including, where applicable:
 - 2.2.1 the title of the change;
 - 2.2.2 the originator and the date of the request or recommendation for the change;
 - 2.2.3 the reason for the change;
 - 2.2.4 full details of the change including any specifications;
 - 2.2.5 a timetable for implementation, together with any proposals for acceptance of the change;

- 2.2.6 the impact, if any, of the change on other aspects of the Operating Contracts;
 - 2.2.7 the date of expiry of validity of the Change Control Note; and
 - 2.2.8 provision for signature by the WCA/GMCA if the change is agreed.
- 2.3 For each Change Control Note submitted to the GMCA, the GMCA shall, within twenty working days from receipt of the Change Control Note, evaluate the Change Control Note and notify the relevant WCA whether the GMCA (acting reasonably) agrees to the change.
- 2.4 A Change Control Note signed by both Parties shall constitute a variation to this Agreement.

B. Amendment to the Agreement

No amendment to or modification of this Agreement (other than an amendment under paragraph A of this Schedule) shall be valid or binding on any Party unless it is made in writing, refers expressly to this Agreement and is unanimously agreed by all of the Parties.

List of Background Papers:-

Contact Details:-

[Report Author]

REPORT FOR DECISION



DECISION OF:	CABINET
DATE:	11th December 2019
SUBJECT:	ADOPTION OF REVISED SUPPLEMENTARY PLANNING DOCUMENT 6 – ALTERATIONS AND EXTENSIONS TO RESIDENTIAL PROPERTIES
REPORT FROM:	COUNCILLOR EAMONN O'BRIEN CABINET MEMBER – FINANCE AND HOUSING
CONTACT OFFICER:	DAVID WIGGINS – UNIT MANAGER: DEVELOPMENT PLANS
TYPE OF DECISION:	CABINET (KEY DECISION)
FREEDOM OF INFORMATION/STATUS:	This paper is within the public domain
SUMMARY:	<p>Supplementary Planning Document (SPD) 6 provides more detailed guidance to support Unitary Development Plan Policy H2/3 and sets out a range of requirements for alterations and extensions to residential properties.</p> <p>Since the current version of SPD6 was adopted, there has been changes to procedures, design standards, legislation and national planning policy which need to be reflected in the SPD.</p> <p>As such, on 24 July 2019 Members approved a consultation draft of SPD6 for consultation. Consultation was subsequently undertaken over a six-week period running from 9 September to 21 October 2019 in order to establish stakeholder views on its content.</p> <p>Consultation responses have now been fully considered and some changes have been made to the document as a result.</p> <p>Members are now requested to formally adopt the updated SPD6.</p>
OPTIONS & RECOMMENDED OPTION	<p>Option 1 (Recommended Option) That Members formally adopt the updated SPD6.</p> <p>Option 2 That Members choose not to adopt the updated SPD6 specifying the reasons why.</p> <p>Reasons The revised SPD6 provides up-to-date guidance in</p>

Scrutiny Committee	Other Committee	Council	Comms

1.0 BACKGROUND

- 1.1 Saved Policy H2/3 of the adopted Bury Unitary Development Plan (UDP) sets out the criteria that form the basis for the determination of proposals for extensions and alterations to residential properties. The Policy is supported by SDP6 which provides further information and guidance on the Council's approach to proposals of this type.
- 1.2 In particular, SPD6 sets out general guidance that is applicable to all forms of domestic extension before looking at the requirements for specific types of extension such as single and two-storey extensions, porches, conservatories, dormer extensions, garden structures and fencing.

2.0 ISSUES

- 2.1 The current version of SPD6 was adopted on 13th January 2010. However, since then, various changes to design standards, planning legislation, policy and guidance and Council procedures mean that the current version of SPD6 is now out-of-date and in need of revision.
- 2.2 As such, on 24 July 2019 Members approved a revised draft of SPD6 for consultation. In accordance with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012 and the Council's Statement of Community Involvement, consultation was subsequently undertaken over a six-week period running from 9 September to 21 October 2019 in order to establish stakeholder views on its content.
- 2.3 Regulation 12 of the Town and Country Planning (Local Development) (England) Regulations 2012, specifies that before a local planning authority adopt a supplementary planning document it must prepare a statement setting out how consultation on the SPD was undertaken. The Consultation Statement is appended to this report.
- 2.4 Consultation involved making relevant material available for inspection on the Council's web site; in the reception areas of 3 Knowsley Place and the Town Hall; and at Bury, Prestwich, Radcliffe or Ramsbottom Libraries and at the Tottington Centre. Letters/emails were also sent to relevant contacts that are considered to have the potential to be affected by the SPD. The consultation was also advertised via social media platforms.
- 2.5 The consultation generated a total of nine responses, although three of these responded simply to say that they had no comments. The other six respondents generated a total of eighteen individual comments and these and the Council's response to these comments are set out in the Consultation Statement appended to this report.
- 2.6 The consideration of these comments has led to the conclusion that the SPD would benefit from a small number of minor changes prior to it being formally adopted. In particular:
 - a) In advance of updated policies to require the inclusion of electric vehicle charging points within new development, amend the SPD to highlight that

undertaking alterations and extensions to a residential property might, depending on the nature of the development, provide an opportunity to incorporate facilities for electric vehicle charging.

- b) The inclusion of a link to guidance on Flood Risk Assessments within section 10 of the SPD.
- c) The removal of the current fee level for the discharge of conditions in paragraph 10.5 in order to avoid the risk of the SPD getting out-of-date as fees are updated.
- d) Amend typographical error in paragraph 3.13 to refer to a 'principal window'.

2.7 In addition to the above, a further minor amendment to the document was made following consultation. This involved amending paragraph 3.14 by replacing 'dining area' with 'dining room' in order to provide increased clarity

3.0 CONCLUSION

3.1 Members are requested to approve the proposed changes to SPD6 before agreeing to adopt it as fully up-to-date guidance to anyone involved in the design and construction of domestic extensions.

List of Background Papers:

- Revised Supplementary Planning Document 6 – Alterations and Extensions to Residential Properties (December 2019).
- Revised Supplementary Planning Document 6 – Alterations and Extensions to Residential Properties – Consultation Statement (December 2019).
- Bury Unitary Development Plan.

Contact Details:

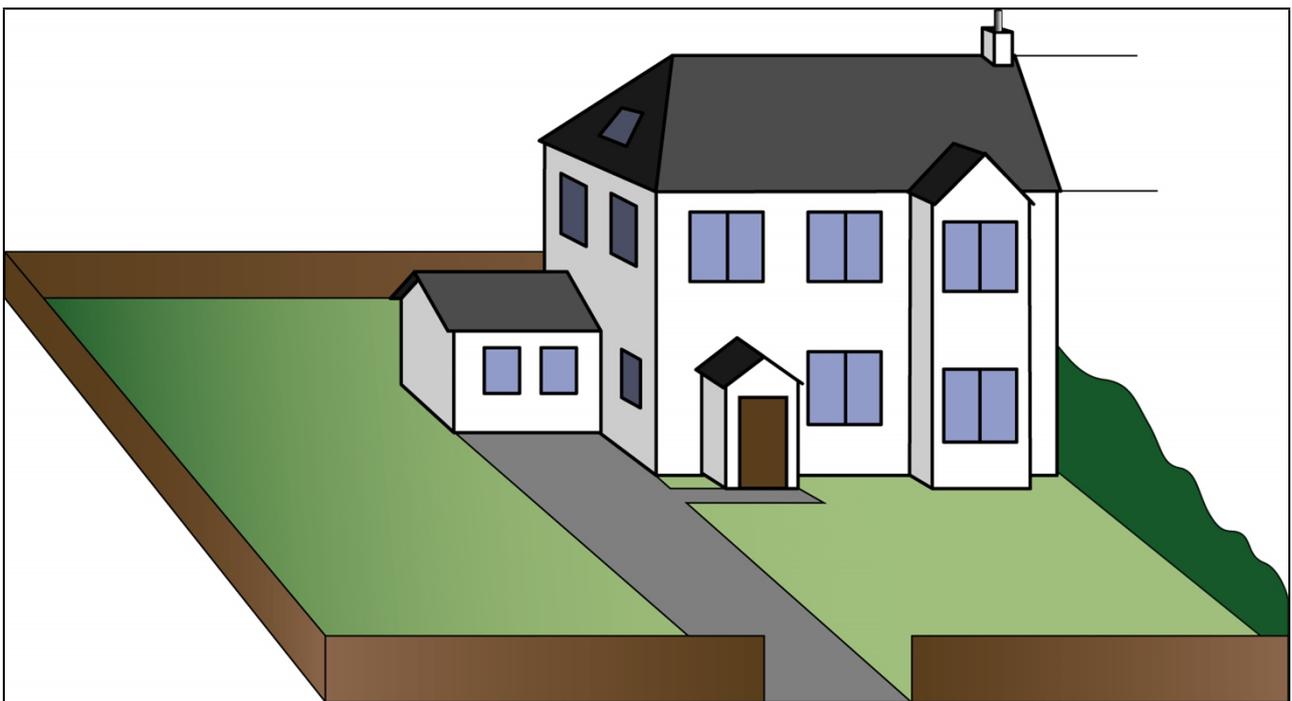
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Draft Revised Supplementary Planning Document 6

Alterations and Extensions to Residential Properties



This Supplementary Planning Document provides advice and guidance on domestic extensions and sets out criteria that will be taken into consideration when deciding household planning applications

December 2019

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1 Introduction

- 1.1 Supplementary planning documents are documents which add further detail to the policies in the development plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
- 1.2 This updated Supplementary Planning Document 6 (SPD6) has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 and supports Policy H2/3 - Extensions and Alterations of the adopted Bury Unitary Development Plan. The original version was adopted on 17th March 2004 and subsequently revised and approved for adoption on the 13th January 2010.
- 1.3 This updated SPD6 sets out more detailed guidance for those involved in various types and sizes of extensions and alterations to residential properties, highlighting the key aspects of design and layout that the Council will consider in dealing with this type of planning application.

2 Planning Policy and Permitted Development

- 2.1 The advice note provides supplementary guidance to the following Policy for house extensions in the Bury Unitary Development Plan:

Policy H2/3 – Extensions and Alterations

Applications for house extensions and alterations will be considered with regard to the following factors:

- a) the size, height, shape, design and external appearance of the proposal;**
- b) the character of the property in question and the surrounding area;**
- c) the amenity of adjacent properties; and**
- d) visibility for pedestrians, cyclists and drivers of motor vehicles.**

Justification

This policy is concerned with ensuring that extensions and alterations to residential properties are of a high standard. Extensions and alterations to dwellings, including garden extensions and garages, can be visually intrusive; restrict daylight, privacy and outlook to neighbouring properties; and unacceptably reduce the available garden area. For all these reasons it is necessary to adopt standards to control the design, form and size of proposed extensions and alterations to ensure that they are sympathetic in nature with the original building and surrounding area. The Council will issue more specific guidance on these matters as necessary.

Do You Need to Apply for Planning Permission?

- 2.2 We welcome people talking to us about their proposals to extend their homes at the earliest opportunity. Most homeowners have certain rights to extend their home without the need for planning permission. These rights are contained in The Town and Country Planning (General Permitted Development) (England) Order 2015 and are referred to as Permitted Development. These permitted development rights have changed over time and their interpretation can be quite complicated. Useful guidance on the

planning process and your permitted development rights is available online from the Planning Portal Website www.planningportal.co.uk.

- 2.3 Should you require formal confirmation that your proposal does not require planning permission, it will be necessary to apply for a Certificate of Lawful Development (section 192 of the Town and Country Planning Act 1990) for which plans are required and a fee is payable.
- 2.4 We are committed to providing an efficient and effective planning service which meets government performance targets for the processing of applications. We recognise the value of pre-application discussions for the efficient handling of subsequent applications. A fee is required for this service further details can be found on our website www.bury.gov.uk/planning.

3 General Guidance for all Domestic Extensions

3.1 A frequent problem with domestic extensions is when incompatible designs and materials are applied to a proposal, resulting in a poor relationship with the original building or street scene. Therefore, any application for a domestic extension will not normally be permitted unless the proposal:

- **Achieves a high standard of design and complements the original building by reflecting its design, massing, scale and finishing materials. Specific features, such as doors, windows and roof style and eaves, should particularly reflect the dwellings original shape, size, alignment and architectural integrity;**
- **does not have a detrimental impact on the character and appearance of neighbouring properties and general street-scene through poor design, siting or excessive bulk;**
- **does not significantly reduce the amount of daylight or sunlight enjoyed by neighbouring properties;**
- **does not reduce privacy through direct overlooking from windows, balconies or areas of raised decking;**
- **does not significantly reduce the amount of usable amenity space for the property or adjacent property to an unacceptable degree;**
- **has regard to the visibility of pedestrians, cyclists and drivers of vehicles;**
- **respects significant or prominent trees or other natural landscape features. Applicants should be aware that trees may be covered by a Tree Preservation Order or be within a Conservation Area and that the felling or lopping of such trees without the consent of the Local Authority is an offence;**
- **has reasonable regard to safety and security, including helping to design out crime;**
- **has regard to the adequate storage of refuse within the site; and**
- **has regard to energy efficiency and sustainability.**

3.2 Whilst these guidelines seek to provide clarity and consistency, **all proposals will be considered on their individual merits**, and the Council acknowledges that there may be certain circumstances where flexibility in applying some standards will be required.

Biodiversity

- 3.3 The protection and enhancement of the Country's natural habitats and species is important for all the residents of Bury. The area is rich in its number of Bats, Amphibians, Birds and Mammals, as well as their habitats, which are protected by legislation, both British and European.
- 3.4 It is important that all building works, however small, recognise the impact they may have on these protected species and where ever possible they should provide new habitats to support this diversity.
- 3.5 The Council have specific statutory obligations placed on them to ensure that habitats are protected and it is a valid reason for refusing any householder application if they fail to show that habitats will be protected.
- 3.6 Proposals for extensions and works within the garden areas of homes should have regard to the need to have special provision for protected species, in particular:
- **Bats** - All species of British bats and their roosts - even when unoccupied - are protected by European legislation implemented via the Habitats Regulations 1994 (as amended). Where this species is found to be present a licence issued from Natural England may be required to undertake the works. Natural England guidance is available at <https://www.gov.uk/topic/environmental-management/wildlife-habitat-conservation>.
 - **Birds** - Most species of birds are protected under the Wildlife & Countryside Act 1981 (as amended), and it can be an offence to disturb birds whilst they are nesting. Some species nest almost exclusively in/on buildings - for example swift, house martins, house sparrows and swallows.
- 3.7 Advice can be sought from GMEU and these contact details are at the end of this document.

Sustainable Design

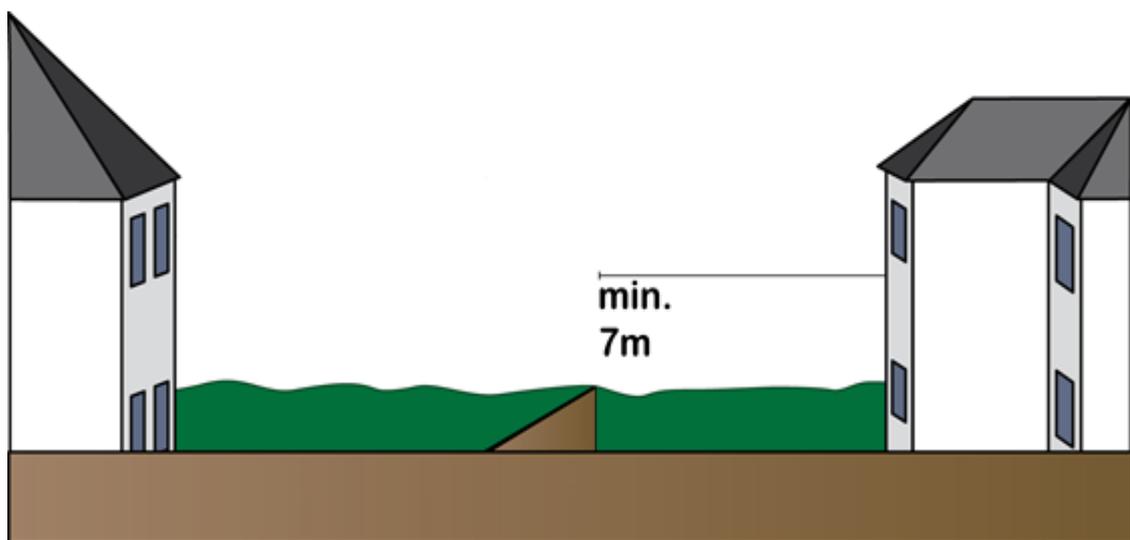
- 3.8 It is important that all alterations to existing properties recognise the need for sustainability and, in particular, the need for all of us to reduce of consumption of carbon.
- 3.9 **Environmental Impact of extensions** - There is a variety of sources of information for how householders can ensure that their designs take account of this need and the Planning Portal has a specific section aimed at this subject. www.planningportal.co.uk contains a source of information on how homes can generate their own energy and ways that they can save energy.

- 3.10 **Electric Vehicle Charging** – The use of electric vehicles will continue to escalate significantly and undertaking alterations and extensions to a residential property may, depending on the nature of the development, provide an opportunity to incorporate facilities for electric vehicle charging. Opportunities to incorporate this should be fully considered at the design stage.
- 3.11 **Lifetime Homes** – It is important that when extensions to homes are proposed that consideration be given as to how the property will be used in the future. This may be simple measures in terms of ensuring door way widths are sufficient to allow wheel chairs access or providing hand rails on either side of staircases so that older or infirmed people can access the building safely. A wealth of guidance on such measures is available via the Lifetime Homes web site at <http://www.lifetimehomes.org.uk/> and specific guidance for householders is available at <http://www.lifetimehomes.org.uk/pages/how-can-lifetime-homes-help-you.html>.

Aspect Standards to Protect Privacy and Residential Amenity

- 3.12 The separation between aspects of dwellings and new dwellings is an important consideration in maintaining adequate privacy distances and avoiding overbearing relationships. For clarity, measurements are taken from the windows of the original neighbouring dwelling and not extensions. The Council will seek to ensure that:

- **Extensions maintain a minimum distance of 13m between a principal window to a ground floor habitable room (e.g. living rooms and bedrooms) in one property and a two storey blank wall of a neighbouring property;**
- **Extensions maintain a minimum distance of 6.5m between a principal window to a habitable room in one property and a single storey blank wall of a neighbouring property;**
- **Extensions maintain adequate privacy standards by minimising overlooking into adjacent neighbouring properties from new windows, balconies and areas of raised decking. As such there should be a minimum distance of 7m between first floor habitable room windows of any extension and a directly facing boundary with a neighbouring property; and**
- **Extensions sited adjacent or close to a boundary should have a blank side facing the neighbour, obscure glazing, high level, or be screened by a fence or wall that extends above eye level (1.7 metres above floor level) when viewed from within the extension.**



There should be at least 7m from rear habitable room windows to the rear boundary.



Balconies and side windows can reduce privacy.

- 3.13 A **principal le window** is a window to a habitable room on a main aspect to that property. This would normally be located on the front or rear elevation of the property, or the larger window to the main aspect where more than one window relates to the room.
- 3.14 A **habitable room** is defined as a room in which a resident would normally expect to have reasonable levels of privacy for relaxation. This normally would be a living room, dining **area room** or bedroom. A kitchen, utility, workroom, or bathroom are not defined as habitable rooms. Less weight will be afforded to habitable room windows located on side elevations.

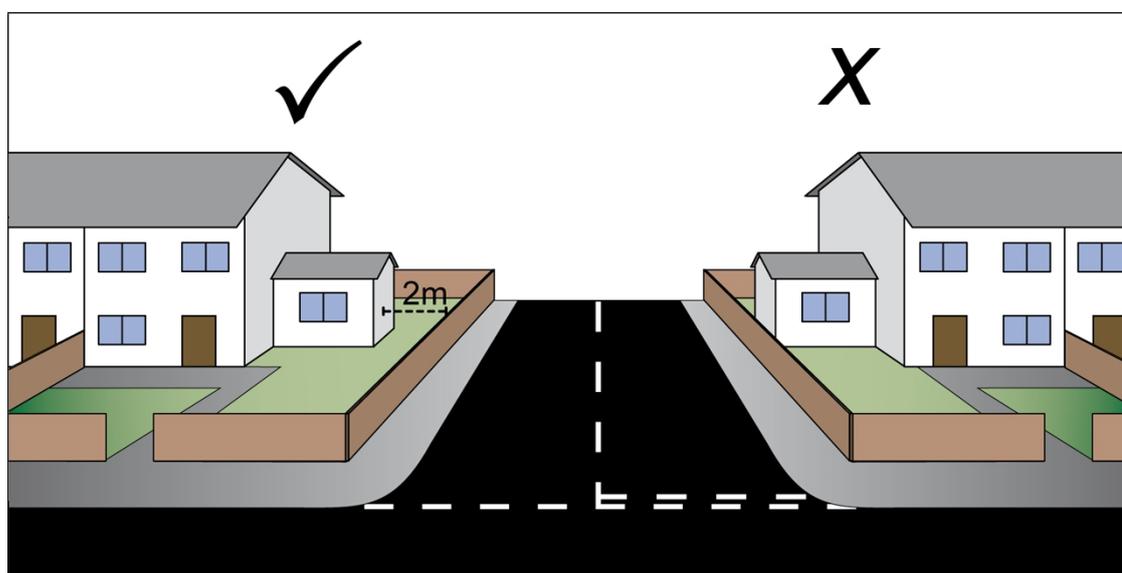
- 3.15 Any assessment will take into account significant change in levels or new accommodation to be provided at a higher storey which may result in, for example, principal windows to single storey extensions having the same effect as a two storey extension. In this regard, there should be an extra 3 metres of separation for each 2.5m or one storey of height or level difference in each of the above cases.
- 3.16 In terraced streets, where the current aspect standards are not available, the existing distances between habitable room windows will be maintained as a minimum on any extensions to existing properties.

4 Single-Storey Extensions, Porches and Conservatories

Side Extensions

4.1 In addition to the advice in Chapter 3, all single-storey side extensions should have regard to the following issues:

- **Single-storey side extensions on corner plots should not normally occupy more than half of the available width of the side area or should normally leave a minimum of 2m from the back of the public highway to the side wall of the proposed extension. However, a lesser set back may be acceptable where the prevailing pattern of development in the locality is typified by relatively shallow frontages; and**
- **Prominent flat roofed side-extensions to properties with a pitched roof will not normally be permitted unless it is considered appropriate in design terms.**

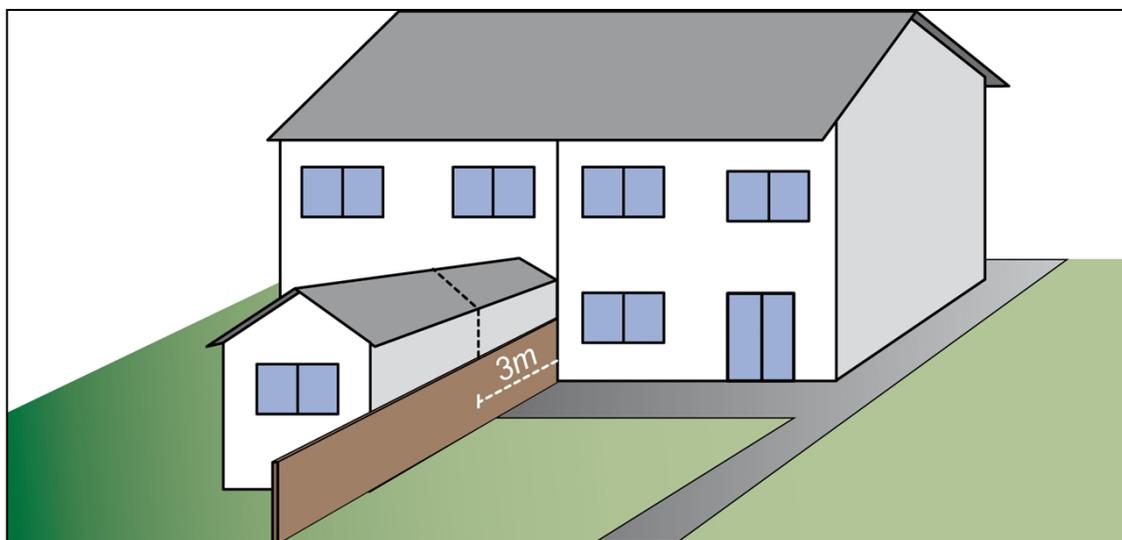


Side extensions on corner plots should respect the character of the street scene and maintain a gap of at least 2m to the side boundary with the adjacent highway.

Single-storey Rear Extensions

4.2 In addition to the advice in Chapter 3, all single-storey rear extensions should have regard to the following issues:

- where the proposed extension would be on or immediately adjacent to the boundary of an attached property, it should not normally project in excess of 3m beyond the rear elevation of that property;
- extensions projecting in excess of 3m will be as assessed against a 45° line from the neighbouring habitable room window as set out in appendix 1; and
- extensions that encroach on the 45° line will not normally be permitted unless it can be demonstrated that the amenity of the neighbours would not be seriously and detrimentally affected by the loss of daylight and sunlight into house and garden space. This would be assessed on:
 - the relationship to a 25° line as set out in 45° line example 2 in appendix 1;
 - the type of roof construction i.e. mono pitched roofs may be inappropriate due to the impact they have on attached neighbours and in these cases twin pitched roofs should be used; and
 - the location of the extension in relation to the orientation of the sun.



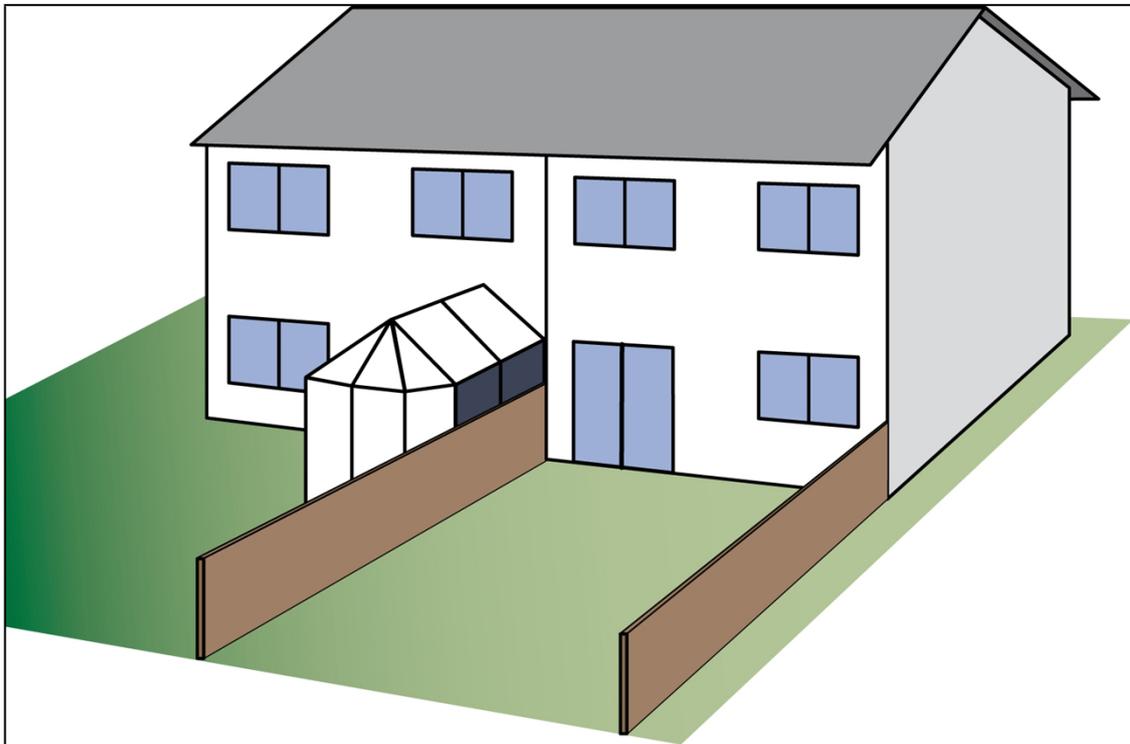
Single storey rear extensions should not extend out more than 3m where it is adjacent to the neighbours boundary.

Note: Permitted Development rights are a material planning consideration and consideration will be given to what can be constructed without the need for planning permission when assessing a proposal.

Conservatories

- 4.3 A conservatory is classified as being an extension to a dwelling in planning terms and is, therefore, subject to the same guidance and advice contained in this note. In addition to the advice in Chapter 3 and paragraphs 4.2 above, applications for conservatories will have regard to the following factor:

- **to maintain privacy, where a conservatory is close to a boundary of an adjacent dwelling, sufficient screening should be provided either through the use of obscure glazing, use of a wall/fence/hedge or by making a side of a conservatory wall solid.**

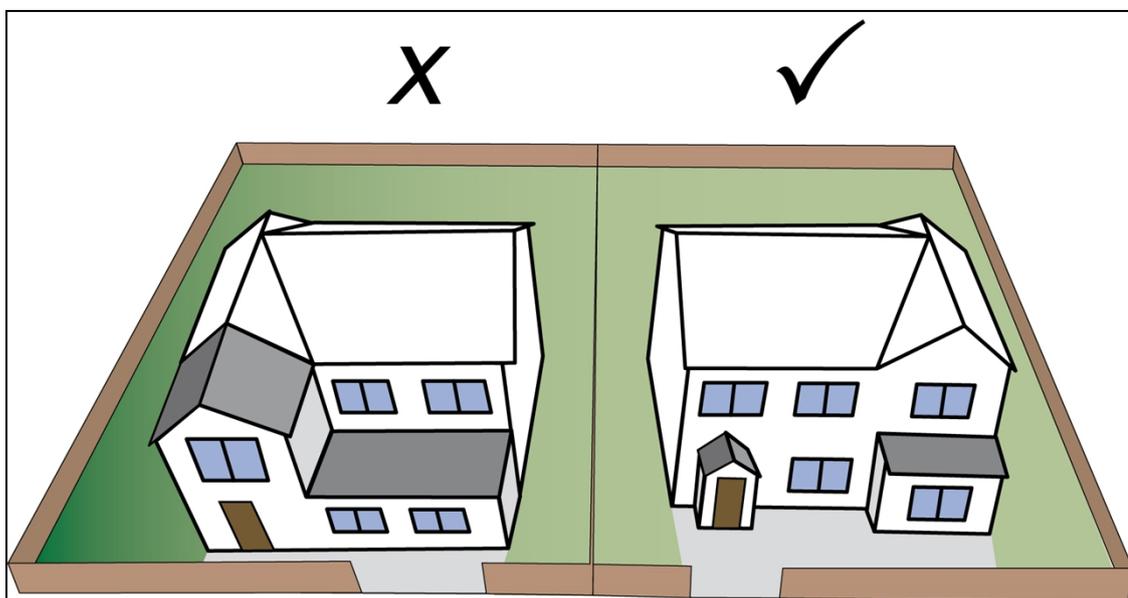


Conservatory windows on the shared side boundary should be obscure glazed to maintain privacy.

Front Extensions and Porches

- 4.4 Generally, there will be a presumption against large extensions at the front of properties due to the need to protect the character of the street scene. However, a small extension or porch may be acceptable and will be considered against the general advice in Chapter 3 and the following specific criteria:

- proposals should reflect the design and proportion of the original dwelling;
- proposals should respect original architectural features such as bay windows and match the existing finishing materials;
- pitched roofs will be required where appropriate;
- extensions will not be permitted if they project excessively from the original front wall;
- extensions will not be permitted if they interfere with the proper parking and access arrangements at the property; and
- consideration of the prevalence of street design.



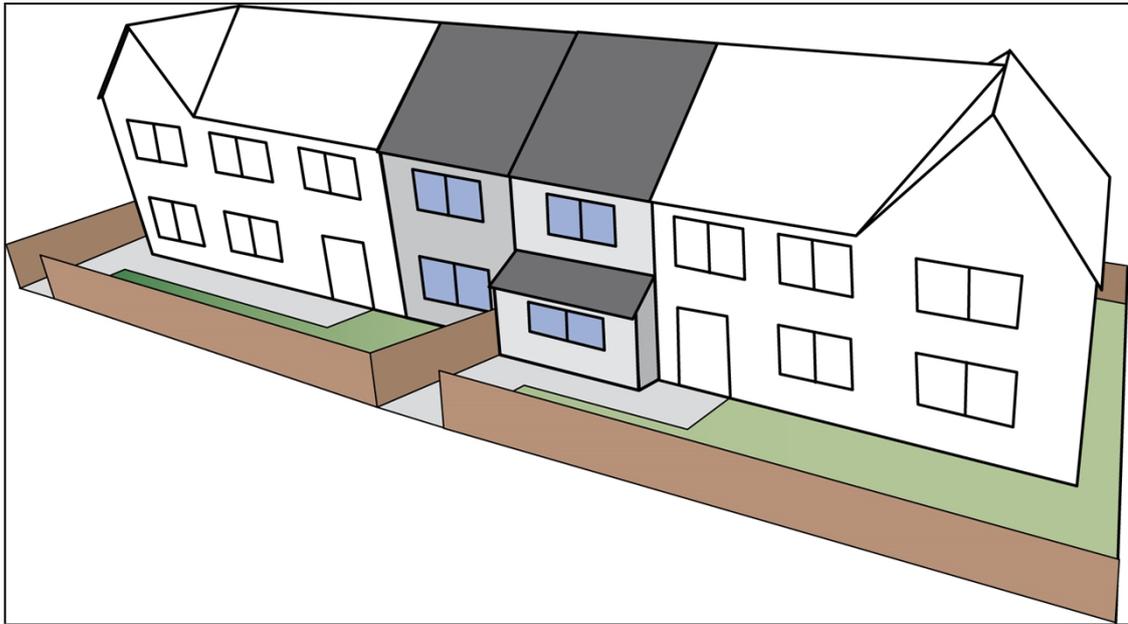
Front extensions should respect the character of the existing house and general street scene.

5 Two-Storey and First Floor Extensions

Side Extensions

5.1 In addition to the advice in Chapter 3, all two-storey side extensions should have regard to the following issues:

- **To avoid the appearance of uncharacteristic terracing, the front elevation at first floor level should be set back by at least 1.5m from the main frontage of the original house;**
- **In cases where there would be a gap to the side boundary, a lesser set back would be acceptable where the set back and gap remaining to the boundary total 1.5m, the requirement for a setback at the front may be relaxed in other instances e.g:**
 - **on corner sites;**
 - **on very short rows of houses;**
 - **where a property is adjacent to an area of 'open space';**
 - **where there is a very irregular building line along the street;**
 - **where there are significant ground level differences; and**
 - **where adjacent properties are of significantly different styles (e.g. bungalows next to houses).**
- **Flat roofed extensions will not be permitted unless they reflect the style of the existing property;**
- **On corner plots, extensions will normally be required to occupy not more than half of the available width of the side area or to leave a minimum of 2m from the boundary with the public highway to the side. However, a lesser setback may be acceptable where the site is well screened or where the prevailing pattern of development in the locality is typified by relatively shallow frontages; and**
- **Where properties are staggered, extensions will not normally be permitted where they would encroach beyond a prescribed line that is determined by a 45° angle from the mid-point of an adjacent property's rear principal window to a habitable room (see appendix 1).**



Inappropriate side extensions that join properties together form a terrace effect which can be harmful to the street scene.

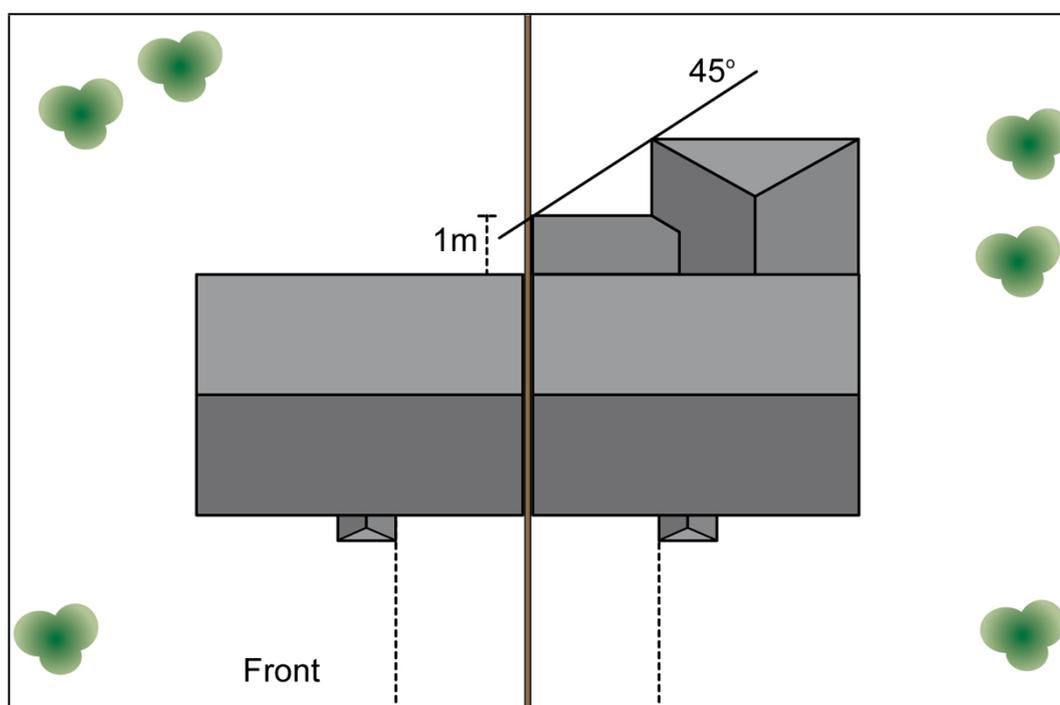


An appropriate setback from the main elevation can reduce the impact of an extension on the character of the street scene.

Two-Storey Rear Extensions

5.2 In addition to the advice in Chapter 3, all two-storey rear extensions should have regard to the following issues, particularly where an adjoining property has not been extended at ground floor:

- where the extension would be on or adjacent to the boundary of another dwelling it should not normally project in excess of 1 metre from the rear wall of the neighbouring property. Beyond the 1 metre point the extension should not encroach beyond a 45° angle taken from the boundary at the 1 metre point (see diagram below);
- for detached properties the 45° line will normally be taken from the mid-point of the closest ground floor habitable room window however consideration will also be given to the impact to any outside amenity space in terms of overshadowing and overbearing development;
- flat roofed extensions will not normally be permitted; and
- side windows to habitable rooms should be avoided to prevent overlooking unless they are high level or obscure glazed.



Two storey and first floor rear extensions in relation to semi-detached properties.

Extensions to Three-Storey Dwellings or Above and Apartments

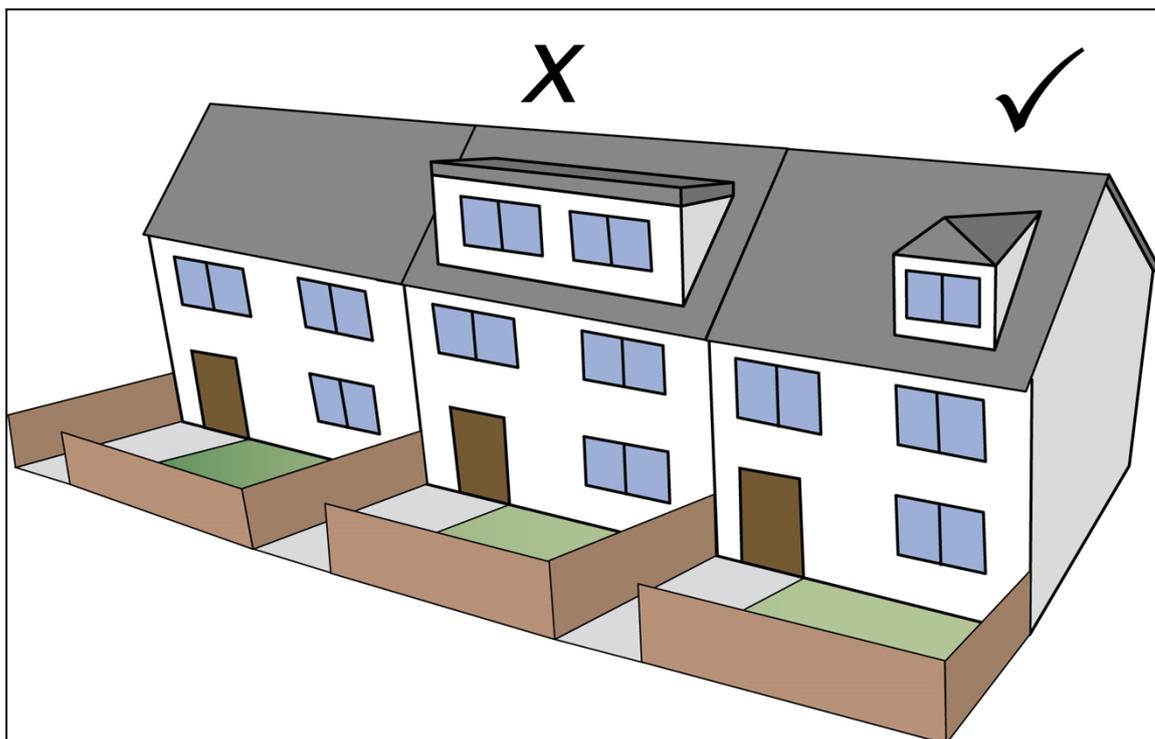
- 5.3 The above guidance concentrates on single-storey and two-storey extensions. Although less common, proposals may come forward for domestic extensions on dwellings with three or more storeys and apartments. The potential for such proposals is increasing with the house-building industry introducing three-storey town houses into their developments to meet density requirements and the demand for apartments is growing with changing demographics and smaller households.
- 5.4 Any proposals for extensions on such properties will be assessed against the general guidance and standards contained in this advice note including the impact on the original property, adjacent properties and the general street scene. Factors such as design, overlooking, overshadowing, materials, scale and outlook will be taken into consideration.

6 Dormer and Roof Extensions

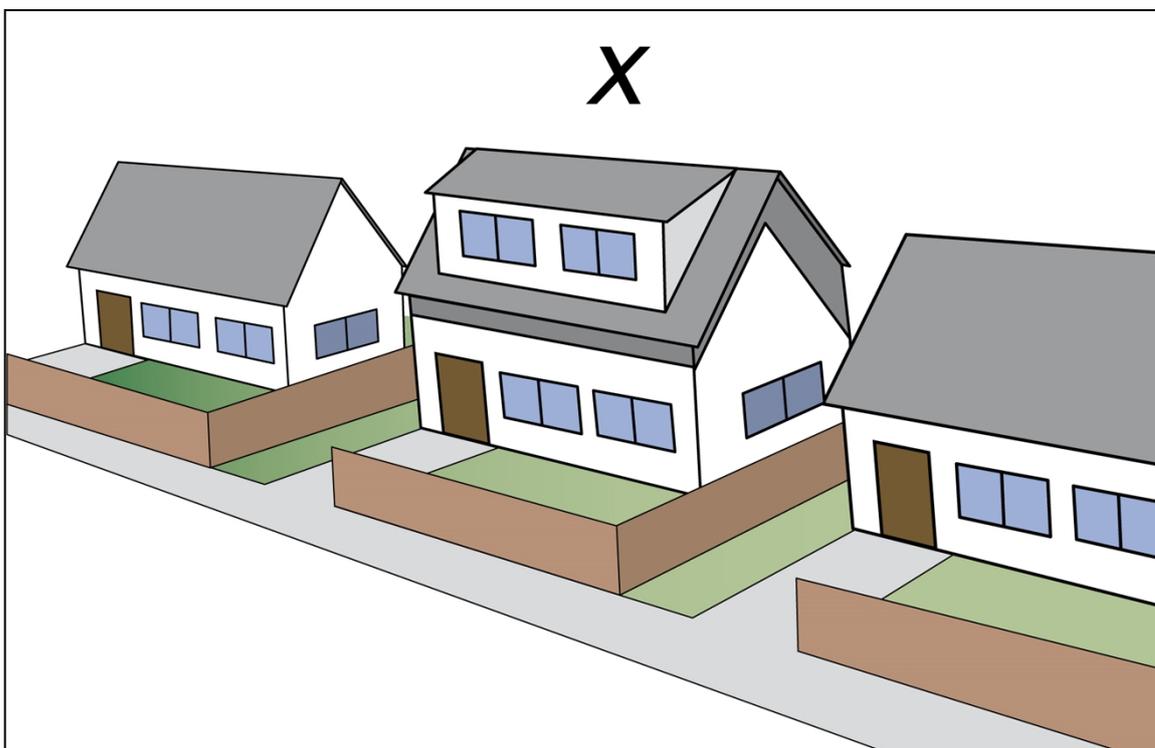
- 6.1 The Council will seek to ensure that proposals for dormer/roof extensions preserve the character of the street scene, especially where dormers on existing neighbouring properties are absent. Proposals for dormer/roof extensions will be assessed against the following criteria:

- **flat dormer roofs should be avoided, unless considered more appropriate to the particular building or the street scene;**
- **dormers which wrap around the side ridges of a hipped roof are not acceptable;**
- **materials should match the existing roof material, unless considered more appropriate to the particular building or the street scene;**
- **dormers facing a highway should not occupy a disproportionately large portion of the roof. In addition, they should be set in at least 0.5 metres from side/party walls and set back at least 1m behind the main wall;**
- **dormers with pitched roofs should not project above the original ridge line. In all other cases the roof of the dormer should be 0.5 metres or more below the main ridge line;**
- **dormer windows should seek to line up vertically with existing windows and match their style and proportions;**
- **any dormer which results in undue overlooking of a neighbouring property will be unacceptable and dormers will be expected to maintain normal aspect standards;**
- **conversion of existing flat roofs to pitched roofs is generally considered acceptable; and**
- **proposals to increase the height of a house or bungalow by extending the roof can appear incongruous and will be assessed on its impact on the character of the street scene and amenity of neighbours. In these cases a street scene elevation will be required to show the impact of the increased ridge height on the character of the area.**

- 6.1 Applications for wind turbines, solar panels and other equipment on roofs will be assessed against the general criteria in Chapter 3. Any such equipment should be discretely located on the building and not visually prominent.



Dormers should respect the character of the existing house and street scape.



Raising the roof and/or adding dormers to bungalows can be harmful to visual and residential amenity.

7 Garages, Parking and Access

7.1 Extensions and alterations should not result in the loss of existing off-street parking provision unless it can be demonstrated that alternative provision can be made elsewhere within the domestic curtilage, without causing detriment to amenity or highway safety. In particular, the Council will consider the following:

- **All proposals should ensure that there is sufficient space to accommodate adequate parking spaces in relation to the number of bedrooms that the proposed extension would create. These parking spaces should be provided safely within the curtilage of the site. Supplementary Planning Document 11 – Parking Standards gives advice on the number of parking spaces required for residential developments. Applicants will need to provide justification for the loss of any existing parking.**
- **The driveway in front of a garage should be a minimum length of 5.5m to allow space to park and open the garage door. A minimum driveway length of 5m is required in most other cases.**
- **All new access points and parking areas will allow for adequate pedestrian and vehicular visibility splays.**
- **All new parking areas and driveways should be constructed of porous or permeable materials or allow rainwater run-off to an adjacent lawn or border.**



Extensions should not restrict on-site parking.

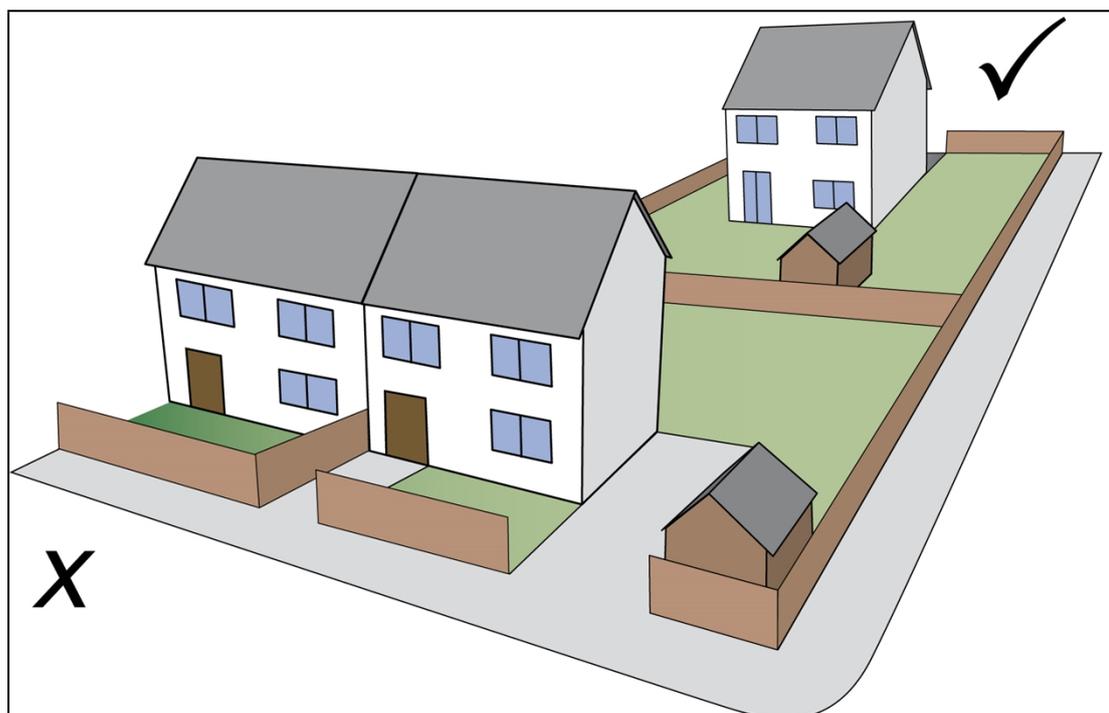


Paving over front gardens for parking can be harmful to the character of the street scene.

8 Gardens, Garden Structures and Fencing

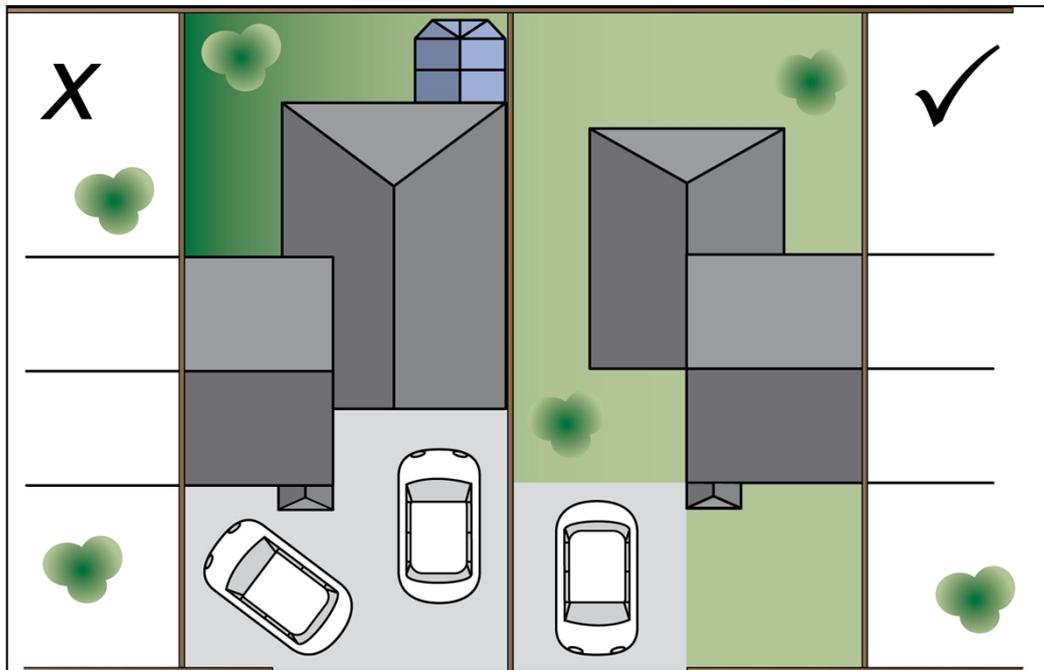
8.1 Where planning permission is required for alterations to gardens or for the erection of structures e.g summerhouses, sheds or decking, in addition to criteria within Chapter 3, proposals will be assessed with regard to the following issues:

- **Outbuildings will not normally be allowed to the front of domestic properties or on the side of corner plots unless there is sufficient screening;**
- **Outbuildings should be in proportion to the existing dwelling;**
- **Areas of hard surfacing shall normally be required to be constructed of porous or permeable materials or allow rainwater run-off to be directed towards an adjacent lawn or border to drain naturally within the curtilage.**
- **Boundary enclosures such as walls, fencing and railings shall respect the character of the street scene;**
- **Areas of decking should not result in undue direct overlooking into neighbouring property; and**
- **Structures such as domestic wind turbines shall be positioned to minimise any detriment to visual or residential amenity.**



Garden structures such as sheds should not be located in prominent positions within the site.

- 8.2 The Council is keen to ensure that enough private garden space is left after any extensions in order to avoid over-development of the site and protect neighbouring amenity.



Proposals should retain adequate private amenity space.

- 8.3 Not only can the development of hardstanding at the front of properties harm the street scene, it can increase the risk of flooding. Therefore, proposals should seek to retain front garden space and boundary features such as original walls or landscaping where possible which improves the quality of the streetscapes and absorbs excess rainwater run-off.
- 8.4 Proposals for new or replacement fences, walls or other means of enclosure will be considered in terms of their impact on the character of the locality, residential amenity and highway safety.

9 Supplementary Family Annexes

9.1 Proposals to build a supplementary family annexe will be considered on the individual merits of each scheme, having regard to the general advice contained within this guidance note. In addition, annexes should:

- **normally be physically connected to the main property with a direct interior link;**
- **remain ancillary to the original dwelling at all times;**
- **not have separate vehicular access;**
- **only have one bedroom; and**
- **be appropriate in scale and position in relation to the plot and original dwelling.**

10 Other Considerations

- 10.1 In addition to the general principles and detailed guidelines, applicants should also take account of the following issues:

Conservation Areas, Listed Buildings and non-designated Heritage Assets

- 10.2 In addition to normal planning permission, Listed Building Consent is normally required for any proposed alterations to a Listed Building. A statement of significance will also be required.
- 10.3 The key aim within Conservation Areas is to ensure that local character is strengthened, not diminished, by change. If your house is in a Conservation Area (or alterations will affect a Listed Building's setting) your application should be accompanied by a 'Design and Access Statement'. Within the statement, special regard should be given to matters such as scale, massing, detailed design and quality of materials and how the proposal preserves or enhances the character and appearance of the Conservation Area. It is recommended that pre-application advice is sought on these matters - please see the following link for further details and fees <https://www.bury.gov.uk/index.aspx?articleid=10762>
- 10.4 The National Planning Policy Framework also requires Local Planning Authorities to take into consideration the impact of proposals on non-designated heritage assets. In assessing applications that directly, or indirectly affected non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. As such, a Heritage Assessment should be submitted for any buildings that are considered to contribute to the local historic environment, but have not been listed.

Planning Conditions

- 10.5 It is not unusual that planning approval is given subject to conditions which may require the submission of further information prior to commencement of works. For example, it is often a requirement that the applicant submit details of finishing materials for approval prior to work commencing. ~~The current charge is £34.00 to apply to discharge conditions~~ A charge will apply for the discharge of conditions. Work should not be started before conditions are fully complied with.

Building Regulations

- 10.6 In addition to planning permission (and in some cases where planning permission is not required), most structural alterations or extensions to dwellings will require **Building Regulations Approval**. Advice on this issue can be obtained from the Council's Building Control Section and on the Council's web site www.bury.gov.uk.

Ownership, Party Wall Act and Neighbours

- 10.7 Planning permission does not bestow a right to build. Consent of the landowner will be required. Consent of neighbours will also be required if any part of the extension encroaches on, over or near boundaries or party walls. In such cases, provisions within the Party Wall Act needs to be addressed. Specific clauses within the deeds of a property may also need to be considered. If a proposal encroaches onto neighbouring land, including foundations and overhanging of gutters, an applicant must serve notice on the owner and provide a Certificate B with any planning application to confirm that this has been done. Copies of the relevant certificates and notices can be obtained from the planning department or its web site. The service of notice is a notification procedure only and does not imply that the grant of planning permission would also grant a legal right to encroach onto land that is not within the ownership of the applicant.
- 10.8 The Council will notify your neighbours of any planning application and it is advised that you consult with your neighbours yourself before submitting a planning application.

Sewers and Services

- 10.9 If your extension will be over or near to any sewers or other services, you will probably need the consent of the service operator. This is your responsibility.

Green Belt

- 10.10 Large areas of the Borough are designated as Green Belt and proposals for domestic extensions in such areas will be strictly controlled to ensure that proposals do not impact on the basic character and appearance of the Green Belt. Proposals for domestic extensions in the Green Belt should not normally exceed a third of the volume of the original dwelling. However every application is assessed on its own merits. A statement of Very Special Circumstances will be required if the extension is considered to be materially larger than the original building. Large parts of the Green Belt are also covered by Special Landscaped Areas and the West Pennine Moors

and the Council will expect particularly high quality designs and materials in such locations.

Special Needs of Disabled Persons

- 10.11 Where there is appropriate justification (set out in an Access Statement) and confirmation that the alterations are needed by an appropriately qualified person, the Council will allow exceptions to the above criteria in cases where proposals are specifically for disabled people who require particular adaptations to their homes. In these instances applications for planning permission will be free of charge.

Refuse storage

- 10.12 Recycling of refuse now requires householders to keep a number of bins and containers which can be unsightly if not screened or kept out of sight. Extensions and alterations should therefore take account of refuse storage where appropriate.

Flood Risk

- 10.13 The National Planning Policy Framework states that a site specific flood risk assessment should be provided for all development in Flood Zones 2 and 3. Householder development should not be subject to the sequential or exception tests but should still meet the requirements for flood risk assessment. **Further advice on flood risk assessments for minor extensions can be found at <https://www.gov.uk/guidance/flood-risk-assessment-standing-advice#advice-for-minor-extensions>.**

Contaminated Land

- 10.14 Occasionally there may be a need to undertake a preliminary risk assessment to determine whether the ground on which the extension is to be built is contaminated. For example, this can occur when the site has been used for industrial purposes, or if the site is in the vicinity of a landfill site or filled ground. Where the original house has existing ground gas protection measures incorporated into the foundations, any extension will be required to have similar protection measures. If you suspect an assessment or protection measures are required, please contact the Council's Environmental Health section – details in Chapter 11.

Enforcement

- 10.15 If planning permission is granted, that permission only relates to the approved plans and development must be carried out entirely in accordance with those approved plans and any conditions imposed on the

planning permission. If the extension is not built in strict accordance with the approved plans, or if any of the conditions of the planning permission are not complied with, that would constitute a breach of planning control and the development will be unauthorised. Under such circumstances, the Council has the right to take enforcement action to secure satisfactory compliance with the planning permission.

10.16 The main objectives of planning enforcement are:

- To promote compliance with planning requirements;
- To remedy the undesirable effects of unauthorised development;
- To bring unauthorised activity under control to maintain the credibility and achieve the purpose of the planning system; and
- To strike an acceptable balance between protecting the amenity of citizens and other interests of acknowledged importance, and allowing development to take place.

10.17 In deciding whether or not to take enforcement action, the Council must consider if it is appropriate or expedient to do so. It must consider whether the breach of planning control unacceptably affects public amenity or safety, or the existing use of land or buildings merit protection in the public interest. This means that a judgement has to be made in each case as to the seriousness of the breach and the level of any harm that it causes.

10.18 If you do not build your extension in accordance with the approved plans and relevant conditions you could be subject to enforcement action which could require you to, at least, make alterations, and possibly to carry out more extensive remedial works including demolition.

10.19 Even where the Council decides that enforcement action is not appropriate, you should be aware that the development would remain unauthorised and this could cause you future problems, for example, if you wanted to sell the property, because any prospective purchaser's solicitor would want to see evidence that any works carried out to the property were authorised.

Ethnic Considerations

10.20 Where there are special needs for religious observance or family living circumstances i.e. succahs and extended families, consideration shall be given, on an individual basis, to the relaxation of this guidance where it can be clearly demonstrated that there will be no direct harm to the principles outlined in Chapter 2.

Demolition

- 10.21 Certain types of demolition must legally be licenced and advice can be given by contacting our Building Control Section (detains can be found in Chapter 11).

11 Further Advice and Contacts

Development Management Team

Email: development.control@bury.gov.uk

Phone: 0161 253 5432

Web: <http://www.bury.gov.uk/planning>

Highways

Email: p.holmes@bury.gov.uk

Phone: 0161 253 5788

Environmental Services

Email: envsection@bury.gov.uk

Phone: 0161 253 5581 and 0161 253 6392

Web: <https://www.bury.gov.uk/index.aspx?articled=11645>

Environment Agency

Email: pl.birchwood@environment-agency.gov.uk

Phone: 03708 506506

Web: <https://www.gov.uk/government/organisations/environment-agency>

GMP designforsecurity

Email: info@designforsecurity.org

Phone: 0161 856 5912

Web: <http://www.designforsecurity.org>

Greater Manchester Ecology Unit

<https://www.tameside.gov.uk/ecologyunit>

Tree Preservation Orders and protected trees

Please refer to www.bury.gov.uk Tree Protection

Building Control

Email: building.control@bury.gov.uk

Phone: 0161 253 5313

Web: <https://www.bury.gov.uk/buildingcontrol>

Planning Portal – general information and submit applications

Web: <http://www.planningportal.co.uk>

Planning Inspectorate - Appeals

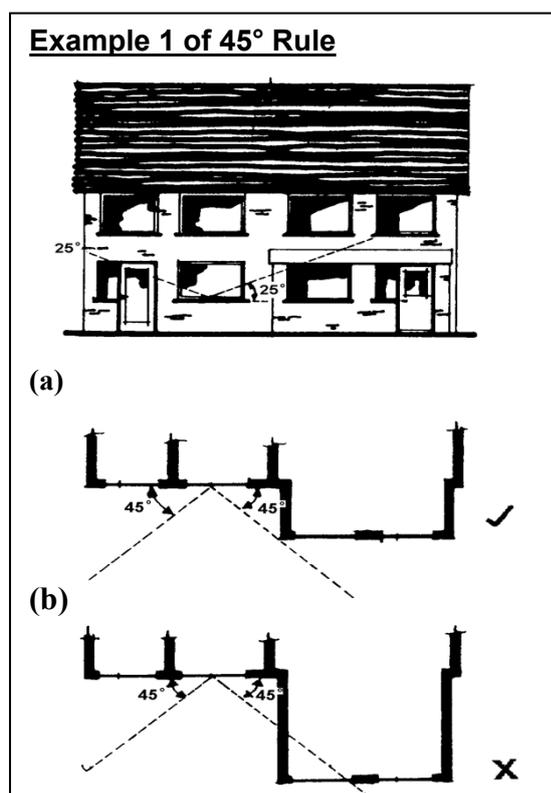
Web: <https://www.planningportal.co.uk/info/200207/appeals>

Appendix 1 - The 45° Rule

The 45° rule is designed to ensure that proposals for extensions do not have detrimental impact on a neighbouring properties right to daylight and sunlight, by avoiding unacceptable levels of overshadowing.

It is devised from the mid-point of the cill of a principal window (or 1200mm height for patio doors), where two lines at 45° are measured. In the case of a conservatory the point for setting the 45° angle would be the central point of the glazing on the rear elevation. The plane connecting the two lines is then tilted to an angle of 25° above this rising plane. Proposals that encroach across these lines may be deemed to have an unacceptable impact on overshadowing and may not be permitted. The restriction will operate for a distance of 12 metres along the 45° line.

The two diagrams below illustrate how the 45° rule would operate in practice.

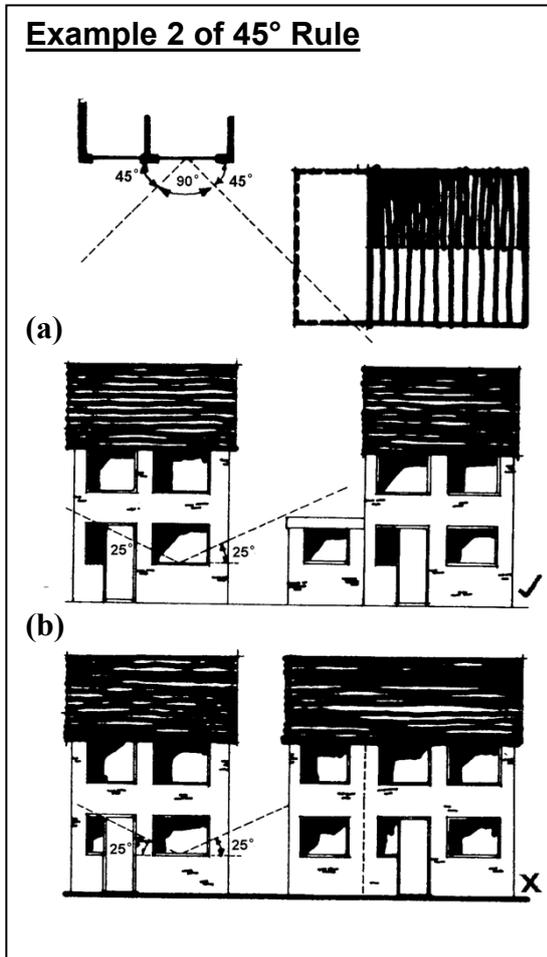


In the first example, the single storey extension shown would be acceptable if its depth is limited as shown on plan (a). However, if it extends further as shown in plan (b) it becomes unacceptable.

The second example is applicable if the dwellings are staggered. The extension shown on the plan encroaches across the 45° line. However, if the extension is single storey and below the 25° line (elevation (a)) then it would be in

accordance with the 45° rule. However, if the proposal is two storey and it encroaches on the 25° line (elevation (b)) it becomes unacceptable.

It should be noted that it is the height of the wall that is taken as being the critical measurement, not the roof or any part of it.



Appendix 2 – Details Required for Planning Applications

- 1 **Householder application form** apply online at www.planningportal.co.uk or provide 2 copies – fully completed and signed.
- 2 The correct **Certificate of Ownership** required by law in order to identify anyone who has an interest in the land.
 - Certificate A if you own the land (on the back of the application form).
 - Complete the Agricultural Holdings and tenancy statement (ie. cross out 2a or 2b as appropriate).
 - Certificate B if you are not the landowner or if development will involve encroachment on to or over neighbouring land.
 - Contact the Department if other ownership is involved and Certificates C or D are needed.
- 3 **A covering letter** with any other relevant information in support of your application.
- 4 **The correct fee.** A list of fees is available at www.bury.gov.uk/planning or contact 0161 253 5432.
- 5 **Plans and drawings.**

The plans and drawings are a very important part of any application and are needed so that not only the Council understands the proposal but also any persons consulted, including your neighbours.

The plans need to show more than just your property or what you want to do. This is because the decision to approve the plans may depend on how your proposal affects surrounding properties and, therefore, the following will be required:

- a) **An Ordnance Survey based location plan** at a scale of 1:1250 with the application site boundaries edged with a red line and any other land you own edged with a blue line. This location plan should show:
 - at least two (if practicable) named roads;
 - surrounding buildings; and
 - the direction of north.

- b) Accurate scaled drawings showing **the existing and proposed site layout** at a scale of no less than 1:200. This should include:
- all buildings and structures, gardens, walls, hedges and fences, open spaces and car parking at your property; and
 - adjacent houses and buildings, including the location of any windows.
- c) Accurate scaled drawings showing **the existing and proposed elevations** at a scale of not less than 1:100 and with any dimensions shown in metric measurements.
- d) The drawings of both existing and proposed situations should give details of:
- Site layout – showing the site boundaries, access to the highway, other physical features including trees, adjacent properties and the position of habitable room windows.
 - Floor plans.
 - Elevations.
 - Roof plans as necessary.
 - Drawings should show the **whole** of the property.
 - For electronically produced plans pdfs are the required format. The maximum size of a paper drawing should be A3.
- e) **Photographs** are helpful and are useful in understanding the proposals.
- 6 The following information may also be needed to validate your application. If in doubt you should check with us on 0161-253-5432:
- **Existing and proposed sections** at a scale of not less than 1:100;
 - Where there is a difference in levels these should be shown on an **elevational plan**;
 - **A Supporting Planning Statement** to describe the proposals and a **Design Statement** discussing the chosen design solution including the details of proposed materials to be used for walls, roof, windows, doors, hardstanding and boundary treatments such as walls, fences and hedges;
 - Details of **any new or altered access** to any public highway accessway or public right of way;

- **A flood risk assessment** in locations subject to flooding;
 - **A tree survey** if any trees are to be removed, lopped or topped; and
 - **Possible contamination.** Details of any works that need to be carried out as part of the proposed development to prevent any risk from land contamination e.g. gas protection membranes (to prevent ingress of landfill gas or other gases) and garden cover systems (to prevent contact with contaminated soils).
- 7 All sections **MUST** be answered for an application to be valid. If you are in any doubt about the information you are submitting please e-mail the Development Management section on development.control@bury.gov.uk or phone 0161-253 5432.
- 8 **Validation** checklists are available at www.bury.gov.uk/planning.

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**Revised SPD6: Alterations and Extensions to
Residential Properties**

**Consultation
Statement**

December 2019

1 Introduction

- 1.1 The draft revised SPD6: Alterations and Extensions to Residential Properties has been prepared in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.2 Regulation 12(a) requires the Council to produce a consultation statement before adoption of the SPD. This statement must set out who was consulted, a summary of the issues raised, and how these issues were incorporated in to the SPD.
- 1.3 Regulation 12(b) requires the Council to publish the documents (including a 'consultation statement') for a minimum 4 week consultation, specify the date when responses should be received, and identify the address to which responses should be sent.
- 1.4 Regulation 13 stipulates that any person may make representations about the SPD and that the representations must be made by the end of the consultation date referred to in Regulation 12.
- 1.5 Regulation 12 states that when seeking representations on an SPD, documents must be made available in accordance with Regulation 35. This requires the Council to make documents available by taking the following steps:
 - Make the document available at the principal office and other places within the area that the Council considers appropriate; and
 - Publish the document on the Council's website.
- 1.6 This Consultation Statement sets out the extent consultation and engagement undertaken on the revised draft of SPD6, highlights the issues raised and how the document was amended to reflect the issues raised.

2 Engagement during the preparation of the draft SPD

Internal Engagement

- 2.1 Given that SPD6 provides advice and guidance on domestic extensions and sets out criteria that will be taken into consideration when deciding household planning applications, it was considered most appropriate to engage with the Council's Development Management team during the process of updating the SPD and this took place during April and May 2019.
- 2.2 The following table sets out the key issues raised during engagement with the Council's Development Management Team and how these have been addressed in the draft SPD.

Issue	How was this incorporated into the draft SPD?
References to procedures within PPG12 have been superseded.	Introductory text has been amended to remove references to PPG12.
References to the Town and Country Planning (General Permitted Development) (England) Order need updating.	References updated accordingly.
Need to emphasise the availability of information from on-line resources such as the Planning Portal.	Amendments made accordingly.
Need to update Council procedures for pre-application discussions.	Amendments made accordingly.
Need to update the position regarding biodiversity and the position of Natural England.	Amendments made accordingly.
Need to remove references to BREAAAM	Amendments made accordingly.
Need to clarify and amend the requirements for aspect standards and separation distances.	Amendments made accordingly.
In terms of side extensions, need to remove reference to mono pitched roofs potentially being inappropriate on terraced and semi-detached houses due to the impact they have on attached neighbours and in these cases twin pitched roofs should be used.	Amendments made accordingly.
The need to update the issues that will be considered in assessing proposals for single-storey rear extensions.	Amendments made accordingly.
The need to refer to Permitted Development rights and that these are a material planning consideration and consideration will be given to what can be constructed without the need for planning permission when assessing a proposal.	Amendments made accordingly.

Issue	How was this incorporated into the draft SPD?
In terms of front extensions and porches, need to add an additional criterion to ensure the consideration of the prevalence of street design.	Amendments made accordingly.
In terms of two-storey and first floor side extensions and in cases where there would be a gap to the side boundary amend to remove references to the 45 degree line and replace with a requirement for a lesser set back being acceptable where the set back and gap remaining to the boundary total 1.5m.	
In terms of two-storey and first floor side extensions on corner plots, need to amend to leaving a minimum of 2m (rather than 3m) from the boundary with the public highway to the side.	Amendments made accordingly.
In terms of two-storey rear extensions on detached properties, there is a need to include an additional consideration specifying that the 45° line will normally be taken from the mid-point of the closest ground floor habitable room window however consideration will also be given to the impact to any outside amenity space in terms of overshadowing and overbearing development.	Amendments made accordingly.
In terms of determining proposals for dormer and roof extensions, need to amend the criterion referring to the need to ensure that materials should match the existing roof material by adding 'unless considered more appropriate to the particular building or street scene'.	Amendments made accordingly.
In terms of determining proposals for dormer and roof extensions, need to amend the criterion referring to increasing the height of a house or bungalow by extending the roof, there is a need to add that there will be a requirement to submit a street scene elevation to show the impact of the increased ridge height on the character of the area.	Amendments made accordingly.

Issue	How was this incorporated into the draft SPD?
<p>In terms of the criteria used to determine the suitability of proposed extensions and alterations and the impact that this can have on existing off-street parking, there is a need to amend to state that all proposals should ensure that there is sufficient space to accommodate adequate parking spaces in relation to the number of bedrooms that the proposed extension would create. These parking spaces should be provided safely within the curtilage of the site. Supplementary Planning Document 11 – Parking Standards gives advice on the number of parking spaces required for residential developments. Applicants will need to provide justification for the loss of any existing parking.</p> <p>Also need to specify that the driveway in front of a garage should be a minimum length of 5.5m to allow space to park and open the garage door. A minimum driveway length of 5m is required in most other cases.</p>	Amendments made accordingly.
<p>In terms of supplementary family annexes, include an additional requirement for these to be appropriate in scale and position in relation to the plot and original dwelling</p>	Amendments made accordingly.
<p>In terms of proposals affecting Conservation Areas, Listed Buildings and non-designated heritage assets there is a need to update the information to highlight the importance of and availability of pre-application discussions and to update requirements for non-designated heritage assets to reflect the National Planning Policy Framework.</p>	Amendments made accordingly.
<p>In terms of planning conditions, need to update the charges for discharging conditions.</p>	Amendments made accordingly.
<p>In terms of proposals within the Green Belt, need to make it clear that proposals will be assessed on their merits and that there will be a need for an applicant to submit a statement of Very Special</p>	Amendments made accordingly.

Issue	How was this incorporated into the draft SPD?
Circumstances if the extension is considered to be materially larger than the original building.	
Need to update the information on Flood Risk to reflect the requirements of the National Planning Policy Framework.	Amendments made accordingly.
Amend Appendix 2 and the details required for planning applications to reflect current requirements and updated details.	Amendments made accordingly.

Screening Assessments

SEA Screening

- 2.3 A Screening Statement has been prepared to determine whether a Strategic Environmental Assessment (SEA) would be required for the draft revised SPD6. The Council consulted Natural England, Historic England and the Environment Agency over a four-week period (19 June 2019 to 17 July 2019) in order to seek their views on the conclusions of the SEA Screening Assessment.
- 2.4 Responses were received from English Heritage and Natural England, both of whom agreed with the Council that the above assessments would not be required to accompany the SPD.

HRA Screening

- 2.5 Greater Manchester Ecology Unit (GMEU) were consulted on 19 June 2019 to obtain their views as to whether they would need to undertake a HRA Screening in conjunction with the draft revised SPD6. GMEU concluded that it was not necessary to undertake a HRA screening as the SPD would not lead to any effects on European protected sites.

3 Consultation

- 3.1 On 24 July 2019, Members approved a revised draft of SPD6 for consultation. Consultation on this draft subsequently took place over a six-week period running from **9th September 2019 to 21st October 2019**.
- 3.2 A Press Notice appeared in the Bury and Radcliffe Times on Thursday 5th September 2019 to advertise the forthcoming period of consultation (see Appendix 1).

- 3.3 A total of 253 stakeholders were consulted by letter or email. A majority of these (184) were agents and architects that are actively involved in the submission of planning applications for alterations and extensions to residential properties in Bury but consultees also included general and specific consultation bodies as defined by the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 3.4 During this consultation, all relevant documentation could be found on the Council's web site (see Appendix 2) and paper copies of the documents were made available for inspection at the Planning Division reception (Ground Floor, 3 Knowsley Place, Duke Street, Bury) between the hours of 8.45am and 4.00pm (Monday-Friday), Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries for details).
- 3.5 Comments were invited by email should be sent to planning.policy@bury.gov.uk or by post to the following address:

**Development Plans Unit
Strategic Planning and Economic Development
Department for Resources and Regulation
3 Knowsley Place, Duke Street
Bury
BL9 0EJ**

4 Consultation Responses

- 4.1 The table below shows that the consultation generated a total of nine responses, although three of these responded simply to say that they had no comments. The other six respondents generated a total of eighteen individual comments and these and the Council’s response to these comments are set out in the following table.

Comment	Response	Change Required (Y/N)
<p>The SPD should be amended to include a requirement for the provision of electric vehicle charging points.</p>	<p>UDP Policy H2/3 is largely concerned with the scale and design of extensions or alterations to a house, ensuring that this does not adversely affect the character of the property or surrounding area, local amenity and safety. Introducing a requirement for electric car charging through this SPD would effectively be adding a requirement that is not currently covered by Policy H2/3, contrary to national guidance.</p> <p>Going forward, the Council is currently working on replacing the UDP with a new two-tiered development plan comprising the Greater Manchester Spatial Framework and the Bury Local Plan. It is proposed that both documents will include a requirement for electric vehicle charging points to be provided to meet likely long-term demands, including a need for provision to be incorporated into new residential developments.</p> <p>In the meantime, however, it is considered reasonable to</p>	<p>Y</p>

Comment	Response	Change Required (Y/N)
	amend the SPD to highlight that undertaking alterations and extensions to a residential property might, depending on the nature of the development, provide an opportunity to incorporate electric vehicle charging.	
There is currently no mention of watercourses/streams as ecological corridors and ecological receptors. Proximity to watercourses can at times be an issue, which sometimes doesn't get picked up if planning permission is not required.	SPD6 sets out additional detail in relation to UDP Policy H2/3. Other policies within the UDP cover issues such as ecological constraints, flood risk and invasive species and these will be considered in relation to householder extensions, if necessary.	N
The SPD could include a link to flood risk assessment for minor extensions in order to give applicants an idea of what they need to cover in a basic FRA.	It is agreed that the SPD would benefit from the inclusion of a link to FRA guidance within section 10.	Y
Built encroachment, garden waste tipping and inappropriate grey water plumbing to surface waters are some environmental issues associated with residential properties.	These issues would be controlled by other UDP Policies and other forms of regulation, such as environmental health and building control, if necessary.	N
The SPD includes no mention of invasive species.	SPD6 sets out additional detail in relation to UDP Policy H2/3. Other policies within the UDP cover issues such as invasive species and these will be considered in relation to householder extensions, if necessary.	N

Comment	Response	Change Required (Y/N)
Permitted Development (PD) rights (Page 12) - Rather than just saying they are a material consideration in terms of the assessment of applications, should the PD size limits be quoted and an explanation as to why there may be issues with an extension that is compliant?	Permitted Development rights change and to avoid the risk of the SPD becoming quickly out-of-date it is considered to be more appropriate for the SPD to acknowledge that PD rights will be a material consideration, where appropriate.	N
Appendix 2 - Why do you need 2 paper copies of applications? One should be fine as it's scanned in for processing. Shouldn't this section push the benefit of electronic applications and discourage paper?	Appendix 2 is intended as guidance and validation check lists should be used in the first instance to see what is required for applications. The vast majority of applications are electronic in any case.	N
On page 9, should the drawing of the balcony have a privacy screen to prevent overlooking?	Sites are assessed on a case by case basis – not all balconies need screens.	N
In paragraph 10.5, why quote the fee? It's likely to change so just give a link to where it can be checked.	The inclusion of the fee within paragraph 10.5 was intended to be for reference only. However, it is agreed that can be removed in order to avoid the risk of the SPD getting out-of-date as fees are updated.	Y
In terms of contacts, the SPD shouldn't include a named person. What happens if the contact is off sick or leaves?	Prior to publication of the draft SPD, all contact details were agreed with the respective organisations/departments as being the most appropriate.	N
If an extension is built with brickwork up to the boundary, how do you install guttering if the roof slope is on the neighbour's side? The	Extensions built under permitted development can go close up to the boundary. A planning consent does not remove the need for securing	N

Comment	Response	Change Required (Y/N)
<p>guttering etc. would have to overhang.</p> <p>This would be impossible to maintain or service safely without trespassing on neighbours land.</p>	<p>agreement with a neighbour if their land is required. If consent is not forthcoming the applicant should look to amend the proposals accordingly so as to avoid encroachment. However, this is a private concern.</p> <p>Boundary disputes, and problems arising from the construction period are non-material planning considerations and are not relevant to the decision making process.</p>	
<p>Currently have a customer where the neighbour's gutter is leaking and flooding the property. Suggests a minimum 1 metre separation between any pitched roof wall and the boundary line.</p>	<p>The problems arising in this case are private concerns not public matters.</p>	N
<p>Biodiversity enhancement - The SPD could consider incorporating features which are beneficial to wildlife within development, in line with paragraph 118 of the National Planning Policy Framework. You may wish to consider providing guidance on, for example, the level of bat roost or bird box provision within the built structure, or other measures to enhance biodiversity in the urban environment. An example of good practice includes the Exeter Residential Design Guide SPD, which advises (amongst other matters) a</p>	<p>Section 3 of the SPD recognises the impact that all building works, however small, may have on these protected species and states that where ever possible they should provide new habitats to support this diversity.</p> <p>However, the level of development that would be subject to requirements for biodiversity net gain will need to be mandated via the Environment Bill before potentially including this within an SPD for householder extensions.</p>	N

Comment	Response	Change Required (Y/N)
ratio of one nest/roost box per residential unit.		
<p>Landscape enhancement - The SPD may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community, for example through green infrastructure provision and access to and contact with nature. Landscape characterisation and townscape assessments, and associated sensitivity and capacity assessments provide tools for planners and developers to consider how new development might make a positive contribution to the character and functions of the landscape through sensitive siting and good design and avoid unacceptable impacts.</p>	<p>Section 3 of the SPD sets out general guidance for all domestic extensions including a need for such development to avoid having a detrimental impact on the character and appearance of neighbouring properties and general street-scene through poor design, siting or excessive bulk. It also requires such development to respect significant or prominent trees or other natural landscape features.</p> <p>In addition, other policies within the UDP cover issues such as townscape and built design and landscape which could be applied to proposals for extensions and alterations to residential properties, if necessary.</p>	N
<p>Protected species - Natural England has produced Standing Advice to help local planning authorities assess the impact of particular developments on protected or priority species.</p>	<p>Section 3 of the SPD recognises the impact that all building works, however small, may have on these protected species and states that where ever possible they should provide new habitats to support this diversity.</p> <p>It also acknowledges that the Council have specific statutory obligations placed on them to ensure that habitats are protected and it is a valid reason for refusing any</p>	N

Comment	Response	Change Required (Y/N)
	<p>householder application if they fail to show that habitats will be protected.</p> <p>It states that proposals for extensions and works within the garden areas of homes should have regard to the need to have special provision for protected species.</p>	
<p>Strategic Environmental Assessment/Habitats Regulations Assessment - A SPD requires a Strategic Environmental Assessment only in exceptional circumstances as set out in the Planning Practice Guidance. While SPDs are unlikely to give rise to likely significant effects on European Sites, they should be considered as a plan under the Habitats Regulations in the same way as any other plan or project. If your SPD requires a Strategic Environmental Assessment or Habitats Regulation Assessment, you are required to consult us at certain stages as set out in the Planning Practice Guidance.</p>	<p>The SPD has been subject to an SEA Screening which determined that a Strategic Environmental Assessment was not necessary for the SPD.</p> <p>Greater Manchester Ecology Unit (GMEU) have also been consulted to obtain their views as to whether they would need to undertake a HRA Screening in conjunction with the SPD. GMEU concluded that it was not necessary to undertake a HRA screening as the SPD would not lead to any effects on European protected sites.</p>	N
<p>Paragraph 3.12 should refer to a principal window.</p>	<p>SPD will be amended accordingly.</p>	Y
<p>Paragraph 4.2 only encourages single storey rear extensions no more than 3 metres. The SPD should at least acknowledge existence of procedure for prior approval of larger home extensions.</p>	<p>The need to consider Permitted Development rights is included within the SPD.</p>	N

- 4.2 The consideration of these comments has led to the conclusion that the SPD would benefit from a small number of minor changes prior to it being formally adopted. In particular:
- In advance of updated policies to require the inclusion of electric vehicle charging points within new development, amend the SPD to highlight that undertaking alterations and extensions to a residential property might, depending on the nature of the development, provide an opportunity to incorporate facilities for electric vehicle charging.
 - The inclusion of a link to guidance on Flood Risk Assessments within section 10 of the SPD.
 - The removal of the current fee level for the discharge of conditions in paragraph 10.5 in order to avoid the risk of the SPD getting out-of-date as fees are updated.
 - Amend typographical error in paragraph 3.13 to refer to a 'principal window'.

Further changes made post-consultation

- 4.3 In addition to the above, a further minor amendment to the document was made following consultation. This involved amending paragraph 3.14 by replacing 'dining area' with 'dining room' in order to provide increased clarity.

Appendix 1 – Press Notice

BURY COUNCIL



**NOTIFICATION UNDER THE TOWN AND COUNTRY
PLANNING (LOCAL PLANNING) (ENGLAND) REGULATIONS
2012**

Bury Council hereby gives notice of consultation on Draft Revised Supplementary Planning Document 6 (SPD6) – Alterations and Extensions to Residential Properties. It has been issued for a six-week period of public consultation running from 9th September 2019 up to and including 21st October 2019.

The Draft Revised SPD6 will be available to view online at www.bury.gov.uk/spd, at the Planning Division reception (Ground Floor, 3 Knowsley Place, Duke Street, Bury), Bury Town Hall reception, at local libraries and at the Tottington Centre during their normal opening hours.

You can send any comments you may have on the document:

- By email to: planning.policy@bury.gov.uk; or
- By post to Strategic Planning and Economic Development, 3 Knowsley Place, Duke Street, Bury, BL9 0EJ.

If responding by post or email, please include your name and contact details.

Bury Council must comply with the General Data Protection Regulations (GDPR) and the Data Protection Act 2018. You can view Bury Council's Privacy Notice on its website www.bury.gov.uk September 2019.

Appendix 2 – Web site details

Consultation on revised Supplementary Planning Document 6: Alterations and Extensions to Residential Properties

<https://www.bury.gov.uk/index.aspx?articleid=11120>

A draft revised Supplementary Planning Document 6 (SPD6) was approved for consultation by the Council's Cabinet on 24 July 2019.

The document sets out more detailed guidance for those involved in various types and sizes of alterations and extensions to residential properties, highlighting the key aspects of design and layout that the Council will consider in dealing with this type of planning application.

Following Cabinet approval, we are now seeking your views on the draft revised SPD6 over a six-week period running from **Monday 9th September to 5pm on Monday 21st October 2019**.

For further details on the draft revised SPD6, how to view the document and to respond to the consultation, please go to our [supplementary planning advice page](#)

Supplementary planning advice

<https://www.bury.gov.uk/index.aspx?articleid=10740>

Supplementary Planning Guidance or Supplementary Planning Documents provide additional information on how the Council will implement various saved policies in Bury's Unitary Development Plan.

Supplementary Planning Guidance (SPG) was prepared under the previous development plan system. However, since the introduction of the Planning and Compulsory Purchase Act 2004, advice produced since then is referred to as Supplementary Planning Documents (SPD).

Supplementary Planning guidance and documents have been prepared and are available to download:

- SPD 1 - Open space, sport and recreation provision in new housing development
- SPG 2 - Wildlife links and corridors.
- SPG 3 - Planning out crime in new development.
- SPG 4 - Percent for public art.
- SPG 5 - Affordable housing provision in new residential developments.
- SPD 6 - Alterations and extensions to residential properties.
- SPD 7 - Managing the supply of housing land in Bury.
- SPD 8 - New buildings and associated development in the Green Belt.
- SPD 9 - Conversion and re-use of buildings in the Green Belt.
- SPD 10 - Planning for equestrian development.

- SPD 11 - Parking standards in Bury.
- SPD 12 - Travel plans in Bury.
- SPD 13 - Conversion of buildings to Houses in Multiple Occupation.
- SPD 14 - Employment land and premises.
- SPD 15 - Residential conversions.
- SPD 16 - Design and layout of new development.

Consultation on revised SPD6

A draft revised Supplementary Planning Document 6 (SPD6) was approved for consultation by the Council's Cabinet on 24 July 2019.

The document sets out more detailed guidance for those involved in various types and sizes of alterations and extensions to residential properties, highlighting the key aspects of design and layout that the Council will consider in dealing with this type of planning application.

Following Cabinet approval, we are now seeking your views on the draft revised SPD6 over a six-week period running from **Monday 9th September to 5pm on Monday 21st October 2019**.

You can download the draft revised SPD6 and other relevant documents below and also view paper copies at the Planning Division reception (Ground Floor, 3 Knowsley Place, Duke Street, Bury) between the hours of 8.45am and 4.00pm (Monday-Friday), Bury Town Hall between the hours of 8.45am and 5.00pm (Monday-Friday) and at local libraries and the Tottington Centre during their normal opening hours (see www.bury.gov.uk/libraries for details).

[Draft Revised SPD6](#)

[Draft Revised SPD6 – Consultation Statement](#)

[Draft Revised SPD6 – Strategic Environmental Assessment Screening Statement](#)

[Draft Revised SPD6 – Habitat Regulations Assessment Screening Statement](#)

We are keen to promote the submission of comments electronically and would encourage anyone with access to email to make their responses in this way. Responses by email should be sent to planning.policy@bury.gov.uk. Alternatively, responses can be returned by post to the following address:

Development Plans Unit
Strategic Planning and Economic Development
Department for Resources and Regulation
3 Knowsley Place, Duke Street
Bury
BL9 0EJ

Please do not hesitate to contact a member of the Development Plans team on 0161 253 5550 or email planning.policy@bury.gov.uk if you require further information on the draft revised SPD6.

Following the consultation period, we will give thorough consideration to all comments raised and, where necessary, make amendments to the document before it goes back to the Council's Cabinet for formal approval and adoption.

Section 106 Proforma

In order to validate planning applications that will require a Section 106 Agreement under the adopted SPDs (in particular SPD1, SPG4, SPG5 or SPD14), we will require the S106 proforma to be completed and submitted with your application. The proforma is available to download.

Other non-Council advice

Transport for Greater Manchester have also produced non-statutory guidance on Transport for Sustainable Communities: A guide for developers which is intended to supplement the statutory policies set out in the National Planning Policy Framework and local planning policies.

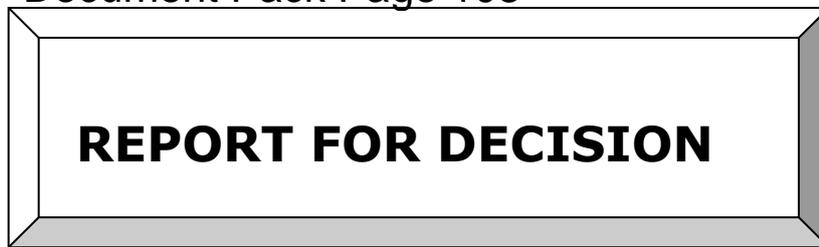
Ainsworth Village Design Statement was produced in partnership with the Ainsworth Community Association, Radcliffe Area Board and Bury Council. Although the AVDS has no formal standing as a Supplementary Planning Document, it is a useful document for the users of Bury's planning services and planning officers of the Council.

Downloads

[SPD 1 - Open Space, Sport and Recreation Provision in New Housing Development \(June 2015\) \[464kb\]](#)
[SPD 1 - Matters February 2015 \[35kb\]](#)
[SPD 1 - Spreadsheet Calculator \[45kb\]](#)
[SPG 2 - Wildlife Links and Corridors \[310kb\]](#)
[SPG 3 - Planning out crime in new development \[1Mb\]](#)
[SPG 4 - Per cent for Public Art \[705kb\]](#)
[SPG 5 - Affordable Housing Provision in New Residential Developments \[477kb\]](#)
[SPD 6 - Alterations and extensions to residential properties \(January 2010\) \[698kb\]](#)
[SPD 7 - Managing the supply of housing land in Bury \(January 2009\) \[299kb\]](#)
[SPD 8 - New Buildings and Associated Development in the Green Belt - Adopted Version \[234kb\]](#)
[SPD 9 - Conversion and Re-use of Buildings in the Green Belt - Adopted Version \[231kb\]](#)
[SPD 10 - Planning for Equestrian Development - Adopted Version \[240kb\]](#)
[SPD 11 - Parking Standards in Bury - Adopted Version \[867kb\]](#)
[SPD 12 - Travel Plans - Adopted Version \[309kb\]](#)
[SPD 13 - Conversion of Buildings to Houses in Multiple Occupation - Adopted Version \[219kb\]](#)
[SPD 14 - Employment Land and Premises \(October 2011\) \[281kb\]](#)
[SPD 15 - Residential Conversions - Adopted Version \[177kb\]](#)
[SPD 16 - Design and layout of New Development - Adopted Version \[1Mb\]](#)
[Section 106 proforma \[93kb\]](#)
[Section 106 proforma \(rich text format\) \[133kb\]](#)
[Ainsworth Village Design Statement: Planning for the Future \[1Mb\]](#)

Related pages

- [Adopted Bury Unitary Development Plan](#)
- [Bury Local Plan](#)
- [Greater Manchester Minerals and Waste Plans](#)
- [Evidence and monitoring](#)
- [Local Development Scheme](#)
- [Statement of Community Involvement](#)
- [Neighbourhood planning](#)



DECISION OF:	Cabinet
DATE:	11th December 2019
SUBJECT:	Bury Moving: Physical Activity Strategy
REPORT FROM:	Cllr Simpson
CONTACT OFFICER:	Lesley Jones, Director of Public Health
TYPE OF DECISION:	Key Decision
FREEDOM OF INFORMATION/STATUS:	In public domain
SUMMARY:	Physical activity provides a great opportunity to help make Bury a better place to live and work, offering a powerful and effective way of helping to address some of the complex social, health, environmental, and economic challenges that we face as a borough.
OPTIONS & RECOMMENDED OPTION	<ol style="list-style-type: none"> 1. To approve the strategy 2. To not approve the strategy <p>Recommend option 1 given importance of physical activity to the health & wellbeing of the population of Bury.</p>
IMPLICATIONS:	
Corporate Aims/Policy Framework:	Do the proposals accord with the Policy Framework? Yes
Statement by the S151 Officer: Financial Implications and Risk Considerations:	This should contribute towards the financial benefits of a healthier population. Specific financial implications to be considered on a case by case basis (e.g. cycle paths)
Equality/Diversity implications:	The strategy aims to reduce inequalities in

	levels of physical activity.	
Considered by Monitoring Officer:	Yes	JH
Wards Affected:	All	
Scrutiny Interest:	Health Scrutiny	

TRACKING/PROCESS

DIRECTOR:

Joint Executive Team	Cabinet Member/Chair Briefed	Ward Members (if necessary)	Partners
Scrutiny Committee	Other Committee	Council	Comms

Physical activity provides a great opportunity to help make Bury a better place to live and work, offering a powerful and effective way of helping to address some of the complex social, health, environmental, and economic challenges that we face as a borough.

Regular activity is proven to help prevent and treat non-communicable diseases (NCDs) such as heart disease, stroke, diabetes, and breast and colon cancer. It also helps prevent hypertension and obesity, and can improve mental health, quality of life and well-being. The cost of inactivity in the UK is £7.4 billion per annum.

“If a medication existed which had a similar effect to physical activity, it would be regarded as a ‘wonder drug’.”¹

Physical activity can also act as a positive catalyst and contributor for community cohesion, economic growth, and raising aspirations, as well as giving opportunities for all to develop important skills that will help them to succeed in life.

The new Physical Activity Strategy for Bury sets out a framework for how we intend to increase the uptake of physical activity with all of our Bury residents.

Our Vision

Our vision is to positively change the lives of people across Bury through physical activity, creating a healthier borough where everyone across all communities and all ages is more active – a whole population approach.

Building from our strengths and through system-wide collaboration:

¹ Sir Liam Donaldson, the former Chief Medical Officer of England

We will double the rate of past improvements, reaching the target of 75% of people active or fairly active by 2025.

Bury Moving and the action plan that follows outlines the journey we need to go on to realise our ambition. This is possible because we are developing new approaches and models of public service in Bury which puts people at the heart of the approach and focuses on early intervention and prevention.

Our Objectives and Priorities

We have identified 4 strategic objectives and 15 priorities to increase physical activity and reduce sedentary behaviour. Together, they capture the whole system approach required to meet our ambitions where physical activity is prioritised as a regular part of everyday life. The four strategic objectives are:

1. Create an Active Society
2. Create Active Environments
3. Enable Active People
4. Create Active Systems.

No one area of work will provide the solution. Lots of changes across the system will be needed. Section 7 provides further details of the specific actions we will take in order to deliver the change. These actions will form an action plan that will set measurable targets and outputs against each area, including identifying key agencies who will be responsible for taking the work forwards.

Contact Details:-

Lesley Jones, Director of Public Health

L.Jones@bury.gov.uk

0161 253 6738

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Bury Moving Strategy

Contents

- 1. Physical Activity: Why does it matter?**
- 2. What is the current picture in Bury? – trends and data summary**
- 3. What have we already got in place?**
- 4. What is our vision and ambition?**
- 5. What works to address inactivity?**
- 6. How will we achieve it?**
- 7. Actions**
- 8. Governance and Implementation**

FOREWORD

We are delighted to introduce you to our new Physical Activity Strategy for Bury. People, communities and leaders across Bury have come together to develop this strategy. Together, we make up 'Team Bury' and we all have a role to play in achieving our shared ambitions. This document sets out a framework for how we intend to increase the uptake of physical activity with all of our Bury residents.

Leading a physically active life brings many benefits to both physical and mental health and well-being. As such it is essential we empower as many people as possible in Bury to take enough physical activity to benefit their health. In a world of finite resources it makes sense that we take a strategic approach to promoting physical activity. The approach needs to encourage partnerships, be based on an analysis of need and evidence, and which has ownership by a wide range of stakeholders.

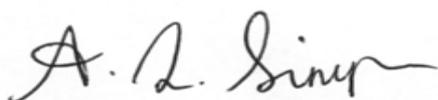
This strategy outlines how we will work smarter to understand our communities and influence people's attitudes and behaviours towards physical activity. It will also look at how we will maximise the power of collaboration, not just within Bury but across Greater Manchester. In addition, as part of the strategy we will identify how we will embed physical activity into local policy and develop a mixed economy market of opportunities ensuring a high quality experience for all participating.

This strategy has been developed through extensive consultation with providers of, and enablers for, physical activity in the borough. This strategy will provide the "joined-up" strategic direction for the development of services and facilities for all of those providers and enablers.

The evidence is compelling, that increasing participation in physical activity can make a real difference to people's lives.

We hope that this strategy provides the momentum to enable us to all work together to deliver an active, healthy Bury.

Signed



Andrea Simpson

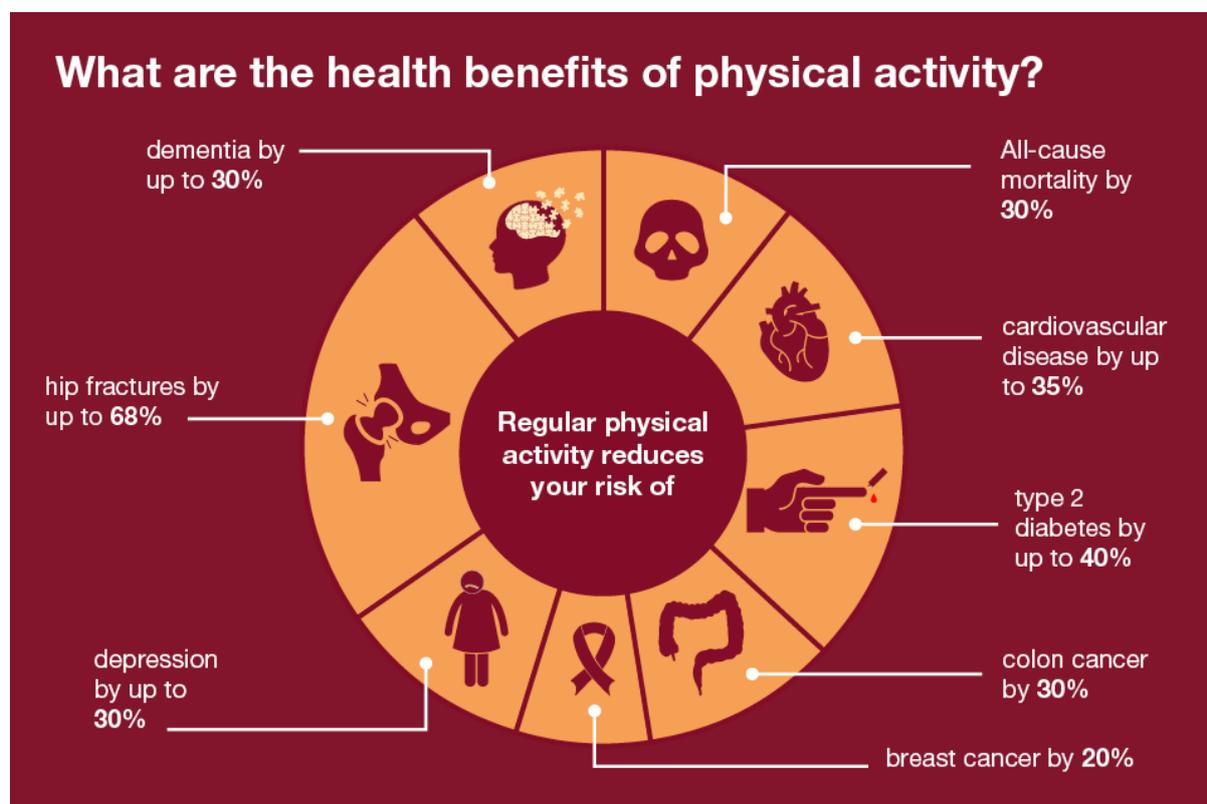
Health and Wellbeing Board Chair



I. PHYSICAL ACTIVITY: WHY DOES IT MATTER?

Physical activity provides a great opportunity to help make Bury a better place to live and work, offering a powerful and effective way of helping to address some of the complex social, health, environmental, and economic challenges that we face as a borough. Physical activity is a positive catalyst and contributor for community cohesion, economic growth, and raising aspirations, as well as giving opportunities for all to develop important skills that will help them to succeed in life.

In contrast, physical inactivity is the fourth leading cause of premature deaths in the UK, causing one in six deaths and contributing to poor rates of healthy life expectancy. Growing numbers of people are living longer with multiple long-term conditions, mental health problems, and musculoskeletal conditions. There is a clear evidence base that illustrates the health benefits of being more physically active.



Regular activity is proven to help prevent and treat non-communicable diseases (NCDs) such as heart disease, stroke, diabetes, and breast and colon cancer. It also helps prevent hypertension and obesity, and can improve mental health, quality of life and well-being. The cost of inactivity in the UK is £7.4 billion per annum.

“If a medication existed which had a similar effect to physical activity, it would be regarded as a ‘wonder drug’.”¹

As a society, we are not getting people active. In Bury, more than one in four adults are classed as inactive, doing less than 30 minutes of physical activity a week. A similar percentage of young people are not meeting Chief Medical Officer guidelines for physical activity.²

¹ Sir Liam Donaldson, the former Chief Medical Officer of England

² UK Chief Medical Officers’ physical activity [guidelines](#)

Failure to act to increase levels of physical activity will see related costs continue to rise, with negative impacts on health systems, the environment, economic development, community well-being and quality of life.³

In Bury we are committed to transforming the physical activity levels of our residents, building from the foundations laid in our previous Physical Activity and Sport Strategy (2015-20), and playing our part in Greater Manchester Moving (GM Moving). This strategy describes the journey we need to go on together to achieve that.

The Opportunity – physical activity at the heart of our vision for Bury

Active lives need to be placed at the heart of everything we do in Bury, through a whole system approach that addresses all the influences on people's physical activity, making it possible to design a healthier, happier, more successful future together.

This includes aligning physical activity to our broader vision for Bury. It is an exciting time for our borough as we develop our vision for the next 10 years. We have an opportunity to consider what is great about the borough, local people's hopes and aspirations, and how Bury will play a key role within Greater Manchester – all to improve outcomes and the life chances for our residents.

The Bury Strategy will be our vision for the place, a plan *for Bury by Bury* – and not just a plan for Bury Council. We want to:

- recognise the value that each community and neighbourhood plays, coming together to enable Bury to be a green and ecologically sustainable borough for today's communities, protected for future generations;
- have an inclusive economy which is growing at one of the fastest rates in Greater Manchester, with the best education and skills provision, and digital and transport infrastructure, to connect local people to quality jobs;
- be led by communities who choose to build their homes here because they feel safe, enjoy nationally-recognised arts, culture and heritage, and take control over their own healthy and meaningful lives, supported by one person-centred public service.

Underpinning the strategy will be one overarching delivery plan to incorporate the Local Industrial Strategy, Locality Plan refresh and Bury's Public Sector Reform agenda.

How physical activity aligns with our emerging priorities

Physical activity helps us to achieve our broader ambitions for Bury by contributing to:

- **An inclusive economy** – physical activity contributes to reduced sickness and absenteeism in our workplaces, helps to provide people with the improved health, skills and confidence to move them closer to the workforce, as well as the sport and physical activity sector being a source for jobs in its own right. We know that:
 - children and young people are more likely to do better academically.^{4 5}

³ WHO Global Action Plan On Physical Activity 2018-2030

⁴ Department of Health, 2014, Moving More, Living More: Olympic and Paralympic Games Legacy. [See report here](#)

⁵ The link between pupil health and wellbeing and attainment: a briefing for head teachers, governors and staff in education settings: 2014, Public Health England. [See report here.](#)

- there is an economic value in maintaining and improving physical and mental health and wellbeing (£74.9m).⁶
 - sport and physical activity helps to drive a stronger economy (Gross Value Added £60.5m).⁷
 - active workplaces are more productive workplaces.⁸
 - playing sport has a positive effect on earnings and employability.⁹
- **A quality and sustainable environment** – creating the conditions for more people to walk, cycle and use public transport, and contribute to less congestion and air pollution. Active Design in town planning can design activity back into people’s lives. Our parks, open and green spaces are quality environments which support people to lead more active lifestyles. The quality of the built and natural environment is a priority for Bury. People in more deprived areas are more likely to be exposed to poor air quality, have less access to green space and find housing less affordable, and are therefore more reliant on poor quality private rented housing. In Bury, approximately 88 people a year die prematurely as a result of air pollution. Physical activity can be an important part of the solution.
 - **Thriving communities** – physical activity contributes to improved health and wellbeing, social cohesion and connectedness. In strong, safe, liveable communities, people can enjoy being out and children can play safely outside. People feel less isolated in well connected, active communities. We know that:
 - being engaged and volunteering in our communities is a win-win – creating capacity and opportunities for the community alongside individual benefits for the volunteers. Volunteering in sport alone has an economic value of £27.3m to Bury.¹⁰
 - engaging in meaningful community activity and sport helps reduce risk-taking behaviour, crime and anti-social behaviour.

The evidence is clear that leading a more active lifestyle and engaging in sporting activity creates significant benefits for people of all ages who live and work in the borough. However, there are thousands of influences on our daily activity levels. If enabling physical activity was a conscious part of decision making across the public, private and voluntary sectors we could redesign places, policy, systems and practice, and change the culture to enable active lives within our whole population. Changing some of these things takes longer than others. But it is all possible with a whole system approach.

⁶ Sport England Economic Value of Sport – local model. Measure: Economic value to the area of improved quality and length of life plus health care costs avoided due to participation in sports. Time period(s): 2013

⁷ UK Active estimates that just a 1% reduction in the rates of inactivity each year for five years would save the UK around £1.2 billion (UK Active, 2014), *Turning the tide of inactivity*, http://ukactive.com/downloads/managed/Turning_the_tide_of_inactivity.pdf

⁸ Physical activity programmes in the workplace have resulted in reductions of absenteeism between 30% and 50%. (Davis, Adrian, Jones, Marcus, 2007) *Physical activity, absenteeism and productivity: An Evidence Review*. [See report here.](#)

⁹ The Impact of Engagement in Sport on Graduate Employability, Sport Industry Research Centre, 2013.

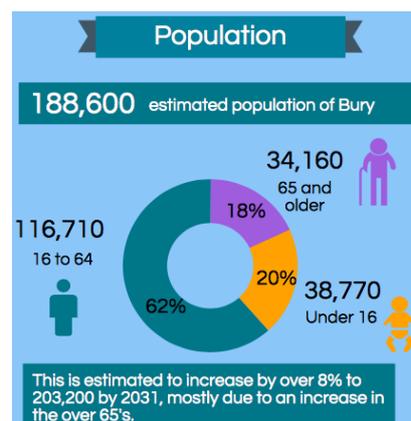
¹⁰ Sport England Economic Value of Sport – local model.

2. WHAT'S THE CURRENT PICTURE IN BURY? - TRENDS AND DATA SUMMARY

The population of Bury

Bury has a population of nearly 190,000 and has been growing since 2006. Compared to England as a whole, Bury has fewer 20-39 year olds (especially males), but more under 15s and 45-49 year olds.

The projected increase in population is expected to mainly be driven by an increasing ageing population, which will inevitably have implications on this strategy.



Health of the population

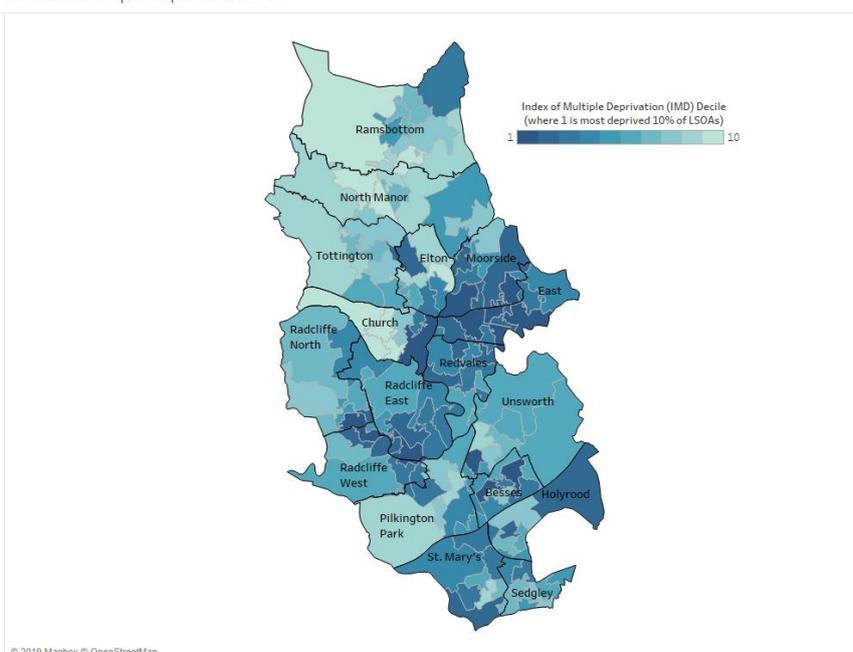
After decades of improvement, increases in life expectancy for Bury people have stalled. Life expectancy and healthy life expectancy in Bury are lower than the rest of the country.

Beneath these overall trends lie stark inequalities, with a difference in life expectancy of 11.3 years for men and 8.5 years for women between the most and least deprived areas of Bury, and a difference of 14.8 years for males and 13.4 years for women for healthy life expectancy. There are no signs of these inequalities narrowing.

In the most deprived parts of Bury the onset of poor health begins at age 54 for men and 56.5 for women, up to 13 years before state pension age. Life expectancy in these areas of deprivation is only around 4.5 years beyond state pension age.

There are pockets of severe deprivation across the borough. Neighbourhoods within Radcliffe, Moorside and Bury East are amongst the 10% most deprived in the country. Around 11,000 people live in these areas.

Index of Multiple Deprivation 2019



Health inequalities account for losses of £31-33 billion each year, as well as lost taxes and higher welfare payments in the range of £20-32 billion per year. NHS healthcare costs associated with inequality are in excess of £5.5 billion per year.¹¹ With evidence of a causal link between physical inactivity and poor health outcomes, this emphasises the need for a more place/neighbourhood focussed approach.

¹¹ <https://www.slideshare.net/PublicHealthEngland/reducing-health-inequalities-system-scale-and-sustainability>

How we measure physical activity behaviour

The UK Chief Medical Officers (CMO) have set out how much physical activity people should take to benefit their health. Using these guidelines, we categorise adult behaviours into Active, Fairly Active and Inactive.

ADULTS

ACTIVE

Percentage of people doing at least 150 minutes of physical activity **per week** in bouts of at least 10 minutes of moderate intensity

INACTIVE

Percentage of people doing **less than 30** minutes of physical activity per week in bouts of at least 10 minutes of moderate intensity

Inactivity is broken down into 3 further groups:

DO NOTHING, i.e. no physical activity at all

LIGHT INTENSITY ONLY, i.e. no moderate or vigorous intensity activity

ONLY ACHIEVE 1-29 MINUTES in a week, i.e. under the 30 minutes required to benefit health

CHILDREN & YOUNG PEOPLE

ACTIVE EVERY DAY

Doing 60 minutes or more **every day** (60+ minutes on all 7 days)
Meets CMO recommendation

Active across the week

Doing **an average of 60** minutes or more a day across the week (420+ minutes a week, but not 60+ minutes on all 7 days)

Fairly active

Doing an average of 30-59 minutes a day across the week (210-419 minutes a week)

LESS ACTIVE

Doing less than an average of 30 minutes a day across the week (less than 210 minutes a week)

¹² Data taken from Sport England's Active Lives Adult Nov 15 - 18



ADULT INACTIVE BEHAVIOUR ACROSS BURY ¹



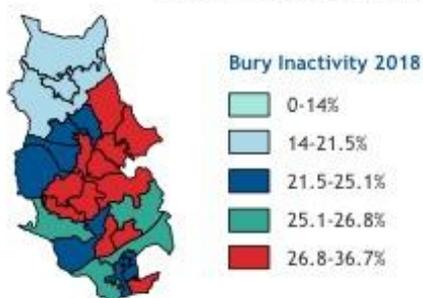
Of the **27.6%** of adults that are inactive...



Bury has proportionally more inactive adults than England. That proportion is comparable with other similar localities but Bury is the only one of these boroughs experiencing a rise in inactive behaviour.

WHERE ARE ADULTS MOST INACTIVE?

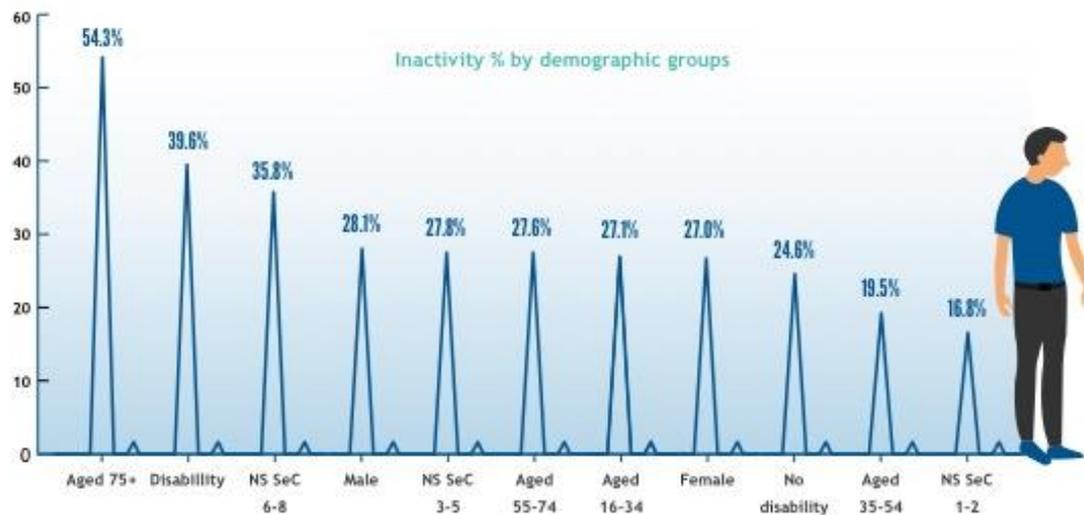
The map shows geographic areas (MSOAs) which subdivide the borough, and are colour coded to give an indication of the proportion of inactive people resident there.



The number of inactive people in the 12 red MSOAs account for more than half of the total number of inactive people in Bury. It is no surprise that these areas also align with high levels of deprivation and low healthy life expectancy.

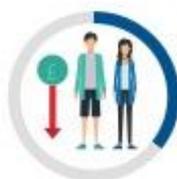
WHICH GROUPS OF ADULTS ARE MOST INACTIVE?

The chart shows how inactive behaviour varies significantly between the different demographic groups that make up the population of Bury.



Demographic groups in Bury whose **inactive behaviour** is cause for concern.

People in lower socio-economic groups (NS SeC 6-8²)



- 35.8%** inactive in Bury
- Worse than England
 - Trend is getting worse (increasing)
 - Approximately **14,816** people

People aged 16 - 34 years



- 27.1%** inactive in Bury
- Much worse than England
 - Trend is getting worse (increasing)
 - Approximately **11,653** people

People aged 75 years and over



- 54.3%** inactive in Bury
- Worse than England
 - Approximately **8,253** people
 - Particularly significant given that Bury has a growing aged population

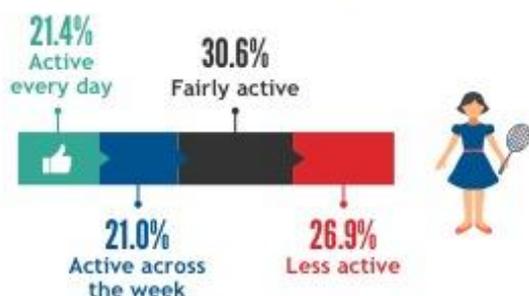
People with a long-term limiting illness or disability



- 39.6%** inactive in Bury
- Approximately **12,609** people
 - Although the Bury inactive proportion is better than England and the trend is reducing slightly, the high number of people in the borough is a concern

HOW PHYSICALLY ACTIVE ARE BURY'S CHILDREN AND YOUNG PEOPLE?

Active Lives Children & Young People Survey³



More than one quarter of children and young people across Bury are less active. As evidence highlights that inactive behaviours often track through to adulthood, this is a worrying trend.

Bury Health and Lifestyle Survey of children and young people 2019⁴

Got out of breath and/or sweaty while doing physical activity for an hour or more



3% on each of the last 7 days



41% on none of the last 7 days

How travelled to school



47% Walked



2% Cycled

Sources

- 1 Data taken from Sport England's Active Lives Adult Nov 15 - 18.
- 2 A classification based on occupation and employment status. HS SeC 6-8 groups are individuals in routine or semi-routine occupations, are long-term unemployed or have never worked.
- 3 Data from Sport England's Active Lives Children & Young People 17/18.
- 4 Bury Health and Lifestyle Survey of children and young people 2019. Covered 27 schools (18 primary and 9 secondary), with 3,113 returns.

Furthermore, our own analysis from the Bury Health and Lifestyle Survey of Children and Young People 2019 indicates that physical activity levels for young people could be even lower, with only 3% of pupils reporting enough physical activity to meet the guideline level, even in part, and only 12% of children exercising every day.

We know that too many young people are not undertaking active travel to school with 63% of secondary and 41% of primary pupils travelling to school by car or van.

We also know that inequalities exist in young people's physical activity behaviours:

- Children were more likely to have taken no exercise if they had special needs or were in the Lesbian Gay, Bisexual or Transsexual (LGBT) group.
- Children living in the East district of Bury are significantly less likely to suggest they enjoy general physical activities.
- The groups most likely to have no days of vigorous physical activity were year 4, Asian, Looked After Children (LAC), LGBT and those who receive Free School Meals (FSM).¹³

¹³ Bury Health and Lifestyle Survey of Children and Young People 2019

Understanding what drives physical activity behaviour change

There is an increasing amount of insight available to us to help understand the barriers for less active groups to being more active. These can be grouped according to:

- Personal factors – such as motivation, confidence, fear of judgement, cost, health and time
- Social factors – such as cultural norms or an understanding of social benefits
- Local environmental factors – including facilities and information
- Wider environmental factors – including the activity choice, and workforce.

Many of these barriers are specific to different social groups and specific communities. National physical activity campaigns such as This Girl Can and We Are Undefeatable have been developed based on an understanding of the physical activity barriers for women and girls and those living with long term health conditions respectively. We Are Undefeatable has been launched to inspire, reassure and support people to be active by showing people living with a variety of conditions – both visible and invisible – on their own journeys to being active. Insight has highlighted that over a third of people cited lack of energy as the main barrier to increasing physical activity; two in five reported that pain caused by their health condition prevented them from increasing the amount of physical activity they do; whilst over a quarter of people with a long-term health condition reported that the unpredictable nature of their condition made it hard to commit to a routine.

How this informs our future strategy

- Alongside measures to raise the activity levels of the whole population, there are **too many people not active enough to benefit their health**. This strategy will need to include tailored and focused interventions to help those who are least active to move more.
- This means **targeting the inequalities in activity levels** across Bury and having a **place-based approach** to working with those groups and communities who are the least active, recognising that the assets, barriers and enablers may be different between our five townships.
- There is a great deal of national and local insight to help us do this effectively and this strategy will need to build on this with an **ongoing conversation with residents** to understand the barriers they face in their lives.
- Whilst organisations and groups across Bury are doing lots of good things to support and encourage people to lead a more active lifestyle, it is not enough. We **need to do more and be open to different approaches** to ensure we enable the whole population to move more.

3. WHAT HAVE WE ALREADY GOT IN PLACE?

Whilst developing this strategy we engaged with a range of stakeholders and conducted an audit of strategies and data sources to help us to understand the current landscape of physical activity provision within Bury. We want to build this strategy using the existing strengths and assets in our communities: people, programmes and infrastructure.

Walking and Cycling in Bury Council

We have made significant steps in the cycling and walking agenda across Bury, recognising their important role in helping people to move more. Locally, a number of **Breeze** cycling champions have been trained up in partnership with British cycling. They provide regular fun, free bike rides for women across risk assessed routes. Bury also has a **Wheels for All** inclusive cycling initiative based at Clarence Park and at Bury Athletics Track, operated in partnership with 'Cycling Projects', a national charity. This scheme embraces all children and adults with disabilities and differing needs, to engage in a quality cycling activity in a sociable environment. Bury also provide balance bike sessions for 2-5 year olds, **Bikeability** schemes across our schools, and bike loan and **Buy a Bike** schemes through partnerships with the National Cycling Academy.

In relation to walking we promote a range of opportunities to walk in Bury including **Walking for Health**, countryside guided walks, and Nordic walks. **Bury – Walk with Me** is a nationally recognised scheme created through Bury Sport & Physical Activity Service to provide a variety of led walking opportunities across the borough. The scheme has established 10 weekly walk options for the communities of Bury, all led by Volunteer Walk Leaders.

In June 2018 the Greater Manchester Mayor's Cycling and Walking Commissioner, Chris Boardman, published '**Beelines - a walking and cycling infrastructure proposal**'. It proposed new standards in highway infrastructure and a walking/cycling network of 1,600 kilometres (1,000 miles), including 120 kilometres (75 miles) of segregated routes and 1,400 new crossings across Greater Manchester. It mapped a first draft network of routes and also reported the GM Mayor's decision to set up the £160M **Mayor's Challenge Fund (MCF)** to begin constructing the network.

Bury Council is committed to delivering MCF projects in order to promote cycling and walking within the Borough and has made 3 bids to date. These include £2.2m for the introduction of new crossings to improve walking and cycling routes and road safety for vulnerable users at 7 locations. A bid for £3.6m has been made for new crossings and route improvements in the Fishpool neighbourhood. Both of these have been approved to be worked up in detail. A further bid is currently under consideration for route improvements in the Pimhole, Pilsworth, Radcliffe and Elton areas. **Projects and Programmes**

We have developed a strong knowledge base from the work in Bury, and from the ongoing efforts of a range of public, private and voluntary sector organisations to increase physical activity across the population.

This includes programmes like **I Will If You Will (IWIIWW)**, the Sport England National Lottery funded pilot aiming to address activity levels of women and girls across Bury. Stakeholders said that IWIIWW did much to positively change the lives of women. This was driven by the development of a strong social marketing campaign to address social barriers relating to being active alone, using assets that are already present in the community, as well as addressing accessibility barriers by enabling activity within neighbourhoods. The programme had a positive effect on women's activity levels, but female inactivity rates are increasing again. This highlights a key challenge for this strategy: to embed

the learning across the whole system and ensure the impact is sustainable beyond any initial grant funding investment secured for any given intervention.

We continue to be successful in leveraging a range of funding to support physical activity initiatives, including the funding from the **Greater Manchester Active Ageing Programme** which will run until March 2020 and aims to increase activity amongst older adults. Bury is one of 8 pilot areas targeting those who are inactive or living with one of more long-term health conditions. The programme includes several cross-cutting themes such as the use of peer support and community champions to support target groups in moving out of inactivity, the use of positive images and language to change the narrative and promote a new positive vision of ageing, and working with older people to encourage more active lifestyles among inactive people aged 55 and over.

Bury Families Active Together is a Sport England Families Fund initiative running until March 2022. It is focussed on families in lower socio-economic groups and aims to help families develop more positive attitudes towards activity and create family friendly opportunities to engage in sport and physical activity together.

Parks and Open Spaces

The borough is blessed with a wealth of open space, and outdoor sport and recreation facilities with access to wider countryside beyond via the West Pennine Moors and through the principal river valleys of the Irwell and the Roch, providing a valuable resource to local residents as well as visitors.

This resource – if well-located, accessible, well designed and maintained – can make a major positive contribution to people’s lives. Our parks are a key asset and we are fortunate enough that all 12 of our main parks across the borough have been awarded Green Flag status for 10 consecutive years.

The Bury Green Space Audit and Strategy (2015) provides the framework that helps to inform specific needs across the borough.

Likewise, the borough’s new Playing Pitch and Outdoor Sport Strategy was launched in 2019, setting out a strategic framework for the maintenance and improvement of existing playing pitches, outdoor sports facilities and ancillary facilities up to 2037. There are shortfalls of one or more football pitch formats, which are becoming more significant as future demand increases. There are also present and future shortfalls for full sized 3G pitches for football team training and cricket, as well as for rugby union and rugby league in the areas where these sports are played at community level. We have identified that the creation of and increased use of 3G pitches should be a key priority.

Indoor Sport and Leisure Facilities

Bury Leisure runs three Quest accredited public leisure centres and welcomes over 750,000 visitors per annum. These sites are home to three swimming clubs, a range of sports clubs, and the delivery of a comprehensive Learn to Swim scheme. Bury Leisure is member of GM Active, which brings together a collaborative approach across all thirteen leisure organisations across the GM.

Community and voluntary sector offer

Bury is proud of its strong voluntary, community and faith-sector (VCF), with many lead organisations who have to date supported the development of the physical activity agenda to move forward. VCF sector organisations in Bury provide a wide range of Health; Social Care; and physical activities. The State of the sector survey by Sheffield Hallam University in 2017 show:-

- 1100 organisations and groups of which
 - 61% are focused on Health & well-being
 - 33% are focused on Community Development
 - 31% are focused on Sports & Leisure
 - 23% are focused on Economic wellbeing
- 19,000 unpaid volunteers giving their time for local causes
- Over 5000 paid staff
- 21.9m interventions supporting clients/beneficiaries/service users

These organisations play a significant role in their ability to address a larger geographical footprint, enabling local people to take control of their own health and wellbeing through regular participation in physical activity. The sector are resolute, adaptable and able to respond to changing cultures, breaking down barriers, connecting people and groups, providing support and helping to improve lives.

The challenge for the sector is securing long term sustainable core funding for their services, however, this is something that should be looked at with partners across the system and enabling groups to access grant funding available. A small amount of seed funding in the VCF has the ability to attract funds from sources not open to the public sector including individual donations; trusts foundations; Business CSR and funders such as the Lottery.

In addition, the VCF sectors ability to involve volunteers significantly enhances services that it can provide. This strategy relies on the strength of the voluntary, community and faith sector, to continue to build on the good work they have been involved with, where possible leading the way by empowering local people to drive the strategy and actions within; raising aspirations and enabling communities with significant inequalities to become involved. Creating suitable environments and conditions in our society to support and encourage active participation and reverse the downward trends of inactivity.

The catalyst for this will be closer working relationships which will develop along with the implementation of a strategic partnership, this will oversee the implementation of the strategy and provide a mechanism to report progress through the Health and Wellbeing Board.

A new Integrated Wellness model

The model combines Bury Leisure, Bury Sport and Physical Activity Service (SAPAS), Bury Venues, Bury Parks and Countryside, and Bury Lifestyle Services that, together, will support communities to Start Well, Live Well and Age Well.

Working with key stakeholders, including GP Primary Care, Clinical Commissioning Group, Bury Care Organisation (part of Northern Care Alliance NHS Group), Living Well Taking Control, and Bury Multi Agency Cancer Services, the aim is to drive transformational change and increase the number of individuals being signposted or referred into the Model's programmes.

A new way of working – Local Delivery Pilot

Greater Manchester was selected as one of 12 Local Delivery Pilots by Sport England in December 2017. The Local Pilot work forms an important strand of the implementation of GM Moving, and will test and explore what it takes to secure population scale change in physical activity behaviour across the borough. The insight about activity levels has led us to focus on Radcliffe initially, aiming to engage both children and young people aged 5-18 in out of school settings, people out of work and people in work but at risk of becoming workless. The Pilot is adopting a whole systems approach to address

inactivity and provides a template for a way of working that aligns well with our future models of delivery in Bury.

Key messages for the strategy

It is evident that there is a lot happening in the borough to try and shift physical activity behaviours, with some evidence of success. However, these have failed to either make a sustained difference or the difference at the population scale required.

There have been a number of clear messages from the engagement process in the development of this strategy:

- Too often activity is piecemeal. Projects are too small scale, and fail to be embedded sustainably beyond initial periods of investment.
- There are real barriers for disabled people in the borough to being able to access inclusive opportunities.
- Perceptions of safety (crime and anti-social behaviour) are a real barrier preventing people from being more active.
- There is a strong voluntary sports club infrastructure but many clubs report they are at capacity.
- Whilst there are lots of opportunities to be active in Bury, a lack of awareness of what is happening appears to be a barrier.
- There are numerous physical barriers that are preventing people from being active, for instance, the lack of toilets for the elderly.

These are just some of the things that are preventing people from being more active in Bury.

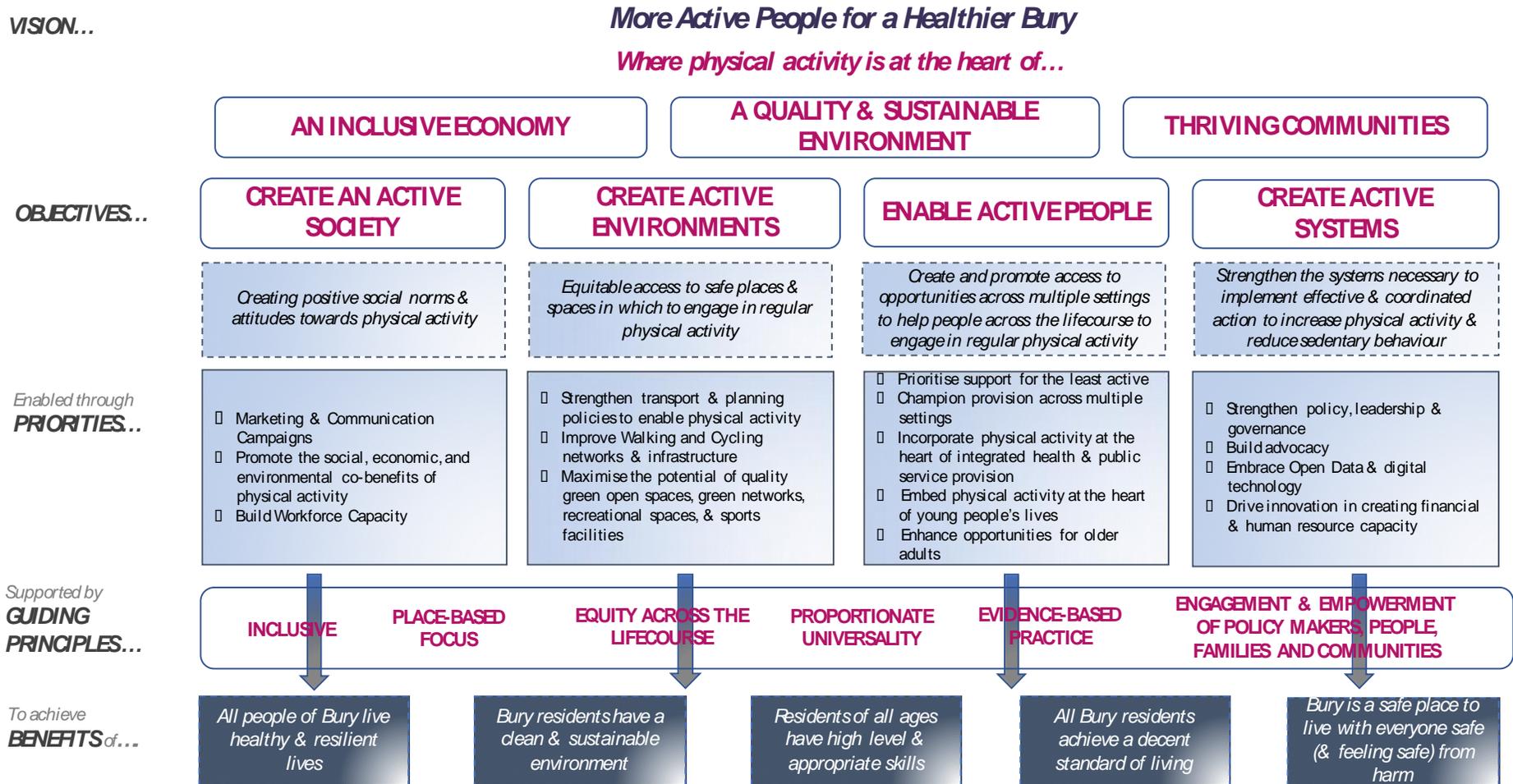
We will therefore need an approach that:

- is strategic and transformational – no one thing will make the difference but we need to think big in terms of those things that will create the conditions for people to be more active.
- considers how we distribute leadership across the whole system. The approach needs to engage all sectors at borough and neighbourhood level, designing moving back into life through policy, systems and culture as well as through projects, services and interventions.
- considers the linkages between different projects and workstreams to create efficiencies.
- ensures resilience and sustainability are embedded at the outset.

Our aspiration through this strategy is to work with and alongside communities to help address identified barriers, and to move towards sustained and embedded practice of those things that are shown to work. Our strategy framework outlines what we are going to focus on alongside the guiding principles of how we will achieve this.

4. WHAT IS OUR VISION AND AMBITION?

Bury Moving: Physical Activity Strategy for Bury (2020-25)



Our Vision

Our vision is to positively change the lives of people across Bury through physical activity, creating a healthier borough where everyone across all communities and all ages is more active – a whole population approach.

Building from our strengths and through system-wide collaboration:

We will double the rate of past improvements, reaching the target of 75% of people active or fairly active by 2025.

Bury Moving and the action plan that follows outlines the journey we need to go on to realise our ambition. This is possible because we are developing new approaches and models of public service in Bury which puts people at the heart of the approach and focuses on early intervention and prevention.

Our Objectives and Priorities

We have identified 4 strategic objectives and 15 priorities to increase physical activity and reduce sedentary behaviour. Together, they capture the whole system approach required to meet our ambitions where physical activity is prioritised as a regular part of everyday life. The four strategic objectives are:

1. Create an Active Society
2. Create Active Environments
3. Enable Active People
4. Create Active Systems.

No one area of work will provide the solution. Lots of changes across the system will be needed. Section 7 provides further details of the specific actions we will take in order to deliver the change. These actions will form an action plan that will set measurable targets and outputs against each area, including identifying key agencies who will be responsible for taking the work forwards.

Outcomes

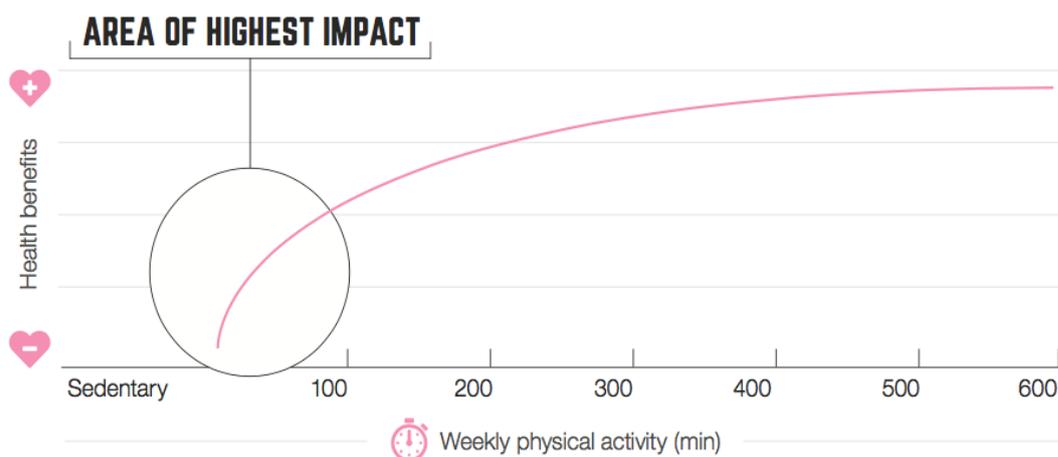
This strategy aligns with the Single Outcomes Framework for Bury which sets out 5 overarching outcomes for our borough around which we align all strategic plans, policies, programmes and delivery. They are:

- All people of Bury live healthy and resilient lives
- Bury residents have a clean and sustainable environment
- Residents of all ages have high level and appropriate skills
- All Bury residents achieve a decent standard of living
- Bury is a safe place to live with everyone safe (and feeling safe) from harm.

5. WHAT WORKS TO ADDRESS INACTIVITY?

Evidence shows that it is never too late to start, and moving more will help with the majority of health conditions. When people shift from doing nothing to doing something regularly, they gain the biggest health benefits. The policy directive is clear: *‘the biggest gains and the best value for public investment is found in addressing the people who are least active.’*¹⁴ This strategy will therefore **prioritise efforts to help the least active to move more.**

Area of Highest Impact: The Dose-Response Curve¹⁵



Moving more in any way will make a difference. Brisk walking is good enough for most people, and no one is too old to start. Walking and cycling are the most accessible forms of physical activity that can be built into people’s everyday lives.

In 2018, the World Health Organisation launched a **Global Action Plan on physical activity**.¹⁶ This gave us an internationally agreed, evidence-based approach to address inactivity and engage people in active, healthy, happy lives. The four objectives and twenty policy actions are applicable to all countries and address the multiple cultural, environmental and individual determinants of inactivity.

Nationally, we have also drawn on **NICE guidance** relating to physical activity which covers a range of topics such as the environment, obesity prevention, exercise referral schemes, walking and cycling, cardiovascular disease prevention and physical activity in the workplace.

The strategy is also informed by **GM Moving, the Plan for Physical Activity and Sport**¹⁷ which sets out what needs to happen for Greater Manchester to take a whole system approach to addressing inactivity.

We also have a lot of knowledge from our own work in Bury, and the ongoing efforts of a whole range of public, private and voluntary sector organisations to increase physical activity across the population, including programmes such as IWIIYW mentioned earlier.

¹⁴ Sporting Future: A New Strategy for an Active Nation page 19

¹⁵ Dose-response curve for physical activity, Nigam, 2011 (referenced in ‘Towards An Active Nation’ page

¹⁶ <https://apps.who.int/iris/bitstream/handle/10665/272722/9789241514187-eng.pdf>

¹⁷ https://gmmoving.co.uk/assets/uploads/GMM_Plan_195x230mm_36PP_AW_AMENDED_SINGLE_PAGES.pdf

Key messages for the strategy

The guiding principles (section 6) and the actions (section 7) have directly been informed by a robust evidence base referenced throughout this strategy.

In particular, it is evident that we will need:

- to strengthen policy, leadership and governance as critical enablers to a whole systems approach.
- a strong focus on walking and cycling as the most accessible forms of physical activity.
- community / school / workplace based interventions that are designed to meet the needs of the least active groups.
- to influence planning policy and infrastructure development to ensure we are creating active environments that build moving more into everyday life.

6. HOW WILL WE ACHIEVE IT?

PRINCIPLES

This strategy has not only been informed by the evidence base of *what* to do to drive a whole population approach to physical activity, it is also informed by the guiding principles of *how* to do it. As outlined throughout, it is clear that we will need to take a whole system approach to achieve our ambitions. This will be underpinned by a series of guiding principles that we have identified together and are drawn from The Greater Manchester Model of Unified Public Services, the WHO Global Action Plan principles, GM Moving Principles and the Bury ‘way’.

Bury Moving Principles

A place focus Moving to Place at Pace, our local model for whole system, place-based transformation is integral to our approach for physical activity, and is strongly supported by the evidence base highlighting the inequalities that exist in the borough. Our work on physical activity will align to the broader public service reform work focussing on a place approach in neighbourhoods across the borough.

Proportionate Universality¹⁸ We are committed to Marmot’s Proportionate Universalism Approach. This means that we will set policy and take action to enable the whole population of Bury to move more, *and* will focus on specific neighbourhoods and demographic groups, based on inequalities and the level of need. Therefore, to narrow the gaps in health and physical activity, proportional allocation of attention, capacity and resources is needed to engage the least active and those who face the greatest barriers.

Inclusive This strategy is for the *whole* population of Bury and we must continually challenge ourselves to ensure that we are addressing barriers to engagement. We will ensure that our people have a strong voice in shaping what needs to change to enable active lives for everyone.

Across the life course We will consider needs at different stages of the life course (including early years, childhood, adolescence, adulthood and older age), different levels of current activity and ability, with a priority towards addressing gaps and reducing inequalities.

Evidence-based practice The recommended priority actions are informed by a robust evidence base, as well as practice-based evidence. Underpinning this must be a culture of evaluation and real time learning about what is driving change.

Engagement & empowerment of policy makers, people, families & communities People and communities should be empowered to take control of the determinants of their health through active engagement in shaping policies and interventions that will enable active lives. Active engagement to mobilise communities is one of the most powerful ways to change behaviour and change social norms.

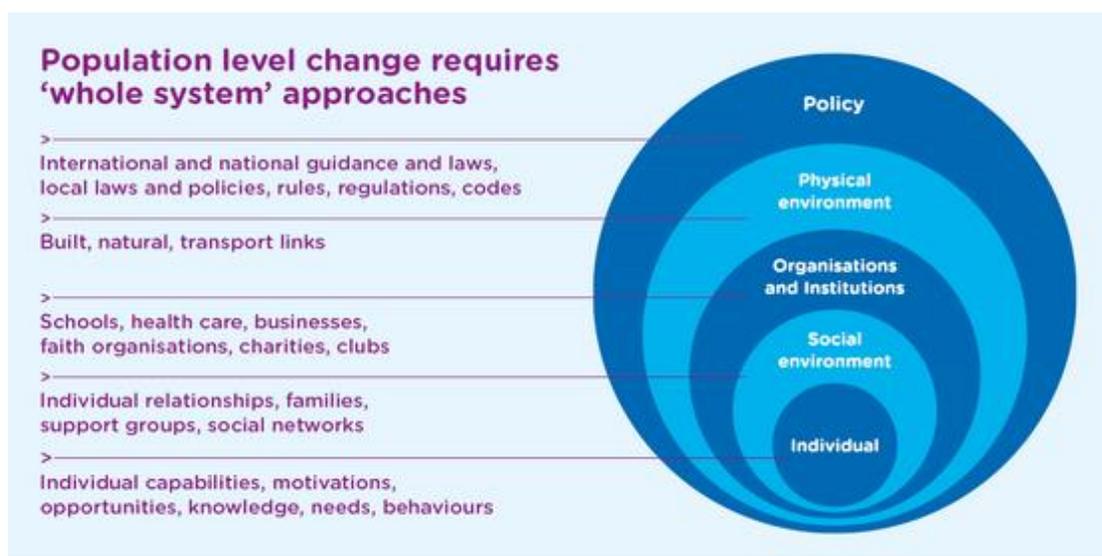
¹⁸ Fair Society, Healthy Lives – The Marmot Review, 2010

APPROACH

A whole system approach – aligning all the influences on physical activity levels

Encouraging movement and enabling people to live active lives that involve everything from housework and gardening through to participation in organised sport will require us to understand and address all of the influences on daily life.

We know that these influences are complex, but through our work together, we need to turn as many of these influences as possible into forces that *enable* active lives for our whole population.



To address all of these influences, the whole system will need to engage and help to lead Bury Moving, making a commitment to people moving more in their sector, from **planning, transport, education, health and care, housing, community and voluntary sector, to justice and economic development.**

We need to embed 'moving more' as the normal approach and as part of the solution to the challenges that people face. The big shift that we need to make is to change policy, decision making, systems, process and practice to *enable* people to live a more active life. Every conversation we have with people needs to enable wellbeing and health so that every contact counts.

Influencing how we work together

Genuine collaboration, co-production, and transparency takes trust, honesty and openness to respectful challenge, always with the overall ambition in mind. Our approach will help people and organisations to respond to the question '*What will make the biggest difference to the outcome?*', rather than '*What will benefit my organisation the most?*'

Our approach has to create the conditions that enable a social movement to grow. It must develop from the grassroots, but leaders in the system can help it to seed, grow and flourish. This can be achieved if we genuinely share power, let people and communities share leadership, and remove the systemic and cultural barriers and blockages along the way.

7. ACTIONS

We have made commitments that we will prioritise. This is not an exhaustive list of everything we will do as more will emerge through ongoing co-design with Bury residents across the life of the strategy.

These actions include a mixture of things that build from existing activity and new areas of focus. In support of this strategy a delivery plan will be developed with measureable outputs and targets set for each action to track progress.

I. CREATE AN ACTIVE SOCIETY	
Priorities	What it would take
Marketing & Communication Campaigns	a. Embrace and localise national and regional communications campaigns to help increase physical activity of Bury residents, including <i>That Counts, We Are Undefeatable, This Girl Can, One You, and Who Says?</i>
	b. Ensure movement, physical activity and sport are integrated into existing public health campaigns as part of a cohesive message about leading healthier lives.
Promote the social, economic, and environmental co-benefits of physical activity	c. Develop a clear narrative for Bury, enhancing awareness, understanding, and appreciation for the social, economic, and environmental co-benefits of physical activity .
	d. Leverage mass participation events like the Bury 10k, GM Walking Festival, and other high profile events such as the Tour of Britain.
Build Workforce Capacity	e. Support and develop the whole workforce in Bury to enable system change for active lives, as part of a wider approach to leadership development in Greater Manchester.
	f. Embed physical activity training across the health and care system, including the PHE Physical Activity Clinical Champions programme and Moving Medicine tool.
	g. Maximise the potential of social prescribing through the social prescribing link workers and care navigator roles.
	h. Embrace the principle of Making Every Contact Count for physical activity, supporting all cross-sector frontline staff to be confident in discussing and enabling physical activity as part of holistic conversations about health.
	i. Work with the VCFA to increase capacity in the voluntary sector in supporting people to lead more active lives, including creating leaders in communities, building social networks, and training people that lead and support volunteers.
	j. Improve links with educational partners such as Bury College, supporting students in developing their employability skills through apprenticeships, work placements, work experience, and internships that support people in Bury to move more.

2. CREATE ACTIVE ENVIRONMENTS

Priorities	What it will take
Strengthen transport & planning policies to enable physical activity	a. Develop and implement a Local Transport Plan for Bury which embraces the role of physical activity.
	b. Ensure that Active Travel Plans are adopted and implemented by all schools in the borough to help enable more young people to walk and cycle to school.
	c. Embed Active Design within major housing and regeneration projects e.g. Radcliffe Town Centre.
Improve Walking and Cycling networks & infrastructure	d. Develop and implement a Local Cycling and Walking Infrastructure Plan (LCWIP) for Bury.
	e. Maximise the opportunities to improve cycling and walking by implementing the recommendations of the Made to Move Report , through developing the 'Bee Network' infrastructure, utilising the GM Mayor's Cycling and Walking Challenge Fund and implementing design standards in all highways work.
	f. Develop a Walking and Cycling Forum for Bury to champion opportunities for cycling and walking.
	g. Ensure our efforts to improve cycling and walking infrastructure are complemented by targeted behaviour change work to empower priority groups to take advantage of the opportunities.
Maximise the potential of quality green open spaces, green networks, recreational spaces, & sports facilities	h. Improve the quality and usage of outdoor spaces for physical activity in partnership with a range of organisations from National Governing Bodies of Sport to charities and non-physical activity organisations.
	i. Undertake a review of indoor leisure and fitness provision in the borough to inform future market shaping strategies and provision to meet the aims of this strategy.
	j. Continue to implement the priorities within the Bury Greenspace Audit and Strategy , embracing new opportunities to enhance green spaces such as the City Forest Park initiative, and ensuring our 12 Green Flag Parks are focal points for physical activity in the communities they serve.
	k. Deliver on the recommendations of the Bury Playing Pitch and Outdoor Sport Strategy 2019 , in particular addressing the identified shortfall in 3G pitches.

3. ENABLE ACTIVE PEOPLE

Priorities	What it would take
Prioritise support for the least active	a. Deliver on our ambitions for the Local Pilot in Radcliffe and Bury as a whole, ensuring that the learning from this work helps to inform our whole system approach in addressing

3. ENABLE ACTIVE PEOPLE	
Priorities	What it would take
	<p>inactivity in priority neighbourhoods across the borough. This includes learning how to build resilience and sustainability in at the beginning to help build social capital and enable a social movement.</p> <p>b. Prioritise the role of physical activity and sport in supporting risk reduction and early intervention for people aged 40-60 with long-term conditions.</p> <p>c. Deliver on the aspirations and embed the learning from funded programmes like Bury Families Active Together.</p> <p>d. Maximising the opportunity presented by other programmes (for example, NHS Health Checks) to enable active lives with priority population groups.</p> <p>e. Embed the role of physical activity and sport in supporting people out of work and people in work but at risk of becoming workless to become and remain economically active.</p>
Champion provision across multiple settings	<p>f. Embrace and proactively champion the benefits of more active workplaces through the leadership of Bury Council in partnership with the Business Engagement Network.</p> <p>g. Support the growth of a strong, vibrant and inclusive community group and sports club infrastructure and engage them in supporting the shared ambition to reduce inactivity and inequalities.</p> <p>h. Identify opportunities for more innovative approaches to the provision of places to undertake physical activity, e.g. housing, health care and community settings</p> <p>i. Support the opening of school and college facilities for greater levels of community use.</p> <p>j. Champion and enable the development of community and volunteer led initiatives that promote active lifestyles.</p>
Incorporate physical activity at the heart of integrated health & public service provision	<p>k. Further develop the Beats GP Referral Programme with a new single point of access for all referrals and opportunity for self-referral. This should include further improving the monitoring and feedback loops to track GP usage and referral uptake.</p> <p>l. Embed physical activity as part of our pilot work on Person and Community Centred Approaches including social prescribing.</p> <p>m. Deliver on our plans for our new Integrated Wellness Service, embedding new models of delivery.</p>
Embed physical activity at the heart of young people's lives	<p>n. Embed physical activity across nursery and pre-school settings to help improve school readiness amongst young people.</p>

3. ENABLE ACTIVE PEOPLE	
Priorities	What it would take
	o. Champion the adoption of the Daily Mile in all schools across the borough as part of a whole school approach to physical activity.
Enhance opportunities for older adults	p. Embed the learnings from Bury's Active Ageing work to ensure sustainability of impact behind the initial funding investment and drive system and culture change.
	q. Embed physical activity within our work on Age Friendly Bury .
	r. Embed the learnings from the Falls Prevention Programme as part of Keeping Bury Well.
	s. Support residential and nursing homes to embed physical activity as part of everyday life for residents and staff and support and enable active lives for older people living in their own homes.

4. CREATE ACTIVE SYSTEMS	
Priorities	What it would take
Strengthen policy, leadership & governance	a. Embed physical activity into relevant policies across the borough, including the Bury Strategy, Bury Industrial Strategy, the revised Health and Wellbeing Strategy, and the refreshed Locality Plan.
	b. Create a coherent voice for physical activity within the strategic governance arrangements within the borough (see section 8)
Build advocacy	c. Embed physical activity training and advocacy with elected members and strategic leaders in public, private and the voluntary sector.
Embrace Open Data & digital technology	d. Embrace Open Data in support of the work being led GM wide by GreaterSport and GM Active.
	e. Work with GreaterSport on the digital transformation opportunities for the physical activity sector.
Drive innovation in creating financial & human resource capacity	f. Develop an evaluation and learning culture across everything we do so we can understand what is making a difference to outcomes for residents, to demand for public services, and for financial sustainability of public services.
	g. Embrace community investment models such as The Pitch and the Social Capital Fund for physical activity to encourage innovation from communities to get people moving more. Where possible look to streamline community investment pots to make it easier for community and voluntary sector organisations to access support by reducing the administrative burden.

8. GOVERNANCE AND IMPLEMENTATION

Measuring success

The driving measure of success for this strategy is the increase in physical activity levels across the whole population, working towards our stated target of **75% of people active or fairly active by 2025**. This will be measured through the Active Lives survey undertaken by Sport England, and it will also enable us to track the changes in specific targeted demographic groups.

Through the governance arrangements set up to oversee the strategy, we will develop a delivery plan that identifies lead organisations for areas of work, and specific success measures to track our progress against our strategic objectives. These will ultimately align to the Single Outcomes Framework for Bury and identify physical activity's contribution towards the five overarching outcomes for our borough.

Embedded at the heart of the Bury Strategy

The governance of the Bury Moving Strategy will be embedded securely within the emerging Bury Strategy, and is aligned to the same principles of public service reform and integration. This will include a strategic group to provide oversight of the strategy, manage risks, and provide support with strategic alignment of different work areas. The shared purpose of our reform will drive this: to help all people of Bury live longer, healthier, and happier lives, and in doing so, reduce the inequalities that exist between some people and places.

Bury Moving Governance

As set out in Strategic Objective 4, effective implementation of this strategy will require bold, shared leadership combined with cross-public sector and multi-sectoral partnerships at all levels to achieve a coordinated, whole system response. We are in a strong position to do this, as part of the Greater Manchester family, which is at the forefront of the devolution agenda. Team Bury is working together with Greater Manchester colleagues to bring all aspects of reform together into a single coherent strategy for transformation. Together we have the will and the power to deliver wholesale reform.

A new relationship with communities

We will need to change the power dynamic with a new form of relationship with people and communities to achieve our shared ambitions. We are moving towards an approach of working with communities and enabling communities to do for themselves, i.e. '*nothing for us without us*', or '*done by us for us*'. There is a strength of energy and commitment in Bury communities, with people ready and willing to engage and contribute. Bury people bring knowledge, skills and experience. Community and stakeholder partnerships are fundamentally part of the solution and they matter absolutely.

The five emerging community partnerships in the neighbourhoods of Bury, Prestwich, Radcliffe, Tottington and Ramsbottom, and Whitefield will be critical to the community leadership, as will community leaders with a particular passion and commitment to physical activity, sport and wider complementary agendas such as sustainable travel, clean air, community development, inclusive growth etc. As with the 'People Powered Bury' Steering Group, people and communities will be at the heart, with shared power, leadership and decision-making across public services and the community and voluntary sector. If we are to ensure the effective implementation of this strategy, the people, and the system will need to work together and hold each other to account for the commitments within it. The opportunity if we get this right is significant – a more active, healthier and happier Bury.